1 2	State of Arkansas 89th General Assembly	A Bill	
3	Regular Session, 2013		HOUSE BILL 2021
<i>3</i> 4	Regulai Session, 2013		HOUSE BILL 2021
5	By: Representative Shepher	rd	
6	zj. maprosenimi ve snopne.		
7		For An Act To Be Entitled	
8	AN ACT TO	O AMEND THE LAW REGARDING RULE MAKING BY	Ĭ
9	AGENCIES	; TO REQUIRE FINANCIAL IMPACT STATEMENTS	S BE
10	FILED WI	TH ALL RULES; TO REQUIRE WRITTEN FINDING	GS .
11	FROM THE	AGENCY WHEN A SUBSTANTIAL FINANCIAL IMP	PACT
12	EXISTS;	AND FOR OTHER PURPOSES.	
13			
14			
15		Subtitle	
16	TO	AMEND THE LAW REGARDING RULE MAKING BY	
17	AGE	NCIES; TO REQUIRE FINANCIAL IMPACT	
18	STA	TEMENTS BE FILED WITH ALL RULES; AND	
19	TO	REQUIRE WRITTEN FINDINGS FROM THE	
20	AGE	NCY WHEN A SUBSTANTIAL FINANCIAL	
21	IMP	ACT EXISTS.	
22			
23			
24	BE IT ENACTED BY THE	GENERAL ASSEMBLY OF THE STATE OF ARKANS	SAS:
25			
26	SECTION 1. Ar	kansas Code § 6-11-132 is amended to rea	ad as follows:
27	6-11-132. Fina	ncial impact statements for administrati	ive rules.
28	(a) <del>(l) Except</del>	as provided in subsection (b) of this s	section, for each
29		the The State Board of Education or and	
30		on and Career Opportunities under State	<u>.</u>
31		ulgate their rules as provided under the	
32		dure Act, § 25-15-201 et seq <del>., the board</del>	
33		nancial impact statement with the Bureau	<del>ı of Legislative</del>
34	Research.		
35		(b) The scope of the financial impact	
36	be <del>determined by the</del>	board promulgating the rule but as prov	<u>rided under the</u>

1 Arkansas Administrative Procedure Act, § 25-15-201 et seq., and shall 2 include, at a minimum, without limitation a public school district's 3 estimated cost to comply with and implement the rule. 4 (3) This subsection applies to an emergency rule for 5 permanent adoption. 6 (b) For each emergency rule not for permanent adoption, if the State 7 Board of Education or the State Board of Workforce Education and Career 8 Opportunities has reason to believe that the development of a financial 9 impact statement for the emergency rule promulgated by it will be so 10 speculative as to be cost prohibitive, the board promulgating the rule shall 11 submit to the bureau a statement and explanation to that effect. 12 (c) Neither the State Board of Education nor the State Board of 13 Workforce Education and Career Opportunities shall promulgate a rule with 14 respect to which it has not complied with this section. 15 16 SECTION 2. Arkansas Code § 10-3-309(e), concerning financial impact 17 statements reviewed by the General Assembly, is amended to read as follows: 18 (e)(1)(A) Before any rule or regulation of any state agency may be 19 revised, promulgated, amended, or changed, a copy of the rule or amendment to 20 existing rules and a financial impact statement shall be filed with the 21 bureau at least thirty (30) days before the expiration of the period for public comment on the rule pursuant to the Arkansas Administrative Procedure 22 23 Act, § 25-15-201 et seq., or other acts pertaining to the rule-making 24 authority of that agency. 25 (B) The scope of the financial impact statement shall be 26 determined by the agency but as provided under the Arkansas Administrative 27 Procedure Act, § 25-15-201 et seq., and shall include, at a minimum, without 28 limitation the estimated cost of complying with the rule or regulation and 29 the estimated cost for the agency to implement the rule or regulation. 30 (C) Except as provided in § 6-11-132, if the agency has reason to believe that the development of a financial impact statement will 31 32 be so speculative as to be cost prohibitive, the agency shall submit a 33 statement and explanation to that effect. 34 (D) If the purpose of a state agency rule or regulation is 35 to implement a federal rule or regulation, the financial impact statement 36 shall be limited to any incremental additional cost of the state rule or

- 1 regulation as opposed to the federal rule or regulation.
- 2 (2) The bureau shall review the proposed revised or amended rule
- 3 or regulation and, if it is believed that the rule or regulation is contrary
- 4 to legislative intent, shall file a statement thereof with the Legislative
- 5 Council.
- 6 (3) In either event, the proposed rule or regulation Filings
- 7 under the Arkansas Administrative Procedure Act, § 25-15-201 et seq., and any
- 8 comment on the proposed rule or regulation prepared by the bureau shall be
- 9 submitted to the Legislative Council at the next regular meeting following
- 10 its filing with the Legislative Council.

11

- 12 SECTION 3. Arkansas Code § 25-15-202 is amended to read as follows:
- 13 25-15-202. Definitions.
- 14 As used in this subchapter:
- 15 (1)(A) "Adjudication" means <u>an</u> agency process for the
- 16 formulation of an order.
- 17 (B) "Adjudication" does not include prisoner inmate
- 18 disciplinary proceedings conducted by the Department of Correction and the
- 19 Department of Community Correction;
- 20 (2)(A) "Agency" means each a board, commission, department,
- 21 officer, or other authority of the government of the State of Arkansas,
- 22 whether or not within, or subject to review by, another agency, except the
- 23 General Assembly, the courts, and Governor.
- 24 (B) The word "agency" shall include the Division of Child
- 25 Care and Early Childhood Education of the Department of Human Services and
- 26 the Child Care Appeal Review Panel for purposes of administrative appeal.
- 27 (C) The word "agency" shall not include the Arkansas
- 28 Public Service Commission, the Arkansas Pollution Control and Ecology
- 29 Commission, the Workers' Compensation Commission, and the Department of
- 30 Workforce Services, it being determined by the General Assembly that as the
- 31 existing laws governing those agencies provide adequate administrative
- 32 procedures for those agencies.
- 33 (D) Nothing in this subchapter shall be construed to This
- 34 subchapter does not repeal delegations of authority as provided by law;
- 35 (3) "Financial impact statement" means a realistic statement of
- 36 <u>a new or increased cost or obligation of complying with a proposed rule to a:</u>

1	(A) Private individual, entity, and business; and
2	(B) State, county, and municipal government;
3	(4) "License" includes any an agency permit, certificate,
4	approval, registration, charter, or similar form of permission required by
5	law;
6	$\frac{(4)}{(5)}$ "Licensing" means any an agency process respecting the
7	grant, denial, renewal, revocation, suspension, annulment, withdrawal,
8	limitation, or amendment of a license;
9	(5) (6) "Order" means the final disposition of an agency in any
10	matter other than rule making, including licensing and rate making, in which
11	the agency is required by law to make its determination after notice and
12	hearing;
13	$\frac{(6)}{(7)}$ "Party" means any <u>a</u> person or agency named or admitted as
14	a party, or properly seeking and entitled as of right to be admitted as a
15	party, in any an agency proceeding;
16	$\frac{(7)}{(8)}$ "Person" means any an individual, partnership,
17	corporation, association, or public or private organization of any character;
18	$\frac{(8)(A)}{(9)(A)}$ "Rule" means any an agency statement of general
19	applicability and future effect that implements, interprets, or prescribes
20	law or policy, or describes the organization, procedure, or practice of any
21	$\underline{an}$ agency and includes, but is not limited to, the amendment or repeal of a
22	prior rule.
23	(B) "Rule" does not mean:
24	(i) Statements concerning the internal management of
25	an agency and that do not affect the private rights or procedures available
26	to the public;
27	(ii) Declaratory rulings issued pursuant to § 25-15-
28	206; or
29	(iii) Intra-agency memoranda; and
30	$\frac{(9)}{(10)}$ "Rule making" means an agency process for the
31	formulation, amendment, or repeal of a rule.
32	
33	SECTION 4. Arkansas Code § 25-15-204 is amended to read as follows:
34	25-15-204. Rules - Procedure for adoption.
35	(a) Prior to the adoption, amendment, or repeal of $\frac{any}{a}$ rule, the
36	agency shall:

1 (1)(A)(i) Give at least thirty (30) days' notice of its 2 intended action. 3 (ii) The thirty-day period shall begin on the first 4 day of the publication of notice. 5 (B) The notice shall include a: 6 (i) A statement of the terms or substance of the 7 intended action or a description of the subjects and issues involved; and the 8 (ii) The time, the place where location, and the 9 manner in which an interested persons person may present their views his or 10 her position on the intended action or the subjects and issues involved of 11 the agency or on the issues related to the intended action of the agency. 12 (C) The notice shall be mailed to any: 13 (i) A person specified by law; and to all persons 14 (ii) A person who have has requested advance notice 15 of rule-making proceedings. 16 (D)(i) Unless otherwise provided by law, the notice shall 17 be published in: 18 (i) In a newspaper of general daily circulation for 19 three (3) consecutive days and, when appropriate, in those trade, industry, 20 or professional publications that the agency may select; and 21 The notice shall be published by By the 22 Secretary of State on the Internet for thirty (30) days in accordance with 23 under § 25-15-218; 24 (2)(A) Afford all interested persons reasonable opportunity to submit written data, views, or arguments, orally or in writing. 25 26 (B) Opportunity for oral hearing must be granted The 27 agency shall grant an opportunity for an oral hearing if requested by twenty-28 five (25) persons, by a governmental subdivision or agency, or by an 29 association having no fewer than at least twenty-five (25) members. 30 (C) The agency shall fully consider all written and oral 31 submissions respecting the proposed rule before finalizing the language of 32 the proposed rule and filing the proposed rule as required by subsection 33 (d)(e) of this section. 34 (D) Upon adoption of a rule, the agency, if requested to 35 do so by If an interested person either prior to requests a statement of the 36 reasons for and against the adoption of a rule before adoption or within

1	thirty (30) days <del>thereafter, shall</del> <u>after adoption</u> , the agency shall issue a		
2	concise statement of the principal reasons for and against its adoption,		
3	incorporating therein its reasons for overruling the considerations urged		
4	against its adoption.		
5	(E) When rules are required by law to be made on the		
6	record after opportunity for an agency hearing, the provisions of that law		
7	shall apply in place of this subdivision (a)(2); and		
8	(3) Comply with § 25-15-301 et seq. Consider the following		
9	factors:		
10	(A) Whether the agency is required by statute to adopt the		
11	proposed rule, whether by a specific date, and whether the agency has		
12	discretion to promulgate rules;		
13	(B) Other statutes relevant to the proposed rule and its		
14	alternatives;		
15	(C) The specific nature and significance of the problem		
16	the agency addresses with the proposed rule including without limitation:		
17	(i) The nature and degree of the risks the problem		
18	poses;		
19	(ii) The priority of addressing those risks as		
20	opposed to other matters or activities within the agency's jurisdiction;		
21	(iii) Whether the problem warrants new agency		
22	action; and		
23	(iv) The countervailing risks that may be posed by		
24	alternative rules for the agency;		
25	(D) Whether existing rules have created or contributed to		
26	the problem the agency is addressing with the proposed rule, and whether		
27	those rules could be amended or repealed to address the problem in whole or		
28	in part;		
29	(E) Reasonable alternatives to the proposed rule including		
30	without limitation:		
31	(i) Adopting no rule;		
32	(ii) Amending or repealing existing rules; and		
33	(iii) Other potential responses that could be taken		
34	instead of agency action;		
35	(F) The financial impact of the proposed rule;		
36	(G) Any other factor relevant to the need for and		

- 1 <u>alternatives to the proposed rule.</u>
- 2 (b)(1) An agency shall not adopt, amend, or repeal a rule unless the
- 3 <u>rule is based on the best reasonably obtainable scientific, technical,</u>
- 4 <u>economic</u>, or other evidence and information available concerning the need
- 5 for, consequences of, and alternatives to the rule.
- 6 (2) An agency shall adopt the least costly rule considered under
- 7 <u>this section</u>, unless:
- 8 <u>(A) The additional benefits of the more costly rule</u>
- 9 justify its additional cost;
- 10 <u>(B) The agency explains its reason for adoption of the</u>
- 11 more costly rule in writing;
- 12 (C) The reason is based on the interests of public health,
- 13 safety, or welfare; and
- (D) The reason is within the scope of the agency's
- 15 <u>statutory authority.</u>
- 16  $\frac{\text{(b)}(1)}{\text{(c)}(1)}$  If an agency finds that imminent peril to the public
- 17 health, safety, or welfare or compliance with a federal <del>laws</del> law or
- 18 regulations regulation requires adoption of a rule upon less than thirty (30)
- 19 days' notice and states in writing its reasons for that finding, it may
- 20 proceed without prior notice or hearing, or upon any abbreviated notice and
- 21 hearing that it may choose, to adopt an emergency rule.
- 22 (2) Except as provided in § 5-64-204, the rule may be effective
- 23 for no longer than one hundred twenty (120) days.
- 24 (3) If, after the expiration of the effective period of an
- 25 emergency rule, an agency wishes to adopt a successive emergency rule that is
- 26 identical or substantially similar to the expired emergency rule, the agency
- 27 shall not adopt the successive emergency rule earlier than thirty (30) days
- 28 after the expiration of the emergency rule.
- 29  $\frac{(c)(1)(d)(1)}{(c)(1)}$  Every agency shall accord any  $\underline{A}$  person the right to may
- 30 petition an agency for the issuance, amendment, or repeal of any a rule.
- 31 (2) Within thirty (30) days after submission of a petition, the
- 32 agency shall:
- 33 (A) Deny the petition, stating in writing its reasons for
- 34 the denial; or
- 35 (B) Initiate rule-making proceedings.
- 36  $\frac{(d)(1)(A)}{(e)(1)(A)}$  Every An agency, including those exempted under §

- 1 25-15-202, shall file with the Secretary of State, the Arkansas State
- 2 Library, and the Bureau of Legislative Research a copy of each rule adopted
- 3 <u>proposed</u> by it and a statement of financial impact statement for the <u>proposed</u>
- 4 rule.
- 5 (B) Rules  $\underline{A}$  rule shall be filed in compliance with this
- 6 section and with §§ 25-15-218 and 10-3-309.
- 7 (2) The Secretary of State shall keep a register of the rules
- 8 open to public inspection, and it shall be a permanent register.
- 9 (3)(A) The scope of the financial impact statement shall be
- 10 determined by the agency but at a minimum shall include the estimated cost of
- 11 complying with the rule and the estimated cost for the agency to implement
- 12 the rule.
- 13 (B) Except as provided in § 6-11-132, if the agency has
- 14 reason to believe that the development of a financial impact statement will
- 15 be so speculative as to be cost prohibitive, the agency shall submit a
- 16 statement and explanation to that effect.
- 17 (C) If the purpose of a state agency rule is to implement
- 18 a federal rule or regulation, the financial impact statement shall be limited
- 19 to any incremental include:
- 20 <u>(i) The cost to implement the federal rule or</u>
- 21 regulation; and
- 22 <u>(ii) The</u> additional cost of the state rule, as
- 23 opposed to the federal rule or regulation.
- 24 (4)(A) If a financial impact statement reveals a new or
- 25 <u>increased cost or obligation of at least one hundred thousand dollars</u>
- 26 (\$100,000) per year to a private individual, private entity, private
- 27 business, state government, county government, municipal government, or to
- 28 two (2) or more of those entities combined, the agency shall file written
- 29 findings at the time of filing the financial impact statement.
- 30 (B) The written findings shall be filed simultaneously
- 31 with the financial impact statement and shall include without limitation:
- 32 <u>(i) A statement of the rule's basis and purpose;</u>
- 33 (ii) The problem the agency seeks to address with
- 34 the proposed rule, including a statement of whether a rule is required by
- 35 statute;
- 36 <u>(iii) A description of the factual evidence that:</u>

1	(a) Justifies the agency's need for the
2	proposed rule; and
3	(b) Describes how the benefits of the rule
4	meet the relevant statutory objectives and justify the rule's costs;
5	(iv) A list of less costly alternatives to the
6	proposed rule and the reasons why the alternatives do not adequately address
7	the problem to be solved by the proposed rule;
8	(v) A list of alternatives to the proposed rule that
9	were suggested as a result of public comment and the reasons why the
10	alternatives do not adequately address the problem to be solved by the
11	proposed rule;
12	(vi)(a) A statement of whether existing rules have
13	created or contributed to the problem the agency seeks to address with the
14	proposed rule.
15	(b) If existing rules have created or
16	contributed to the problem, an explanation of why amendment or repeal of the
17	rule creating or contributing to the problem is not a sufficient response;
18	<u>and</u>
19	(vii) An agency plan for review of the rule no less
20	than every ten (10) years to determine whether, based upon the evidence,
21	there remains a need for the rule including without limitation whether:
22	(a) The rule is achieving the statutory
23	objectives;
24	(b) The benefits of the rule continue to
25	justify its costs; and
26	(c) The rule can be amended or repealed to
27	reduce costs while continuing to achieve the statutory objections.
28	$\frac{(e)(1)(A)(f)(1)(A)}{(e)(e)(e)(e)(e)(e)(e)(e)(e)(e)(e)(e)(e)($
29	(30) days after filing of the final rule unless a later date is specified by
30	law or in the rule itself.
31	(B) A final rule shall not be filed until the thirty-day
32	public comment period required under subdivision (a)(1)(A) of this section
33	has expired.
34	(C)(i) After the expiration of the thirty-day public
35	comment period and before the effective date of the rule, the agency
36	promulgating the rule shall take appropriate measures to make the final rule

- 1 known to the persons who may be affected by the rule. 2 (ii) Appropriate measures shall include without 3 limitation posting the following information on the agency's website: 4 (a) The final rule; 5 Copies of all written comments submitted 6 to the agency regarding the rule; 7 (c) A summary of all written and oral comments 8 submitted to the agency regarding the rule and the agency's response to those 9 comments; and 10 A summary of the financial impact of the 11 rule; and 12 (e) The proposed effective date of the final 13 rule. 14 (2)(A)(i) However, an emergency rule may become effective 15 immediately upon filing or at a stated time less than thirty (30) days after 16 filing if the agency finds that this effective date is necessary because of 17 imminent peril to the public health, safety, or welfare. 18 (ii) The agency's finding and, a brief statement of 19 the reasons for the finding, and the financial impact statement shall be 20 filed with the rule. 21 (B) The agency shall take appropriate measures to make 22 emergency rules known to the persons who may be affected by the emergency 23 rules. 24 (f)(g) No A rule adopted after June 30, 1967, is not valid unless 25 adopted and filed in substantial compliance with this section. 26  $\frac{(g)(1)(h)(1)}{(g)(g)(g)}$  In any a proceeding brought that questions the existence 27 of imminent peril to the public health, safety, or welfare, a written finding 28 by an agency that adoption of any adopting an emergency rule was necessary to
- 32 (2) The burden of proof shifts to the challenger to rebut the 33 existence of the condition by a preponderance of the evidence.

avoid the loss of federal funding or certification establishes a prima facie

case of the existence of imminent peril to the public health, safety, or

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welfare.

35 SECTION 5. Arkansas Code Title 25, Chapter 15, Subchapter 3, is 36 repealed.

25-15-301. Definitions.	
As used in this subchapter:	
(1)(A) "Agency" means each board, commission, department,	
office, or other authority of the government of the State of Arkansas whether	
or not within or subject to review by another agency.	
(B) "Agency" does not include the General Assembly and the	
<del>judiciary;</del>	
(2)(A) "Rule" means any agency statement of general	
applicability and future effect that implements, interprets, or prescribes	
law or policy or describes the organization, procedure, or practice of any	
agency and includes, but is not limited to, the amendment or repeal of a	
prior rule.	
(B) "Rule" does not mean:	
(i) Statements concerning the internal management of	
an agency and statements that do not affect the private rights or procedures	
available to the public;	
(ii) Declaratory rulings issued pursuant to § 25-15-	
<del>206; or</del>	
(iii) Intra-agency memoranda; and	
(3) "Small business" means a for-profit enterprise consisting of	
${\tt no}$ more than one hundred (100) employees regardless of whether the employees	
are full-time or part-time employees.	
25-15-302. Determination of effect of proposed rule on small	
<del>businesses.</del>	
(a)(1) Before submitting a proposed rule for adoption, amendment, or	
repeal, an agency first shall determine whether the proposed rule affects	
small businesses.	
(2) However, this section does not apply to a rule:	
(A) Adopted on an emergency basis;	
(B) That is federally mandated; or	
(C) That substantially codifies existing state or federal	
<del>law.</del>	
(b) As part of its analysis, the agency shall examine whether a means	

1	(c) If the proposed rule affects small businesses, the agency shall
2	prepare an economic impact statement before undertaking the promulgation
3	process.
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5	25-15-303. Economic impact statement.
6	(a) An agency required to prepare an economic impact statement under §
7	25-15-302(e) shall comply with this section.
8	(b) The agency shall prepare an economic impact statement that sets
9	forth the following:
10	(1) The type or types of small businesses that will be directly
11	affected by the proposed rule, bear the cost of the proposed rule, or
12	directly benefit from the proposed rule;
13	(2) A description of how small businesses will be adversely
14	affected;
15	(3) A reasonable determination of the dollar amounts the
16	proposed rule will cost small businesses in terms of fees, administrative
17	penalties, reporting, recordkeeping, equipment, construction, labor,
18	professional services, revenue loss, or other costs associated with
19	<pre>compliance;</pre>
20	(4) A reasonable determination of the dollar amounts of the
21	costs to the agency of implementing the proposed rule, as well as the
22	financial benefit to the agency of implementing the rule;
23	(5) Whether and to what extent alternative means exist for
24	accomplishing the objectives of the proposed rule that might be less
25	burdensome to small businesses and why such alternatives are not being
26	<del>proposed; and</del>
27	(6) A comparison of the proposed rule with federal and state
28	<del>counterparts.</del>
29	(c) The agency shall submit the economic impact statement and the
30	proposed rule to the Director of the Arkansas Economic Development
31	Commission.
32	(d)(1) Within ten business (10) days of the receipt of the economic
33	impact statement and the proposed rule, the director shall provide detailed
34	information in writing to the agency regarding whether, in the reasoned
35	opinion of the director, the agency has satisfactorily completed the economic
26	import statement and relation the econor has taken sufficient measures to

	balance the objectives of the proposed fute with the interests of the
2	affected small businesses.
3	(2)(A)(i) In performing these duties, the director may elicit
4	views and information from, and shall serve as the point of contact for,
5	small business organizations and associations, state and federal agencies,
6	and other parties who have comments, objections, or opinions concerning the
7	proposed rule.
8	(ii) The director shall send the proposed rules to
9	the members of the Regulatory Review Committee in any manner he or she
10	considers reasonable and may set a deadline for the receipt of responses from
11	members of the committee.
12	(B) If appropriate, the director shall convey these
13	communications to the agency.
14	(3) In addition to commenting upon a proposed rule, the director
15	may review existing rules and make recommendations to agencies to amend rules
16	that may have an unduly negative impact on small businesses.
17	(e)(1) Upon receiving from the director the information described in
18	this section, the agency shall promptly consider the information.
19	(2)(A) If the agency determines that no action shall be taken in
20	response to the information received from the director, the agency may
21	respond in writing to the director and explain its reasons for this
22	determination.
23	(B) If the agency determines that amendment of a proposed
24	rule or adoption, amendment, or repeal of an existing rule is warranted, the
25	agency shall indicate this in its response.
26	(3) Upon completing the requirements of subdivision (e)(2) of
27	this section, the agency may initiate the process for the adoption of a rule.
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