

**STORAGE NAME:** h2067.er  
**DATE:** March 21, 2000

**HOUSE OF REPRESENTATIVES  
COMMITTEE ON  
ELECTION REFORM  
ANALYSIS**

**BILL #:** HB 2067 (PCB ER 00-04)  
**RELATING TO:** Rulemaking Authority of the Department of State  
**SPONSOR(S):** Committee on Election Reform and Representative Flanagan  
**TIED BILL(S):**

**ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:**

- (1) ELECTION REFORM (PRC) YEAS 9 NAYS 0
  - (2)
  - (3)
  - (4)
  - (5)
- 

I. SUMMARY:

Florida law establishes that a grant of rulemaking authority is necessary but not sufficient to allow an agency to adopt a rule; a specific law to be implemented is also required. As a result, state agencies are required to review the statutory authority they have for rulemaking and determine if sufficient authority exists for their rules or proposed rules.

For any rules or proposed rules that may be lacking in this authority, the Legislature shall, at the 2000 Regular Legislative Session, consider whether specific legislation authorizing the identified rules, or portions thereof, should be enacted.

This bill amends those sections of the Florida Statutes where a portion of the rule may exceed statutory authority permitted as determined by the Division of Elections within the Department of State. This rule authorizing bill seeks to correct any deficiencies noted by establishing specific authority in statute. **Please see Section II D., Section-By-Section Analysis, for details.**

It is not anticipated that this legislation will have a financial impact beyond current appropriated funds.

This bill shall take effect upon becoming a law.

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

- |                                   |                              |                             |                                         |
|-----------------------------------|------------------------------|-----------------------------|-----------------------------------------|
| 1. <u>Less Government</u>         | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 2. <u>Lower Taxes</u>             | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 3. <u>Individual Freedom</u>      | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 4. <u>Personal Responsibility</u> | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 5. <u>Family Empowerment</u>      | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |

For any principle that received a "no" above, please explain:

B. PRESENT SITUATION:

Section 120.536(1), F.S., articulates the rulemaking standard for agencies:

(1) A grant of rulemaking authority is necessary but not sufficient to allow an agency to adopt a rule; a specific law to be implemented is also required. ***An agency may adopt only rules that implement or interpret the specific powers and duties granted by the enabling statute.*** No agency shall have authority to adopt a rule only because it is reasonably related to the purpose of the enabling legislation and is not arbitrary and capricious or is within the agency's class of powers and duties, nor shall an agency have the authority to implement statutory provisions setting forth general legislative intent or policy. Statutory language granting rulemaking authority or generally describing the powers and functions of an agency shall be construed to extend no further than implementing or interpreting the specific powers and duties conferred by the same statute. (emphasis added)

Section 120.536(2)(b), F.S., was created to provide agencies with the opportunity to review existing rules for compliance with the rulemaking standard articulated in s. 120.536(1), F.S. Where an agency determined that a rule, or a portion thereof, exceeded the standard, the agency reported this rule to the Joint Administrative Procedures Committee (JAPC). Section 120.536(2)(b), F.S., provides that the Legislature shall, at the 2000 Regular Legislative Session, consider whether specific legislation authorizing the identified rules, or portions thereof, should be enacted.

C. EFFECT OF PROPOSED CHANGES:

The rules determined to be lacking in specific statutory authority for the Division of Elections and the Department of State are found in Chapter 1S-2, Elections, Florida Administrative Code. This bill will bring these entities into compliance with the requirements of s. 120.536, F.S. **Please see Section II D., Section-By-Section Analysis, for details.**

**D. SECTION-BY-SECTION ANALYSIS:**

- Section 1. Amends s. 120.54(1)(i), F.S., authorizing the Department of State to adopt rules for incorporating materials by reference. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-1.005, Incorporation by Reference.]
- Section 2. Amends s. 106.23(2), F.S., to require that requests for advisory opinions rendered by the Division of Elections be submitted in accordance with rules adopted by the Department of State. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-2.010, Advisory Opinions.]
- Section 3. Amends s. 106.22(11), F.S., authorizing the Department of State to adopt rules for the filing and investigation of voter fraud complaints. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-2.025, Voter Fraud Complaints.]
- Section 4. Adds s. 106.07(9), F.S., authorizing the Department of State to adopt rules for the filing of campaign treasurer's reports. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-2.023, Campaign Treasurer's Report; Filing Requirements, Fines for Late Filing.]
- Section 5. Amends s. 101.62(4)(a), F.S., authorizing the Department of State to prescribe by rule the requirements for the preparation and mailing of absentee ballots to overseas electors. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-2.013, Absentee Ballots to Overseas Electors.]
- Section 6. Amends s. 101.161(2), F.S., to require that the designated number for constitutional amendments be assigned in accordance with rules adopted by the Department of State, in addition to the order of filing or certification. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-2.0011, Constitutional Amendment Ballot Position.]
- Section 7. Adds s. 99.061(9), F.S., authorizing the Department of State to prescribe by rule the requirements for filing candidate qualifying papers. [Rule identified to exceed the rulemaking standard: 1 F.A.C. 1S-2.0001, Designation of Division of Elections as Filing Office for Department of State.]
- Section 8. Providing legislative intent that the amendments to the enumerated sections of the Florida Statutes specified in this bill are intended to be supplemental to other amendments to said sections which may be enacted at the 2000 Regular Legislative Session, unless a contrary intent is specifically indicated.
- Section 9. Provides that this bill will be effective upon becoming a law.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

Any costs of promulgating rules will be absorbed within existing appropriations.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. APPLICABILITY OF THE MANDATES PROVISION:

This bill does not require counties or municipalities to spend funds or take an action requiring the expenditure of funds.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

This bill does not reduce the authority that municipalities or counties have to raise revenue in the aggregate.

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

This bill does not reduce the percentage of state tax shared with counties or municipalities.

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V. COMMENTS:

A. CONSTITUTIONAL ISSUES:

None.

B. RULE-MAKING AUTHORITY:

This bill establishes specific rulemaking authority to comply with s. 120.536, F.S.

C. OTHER COMMENTS:

None.

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

The amendment adopted in committee to the proposed committee bill was engrossed prior to reporting to the clerk. The amendment provides legislative intent that the amendments to the enumerated sections of the Florida Statutes specified in the bill are intended to be supplemental to other amendments to said sections which may be enacted at the 2000 Regular Legislative Session, unless a contrary intent is specifically indicated.

VII. SIGNATURES:

COMMITTEE ON ELECTION REFORM:

Prepared by:

Staff Director:

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Dawn K. Roberts, Esq.

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Dawn K. Roberts, Esq.