By Senator Wise

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A bill to be entitled

An act relating to administrative procedures; amending s. 11.60, F.S.; requiring the Administrative Procedures Committee to provide certain assistance with a review of rules and nonrule policy; amending ss. 11.908, 11.911, and 11.919, F.S.; conforming terminology; amending s. 120.52, F.S.; defining the term "nonrule policy"; amending s. 120.54, F.S.; conforming terminology; amending s. 120.545, F.S.; requiring the committee to establish a system for persons to submit proposals for the repeal of certain rules and nonrule policy; directing the committee to provide certain information to the Small Employer Regulatory Advisory Council and applicable agencies; requiring agencies to display a poster containing specified information; amending ss. 120.80 and 120.81, F.S.; conforming cross-references; amending s. 288.7001, F.S.; defining the terms "nonrule policy" and "small employer" and conforming other definitions to changes made by the act; renaming the Small Business Regulatory Advisory Council as the Small Employer Regulatory Advisory Council; revising qualifications of council members; revising powers and duties of the council; revising authority of the council to review rules; providing for the council's review of nonrule policy; amending s. 288.7002, F.S.; requiring the Florida Small Business Advocate to provide certain assistance with the council's review of rules and nonrule policy; conforming terminology

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and other provisions to changes made by the act; amending ss. 420.9072 and 420.9075, F.S.; conforming cross-references; directing agencies to establish workgroups to identify rules and nonrule policy that impact small employers; requiring agencies to review and repeal certain rules and nonrule policy by a specified date; authorizing the director of the Florida Small Business Development Center Network to extend the deadline under certain circumstances; directing agencies to submit specified information to the council; directing the Florida Small Business Advocate and Administrative Procedures Committee to assist agencies in reviewing rules and nonrule policy; requiring the council and the Office of Program Policy Analysis and Government Accountability to submit reports to the Governor and Legislature; requiring an agency head to appear before the committee and submit an explanation of the agency's failure to comply with the act under certain circumstances; requiring the committee's review of the agency's explanation; providing for future repeal; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Paragraph (n) is added to subsection (2) of section 11.60, Florida Statutes, to read:

11.60 Administrative Procedures Committee; creation; membership; powers; duties.—

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- (2) The committee shall:
- (n) Assist the Small Employer Regulatory Advisory Council with the council's periodic review of rules and nonrule policy under s. 288.7001.

Section 2. Subsection (2) of section 11.908, Florida Statutes, is amended to read:

- 11.908 Committee duties.—No later than March 1 of the year in which a state agency or its advisory committees are scheduled to be reviewed, the committee shall and the joint committee may:
- (2) Consult with the Legislative Budget Commission, the Small Employer Business Regulatory Advisory Council, relevant substantive and appropriations committees of the Senate and the House of Representatives, the Governor's Office of Policy and Budgeting, the Auditor General, and the Chief Financial Officer, or their successors, relating to the review of the agency and its advisory committees.

Section 3. Paragraph (a) of subsection (2) of section 11.911, Florida Statutes, is amended to read:

- 11.911 Committee recommendations.
- (2) In its report on a state agency, the joint committee shall:
- (a) Make recommendations on the abolition, continuation, or reorganization of each state agency and its advisory committees and on the need for the performance of the functions of the agency and its advisory committees. If the committee recommends continuation or reorganization, the committee shall include in its recommendations the report of the Small Employer Business Regulatory Advisory Council, as provided in s. 288.7001, regarding the rules of each agency.

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Section 4. Subsection (1) of section 11.919, Florida Statutes, is amended to read:

- 11.919 Assistance of and access to state agencies .-
- (1) The committee and the Small <u>Employer</u> <u>Business</u>
 Regulatory Advisory Council may access or request information and request the assistance of state agencies and officers. When assistance is requested, a state agency or officer shall assist the committee and the Small <u>Employer</u> <u>Business</u> Regulatory Advisory Council.

Section 5. Subsections (12) through (22) of section 120.52, Florida Statutes, are renumbered as subsections (13) through (23), respectively, and a new subsection (12) is added to that section to read:

- 120.52 Definitions.—As used in this act:
- (12) "Nonrule policy" means each agency statement of general applicability that implements, interprets, or prescribes law or policy or describes the procedure or practice requirements of an agency, and includes any form that imposes any requirement or solicits any information not specifically required by statute or by an existing rule, but that is not a rule. The term includes an unadopted rule.

Section 6. Paragraph (b) of subsection (3) of section 120.54, Florida Statutes, is amended to read:

120.54 Rulemaking.

- (3) ADOPTION PROCEDURES. -
- (b) Special matters to be considered in rule adoption.-
- 1. Statement of estimated regulatory costs.—Prior to the adoption, amendment, or repeal of any rule other than an emergency rule, an agency is encouraged to prepare a statement

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of estimated regulatory costs of the proposed rule, as provided by s. 120.541. However, an agency shall prepare a statement of estimated regulatory costs of the proposed rule, as provided by s. 120.541, if the proposed rule will have an impact on small business.

- 2. Small businesses, small counties, and small cities.-
- a. Each agency, before the adoption, amendment, or repeal of a rule, shall consider the impact of the rule on small businesses as defined by s. 288.703 and the impact of the rule on small counties or small cities as defined by s. 120.52. Whenever practicable, an agency shall tier its rules to reduce disproportionate impacts on small businesses, small counties, or small cities to avoid regulating small businesses, small counties, or small cities that do not contribute significantly to the problem the rule is designed to address. An agency may define "small business" to include businesses employing more than 100 persons, may define "small county" to include those with populations of more than 75,000, and may define "small city" to include those with populations of more than 10,000, if it finds that such a definition is necessary to adapt a rule to the needs and problems of small businesses, small counties, or small cities. The agency shall consider each of the following methods for reducing the impact of the proposed rule on small businesses, small counties, and small cities, or any combination of these entities:
- (I) Establishing less stringent compliance or reporting requirements in the rule.
- (II) Establishing less stringent schedules or deadlines in the rule for compliance or reporting requirements.

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(III) Consolidating or simplifying the rule's compliance or reporting requirements.

- (IV) Establishing performance standards or best-management practices to replace design or operational standards in the rule.
- (V) Exempting small businesses, small counties, or small cities from any or all requirements of the rule.
- b.(I) If the agency determines that the proposed action will affect small businesses as defined by the agency as provided in sub-subparagraph a., the agency shall send written notice of the rule to the Small Employer Business Regulatory Advisory Council and the Office of Tourism, Trade, and Economic Development not less than 28 days prior to the intended action.
- offered by the Small Employer Business Regulatory Advisory Council and provided to the agency no later than 21 days after the council's receipt of the written notice of the rule which it finds are feasible and consistent with the stated objectives of the proposed rule and which would reduce the impact on small businesses. When regulatory alternatives are offered by the Small Employer Business Regulatory Advisory Council, the 90-day period for filing the rule in subparagraph (e)2. is extended for a period of 21 days.
- (III) If an agency does not adopt all alternatives offered pursuant to this sub-subparagraph, it shall, prior to rule adoption or amendment and pursuant to subparagraph (d)1., file a detailed written statement with the committee explaining the reasons for failure to adopt such alternatives. Within 3 working days of the filing of such notice, the agency shall send a copy

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of such notice to the Small Employer Business Regulatory Advisory Council. The Small Employer Business Regulatory Advisory Council may make a request of the President of the Senate and the Speaker of the House of Representatives that the presiding officers direct the Office of Program Policy Analysis and Government Accountability to determine whether the rejected alternatives reduce the impact on small business while meeting the stated objectives of the proposed rule. Within 60 days after the date of the directive from the presiding officers, the Office of Program Policy Analysis and Government Accountability shall report to the Administrative Procedures Committee its findings as to whether an alternative reduces the impact on small business while meeting the stated objectives of the proposed rule. The Office of Program Policy Analysis and Government Accountability shall consider the proposed rule, the economic impact statement, the written statement of the agency, the proposed alternatives, and any comment submitted during the comment period on the proposed rule. The Office of Program Policy Analysis and Government Accountability shall submit a report of its findings and recommendations to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The Administrative Procedures Committee shall report such findings to the agency, and the agency shall respond in writing to the Administrative Procedures Committee if the Office of Program Policy Analysis and Government Accountability found that the alternative reduced the impact on small business while meeting the stated objectives of the proposed rule. If the agency will not adopt the alternative, it must also provide a detailed written statement to the committee as to why it will

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204 not adopt the alternative.

Section 7. Subsection (9) is added to section 120.545, Florida Statutes, to read:

120.545 Committee review of agency rules.-

- (9) (a) The committee shall establish a system that permits a person to identify provisions of an agency's rule or nonrule policy that the person suggests have an impact on small employers as defined in s. 288.7001 and propose that the agency repeal the rule or discontinue all reliance upon the nonrule policy. The system must allow a person to submit his or her proposal through a statewide toll-free telephone number or Internet website and give the person the option to submit the proposal without disclosing the person's name or personal identifying information. The committee shall forward a copy of each proposal to the Small Employer Regulatory Advisory Council and to the applicable agency.
- (b) The committee shall create and make available to each agency a poster in English and in Spanish that notifies the public of this subsection. The poster must include the statewide toll-free telephone number and Internet website. Each agency shall prominently display the poster at each location at which it displays the Florida minimum wage poster required under s. 448.109.

Section 8. Subsection (11) of section 120.80, Florida Statutes, is amended to read:

- 120.80 Exceptions and special requirements; agencies.-
- (11) NATIONAL GUARD.—Notwithstanding s. 120.52(17)(16), the enlistment, organization, administration, equipment, maintenance, training, and discipline of the militia, National

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Guard, organized militia, and unorganized militia, as provided by s. 2, Art. X of the State Constitution, are not rules as defined by this chapter.

Section 9. Paragraph (c) of subsection (1) and paragraph (a) of subsection (3) of section 120.81, Florida Statutes, are amended to read:

120.81 Exceptions and special requirements; general areas.-

- (1) EDUCATIONAL UNITS.—
- (c) Notwithstanding s. $120.52\underline{(17)}\underline{(16)}$, any tests, test scoring criteria, or testing procedures relating to student assessment which are developed or administered by the Department of Education pursuant to s. 1003.43, s. 1003.438, s. 1008.22, or s. 1008.25, or any other statewide educational tests required by law, are not rules.
 - (3) PRISONERS AND PAROLEES.-
- (a) Notwithstanding s. 120.52(14)(13), prisoners, as defined by s. 944.02, shall not be considered parties in any proceedings other than those under s. 120.54(3)(c) or (7), and may not seek judicial review under s. 120.68 of any other agency action. Prisoners are not eligible to seek an administrative determination of an agency statement under s. 120.56(4). Parolees shall not be considered parties for purposes of agency action or judicial review when the proceedings relate to the rescission or revocation of parole.

Section 10. Section 288.7001, Florida Statutes, is amended to read:

288.7001 Small $\underline{\text{Employer}}$ $\underline{\text{Business}}$ Regulatory Advisory Council.—

(1) SHORT TITLE.—This section may be cited as the "Small

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- (2) DEFINITIONS.—As used in this section, the term:
- (a) "Agency" means an agency as defined in s. 120.52.
- (b) "Council" means the Small <u>Employer</u> <u>Business</u> Regulatory Advisory Council.
- (c) "Nonrule policy" means nonrule policy as defined in s. 120.52.
 - (d) (c) "Rule" means a rule as defined in s. 120.52.
- (e) (d) "Small employer business" means a person who employs 250 or fewer employees in this state or a political subdivision as defined in s. 1.01 small business as defined in s. 288.703.
- (3) CREATION OF SMALL <u>EMPLOYER</u> <u>BUSINESS</u> REGULATORY ADVISORY COUNCIL; MEMBERSHIP; POWERS AND DUTIES.—
- (a) The Small Employer Business Regulatory Advisory Council is created. The council shall consist of nine members who are current or former small employers business owners, three appointed by the Governor, three appointed by the President of the Senate, and three appointed by the Speaker of the House of Representatives. The initial appointments to the council must be made within 60 days after the effective date of this act. The members shall be from different geographic regions of the state. Members shall serve 4-year terms; however, in order to establish staggered terms, for the initial appointments, each appointing official shall appoint one member to a 2-year term and two members to a 4-year term. A member shall not serve more than three consecutive terms. Members shall select the chairperson from among the members of the council. The council shall meet quarterly or upon the call of the chairperson. A majority of the members constitutes a quorum for the conduct of business.

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Members of the council shall serve without compensation. The appointing official may remove his or her appointee without cause at any time. A member whose term has expired shall continue to serve on the council until such time as a replacement is appointed. Vacancies shall be filled for the remainder of the term and by the original appointing official.

- (b) The council is established, assigned to, and administratively housed within the Florida Small Business Development Center Network, which shall provide staff support to the council.
 - (c) The council may:
- 1. Provide agencies with recommendations regarding proposed rules, nonrule policy, or programs that may adversely affect small employers business;
- 2. Consider requests from small <u>employers</u> business owners to review rules, nonrule policy, or programs adopted by an agency;
- 3. Consider requests from small <u>employers</u> business owners to review <u>their small business owners' private</u> property rights related to rules, nonrule policy, or programs adopted or implemented by an agency; and
- 4. Review rules <u>and nonrule policy adopted promulgated</u> by an agency to determine whether a rule <u>or nonrule policy places</u> an unnecessary burden on small <u>employers</u> business and make recommendations to the agency to mitigate the adverse effects.
 - (d) The council does not have authority to:
- 1. Initiate or intervene in any administrative or judicial proceeding; or
 - 2. Issue subpoenas.

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(e) The council shall prepare and submit a written annual report to the Governor, the President of the Senate, and the Speaker of the House of Representatives that describes the activities and recommendations of the council.

- (4) PERIODIC REVIEW OF RULES AND NONRULE POLICY.-
- (a) In coordination with the sunset review schedule provided in s. 11.905, the council may review rules and nonrule policy of agencies subject to sunset review to determine whether the rules or nonrule policy should be continued without change or should be amended or repealed to reduce the impact of the rules and nonrule policy on small employers businesses, subject to the requirement that the recommendations of the council must be feasible and consistent with the stated objectives of the rules or nonrule policy.
- (b) In reviewing agency rules <u>and nonrule policy</u> to reduce the impact on small <u>employers</u> <u>businesses</u>, the council, in coordination with the agency, shall consider the following factors:
 - 1. Continued need for the rule or nonrule policy;
- 2. The nature of complaints or comments received from the public concerning the rule or nonrule policy;
 - 3. The complexity of the rule or nonrule policy;
- 4. The extent to which the rule <u>or nonrule policy</u> overlaps, duplicates, or conflicts with other federal, state, and local government rules; and
- 5. The length of time since the rule or nonrule policy was has been evaluated or the degree to which technology, economic conditions, or other factors have changed in the topical area affected by the rule or nonrule policy.

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(c) Within 6 months after the agency report is submitted to the Joint Legislative Sunset Committee pursuant to s. 11.907, the council shall provide a report to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Joint Legislative Sunset Committee that includes recommendations and evaluations of agency rules, nonrule policy, and programs regarding regulatory fairness for small employers businesses. A component of the report shall be a rating system, developed by the council, entitled "Small Employer Business Friendliness and Development Scorecard."

Section 11. Paragraph (b) of subsection (3) of section

Section 11. Paragraph (b) of subsection (3) of section 288.7002, Florida Statutes, is amended to read:

288.7002 Small business advocate. -

- (3) DIRECTOR OF THE OFFICE OF SMALL BUSINESS ADVOCATE; APPOINTMENT; DUTIES.—
- (b) The duties and functions of the advocate shall include the following:
- 1. Act as staff for the Small $\underline{\text{Employer}}$ $\underline{\text{Business}}$ Regulatory Advisory Council.
- 2. Serve as principal advocate in the state on behalf of small businesses, including, but not limited to, advisory participation in the consideration of all legislation and administrative rules that affect small businesses and advocacy on state policy and programs related to small businesses on disaster preparedness and recovery, including providing technical assistance.
- 3. Represent the views and interests of small businesses before agencies whose policies and activities may affect small businesses. Among other activities, the advocate may encourage

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standardized applications and information packages that would include all the information needed by each agency that a business has to deal with to prevent an applicant from having to fill out duplicative information on forms from various agencies.

- 4. Enlist the cooperation and assistance of public and private agencies, businesses, and other organizations in disseminating information about the programs and services provided by all levels of government that are of benefit to small businesses and information on how small businesses can participate in, or make use of, those programs and services.
- 5. Issue a report every 2 years evaluating the efforts of agencies that significantly regulate small businesses, to assist minority and other small business enterprises and to make recommendations that may be appropriate to assist the development and strengthening of minority and other small business enterprises.
- 6. Consult with experts and authorities in the fields of small business investment, venture capital investment, and commercial banking and other comparable financial institutions involved in the financing of business; with individuals with regulatory, legal, economic, or financial expertise, including members of the academic community; and with individuals who generally represent the public interest.
- 7. Seek the assistance and cooperation of all agencies and departments providing services to, or affecting, small business, to ensure coordination of state efforts.
- 8. Receive and respond to complaints from small businesses concerning the actions of agencies and the operative effects of state laws and regulations adversely affecting those businesses.

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The advocate shall establish an annual process for small businesses, and for small employers as defined in s. 288.7001, to nominate agency rules, nonrule policy, or programs for reform. The advocate shall publish those nominations online and update the status of agency action on the proposed reforms twice yearly.

- 9. Counsel small businesses on how to resolve questions and problems concerning the relationship of small business to state government.
- 10. Maintain, publicize, and distribute an annual list of persons serving as small business ombudsmen throughout state government.
- 11. Coordinate a statewide conference on small business with public and private organizations and entities impacting small business in the state.
- 12. Coordinate annual public meetings to share best practices for small business disaster preparedness. The meetings shall be held in consultation with regional and statewide small business organizations and shall take place in different locations throughout the state.
- 13. Assist the Small Employer Regulatory Advisory Council with the council's periodic review of rules and nonrule policy under s. 288.7001.

Section 12. Paragraph (a) of subsection (1) of section 420.9072, Florida Statutes, is amended to read:

420.9072 State Housing Initiatives Partnership Program.—The State Housing Initiatives Partnership Program is created for the purpose of providing funds to counties and eligible municipalities as an incentive for the creation of local housing

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partnerships, to expand production of and preserve affordable housing, to further the housing element of the local government comprehensive plan specific to affordable housing, and to increase housing-related employment.

(1)(a) In addition to the legislative findings set forth in s. 420.6015, the Legislature finds that affordable housing is most effectively provided by combining available public and private resources to conserve and improve existing housing and provide new housing for very-low-income households, low-income households, and moderate-income households. The Legislature intends to encourage partnerships in order to secure the benefits of cooperation by the public and private sectors and to reduce the cost of housing for the target group by effectively combining all available resources and cost-saving measures. The Legislature further intends that local governments achieve this combination of resources by encouraging active partnerships between government, lenders, builders and developers, real estate professionals, advocates for low-income persons, and community groups to produce affordable housing and provide related services. Extending the partnership concept to encompass cooperative efforts among small counties as defined in s. $120.52(20)\frac{(19)}{(19)}$, and among counties and municipalities is specifically encouraged. Local governments are also intended to establish an affordable housing advisory committee to recommend monetary and nonmonetary incentives for affordable housing as provided in s. 420.9076.

Section 13. Subsection (7) of section 420.9075, Florida Statutes, is amended to read:

420.9075 Local housing assistance plans; partnerships.-

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(7) The moneys deposited in the local housing assistance trust fund shall be used to administer and implement the local housing assistance plan. The cost of administering the plan may not exceed 5 percent of the local housing distribution moneys and program income deposited into the trust fund. A county or an eligible municipality may not exceed the 5-percent limitation on administrative costs, unless its governing body finds, by resolution, that 5 percent of the local housing distribution plus 5 percent of program income is insufficient to adequately pay the necessary costs of administering the local housing assistance plan. The cost of administering the program may not exceed 10 percent of the local housing distribution plus 5 percent of program income deposited into the trust fund, except that small counties, as defined in s. $120.52(20)\frac{(19)}{(19)}$, and eligible municipalities receiving a local housing distribution of up to \$350,000 may use up to 10 percent of program income for administrative costs.

Section 14. (1) Each agency as defined in s. 120.52, Florida Statutes, within existing appropriations, shall:

- (a) Establish one or more workgroups to review the impact of the agency's rules and nonrule policy on small employers as defined in s. 288.7001, Florida Statutes. A workgroup must include representatives of stakeholder groups and trade associations affected by the agency's rules or nonrule policy and individual citizens. Members of a workgroup shall serve at their own expense and may not receive compensation, per diem, or reimbursement for travel expenses related to their membership on the workgroup.
 - (b) Compile a list of the provisions of the agency's rules

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and nonrule policy determined by the workgroups to have an impact on small employers. The workgroups may consider, but are not limited by, the factors described in s. 288.7001(4)(b), Florida Statutes.

- (c) Submit to the Small Employer Regulatory Advisory
 Council by September 15, 2009, the list of provisions of rule
 and nonrule policy identified by the workgroups. The list must
 specify the provisions of rule that the agency proposes to
 repeal and the provisions of nonrule policy upon which the
 agency proposes to discontinue all reliance. If the agency has
 initiated rulemaking proceedings to repeal an identified
 provision of rule, the list must be accompanied by a copy of the
 notice of the proposed repeal as published in the Florida
 Administrative Weekly.
- ercent of the provisions of the agency's rules and nonrule policy that have an impact on small employers by December 1, 2009. The director of the Florida Small Business Development Center Network may extend the deadline by up to 180 days for an agency that submits a written request to the director describing the reasons that an extension is needed and demonstrating that the agency, despite a diligent effort to comply with this section, is not able to complete its repeal of rules or discontinuation of reliance upon nonrule policy by the deadline.
- (e) Notify the Small Employer Regulatory Advisory Council of the agency's rulemaking proceedings to repeal the identified provisions of rule by January 15, 2010, or, if the deadline is extended, within 45 days after the extended deadline. The notice shall also specify the provisions of nonrule policy upon which

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523 the agency has discontinued all reliance.

- (2) The Florida Small Business Advocate and the Administrative Procedures Committee shall assist each agency with its identification and review of rules and nonrule policy that have an impact on small employers.
- Advisory Council shall submit a written report to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The report must describe each agency's compliance with this section. By August 1, 2010, the council shall submit an updated report that describes each agency's compliance as of June 30, 2010. The council shall also report an agency's compliance with this section as part of the agency's Small Employer Friendliness and Development Scorecard under s. 288.7001(4)(c), Florida Statutes.
- Analysis and Government Accountability, in consultation with the Small Employer Regulatory Advisory Council and the Administrative Procedures Committee, shall submit a report to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The report must identify each state agency that is subject to this section and evaluate the extent to which the agency has repealed or discontinued all reliance upon at least 25 percent of the provisions of rule and nonrule policy that have an impact on small employers.
- (b) If the Office of Program Policy Analysis and Government Accountability finds in its report than an agency has failed to repeal or discontinue all reliance upon at least 25 percent of the provisions of the agency's rules and nonrule policy that

20091538 5-01685-09 552 have an impact on small employers, the agency head must submit 553 to the Administrative Procedures Committee a written explanation 554 of the agency's failure to comply with this section. The 555 committee, upon receiving an agency's explanation, shall review 556 the explanation as soon as practicable but before adjournment 557 sine die of the 2011 Regular Session of the Legislature. The 558 agency head or his or her designee shall appear before the 559 committee at the meeting at which the committee reviews the 560 agency's explanation. 561 (5) This section is repealed July 1, 2011.

(5) This section is repealed July 1, 2011.
Section 15. This act shall take effect July 1, 2009.