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LEGISLATIVE ACTION

Senate Comm: RCS 03/12/2025 House

The Committee on Rules (Grall) recommended the following: Senate Amendment (with title amendment) Delete everything after the enacting clause and insert: Section 1. Present subsections (20), (21), and (22) of section 120.52, Florida Statutes, are redesignated as subsections (21), (22), and (23), respectively, and a new subsection (20) is added to that section, to read: 120.52 Definitions.—As used in this act: (20) "Technical change" means a change limited to

11 correcting citations or grammatical, typographical, or similar

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12	errors that do not affect the substance of the rule.
13	Section 2. Paragraphs (b) and (i) of subsection (1),
14	paragraph (a) of subsection (2), paragraphs (a), (b), (d), and
15	(e) of subsection (3), subsection (4), and paragraph (a) of
16	subsection (7) of section 120.54, Florida Statutes, are amended
17	to read:
18	120.54 Rulemaking
19	(1) GENERAL PROVISIONS APPLICABLE TO ALL RULES OTHER THAN
20	EMERGENCY RULES
21	(b) Whenever an act of the Legislature is enacted which
22	requires implementation of the act by rules of an agency within
23	the executive branch of state government, the agency must
24	publish a notice of intended agency action such rules shall be
25	drafted and formally proposed as provided in this section within
26	90 days after the effective date of the act granting rulemaking
27	authority within the times provided in s. 120.74(4) and (5).
28	(i)1. A rule may incorporate material by reference but only
29	as the material exists on the date the rule is adopted. For
30	purposes of the rule, changes in the material are not effective
31	unless the rule is amended to incorporate the changes.
32	2. An agency rule that incorporates by specific reference
33	another rule of that agency automatically incorporates
34	subsequent amendments to the referenced rule unless a contrary
35	intent is clearly indicated in the referencing rule. A notice of
36	amendments to a rule that has been incorporated by specific
37	reference in other rules of that agency must explain the effect
38	of those amendments on the referencing rules.
39	3. In rules adopted after December 31, 2010, or reviewed
40	pursuant to s. 120.5435, material may not be incorporated by

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41 reference unless:

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a. The material has been submitted in the prescribed electronic format to the Department of State and the full text of the material can be made available for free public access through an electronic hyperlink from the rule making the reference in the Florida Administrative Code; or

b. The agency has determined that posting the material on the Internet for purposes of public examination and inspection would constitute a violation of federal copyright law, in which case a statement to that effect, along with the <u>addresses</u> <u>address</u> of <u>the</u> locations at the Department of State and the agency at which the material is available for public inspection and examination, must be included in the notice required by subparagraph (3)(a)1.

4. <u>In rules proposed after July 1, 2025, material may not</u> be incorporated by reference unless:

a. The material has been submitted in the prescribed electronic format to the Department of State and the full text of the material, in a text-searchable format, can be made available for free public access through an electronic hyperlink from the rule making the reference in the Florida Administrative Register; or

b. The agency has determined that posting the material on the Internet for purposes of public examination and inspection would constitute a violation of federal copyright law, in which case a statement to that effect, along with the addresses of the locations at the Department of State and the agency at which the material is available for public inspection and examination, must be included in the notice required by subparagraph (3) (a) 1.

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5. A rule may not be amended by reference only. Amendments must set out the amended rule in full in the same manner as required by the State Constitution for laws.

6.5. Notwithstanding any contrary provision in this section, when an adopted rule of the Department of Environmental Protection or a water management district is incorporated by reference in the other agency's rule to implement a provision of part IV of chapter 373, subsequent amendments to the rule are 78 not effective as to the incorporating rule unless the agency 79 incorporating by reference notifies the committee and the 80 Department of State of its intent to adopt the subsequent 81 amendment, publishes notice of such intent in the Florida 82 Administrative Register, and files with the Department of State 83 a copy of the amended rule incorporated by reference. Changes in 84 the rule incorporated by reference are effective as to the other 85 agency 20 days after the date of the published notice and filing 86 with the Department of State. The Department of State shall 87 amend the history note of the incorporating rule to show the 88 effective date of such change. Any substantially affected person may, within 14 days after the date of publication of the notice 89 90 of intent in the Florida Administrative Register, file an 91 objection to rulemaking with the agency. The objection must 92 shall specify the portions of the rule incorporated by reference 93 to which the person objects and the reasons for the objection. 94 The agency does shall not have the authority under this 95 subparagraph to adopt those portions of the rule specified in 96 such objection. The agency shall publish notice of the objection 97 and of its action in response in the next available issue of the Florida Administrative Register. 98

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7. If an agency updates or makes a change to a document the agency created and which is incorporated by reference pursuant to paragraph (3)(a) or subparagraph (3)(e)1., the update or change must be coded by underlining new text and striking through deleted text.

 $\underline{8.6}$. The Department of State may adopt by rule requirements for incorporating materials pursuant to this paragraph.

(2) RULE DEVELOPMENT; WORKSHOPS; NEGOTIATED RULEMAKING.-

107 (a) Except when the intended action is the repeal of a 108 rule, agencies shall provide notice of the development of 109 proposed rules by publication of a notice of rule development in 110 the Florida Administrative Register before providing notice of a 111 proposed rule as required by paragraph (3) (a). The notice of 112 rule development must shall indicate the subject area to be 113 addressed by rule development, provide a short, plain 114 explanation of the purpose and effect of the proposed rule, cite 115 the specific legal authority for the proposed rule, and include 116 the preliminary text of the proposed rules and incorporated 117 documents, if available, or a statement of how a person may 118 promptly obtain, without cost, a copy of any preliminary draft, 119 if available.

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(3) ADOPTION PROCEDURES.-

(a) Notices.-

122 1. <u>Before</u> Prior to the adoption, amendment, or repeal of 123 any rule other than an emergency rule, an agency <u>shall</u>, upon 124 approval of the agency head, shall give notice of its intended 125 action, setting forth a short, plain explanation of the purpose 126 and effect of the proposed action; <u>the rule number</u>; the full 127 text of the proposed rule or amendment and a summary thereof; a

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128 reference to the grant of rulemaking authority pursuant to which 129 the rule is adopted; and a reference to the section or 130 subsection of the Florida Statutes or the Laws of Florida being 131 implemented or interpreted; and the name, e-mail address, and 132 telephone number of the agency employee who may be contacted 133 regarding the intended action. The notice must include a summary of the agency's statement of the estimated regulatory costs, if 134 135 one has been prepared, based on the factors set forth in s. 136 120.541(2); a statement that any person who wishes to provide 137 the agency with information regarding the statement of estimated regulatory costs, or to provide a proposal for a lower cost 138 139 regulatory alternative as provided by s. 120.541(1), must do so 140 in writing within 21 days after publication of the notice; and a 141 statement as to whether, based on the statement of the estimated 142 regulatory costs or other information expressly relied upon and 143 described by the agency if no statement of regulatory costs is 144 required, the proposed rule is expected to require legislative ratification pursuant to s. 120.541(3). The notice must state 145 the procedure for requesting a public hearing on the proposed 146 147 rule. Except when the intended action is the repeal of a rule, 148 the notice must include a reference both to the date on which 149 and to the place where the notice of rule development that is 150 required by subsection (2) appeared.

151 2. The notice <u>must</u> shall be published in the Florida 152 Administrative Register <u>at least 7 days after the notice of rule</u> 153 <u>development and at least</u> not less than 28 days <u>before</u> prior to 154 the intended action. The proposed rule, <u>including all material</u> 155 <u>proposed to be incorporated by reference, must</u> shall be 156 available for inspection and copying by the public at the time

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157 of the publication of notice. <u>Material proposed to be</u> 158 <u>incorporated by reference in the notice required by this</u> 159 <u>paragraph must be made available in the manner prescribed by</u> 160 <u>sub-subparagraph (1)(i)3.a. or sub-subparagraph (1)(i)3.b.</u>

3. The notice <u>must shall</u> be mailed <u>or delivered</u> <u>electronically</u> to all persons named in the proposed rule and to all persons who <u>have made</u>, at least 14 days <u>before</u> prior to such mailing <u>or delivery</u>, have made requests of the agency for advance notice of its proceedings. The agency shall also give such notice as is prescribed by rule to those particular classes of persons to whom the intended action is directed.

168 4. The adopting agency shall file with the committee, at 169 least 21 days before prior to the proposed adoption date, a copy 170 of each rule it proposes to adopt; a copy of any material 171 incorporated by reference in the rule; a detailed written 172 statement of the facts and circumstances justifying the proposed 173 rule; a copy of any statement of estimated regulatory costs that 174 has been prepared pursuant to s. 120.541; a statement of the 175 extent to which the proposed rule relates to federal standards 176 or rules on the same subject; and the notice required by 177 subparagraph 1.

178 5. If any of the information, other than substantive 179 changes to the rule text, which is required to be included in 180 the notice under subparagraph 1. is omitted or is incorrect, the 181 agency must publish a notice of correction in the Florida 182 Administrative Register at least 7 days before the intended 183 agency action. The publication of a notice of correction does 184 not affect the timeframes for filing the rule for adoption as set forth in paragraph (e). Technical changes must be published 185



186 as a notice of correction.

(b) Special matters to be considered in rule adoption.-1. Statement of estimated regulatory costs.-Before the adoption, amendment, or repeal of any rule other than an emergency rule, an agency is encouraged to prepare a statement of estimated regulatory costs of the proposed rule, as provided by s. 120.541. However, an agency must prepare a statement of estimated regulatory costs of the proposed rule, as provided by s. 120.541, if:

a. The proposed rule will have an adverse impact on smallbusiness; or

b. The proposed rule is likely to directly or indirectly increase regulatory costs in excess of \$200,000 in the aggregate in this state within 1 year after the implementation of the rule.

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2. Small businesses, small counties, and small cities.-

202 a. Each agency, before the adoption, amendment, or repeal 203 of a rule, shall consider the impact of the rule on small 204 businesses as defined by s. 288.703 and the impact of the rule 205 on small counties or small cities as defined by s. 120.52. 206 Whenever practicable, an agency shall tier its rules to reduce 207 disproportionate impacts on small businesses, small counties, or 208 small cities to avoid regulating small businesses, small 209 counties, or small cities that do not contribute significantly 210 to the problem the rule is designed to address. An agency may 211 define "small business" to include businesses employing more 212 than 200 persons, may define "small county" to include those with populations of more than 75,000, and may define "small 213 city" to include those with populations of more than 10,000, if 214

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215 it finds that such a definition is necessary to adapt a rule to 216 the needs and problems of small businesses, small counties, or small cities. The agency shall consider each of the following 217 218 methods for reducing the impact of the proposed rule on small 219 businesses, small counties, and small cities, or any combination 220 of these entities:

221 (I) Establishing less stringent compliance or reporting 222 requirements in the rule.

(II) Establishing less stringent schedules or deadlines in the rule for compliance or reporting requirements.

(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.

232 b.(I) If the agency determines that the proposed action 233 will affect small businesses as defined by the agency as provided in sub-subparagraph a., the agency must shall send 235 written notice of the rule to the rules ombudsman in the 236 Executive Office of the Governor at least 28 days before the 237 intended action.

2.38 (II) Each agency shall adopt those regulatory alternatives 239 offered by the rules ombudsman in the Executive Office of the 240 Governor and provided to the agency no later than 21 days after 241 the rules ombudsman's receipt of the written notice of the rule 242 which it finds are feasible and consistent with the stated objectives of the proposed rule and which would reduce the 243



244 impact on small businesses. When regulatory alternatives are 245 offered by the rules ombudsman in the Executive Office of the Governor, the 90-day period for filing the rule in subparagraph 246 247 (e)2. is extended for a period of 21 days. An agency shall 248 provide the committee a copy of any regulatory alternative 249 offered to the agency within 7 days after its delivery to the 250 agency. The agency may not file a rule for adoption before such regulatory alternative, if applicable, has been provided to the 251 252 committee.

(III) If an agency does not adopt all alternatives offered pursuant to this sub-subparagraph, it <u>must shall</u>, before 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 after the filing of such notice, the agency shall send a copy of such notice to the rules ombudsman in the Executive Office of the Governor.

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(d) Modification or withdrawal of proposed rules.-

262 1. After the final public hearing on the proposed rule, or 263 after the time for requesting a hearing has expired, if the rule 264 has not been changed from the rule as previously filed with the 265 committee, or contains only technical changes, the adopting 266 agency must shall file a notice to that effect with the 2.67 committee at least 7 days before prior to filing the rule for 268 adoption. Any change, other than a technical change that does 269 not affect the substance of the rule, must be supported by the 270 record of public hearings held on the rule, must be in response 271 to written material submitted to the agency within 21 days after 272 the date of publication of the notice of intended agency action



273 or submitted to the agency between the date of publication of 274 the notice and the end of the final public hearing, or must be in response to a proposed objection by the committee. In 275 276 addition, when any change is made in a proposed rule, other than 277 a technical change, the adopting agency shall provide a copy of 278 a notice of change by certified mail or actual delivery to any 279 person who requests it in writing no later than 21 days after 280 the notice required in paragraph (a). The agency shall file the notice of change with the committee, along with the reasons for 2.81 282 the change, and provide the notice of change to persons requesting it, at least 21 days before prior to filing the rule 283 284 for adoption. The notice of change must shall be published in 285 the Florida Administrative Register at least 21 days before 286 prior to filing the rule for adoption. This subparagraph does 287 not apply to emergency rules adopted pursuant to subsection (4). 288 Material proposed to be incorporated by reference in the notice 289 required by this subparagraph must be made available in the 290 manner prescribed by sub-subparagraph (1)(i)3.a. or sub-291 subparagraph (1) (i) 3.b.

292 2. After the notice required by paragraph (a) and <u>before</u> 293 prior to adoption, the agency may withdraw the rule in whole or 294 in part.

295 3. After adoption and before the rule becomes effective, a 296 rule may be modified or withdrawn only in the following 297 circumstances:

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a. When the committee objects to the rule;

b. When a final order, which is not subject to further
appeal, is entered in a rule challenge brought pursuant to s.
120.56 after the date of adoption but before the rule becomes

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302 effective pursuant to subparagraph (e)6.;

303 c. If the rule requires ratification, when more than 90 304 days have passed since the rule was filed for adoption without 305 the Legislature does not ratify ratifying the rule by the 306 adjournment sine die of the regular session immediately 307 following the filing for adoption of the rule, in which case the 308 rule <u>must may</u> be withdrawn, and within 90 days after adjournment 309 sine die, the agency:

(I) May initiate rulemaking again by publishing the notice required by s. 120.54(3)(a); or

(II) Must initiate rulemaking again by publishing the notice required by s. 120.54(3)(a), if the mandatory grant of rulemaking authority the agency relied upon as authority to pursue the original rule action is still in effect at the time of the original rule's withdrawal but may not be modified; or

d. When the committee notifies the agency that an objection to the rule is being considered, in which case the rule may be modified to extend the effective date by not more than 60 days.

4. The agency shall give notice of its decision to withdraw or modify a rule in the first available issue of the publication in which the original notice of rulemaking was published, shall notify those persons described in subparagraph (a)3. in accordance with the requirements of that subparagraph, and <u>must</u> <u>shall</u> notify the Department of State if the rule is required to be filed with the Department of State.

327 5. After a rule has become effective, it may be repealed or 328 amended only through the rulemaking procedures specified in this 329 chapter.

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(e) Filing for final adoption; effective date.-

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331 1. If the adopting agency is required to publish its rules 332 in the Florida Administrative Code, the agency, upon approval of 333 the agency head, must electronically shall file with the 334 Department of State a three certified copy copies of the rule it 335 proposes to adopt; one copy of any material incorporated by 336 reference in the rule, certified by the agency; a summary of the 337 rule; a summary of any hearings held on the rule; and a detailed 338 written statement of the facts and circumstances justifying the 339 rule. Agencies not required to publish their rules in the Florida Administrative Code shall file one certified copy of the 340 341 proposed rule, and the other material required by this 342 subparagraph, in the office of the agency head, and such rules 343 must shall be open to the public.

344 2. A rule may not be filed for adoption less than 28 days 345 or more than 90 days after the notice required by paragraph (a), 346 until 21 days after the notice of change required by paragraph (d), until 14 days after the final public hearing, until 21 days 347 348 after a statement of estimated regulatory costs required under 349 s. 120.541 has been provided to all persons who submitted a 350 lower cost regulatory alternative and made available to the 351 public, or until the administrative law judge has rendered a 352 decision under s. 120.56(2), whichever applies. When a required 353 notice of change is published before prior to the expiration of 354 the time to file the rule for adoption, the period during which 355 a rule must be filed for adoption is extended to 45 days after 356 the date of publication. If notice of a public hearing is 357 published before prior to the expiration of the time to file the 358 rule for adoption, the period during which a rule must be filed 359 for adoption is extended to 45 days after adjournment of the

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360 final hearing on the rule, 21 days after receipt of all material 361 authorized to be submitted at the hearing, or 21 days after receipt of the transcript, if one is made, whichever is latest. 362 363 The term "public hearing" includes any public meeting held by 364 any agency at which the rule is considered. If a petition for an 365 administrative determination under s. 120.56(2) is filed, the 366 period during which a rule must be filed for adoption is 367 extended to 60 days after the administrative law judge files the 368 final order with the clerk or until 60 days after subsequent 369 judicial review is complete.

370 3. At the time a rule is filed, the agency shall certify 371 that the time limitations prescribed by this paragraph have been 372 complied with, that all statutory rulemaking requirements have 373 been met, and that there is no administrative determination 374 pending on the rule.

375 4. At the time a rule is filed, the committee shall certify 376 whether the agency has responded in writing to all material and 377 timely written comments or written inquiries made on behalf of 378 the committee. The department shall reject any rule that is not 379 filed within the prescribed time limits; that does not comply 380 with all statutory rulemaking requirements and rules of the 381 department; upon which an agency has not responded in writing to 382 all material and timely written inquiries or written comments; 383 upon which an administrative determination is pending; or which 384 does not include a statement of estimated regulatory costs, if 385 required.

386 5. If a rule has not been adopted within the time limits 387 imposed by this paragraph or has not been adopted in compliance 388 with all statutory rulemaking requirements, the agency proposing

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389 the rule <u>must</u> shall withdraw the rule and give notice of its 390 action in the next available issue of the Florida Administrative 391 Register.

392 6. The proposed rule is shall be adopted upon on being 393 filed with the Department of State and becomes become effective 394 20 days after being filed, on a later date specified in the notice required by subparagraph (a)1., on a date required by 395 396 statute, or upon ratification by the Legislature pursuant to s. 397 120.541(3). Rules not required to be filed with the Department of State shall become effective when adopted by the agency head, 398 on a later date specified by rule or statute, or upon 399 400 ratification by the Legislature pursuant to s. 120.541(3). If 401 the committee notifies an agency that an objection to a rule is 402 being considered, the agency may postpone the adoption of the 403 rule to accommodate review of the rule by the committee. When an 404 agency postpones adoption of a rule to accommodate review by the 405 committee, the 90-day period for filing the rule is tolled until 406 the committee notifies the agency that it has completed its 407 review of the rule.

409 For the purposes of this paragraph, the term "administrative 410 determination" does not include subsequent judicial review. 411 (4) EMERGENCY RULES.—

(a) If an agency finds that an immediate danger to the
public health, safety, or welfare requires emergency action, or
<u>if the Legislature authorizes the agency to adopt emergency</u>
<u>rules and finds that all conditions specified in this paragraph</u>
<u>are met, the agency may, within the authority granted to the</u>
<u>agency under the State Constitution or delegated to it by the</u>

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418 Legislature, adopt any rule necessitated by the immediate danger 419 or legislative finding. The agency may adopt a rule by any 420 procedure which is fair under the circumstances if:

421 1. The procedure provides at least the procedural 422 protection given by other statutes, the State Constitution, or 423 the United States Constitution.

2. The agency takes only that action necessary to protect the public interest under the emergency procedure.

42.6 3. The agency publishes in writing at the time of, or prior 427 to, its action the specific facts and reasons for finding an 428 immediate danger to the public health, safety, or welfare and 429 its reasons for concluding that the procedure used is fair under 430 the circumstances. In any event, notice of emergency rules, 431 other than those of educational units or units of government 432 with jurisdiction in only one or a part of one county, including the full text of the rules and the agency's findings of 433 immediate danger, necessity, and procedural fairness or a 434 435 citation to the grant of emergency rulemaking authority, must, 436 shall be published in the first available issue of the Florida 437 Administrative Register and provided to the committee along with 438 any material incorporated by reference in the rules. The 439 agency's findings of immediate danger, necessity, and procedural 440 fairness are shall be judicially reviewable.

(b) Rules pertaining to the public health, safety, or 441 442 welfare must shall include rules pertaining to perishable 443 agricultural commodities or rules pertaining to the 444 interpretation and implementation of the requirements of 445 chapters 97-102 and chapter 105 of the Election Code.

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(c)1. An emergency rule adopted under this subsection may

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447 shall not be effective for a period longer than 90 days and may 448 shall not be renewable, except when the agency has initiated 449 rulemaking to adopt rules addressing the subject of the 450 emergency rule and either:

<u>a.1.</u> A challenge to the proposed rules has been filed and remains pending; or

<u>b.</u>2. The proposed rules are awaiting ratification by the Legislature pursuant to s. 120.541(3). <u>If the proposed rule is</u> <u>not ratified during the next regular legislative session, the</u> <u>emergency rule shall expire at adjournment sine die of that</u> <u>regular legislative session. The proposed rule must be withdrawn</u> from ratification in accordance with s. 120.54(3)(d).

2. Nothing in This paragraph <u>does not prohibit</u> prohibits the agency from adopting a rule or rules identical to the emergency rule through the rulemaking procedures specified in subsection (3).

(d) Notice of the renewal of an emergency rule must be published in the Florida Administrative Register before the expiration of the existing emergency rule. The notice of renewal must state the specific facts and reasons for such renewal. (e) For emergency rules with an effective period greater than 90 days which are intended to replace existing rules, a note must be added to the history note of the existing rule which specifically identifies the emergency rule that is intended to supersede the existing rule and includes the date that the emergency rule was filed with the Department of State. (f) Emergency rules must be published in the Florida Administrative Code. (g) An agency may supersede an emergency rule in effect

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476 through adoption of another emergency rule before the superseded 477 rule expires. The reason for adopting the superseding rule must 478 be stated in accordance with the procedures set forth in 479 paragraph (a), and the superseding rule is in effect during the 480 effective period of the superseded rule. 481 (h) An agency may make technical changes to an emergency 482 rule within the first 7 days after the rule is adopted, and such 483 changes must be published in the Florida Administrative Register 484 as a notice of correction. 485 (i) Subject to applicable constitutional and statutory 486 provisions, an emergency rule becomes effective immediately on 487 filing, or on a date less than 20 days thereafter if specified 488 in the rule, if the adopting agency finds that such effective 489 date is necessary because of immediate danger to the public 490 health, safety, or welfare. 491 (j) An agency may repeal an emergency rule before it expires by providing notice of its intended action in the 492 Florida Administrative Register. The notice must include the 493 494 full text of the emergency rule and a summary thereof; if 495 applicable, a reference to the rule number; and a short, plain 496 explanation as to why the conditions specified in accordance 497 with paragraph (a) no longer require the emergency rule. 498 (7) PETITION TO INITIATE RULEMAKING.-(a) Any person regulated by an agency or having substantial 499 500 interest in an agency rule may petition an agency to adopt, 501 amend, or repeal a rule or to provide the minimum public 502 information required by this chapter. The petition must shall 503 specify the proposed rule and action requested. The agency shall 504 provide to the committee a copy of the petition within 7 days

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505 <u>after its receipt. No</u> Not later than 30 calendar days following 506 the date of filing a petition, the agency shall initiate 507 rulemaking proceedings under this chapter, otherwise comply with 508 the requested action, or deny the petition with a written 509 statement of its reasons for the denial. <u>The agency shall notify</u> 510 the committee of its intended action or response within 7 days.

Section 3. Paragraph (a) of subsection (1) and subsection (3) of section 120.541, Florida Statutes, are amended, and subsection (4) of that section is reenacted, to read:

120.541 Statement of estimated regulatory costs.-

(1) (a) Within 21 days after publication of the notice 515 516 required under s. 120.54(3)(a), a substantially affected person 517 may submit to an agency a good faith written proposal for a 518 lower cost regulatory alternative to a proposed rule which 519 substantially accomplishes the objectives of the law being 520 implemented. The proposal may include the alternative of not 521 adopting any rule if the proposal explains how the lower costs 522 and objectives of the law will be achieved by not adopting any 523 rule. If submitted after a notice of change, a proposal for a 524 lower cost regulatory alternative is deemed to be made in good 525 faith only if the person reasonably believes, and the proposal 526 states, the person's reasons for believing that the proposed 527 rule as changed by the notice of change increases the regulatory 528 costs or creates an adverse impact on small businesses which was 529 not created by the previously proposed rule. If such a proposal 530 is submitted, the 90-day period for filing the rule is extended 531 21 days. Upon the submission of the lower cost regulatory 532 alternative, the agency shall prepare a statement of estimated 533 regulatory costs as provided in subsection (2), or shall revise

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534	its prior statement of estimated regulatory costs, and either
535	adopt the alternative or provide a statement of the reasons for
536	rejecting the alternative in favor of the proposed rule. The
537	agency shall provide to the committee, within 7 days after its
538	receipt, a copy of any proposal for a lower cost regulatory
539	alternative, and within 7 days after its release, a copy of the
540	agency's response thereto. The agency may not file a rule for
541	adoption before such documents, if applicable, have been
542	provided to the committee.
543	(3) If the adverse impact or regulatory costs of the rule
544	exceed any of the criteria established in paragraph (2)(a), the
545	rule <u>must</u> shall be submitted to the President of the Senate and
546	Speaker of the House of Representatives no later than 30 days
547	before prior to the next regular legislative session, and the
548	rule may not take effect until it is ratified by the
549	Legislature. The agency shall notify the committee of its
550	submission of the rule to the Legislature for ratification
551	within 3 business days after submittal. If the proposed rule is
552	not ratified during the next regular legislative session, the
553	agency must withdraw the rule, and within 90 days after
554	adjournment sine die of that legislative session:
555	(a) May initiate rulemaking again by publishing the notice
556	required by s. 120.54(3)(a); or
557	(b) Must initiate rulemaking by publishing the notice
558	required by s. 120.54(3)(a), if the mandatory grant of
559	rulemaking authority the agency relied on as authority to
560	initiate the original rulemaking is still in effect at the time
561	of the original rule's withdrawal.
562	(4) Subsection (3) does not apply to the adoption of:

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563	(a) Federal standards pursuant to s. 120.54(6).
564	(b) Triennial updates of and amendments to the Florida
565	Building Code which are expressly authorized by s. 553.73.
566	(c) Triennial updates of and amendments to the Florida Fire
567	Prevention Code which are expressly authorized by s. 633.202.
568	Section 4. Section 120.5435, Florida Statutes, is created
569	to read:
570	120.5435 Agency review of rules
571	(1) By July 1, 2030, each agency, in coordination with the
572	committee, shall review all existing rules adopted by the agency
573	before July 1, 2025, in accordance with this section.
574	(2) Beginning October 1, 2025, each agency shall include a
575	list of its existing rules in its annual regulatory plan,
576	prepared and submitted pursuant to s. 120.74. The agency shall
577	include a schedule of the rules it will review each year during
578	the 5-year rule review period. The agency may amend its yearly
579	schedule in subsequent regulatory plans but must provide for the
580	completed review of at least 20 percent of the agency's rules
581	per year, until all of its subject rules have been reviewed.
582	(3) The agency rule review must determine whether each
583	<u>rule:</u>
584	(a) Is a valid exercise of delegated legislative authority;
585	(b) Has current statutory authority;
586	(c) Reiterates or paraphrases statutory material;
587	(d) Is in proper form;
588	(e) Is consistent with expressed legislative intent
589	pertaining to the specific provisions of law which the rule
590	implements;
591	(f) Requires a technical or substantive update to reflect

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592 current use; and (g) Requires updated references to statutory citations and 593 594 incorporated materials. 595 (4) By January 1 of each year, the agency shall submit a 596 report to the President of the Senate and the Speaker of the 597 House of Representatives which summarizes the agency's intended 598 action on each rule under review during the current fiscal year. 599 (5) The agency shall take one of the following actions 600 during its rule review: 601 (a) Make no change to the rule. If the agency determines 602 that no change is necessary, the agency must file with the 603 committee by April 1 a copy of the reviewed rule, a written 604 statement of its intended action, and its assessment of factors 605 specified in subsection (3). This determination is not subject 606 to a challenge as a proposed rule pursuant to s. 120.56(2). 607 (b) Make a technical change to the rule. If the agency 608 determines that one or more technical changes are necessary, the 609 agency must file with the committee by April 1 a copy of the 610 reviewed rule and the recommended technical change or changes 611 coded by underlining new text and striking through deleted text, 612 a written statement of its intended action, its assessment of the factors specified in subsection (3), and the facts and 613 614 circumstances justifying the technical change or changes to the 615 reviewed rule. This determination is not subject to a challenge 616 as a proposed rule pursuant to s. 120.56(2). 617 (c) Make a substantive change to the rule. If the agency 618 determines that the rule requires a substantive change, the 619 agency must make all changes, including any technical change, to the rule in accordance with this chapter. The agency shall 620

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621	publish a notice of rule development in the Florida
622	Administrative Register by April 1. The agency shall also file
623	with the committee by April 1 a copy of the reviewed rule and
624	the recommended change or changes coded by underlining new text
625	and striking through deleted text, a written statement of its
626	intended action, and its assessment of factors specified in
627	subsection (3). This submission to the committee does not
628	constitute a notice of rule development as contemplated by s.
629	120.54(3)(a) and is not required to be in the same form as the
630	rule that will be proposed by the agency.
631	(d) Repeal the rule. If an agency determines that the rule
632	should be repealed, the agency must repeal the rule in
633	accordance with this chapter. The agency shall publish a notice
634	of proposed rule development in the Florida Administrative
635	Register by April 1. The agency shall also file with the
636	committee by April 1 a written statement of its intended action
637	and its assessment of factors specified in subsection (3). This
638	submission to the committee does not constitute a notice of rule
639	development as contemplated by s. 120.54(3)(a).
640	(6) The committee shall examine the agency's rule review
641	submission. The committee may request from an agency any
642	information that is reasonably necessary for examination of a
643	rule as required by subsection (1). If the agency recommends no
644	change or a technical change to a rule, the committee must
645	complete its examination within 90 calendar days after the
646	agency transmits the report required under subsection (4). Upon
647	completion of its examination, the committee must certify
648	whether the agency has responded in writing to all material and
649	timely written comments or inquiries made on behalf of the
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650	committee.
651	(7) The rule review is completed upon either:
652	(a) The agency, upon approval of the agency head or his or
653	her designee, electronically filing a certified copy of the
654	reviewed rule to which no changes or only technical changes were
655	made, and the committee's certification granted pursuant to
656	subsection (6), with the Department of State.
657	(b) The agency, for a reviewed rule subject to substantive
658	change or repeal, timely filing a proposed rule pursuant to s.
659	120.54.
660	(8) The Department of State shall publish in the Florida
661	Administrative Register a notice of the completed rule review
662	and shall update the history note of the rule in the Florida
663	Administrative Code to reflect the date of the rule review's
664	completion, if applicable.
665	(9) The hearing requirements of s. 120.54 do not apply to a
666	rule reviewed pursuant to this section.
667	(10) The Department of State shall adopt rules to implement
668	this section no later than December 31, 2025.
669	(11) This section is repealed July 1, 2032, unless reviewed
670	and saved from repeal through reenactment by the Legislature.
671	Section 5. Subsection (1) of section 120.55, Florida
672	Statutes, is amended to read:
673	120.55 Publication
674	(1) The Department of State shall:
675	(a)1. Through a continuous revision and publication system,
676	compile and publish electronically, on a website managed by the
677	department, the "Florida Administrative Code." The Florida
678	Administrative Code $\underline{\text{must}}$ $\underline{\text{shall}}$ contain all rules adopted by each



679 agency, citing the grant of rulemaking authority and the 680 specific law implemented pursuant to which each rule was 681 adopted, all history notes as authorized in ss. 120.5435 and 682 $120.545(7) \pm 120.545(7)$, complete indexes to all rules and any 683 material incorporated by reference contained in the code, and 684 any other material required or authorized by law or deemed 685 useful by the department. The electronic code must shall display 686 each rule chapter currently in effect in browse mode and allow full text search of the code and each rule chapter. The 687 688 department may contract with a publishing firm for a printed 689 publication; however, the department retains shall retain 690 responsibility for the code as provided in this section. The 691 electronic publication is shall be the official compilation of 692 the administrative rules of this state. The Department of State 693 retains shall retain the copyright over the Florida 694 Administrative Code.

695 2. Rules general in form but applicable to only one school district, community college district, or county, or a part thereof, or state university rules relating to internal personnel or business and finance <u>may shall</u> not be published in the Florida Administrative Code. Exclusion from publication in the Florida Administrative Code <u>does shall</u> not affect the validity or effectiveness of such rules.

3. At the beginning of the section of the code dealing with an agency that files copies of its rules with the department, the department shall publish the address and telephone number of the executive offices of each agency, the manner by which the agency indexes its rules, a listing of all rules of that agency excluded from publication in the code, <u>a listing of all forms</u>

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708 and material incorporated by reference adopted by rule which are 709 used by the agency, and a statement as to where those rules may 710 be inspected.

711 4. Forms may shall not be published in the Florida 712 Administrative Code; but any form which an agency uses in its 713 dealings with the public, along with any accompanying 714 instructions, must shall be filed with the committee before it 715 is used. Any form or instruction which meets the definition of the term "rule" provided in s. 120.52 must shall be incorporated 716 717 by reference into the appropriate rule. The reference must shall 718 specifically state that the form is being incorporated by 719 reference and shall include the number, title, and effective 720 date of the form and an explanation of how the form may be 721 obtained. Each form created by an agency which is incorporated 722 by reference in a rule notice of which is given under s. 723 120.54(3)(a) after December 31, 2007, must clearly display the 724 number, title, and effective date of the form and the number of 725 the rule in which the form is incorporated.

726 5. After December 31, 2025, the department shall require 727 any material incorporated by reference in allow adopted rules 728 and material incorporated by reference to be filed in electronic 729 form as prescribed by department rule. When a rule is filed for 730 adoption with incorporated material in electronic form, the 7.31 department's publication of the Florida Administrative Code on 732 its website must contain a hyperlink from the incorporating 733 reference in the rule directly to that material. The department 734 may not allow hyperlinks from rules in the Florida 735 Administrative Code to any material other than that filed with 736 and maintained by the department, but may allow hyperlinks to

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737 incorporated material maintained by the department from the 738 adopting agency's website or other sites.

6. The department shall include the date of any technical changes in the history note of the rule in the Florida Administrative Code. A technical change does not affect the effective date of the rule. A technical change made after the adoption of a rule must be published as a notice of correction.

(b) Electronically publish on a website managed by the department a continuous revision and publication entitled the "Florida Administrative Register," which <u>serves</u> shall serve as the official publication and must contain:

1. All notices required by s. 120.54(2) and (3)(a), showing the text of all rules proposed for consideration.

2. All notices of public meetings, hearings, and workshops conducted in accordance with s. 120.525, including a statement of the manner in which a copy of the agenda may be obtained.

3. A notice of each request for authorization to amend or repeal an existing uniform rule or for the adoption of new uniform rules.

4. Notice of petitions for declaratory statements or administrative determinations.

5. <u>A list of all rules that were not timely reviewed by</u> their respective agency, pursuant to s. 120.5435, updated at least annually.

<u>6.</u> A summary of each objection to any rule filed by the Administrative Procedures Committee.

763 <u>7.6.</u> A list of rules filed for adoption in the previous 7
764 days.

8.7. A list of all rules filed for adoption pending

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766 legislative ratification under s. 120.541(3). A rule shall be 767 removed from the list once notice of ratification or withdrawal 768 of the rule is received.

<u>9.8.</u> Any other material required or authorized by law or deemed useful by the department.

The department may contract with a publishing firm for a printed publication of the Florida Administrative Register and make copies available on an annual subscription basis.

(c) Prescribe by rule the style and form required for rules, notices, and other materials submitted for filing, including any rule requiring that documents created by an agency which are proposed to be incorporated by reference in notices published pursuant to s. 120.54(3)(a) and (d) be coded as required in s. 120.54(1)(i)7.

(d) Charge each agency using the Florida AdministrativeRegister a space rate to cover the costs related to the FloridaAdministrative Register and the Florida Administrative Code.

(e) Maintain a permanent record of all notices published in the Florida Administrative Register.

Section 6. Paragraph (c) of subsection (1) and subsections (4) through (8) of section 120.74, Florida Statutes, are amended, and paragraphs (e) and (f) are added to subsection (1) of that section, to read:

790 120.74 Agency annual rulemaking and regulatory plans; 791 reports.-

792 (1) REGULATORY PLAN.-By October 1 of each year, each agency793 shall prepare a regulatory plan.

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(c) The plan must include any desired update to the prior



795	year's regulatory plan or supplement published pursuant to
796	subsection (5) (7). If, in a prior year, a law was identified
797	under this paragraph or under subparagraph (a)1. as a law
798	requiring rulemaking to implement but a notice of proposed rule
799	has not been published:
800	1. The agency shall identify and again list such law,
801	noting the applicable notice of rule development by citation to
802	the Florida Administrative Register; or
803	2. If the agency has subsequently determined that
804	rulemaking is not necessary to implement the law, the agency
805	shall identify such law, reference the citation to the
806	applicable notice of rule development in the Florida
807	Administrative Register, and provide a concise written
808	explanation of the reason why the law may be implemented without
809	rulemaking.
810	(e) The plan must also include all of the following:
811	1. A list of the agency's existing rules scheduled for
812	review pursuant to s. 120.5435.
813	2. A 5-year schedule for the review of all existing rules
814	<u>as of July 1, 2025.</u>
815	3. A yearly schedule for the rules it will review each year
816	during the 5-year rule review. The agency may amend this
817	schedule, if necessary.
818	(f) The plan must include any desired update to the prior
819	year's regulatory plan or supplement thereof, published pursuant
820	to subsection (5). If, in a prior year, the agency identified a
821	rule under this paragraph as one requiring review pursuant to s.
822	120.5435, but the agency has not yet completed an action
823	described in s. 120.5435(5):

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824 1. The agency must identify and list such rule in its 825 regulatory plan as an untimely rule review and notify the committee of such action; or 826 827 2. If the agency subsequently determined that the rule review is not necessary, the agency must identify the rule and 828 829 provide a concise written explanation of the reason why the rule 830 does not require a rule review. 831 (4) DEADLINE FOR RULE DEVELOPMENT.-By November 1 of each 8.32 year, each agency shall publish a notice of rule development 833 under s. 120.54(2) for each law identified in the agency's 834 regulatory plan pursuant to subparagraph (1) (a) 1. for which 835 rulemaking is necessary to implement but for which the agency did not report the publication of a notice of rule development 836 837 under subparagraph (1) (a) 2. 8.3.8 (5) CORRECTING THE REGULATORY PLAN DEADLINE TO PUBLISH 839 PROPOSED RULE. For each law for which implementing rulemaking is 840 necessary as identified in the agency's plan pursuant to 841 subparagraph (1) (a) 1. or subparagraph (1) (c) 1., the agency shall 842 publish a notice of proposed rule pursuant to s. 120.54(3)(a) by April 1 of the year following the deadline for the regulatory 843 844 plan. This deadline may be extended if the agency publishes a 845 notice of extension in the Florida Administrative Register 846 identifying each rulemaking proceeding for which an extension is 847 being noticed by citation to the applicable notice of rule 848 development as published in the Florida Administrative Register. 849 The agency shall include a concise statement in the notice of 850 extension identifying any issues that are causing the delay in 851 rulemaking. An extension shall expire on October 1 after the 852 April 1 deadline, provided that the regulatory plan due on



853 October 1 may further extend the rulemaking proceeding by 854 identification pursuant to subparagraph (1)(c)1. or conclude the 855 rulemaking proceeding by identification pursuant to subparagraph 856 (1) (c)2. A published regulatory plan may be corrected at any 857 time to accomplish the purpose of extending or concluding an 858 affected rulemaking proceeding by identifying the applicable 859 rule pursuant to subparagraph (1)(c)2. The regulatory plan and 860 is deemed corrected as of the October 1 due date. Upon publication of a correction, the agency shall publish in the 861 862 Florida Administrative Register a notice of the date of the 863 correction identifying the affected rulemaking proceeding by 864 applicable citation to the Florida Administrative Register.

(6) CERTIFICATIONS. Each agency shall file a certification with the committee upon compliance with subsection (4) and upon filing a notice under subsection (5) of either a deadline extension or a regulatory plan correction. A certification may relate to more than one notice or contemporaneous act. The date or dates of compliance shall be noted in each certification.

871 (5) (7) SUPPLEMENTING THE REGULATORY PLAN.-After publication 872 of the regulatory plan, the agency shall supplement the plan 873 within 30 days after a bill becomes a law if the law is enacted 874 before the next regular session of the Legislature and the law 875 substantively modifies the agency's specifically delegated legal 876 duties, unless the law affects all or most state agencies as 877 identified by letter to the committee from the Governor or the 878 Attorney General. The supplement must include the information 879 required in paragraph (1) (a) and shall be published as required 880 in subsection (2), but no certification or delivery to the 881 committee is required. The agency shall publish in the Florida

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882 Administrative Register notice of publication of the supplement, 883 and include a hyperlink on its website or web address for direct 884 access to the published supplement. For each law reported in the 885 supplement, if rulemaking is necessary to implement the law, the 886 agency shall publish a notice of rule development by the later 887 of the date provided in subsection (4) or 60 days after the bill 888 becomes a law, and a notice of proposed rule shall be published 889 by the later of the date provided in subsection (5) or 120 days 890 after the bill becomes a law. The proposed rule deadline may be 891 extended to the following October 1 by notice as provided in 892 subsection (5). If such proposed rule has not been filed by 893 October 1, a law included in a supplement shall also be included 894 in the next annual plan pursuant to subsection (1).

895 (6) (8) FAILURE TO COMPLY.-If an agency fails to comply with 896 a requirement of paragraph (2) (a) or subsection $(5)_{T}$ within 15 897 days after written demand from the committee or from the chair of any other legislative committee, the agency shall deliver a 898 899 written explanation of the reasons for noncompliance to the 900 committee, the President of the Senate, the Speaker of the House 901 of Representatives, and the chair of any legislative committee requesting the explanation of the reasons for noncompliance. Section 7. This act shall take effect July 1, 2025.

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And the title is amended as follows: Delete everything before the enacting clause 908 and insert:

> A bill to be entitled An act relating to administrative procedures; amending

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911 s. 120.52, F.S.; defining the term "technical change"; 912 amending s. 120.54, F.S.; requiring agencies to publish a certain notice of intended agency action 913 914 within a specified timeframe; deleting a provision 915 related to the timeframe within which rules are 916 required to be drafted and formally proposed; 917 prohibiting materials from being incorporated by 918 reference for certain rules reviewed after a specified 919 date unless certain conditions are met; prohibiting 920 rules proposed after a specified date from having 921 materials incorporated by reference unless certain 922 conditions are met; requiring agencies to use specific 923 coding if they are updating or making changes to 924 certain documents incorporated by reference; requiring 925 that certain notices of rule development include 926 incorporated documents; revising the notices required 927 to be issued by agencies before the adoption, 928 amendment, or repeal of certain rules; requiring that 929 such notices be published in the Florida 930 Administrative Register within a specified timeframe; 931 requiring that specified information be available for 932 public inspection; requiring that materials 933 incorporated by reference be made available in a 934 specified manner; requiring that certain notices be 935 delivered electronically to all persons who made 936 requests for such notice; requiring agencies to 937 publish a notice of correction for certain changes 938 within a specified timeframe; providing that notices 939 of correction do not affect certain timeframes;

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940 requiring that technical changes be published as 941 notices of correction; requiring agencies to provide 942 copies of any offered regulatory alternatives to the 943 Administrative Procedures Committee before the agency 944 files a rule for adoption; requiring that certain 945 materials incorporated by reference be made available 946 in a specified manner; requiring that certain rules be 947 withdrawn if not ratified within the legislative 948 session immediately following the filing for adoption; 949 providing that agencies are authorized to initiate 950 rulemaking, or required to initiate rulemaking under a 951 specified circumstance, within a specified timeframe 952 of the adjournment of such legislative session; 953 reducing the number of certified copies of a proposed 954 rule that must be electronically filed with the 955 Department of State; authorizing agencies to adopt 956 emergency rules under specified conditions; requiring 957 that specified information be published in the first 958 available issue of the Florida Administrative Register 959 and provided to the Administrative Procedures 960 Committee; providing that if a proposed rule is not 961 ratified within a specified timeframe, the emergency 962 rule expires; requiring that the proposed rule be 963 withdrawn in accordance with a specified provision; 964 requiring that notices of renewal for emergency rules 965 be published in the Florida Administrative Register 966 before expiration of the existing emergency rule; 967 requiring that such notices contain specified 968 information; requiring that a note be added to a

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969 certain history note for certain emergency rules; 970 requiring that emergency rules be published in the 971 Florida Administrative Code; authorizing agencies to 972 adopt emergency rules that supersede other emergency 973 rules; requiring that the reason for such superseding 974 rules be stated in accordance with specified 975 provisions; authorizing agencies to make technical 976 changes to emergency rules within a specified 977 timeframe; requiring that such changes be published in 978 the Florida Administrative Register as a notice of 979 correction; authorizing agencies to repeal emergency 980 rules by providing a certain notice in the Florida 981 Administrative Register; requiring agencies to provide 982 specified petitions to the committee within a 983 specified timeframe after receipt; requiring agencies 984 to provide a certain notification to the committee 985 within a specified timeframe; reenacting and amending 986 s. 120.541, F.S.; providing that a proposal for a 987 lower cost regulatory alternative submitted after a 988 notice of change is made in good faith only if the 989 proposal contains certain statements; requiring 990 agencies to provide a copy of such proposals and 991 responses thereto to the committee within specified 992 timeframes; prohibiting agencies from filing a rule 993 for adoption unless such documents are provided to the 994 committee; requiring agencies to notify the committee 995 within a specified timeframe that a rule has been 996 submitted for legislative ratification; providing that 997 if a proposed rule is not ratified within a specified

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998 timeframe, the agency must withdraw such rule and the 999 agency may initiate rulemaking again, or must initiate 1000 rulemaking again under a specified condition; creating 1001 s. 120.5435, F.S.; requiring agencies, by a specified 1002 date and in coordination with the committee, to review 1003 specified rules adopted before a specified date; 1004 requiring agencies to include a list of existing rules 1005 and a schedule of rules they plan to review each year 1006 in a certain regulatory plan; authorizing agencies to 1007 amend such schedules under specified circumstances but 1008 requiring that at least a specified percentage of an 1009 agency's rules be reviewed each year until completion 1010 of all reviews; requiring agencies to make specified 1011 determinations during rule review; providing that 1012 certain determinations are not subject to challenge as 1013 a proposed rule; requiring agencies to submit a 1014 certain report to the Legislature annually by a 1015 specified date; requiring agencies to take one of 1016 certain specified actions during rule reviews by a 1017 specified date; providing requirements for the 1018 agencies in connection with each of the specified 1019 actions; requiring the committee to examine agencies' 1020 rule review submissions; authorizing the committee to 1021 request certain information from such agencies; 1022 requiring that such review occur within a specified 1023 timeframe under specified conditions; requiring the 1024 committee to issue a certain certification upon 1025 completion of examinations; specifying circumstances under which rule review is considered completed; 1026



1027 requiring the department to publish a certain notice 1028 in the Florida Administrative Register; requiring the 1029 department to adopt rules before a specified date; 1030 providing for future review and repeal; amending s. 1031 120.55, F.S.; revising the contents of the Florida 1032 Administrative Code to conform to changes made by the act; requiring, after a specified date, that any 1033 1034 material incorporated by reference be filed in a 1035 specified electronic format with the department; 1036 requiring that the Florida Administrative Register 1037 contain a certain list; requiring that the department 1038 prescribe coding for certain documents incorporated by 1039 reference; amending s. 120.74, F.S.; requiring that 1040 regulatory plans submitted by agencies include certain 1041 schedules for rule review and certain desired updates 1042 to such plans; requiring agencies to take certain 1043 actions if the agencies have not completed reviewing a 1044 rule; deleting provisions related to deadlines for 1045 rule development; deleting deadlines for publishing 1046 proposed rules; deleting provisions requiring agencies 1047 to file certain certifications with the committee; 1048 authorizing agencies to correct a regulatory plan to 1049 conclude affected rulemaking proceedings by 1050 identifying certain rules; revising the timeframes 1051 within which agencies must publish certain notices; 1052 conforming provisions to changes made by the act; 1053 providing an effective date.