

FLORIDA HOUSE OF REPRESENTATIVES

BILL ANALYSIS

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BILL #: [CS/CS/HB 433](#)

TITLE: Administrative Procedures

SPONSOR(S): Overdorf, Esposito

COMPANION BILL: [CS/SB 108](#) (Grall)

LINKED BILLS: None

RELATED BILLS: None

Committee References

[Government Operations](#)

12 Y, 3 N, As CS



[Budget](#)

22 Y, 4 N



[State Affairs](#)

20 Y, 0 N, As CS

SUMMARY

Effect of the Bill:

The bill requires each agency, in coordination with the Joint Administrative Procedures Committee, to review its rules to determine, in part, whether the rules are a valid exercise of delegated legislative authority, have current statutory authority, and are consistent with expressed legislative intent. All rules adopted before July 1, 2025, must be reviewed by July 1, 2030; all rules adopted after July 1, 2025, must be reviewed five years after their adoption. The bill provides specificity as to what constitutes certain costs for purposes of completing a statement of estimated regulatory costs. Additionally, the bill makes various changes to the rulemaking process including requiring agencies to file a notice of rule development at least seven days before providing a notice of a proposed rule, requiring agencies to withdraw any proposed rule when the agency has failed to adopt a rule within the required timeframes, and revising the emergency rulemaking process. The bill also requires agencies to include detailed licensure data as part of its annual regulatory plan.

Fiscal or Economic Impact:

The bill may have an indeterminate negative fiscal impact on state government.

[JUMP TO](#)

[SUMMARY](#)

[ANALYSIS](#)

[RELEVANT INFORMATION](#)

[BILL HISTORY](#)

ANALYSIS

EFFECT OF THE BILL:

Rule Review

The bill creates a rule review process that requires agencies, in coordination with the [Joint Administrative Procedures Committee \(JAPC\)](#), to determine whether each rule under their jurisdiction:

- Is a valid exercise of delegated legislative authority.
- Has current statutory authority.
- Is consistent with expressed legislative intent pertaining to the specific provision of law that the rule implements.
- Reiterates or paraphrases statutory material.
- Requires a technical or substantive update to reflect current use.
- Is in proper form.
- Requires updated references to statutory citations and incorporated materials. (Section [5](#))

All rules in existence on July 1, 2025, must be reviewed by July 1, 2030, and all rules adopted after July 1, 2025, must be reviewed in the fifth year after adoption. Beginning October 1, 2025, each agency must create a list of its existing rules and include the list in its annual [agency regulatory plan](#). The agency regulatory plan must further detail an annual schedule of the rules the agency will review each year, which must consist of at least 20 percent of the existing rules for the initial five year review period. The agency may alter its rule review schedule in the following annual regulatory plan. If the agency fails to conclude a rule review in accordance with its schedule, it must list the rule in its next agency regulatory plan and notify JAPC of such action or explain why the rule review is no longer necessary. (Section [5](#))

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DATE: 4/18/2025

By January 1 of each year, the agency must submit a report to the President of the Senate, the Speaker of the House of Representatives, and JAPC to indicate which of the above actions the agency plans to take on each rule subject to review during that fiscal year. The agency must complete or commence its intended action by April 1. (Section [5](#))

Based on the review, an agency may take one of four actions:

- Make no change to the rule;
- Make a technical change to the rule;
- Substantively amend the rule; or
- Repeal the rule. (Section [5](#))

Those rules to which the agency makes no change, or only a technical change, during its rule review are not subject to challenge or hearing otherwise provided for in the Administrative Procedure Act (APA). If the agency chooses to make a substantive amendment or to repeal a reviewed rule, however, it must use the procedures otherwise outlined in the APA to do so. The substantive amendment or repeal of a reviewed rule is subject to challenge or hearing as otherwise prescribed in the APA. (Section [5](#))

The agency must support its actions in the rule review with a written statement of its intended action, its assessment of specific factors outlined in statute, a coded version of the recommended changes (if applicable), and a statement of the facts and circumstances justifying any recommended change. The agency must submit these documents to JAPC, which will then examine the submissions and make additional inquiries, if needed, and must complete its examination of the agency's rule submissions no later than July 1. If the agency recommends no change or a technical change, JAPC must certify whether the agency responded appropriately to its inquiries. (Section [5](#))

The Department of State (DOS) must document the rule review by notice in the [Florida Administrative Register \(FAR\)](#) and update the rule's history note in the [Florida Administrative Code \(FAC\)](#) to reflect the rule review's date of completion. (Section [5](#))

The provision of the bill establishing the initial five year review of existing rules is set to repeal under the bill on July 1, 2032. (Section [5](#))

Statements of Estimated Regulatory Costs

For purposes of preparing a [statement of estimated regulatory costs \(SERC\)](#), the bill requires an agency to consider estimates of market impacts likely to result from compliance with a proposed rule. These impacts include:

- Increased customer charges for goods and services.
- Decreased market value of goods or services produced, provided, or sold.
- Increased costs resulting from the purchase of substitute or alternative goods or services.
- The reasonable value of time to be spent by owners, officers, operators, and managers to understand and comply with the proposed rule, including time to be spent completing required education, training, or testing.
- Capital costs.
- Any other impacts suggested by the rules ombudsman in the Executive Office of the Governor or by any interested persons. (Section [4](#))

Each agency must also consider all direct and indirect costs necessary for individuals and private or local governmental entities to comply with the proposed rule. The bill provides 18 types of "compliance costs" agencies should consider including, but not limited to:

- Filing fees.
- Expenses to obtain a license.
- Installation, utilities for, and maintenance of necessary equipment.
- Necessary operations and procedures.
- Accounting, financial, information management, and other administrative processes
- Labor based on relevant rates of wages, salaries, and benefits.
- Materials and supplies.

- Capital expenditures, including financial costs.
- Professional and technical services, including contracted services necessary to implement and maintain compliance. (Section [4](#))

Each agency is also responsible for providing notice of any changes to SERCs, other than technical changes, including summaries of those revisions. The bill requires DOS to include on the FAR website the agency website where SERCs can be viewed in their entirety. Also, in the notice of proposed rule, each agency must provide the website address where the SERC or its revisions can be read in its entirety to DOS for publication in the FAR. (Sections [3](#) and [4](#))

The bill also removes the ability of agencies to define “small businesses,” “small counties,” and “small cities,” more broadly than their statutory definitions for purposes of providing [rule tiers to reduce any disproportionate impact](#) to those entities or areas. (Section [3](#))

Rulemaking

The bill adds a requirement that an agency file a [notice of rule development](#) in the FAR at least seven days before providing a [notice of a proposed rule](#). The notice of rule development must be published within 30 days after the effective date of the act that requires rulemaking and provides a grant of rulemaking authority. The notice must include the proposed rule number. (Section [3](#))

The agency must publish the notice of a proposed rule with the FAR within 6 months after the most recent notice of rule development. The bill also requires that notices of workshops for rule development and for the preparation of SERCs be published in the FAR no less than 14 days before a workshop’s scheduled date. The bill allows for affected persons to request in writing that workshops be held for either rule development or information gathering for the preparation of SERCs. With this added provision, the bill requires that the persons within the agency responsible for the proposed rule attend these workshops to address, explain, and receive any public input on the SERC. (Section [3](#))

Under the bill, an agency is required to withdraw any proposed rule when the agency has failed to adopt it within the prescribed timeframes for rule promulgation and adoption. JAPC must then send notice to the agency that it has failed to adopt the proposed rule within prescribed timeframes. If, however, the agency has not withdrawn the proposed rule within 30 days after JAPC’s notice, JAPC must notify DOS that the date for adoption of the rule has expired. DOS must then publish a notice of withdrawal of the proposed rule. If the withdrawn rule was created under a mandatory grant of rulemaking authority, then the agency must initiate rulemaking again within 30 days of the withdrawal. (Section [3](#))

If a rule requires ratification by the Legislature and fails to be ratified, the agency must withdraw the rule; however, 90 days after adjournment sine die, the agency may restart the rulemaking process for the rule if the grant of rulemaking authority authorizing the rule was permissive, but must restart rulemaking if the grant was mandatory. (Section [3](#))

Emergency Rules

The bill requires that [emergency rules](#) be published in the FAC as well as the FAR. The bill allows for an agency to adopt new emergency rules to supersede emergency rules already in effect; however, the agency must give a reason for the new rule. New rules must remain in effect for the duration of the effective period of the superseded rule. Technical changes to an emergency rule may be made within the first seven days after the rule’s adoption. Renewal of emergency rules must be published in the FAR before the expiration of the existing emergency rule, with the notice of renewal stating the facts and reasons for the renewal. (Section [3](#))

The bill also states that, for emergency rules with an effective period longer than 90 days that supersede existing rules, a history note must be added to the existing rule, specifically identifying the emergency rule that supersedes it and include the date the emergency rule was filed with DOS. Also, emergency rules may be repealed at any time while they are in effect; agencies must publish a notice in the FAR citing the reason for the repeal and the effective date of the repeal. (Section [3](#))

Incorporation by Reference

The bill requires an agency, in all notices of rulemaking, and for rules being reviewed under the new rule review process, that include material [incorporated by reference](#), to submit the incorporated material in a prescribed electronic format to DOS with the full text available for free public access through an electronic hyperlink and include a summary of substantive revisions to any material proposed to be incorporated by reference. Alternatively, if an agency determines that posting the incorporated material on the internet would violate federal copyright law, the agency must include in the notice a statement to that effect, along with the addresses of locations at DOS and the agency at which the material is available for public inspection and examination. (Sections [3](#) and [5](#))

The bill requires DOS to prescribe by rule that material incorporated by reference included in a notice of proposed rule and a notice of change be formatted in such a way that additions to the text appear underlined and deletions appear as text stricken through. (Section [3](#))

Licensing Performance Data

Beginning October 1, 2026, the bill requires each agency to submit, as part of its annual regulatory plan, specified data regarding its compliance with [licensing timeframes](#) established in the Administrative Procedure Act. Each agency that issues licenses must submit the following information:

- The number of license applications submitted to the agency.
- The number of license applications that required one or more requests for additional information.
- The number of license applications that were not completed by the applicant.
- The number of license applications for which an extension was requested by the applicant and for which an extension was required by the state agency or the judicial branch.
- The number of license applications that were not approved or denied within the statutory timeframe.
- The average and median number of days it takes the agency to approve or deny an application after receipt of a completed application.
- The number of employees dedicated to processing license applications, if applicable. (Section [4](#))

The bill requires JAPC to submit a consolidated annual agency licensing performance report that provides all the information submitted by each agency. (Section [4](#))

Regulatory Alternatives

Lower Cost Regulatory Alternatives

The bill requires each agency to provide a copy of the [lower cost regulatory alternative](#) (LCRA) to JAPC at least 21 days before filing the proposed rule for adoption. If the LCRA is submitted after a notice of change, the bill provides that it only needs to be considered if the person submitting the proposal reasonably believes, and the proposal states the person's reasons for believing, that the LCRA as changed by the notice of change increases regulatory costs or creates an adverse impact on small businesses. The bill requires that in the event a LCRA is made, the agency must revise its prior SERC and either adopt the alternative proposal, reject the alternative proposal, or modify the proposed rule to reduce regulatory costs. If the agency rejects the alternative proposal or modifies the proposed rule, the agency must provide a statement explaining why it rejected the alternative. Further, a summary of the revised SERC must be published with any subsequent notice of proposed rule. The revised SERC must be provided to the person who proposed the lower cost regulatory alternative, the rules ombudsman in the Executive Office of the Governor, and JAPC at least 21 days before filing the proposed rule for adoption. (Section [4](#))

Regulatory Alternatives Submitted by the Rules Ombudsman

The bill requires each agency to provide notice to JAPC of any regulatory alternative offered to the agency by the rules ombudsman at least 21 days before filing the proposed rule for adoption. (Section [3](#))

Rule Expiration

The bill provides that unless expressly authorized by law, a rule may not include a provision whereby the entire rule, or a part thereof, automatically expires or is repealed on a specific date or at the end of a specified period. The

bill empowers JAPC to examine rules to determine whether such a provision exists in the text of a rule. (Sections [2](#) and [6](#))

Effective Date

The effective date of the bill is July 1, 2025. (Section [9](#))

RULEMAKING:

The bill grants rulemaking authority to DOS to adopt a rule requiring material proposed to be incorporated by reference to be coded like legislation, with additions underlined and deletions stricken through.

Lawmaking is a legislative power; however, the Legislature may delegate a portion of such power to executive branch agencies to create rules that have the force of law. To exercise this delegated power, an agency must have a grant of rulemaking authority and a law to implement.

FISCAL OR ECONOMIC IMPACT:

STATE GOVERNMENT:

The bill will likely have an indeterminate, negative fiscal impact on state government as a result of the increased workload among agency staff related to the bill's rule review process

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Rulemaking

The Legislature, as the sole branch of government with the inherent power to create laws,¹ may delegate to agencies in the executive branch the quasi-legislative ability, or authority, to create rules.² The Administrative Procedure Act (APA)³ sets forth a uniform set of procedures agencies must follow when exercising delegated rulemaking authority. A “rule” is an agency statement of general applicability that interprets, implements, or prescribes law or policy, including the procedure and practice requirements of an agency as well as certain types of forms.⁴ Rulemaking authority is delegated by the Legislature through statute and authorizes agencies to “adopt, develop, establish, or otherwise create”⁵ rules. Usually, the Legislature delegates rulemaking authority to a given agency because an agency has “expertise in a particular area for which they are charged with oversight.”⁶ Agencies do not have the discretion in and of themselves to engage in rulemaking.⁷ To adopt a rule, an agency must have a general grant of authority to implement a specific law by rulemaking.⁸ The grant of rulemaking authority itself need not be detailed. The specific statute being interpreted or implemented through rulemaking must provide specific standards and guidelines to preclude the administrative agency from exercising unbridled discretion in creating policy or applying the law.⁹

An agency begins the formal rulemaking process¹⁰ by filing a [notice of rule development](#) of proposed rules indicating the subject area to be addressed by the rule development and including a short, plain explanation of the purpose and effect of the rule.¹¹ The notice is published in the [Florida Administrative Register \(FAR\)](#)—the official compilation of agency notices published each day. The notice may include the preliminary text of the proposed

¹ [Article III, s. 1, FLA. CONST.](#); see also [art. II, s. 3, FLA. CONST.](#)

² See *Whiley v. Scott*, 79 So. 3d 702, 710 (Fla. 2011), stating “[r]ulemaking is a derivative of lawmaking.”

³ Ch. 120, F.S.

⁴ S. [120.52\(16\), F.S.](#)

⁵ S. [120.52\(17\), F.S.](#)

⁶ *Whiley v. Scott*, 79 So. 3d 702, 711 (Fla. 2011).

⁷ S. [120.54\(1\)\(a\), F.S.](#)

⁸ Ss. [120.52\(8\)](#) and [120.536\(1\), F.S.](#)

⁹ *Sloban v. Fla. Bd. Of Pharmacy*, 982 So. 2d 26, 29-30 (Fla. 1st DCA 2008); *Bd. Of Trustees of the Internal Improvement Trust Fund v. Day Cruise Assoc., Inc.*, 794 So. 2d 696, 704 (Fla. 1st DCA 2001).

¹⁰ Alternatively, a person regulated by an agency or having a substantial interest in an agency rule may petition the agency to adopt, amend, or repeal a rule. S. [120.54\(7\)\(a\), F.S.](#)

¹¹ S. [120.54\(2\), F.S.](#)

rule, but it is not necessary. Such notice is required for all rulemaking, except for rule repeals. Next, an agency must file, upon approval of the agency head, a [notice of proposed rule](#).¹² The notice of proposed rule is published by the Department of State (DOS) in the FAR¹³ and must contain the full text of the proposed rule or amendment and a summary thereof.¹⁴ The FAR is published and revised on a continuing basis.¹⁵

After publication of a notice of proposed rule, an agency must hold a hearing on the proposed rule if a person requests a hearing within 21 days.¹⁶ If, after the hearing is held or after the time for requesting a hearing has expired, the agency does not change the rule, other than a technical change, the agency must file a notice stating no changes have been made to the rule with JAPC at least seven days before filing the rule for adoption.¹⁷ However, if a hearing is requested, the agency may, based upon the comments received at the hearing, publish a notice of change.¹⁸

As an alternative to the agency-initiated process delineated above, a person regulated by the agency or having a substantial interest in an agency rule may petition the agency to adopt, amend, or repeal a rule.¹⁹ The petitioner must specify the proposed rule and action requested.²⁰ The agency can either initiate rulemaking or decline to do so; however, if the agency chooses the latter, it must issue a written statement of the reasons for the denial.²¹

Once an agency has completed the steps of rulemaking, the agency may file for rule adoption with DOS and the rule becomes effective 20 days later, unless a different date is indicated in the rule.²² Most adopted rules are published in the Florida Administrative Code (FAC).²³

The validity of a rule or a proposed rule may be challenged at the Division of Administrative Hearings (DOAH)²⁴ as an invalid delegation of legislative authority.²⁵ An invalid delegation of legislative authority is an action that goes beyond the powers, functions, and duties delegated by the Legislature.²⁶ A rule or proposed rule is an invalid delegation of legislative authority if:

- The agency has materially failed to follow the rulemaking procedures in the APA;
- The agency has exceeded its grant of rulemaking authority;
- The rule enlarges, modifies, or contravenes the specific provisions of the law implemented;
- The rule is vague, fails to establish adequate standards for agency decisions, or vests the agency with unbridled discretion;
- The rule is arbitrary or capricious; or
- The rule imposes regulatory costs on the regulated person, county, or municipality that could have been reduced by the adoption of less costly alternatives that substantially accomplish the statutory objectives.²⁷

¹² S. [120.54\(3\), F.S.](#)

¹³ S. [120.55\(1\)\(b\), F.S.](#)

¹⁴ S. [120.54\(3\)\(a\)1., F.S.](#)

¹⁵ *Id.*

¹⁶ S. [120.54\(3\)\(c\), F.S.](#)

¹⁷ S. [120.54\(3\)\(d\)1., F.S.](#)

¹⁸ *Id.*

¹⁹ S. [120.54\(7\)\(a\), F.S.](#)

²⁰ *Id.*

²¹ *Id.*

²² S. [120.54\(3\)\(e\)6., F.S.](#)

²³ Rules general in form but applicable to only one school district, community college district, or county, or a part thereof, or a state university rules relating to internal personnel or business and finance are not published in the FAC. Forms are not published in the FAC. S. [120.55\(1\)\(a\), F.S.](#) Emergency rules are also not published in the FAC.

²⁴ DOAH is an agency in the executive branch, administratively housed under the Department of Management Services but not subject to its control. DOAH employs ALJs who serve as neutral arbiters presiding over disputes arising under the APA.

S. [120.65, F.S.](#)

²⁵ S. [120.56\(1\), F.S.](#)

²⁶ S. [120.52\(8\), F.S.](#)

²⁷ S. [120.52\(8\)\(a\)-\(f\), F.S.](#)

An administrative law judge (ALJ) at DOAH hears the rule challenge in a de novo proceeding and, within 30 days of the hearing, determines the rule's validity based upon a preponderance of the evidence standard.²⁸ The ALJ's decision constitutes final agency action, which means an agency may not alter the decision after its issuance,²⁹ but an agency may appeal the decision to the District Court of Appeal where the agency maintains its headquarters.³⁰

Statements of Estimated Regulatory Costs

A statement of estimated regulatory costs (SERC) is an agency's assessment of the potential economic impact of a proposed rule, including compliance costs for the public and implementation costs for the agency and other government entities.³¹ An agency is encouraged to prepare SERCs before the adoption, amendment, or repeal of rules;³² however, an agency is required to prepare a SERC if the proposed rule will have an adverse impact on small businesses or increase regulatory costs by more than \$200,000 in the aggregate within one year after the implementation of the rule.³³ If the agency revises a rule before adoption and the revision increases the regulatory costs of the rule, the agency must revise the SERC to reflect that alteration.³⁴

A SERC must include:

- A good faith estimate of the number of people and entities affected by the proposed rule;
- A good faith estimate of the cost to the agency and other governmental entities to implement the proposed rule;
- A good faith estimate of transactional costs likely to be incurred by people, entities, and governmental agencies for compliance; and
- An analysis of the proposed rule's impact on small businesses, counties, and municipalities.³⁵

The SERC must also include an economic analysis on the likelihood that the proposed rule will have an adverse impact in excess of \$1 million within the first five years of implementation on:

- Economic growth, private-sector job creation or employment, or private-sector investment;
- Business competitiveness, productivity, or innovation; or
- Regulatory costs, including any transactional costs.³⁶

If the economic analysis forecasts that the proposed rule's adverse impact or regulatory costs will be in excess of \$1 million within five years after the rule's implementation, then the rule must be ratified by the Legislature in order to take effect.³⁷

An agency's failure to prepare a SERC or to respond to a written lower cost regulatory alternative can be raised in a proceeding at DOAH to invalidate a rule as an invalid exercise of delegated legislative authority only if it is raised within one year of the effective date of the rule and is raised by a person whose substantial interests are affected by the regulatory costs of the rule.³⁸

The APA encourages agencies to prepare SERCs before the adoption, amendment, or repeal of rules, only requiring SERCs to be prepared when a proposed rule will have an adverse impact on small businesses or the proposed rule is likely to directly or indirectly increase regulatory costs of more than \$200,000 in the aggregate within one year after the rule's intended action.³⁹

²⁸ S. [120.56\(1\)\(e\), F.S.](#)

²⁹ *Id.*

³⁰ S. [120.68\(2\)\(a\), F.S.](#)

³¹ S. [120.541\(2\), F.S.](#)

³² S. [120.54\(3\)\(b\)1., F.S.](#)

³³ *Id.*

³⁴ S. [120.541\(1\)\(c\), F.S.](#)

³⁵ S. [120.541\(2\)\(b\)-\(e\), F.S.](#)

³⁶ S. [120.541\(2\)\(a\), F.S.](#)

³⁷ S. [120.541\(3\), F.S.](#)

³⁸ S. [120.541\(1\)\(f\), F.S.](#)

³⁹ S. [120.54\(3\)\(b\), F.S.](#)

[Rule Tiers to Reduce Disproportionate Impact](#)

Even if a SERC is not required, each agency is required to consider the impact of a rule on small businesses, small counties, and small cities; the agency must tier the rule to reduce any disproportionate impact on those entities.⁴⁰ While the terms “small business,”⁴¹ “small county,”⁴² and “small city”⁴³ have statutory definitions—businesses employing 200 or fewer persons, counties with 75,000 or fewer residents, cities with 10,000 or fewer residents, respectively—agencies are allowed to define those terms more broadly for purposes of tiering the impacts of their rules.

[Emergency Rules](#)

Agencies are authorized to respond to immediate dangers to the public health, safety, or welfare by adopting emergency rules.⁴⁴ Emergency rules are not adopted using the same procedures required of other rules.⁴⁵ The notice of the emergency rule and the text of the rule is published in the first available issue of the FAR; however, there is no requirement that an emergency rule be published in the FAC.⁴⁶ Before or at the time of the rule’s promulgation, the agency must publish the specific facts and reasons for finding an immediate danger to the public health, safety, or welfare.⁴⁷ The agency’s findings of immediate danger are judicially reviewable.⁴⁸ Emergency rules are effective immediately, or on a date less than 20 days after filing if specified in the rule,⁴⁹ but are only effective for a period of no longer than 90 days.⁵⁰ An emergency rule is not renewable, except when the agency has initiated rulemaking to adopt rules relating to the subject of the emergency rule and a challenge to the proposed rule has been filed and remains pending or the proposed rule is awaiting ratification by the Legislature.⁵¹

[Incorporation by Reference](#)

The APA allows an agency to incorporate material external to the text of the rule by reference.⁵² The material to be incorporated must exist on the date the rule is adopted.⁵³ If the agency seeks to alter the material incorporated by reference after the rule has been adopted, the rule itself must be amended for the change to be effective.⁵⁴ However, an agency rule incorporating another rule by reference automatically incorporates subsequent amendments to the referenced rule.⁵⁵

An agency may not incorporate material by reference unless:

- The material is submitted in the prescribed electronic format to DOS and the full text of the material may be made available for free public access through an electronic hyperlink from the rule incorporating the material by reference in the FAC; or
- If the agency determined that posting the material publicly on the internet would violate federal copyright law, a statement explaining such concern, along with the address of locations at DOS and the agency at which the material is available for public inspection and examination, must be included in the notice.⁵⁶

DOS requires each agency incorporating material by reference in an administrative rule to certify the materials incorporated have been filed with DOS electronically or, if the agency claims posting the material would violate federal copyright law, the location where the public may view the material.⁵⁷

⁴⁰ S. 120.54(3)(b)2.a., F.S.

⁴¹ S. [288.703\(6\), F.S.](#)

⁴² S. [120.54\(19\), F.S.](#)

⁴³ S. [120.54\(18\), F.S.](#)

⁴⁴ S. [120.54\(4\), F.S.](#)

⁴⁵ S. [120.54\(4\)\(a\), F.S.](#)

⁴⁶ S. [120.54\(4\)\(a\)3., F.S.](#)

⁴⁷ *Id.*

⁴⁸ *Id.*

⁴⁹ S. [120.54\(4\)\(d\), F.S.](#)

⁵⁰ S. [120.54\(4\)\(c\), F.S.](#)

⁵¹ *Id.*

⁵² S. [120.54\(1\)\(i\), F.S.](#); *see also* r. 1-1.013, F.A.C.

⁵³ S. [120.54\(1\)\(i\)1., F.S.](#)

⁵⁴ *Id.*

⁵⁵ S. [120.54\(1\)\(i\)2., F.S.](#)

⁵⁶ S. [120.54\(1\)\(i\)3., F.S.](#)

⁵⁷ R. 1-1.013(5)(d), F.A.C.

Agency Regulatory Plans

Annually, each agency must prepare a regulatory plan that includes a list of each law enacted during the previous 12 months that creates or modifies the duties or authority of the agency, and state whether the agency must adopt rules to implement the newly adopted laws.⁵⁸ The plan must also include a list of each additional law not otherwise listed that the agency expects to implement by rulemaking before the following July 1, except emergency rules.⁵⁹ The plan must include a certification by the agency head or, if the agency head is a collegial body, the presiding officer, and the individual acting as principal legal advisor to the agency verifying the persons have reviewed the plan, verifying the agency regularly reviews all of its rules, and identifying the period during which all rules have most recently been reviewed to determine if the rules remain consistent with the agency's rulemaking authority and the laws being implemented.⁶⁰ By October 1 of each year, the plan must be published on the agency's website or on another state website established for publication of administrative law records with a hyperlink to the plan. The agency must also deliver a copy of the certification to JAPC and publish a notice in the FAR identifying the date of publication of the agency's regulatory plan.⁶¹

Regulatory Alternatives

Lower Cost Regulatory Alternatives

A person substantially affected by a proposed rule may, within 21 days after the publication of a notice of adoption, amendment, or repeal of a rule, submit a lower cost regulatory alternative (LCRA).⁶² The LCRA must be a written proposal, made in good faith, that substantially accomplishes the objectives of the law being implemented.⁶³ A LCRA may recommend that a rule not be adopted at all, if it explains how the "lower costs and objectives of the law will be achieved by not adopting any rule."⁶⁴ If a LCRA is submitted to an agency, the agency must prepare a SERC if one has not been previously prepared, or revise its prior SERC, and either adopt the LCRA or provide a statement to explain the reasons for rejecting the LCRA.⁶⁵ Additionally, if a LCRA is submitted, the 90-day period for filing a rule is extended an additional 21 days.⁶⁶ At least 21 days before filing a rule for adoption, an agency that is required to revise a SERC in response to a LCRA must provide the SERC to the person who submitted the LCRA and to JAPC and must provide notice on the agency's website that it is available to the public.⁶⁷

Just as in the case of an agency's failure to prepare a SERC, an agency's failure to respond to a LCRA may be raised in a proceeding at DOAH to invalidate a rule as an invalid delegation of legislative authority if it is raised within one year of the effective date of the rule and is raised by a person whose substantial interests are affected by the regulatory costs of the rule.⁶⁸

Regulatory Alternatives Submitted by the Rules Ombudsman

Each agency, before the adoption, amendment, or repeal of a rule, must consider the impact of the rule on small businesses.⁶⁹ If the agency determines that the proposed action will affect small businesses, the agency must send written notice to the rules ombudsman⁷⁰ in the Executive Office of the Governor at least 28 days before the

⁵⁸ S. [120.74\(1\)\(a\), F.S.](#)

⁵⁹ S. [120.74\(1\)\(b\), F.S.](#)

⁶⁰ S. [120.74\(1\)\(d\), F.S.](#)

⁶¹ S. [120.74\(2\), F.S.](#)

⁶² S. [120.541\(1\)\(a\), F.S.](#)

⁶³ *Id.*

⁶⁴ *Id.*

⁶⁵ *Id.*

⁶⁶ *Id.*

⁶⁷ S. [120.541\(1\)\(d\), F.S.](#)

⁶⁸ S. [120.541\(1\)\(f\), F.S.](#)

⁶⁹ S. [120.54\(3\)\(b\)2., F.S.](#)

⁷⁰ The Governor must appoint a rules ombudsman in the Executive Office of the Governor for purposes of considering the impact of agency rules on the state citizens and businesses. The rules ombudsman must carry out the duties related to rule adoption procedures with respect to small businesses; review agency rules that adversely or disproportionately impact businesses, particularly those relating to small and minority businesses; and make recommendations on any existing or proposed rules to alleviate unnecessary or disproportionate adverse effects to business. Each agency must cooperate fully

intended action.⁷¹ The agency must adopt the regulatory alternatives offered by the rules ombudsman if it finds the alternatives are feasible and consistent with the stated objectives of the proposed rule and would reduce the impact on small businesses.⁷²

If the agency does not adopt the alternatives offered, before rule adoption or amendment, the agency must file a detailed written statement with JAPC explaining the reasons for failure to adopt such alternatives.⁷³

Joint Administrative Procedures Committee

The Joint Administrative Procedures Committee (JAPC) is a standing committee of the Legislature established by joint rule and created to maintain a continuous review of administrative rules, the statutory authority upon which those rules are based, and the administrative rulemaking process.⁷⁴ Specifically, JAPC may examine existing rules and must examine each proposed rule to determine whether:

- The rule is an invalid exercise of delegated legislative authority;
- The statutory authority for the rule has been repealed;
- The rule reiterates or paraphrases statutory material;
- The rule is in proper form;
- The notice given prior to adoption was sufficient;
- The rule is consistent with expressed legislative intent;
- The rule is necessary to accomplish the apparent or expressed objectives of the specific provision of law that the rule implements;
- The rule is a reasonable implementation of the law as it affects the convenience of the general public or persons particularly affected by the rule;
- The rule could be made less complex or more easily comprehensible to the general public;
- The rule's SERC complies with the requirements of the APA and whether the rule does not impose regulatory costs on the regulated person, county, or municipality that could be reduced by the adoption of less costly alternatives that substantially accomplish the statutory objectives; or
- The rule will require additional appropriations.⁷⁵

Upon examining a rule, JAPC may object to the rule.⁷⁶ If JAPC notifies an agency that a rule objection is under consideration, the agency may postpone rule adoption to allow for review.⁷⁷ If the issue cannot be resolved at the staff level, JAPC prepares a recommendation for formal objection to be presented to the committee in a public forum. The agency is advised of the recommended objection and is invited before the committee to argue that the rule is authorized.⁷⁸ If the committee concludes that there is no authority for the rule, it votes an objection.⁷⁹ If the agency refuses to amend or repeal the rule, JAPC's objection is referenced in a footnote to the rule in the FAC.⁸⁰

Florida Administrative Code

The FAC is an electronic compilation of all rules adopted by each agency and maintained by DOS.⁸¹ DOS retains the copyright over the FAC.⁸² Each rule in the FAC must cite the grant of rulemaking authority and the specific law implemented.⁸³ Rules applicable to only one school district, community college district, or county, or state

with the rules ombudsman in identifying such rules and take the necessary steps to waive, modify, or otherwise minimize the adverse effects of any such rules. S. [288.7015, F.S.](#)

⁷¹ S. [120.54\(3\)\(b\)2.b.\(I\), F.S.](#)

⁷² S. [120.54\(3\)\(b\)2.b.\(II\), F.S.](#)

⁷³ S. [120.54\(3\)\(b\)2.b.\(III\), F.S.](#)

⁷⁴ Fla. Leg. J. Rule 4.6; *see also* s. [120.545, F.S.](#)

⁷⁵ S. [120.545\(1\), F.S.](#)

⁷⁶ S. [120.545\(2\), F.S.](#)

⁷⁷ Joint Administrative Procedures Committee, [A Primer on Florida's Administrative Procedure Act](#) (2020) (last visited March 14, 2025); *see also* s. [120.545, F.S.](#)

⁷⁸ *Id.*

⁷⁹ *Id.*

⁸⁰ *Id.*

⁸¹ S. [120.55\(1\)\(a\)1., F.S.](#)

⁸² *Id.*

⁸³ *Id.*

university rules relating to internal personnel or business and finance, are not required to be included in the FAC.⁸⁴ DOS is required to publish the following information at the beginning of each section of the code concerning an agency:

- The address and telephone number of the executive offices of the agency;
- The manner by which the agency indexes its rules; and
- A listing of all rules of that agency excluded from publication in the FAC and a statement as to where those rules may be inspected.⁸⁵

DOS is required to adopt rules allowing adopted rules and materials incorporated by reference to be filed in electronic form.⁸⁶ Further, DOS is required to prescribe by rule the style and form required for rules, notices, and other materials submitted for filing in the FAC.⁸⁷ The rule DOS has adopted requires rules that are being amended to be coded by underlining new text and by striking through deleted text.⁸⁸

Licensing Timeframes

The APA sets out specific procedures for how an agency processes license⁸⁹ applications.⁹⁰ First, the agency examines the licensure application and within 30 days notifies the applicant if the application contains errors or omissions.⁹¹ At this point, the agency can request any additional information that is required as part of the application. The agency is permitted to establish by rule the time period for submitting the additional information but must grant a request for extension of that time period if the applicant shows good cause. Once an application is complete—all requested information received and all errors corrected—the agency must approve or deny the license within 90 days after receipt of the application.⁹² Any application that is not approved or denied during this 90-day timeframe is considered approved.⁹³

RECENT LEGISLATION:

YEAR	BILL #	HOUSE SPONSOR(S)	SENATE SPONSOR	OTHER INFORMATION
2024	HB 1279	Gregory	DiCeglie	Died in the House.
2023	CS/CS/CS/HB 713	McFarland	Grall	Died in the House.
2022	CS/CS/HB 337	McClain	Diaz	Died in the House.
2021	HB 65	Sabatini	Diaz	Died in the House.
2021	CS/HB 1145	McClain	Albritton	Died in the House.

⁸⁴ S. [120.55\(1\)\(a\)2., F.S.](#)

⁸⁵ S. [120.55\(1\)\(a\)3., F.S.](#)

⁸⁶ S. [120.55\(1\)\(a\)5., F.S.](#)

⁸⁷ S. [120.55\(1\)\(c\), F.S.](#)

⁸⁸ Rule 1-1.010(5)(a), F.A.C. *referencing* r. 1-1.011(3)(c), F.A.C.

⁸⁹ “License” means “a franchise, permit, certification, registration, charter, or similar form of authorization required by law, but it does not include a license required primarily for revenue purposes when issuance of the license is merely a ministerial act.” S. [120.52\(10\), F.S.](#)

⁹⁰ *See* s. [120.60, F.S.](#)

⁹¹ S. [120.60\(1\), F.S.](#)

⁹² *Id.*

⁹³ *Id.*

BILL HISTORY

COMMITTEE REFERENCE	ACTION	DATE	STAFF DIRECTOR/ POLICY CHIEF	ANALYSIS PREPARED BY
Government Operations Subcommittee	12 Y, 3 N, As CS	3/21/2025	Toliver	Lines
THE CHANGES ADOPTED BY THE COMMITTEE:	<ul style="list-style-type: none"> Added “guidance documents” to the definition of a “rule.” Required agencies to include a cost-benefit analysis in their SERCs. Required agencies to withdraw a rule or restart rulemaking if the rule was submitted for legislative ratification and failed to be ratified. Required agencies to specify in their annual regulatory plans 20 percent of their existing rules that are scheduled to be reviewed each year during the initial five-year review period. Required each agency to submit certain licensing information as part of their annual regulatory plan. Removed requirement that a comprehensive review of certain permitting programs be conducted. 			
Budget Committee	22 Y, 4 N	3/27/2025	Pridgeon	Willson
State Affairs Committee	20 Y, 0 N, As CS	4/17/2025	Williamson	Lines
THE CHANGES ADOPTED BY THE COMMITTEE:	<ul style="list-style-type: none"> Removed repromulgation from the bill and created a rule review process. Removed the requirement that a SERC be created for every rule and the requirement that a SERC contain a cost-benefit analysis. Required a notice of rule development to be published within 30 days of the effective date of a bill authorizing rulemaking. Altered the deadline by which a notice of proposed rule must be adopted from 12 months after the most recent notice of rule development to six months. Required agencies to restart rulemaking if the grant of rulemaking authority is mandatory following a withdrawal of the rule in a certain circumstance. Required JAPC to create a consolidated annual agency licensing performance report. 			

THIS BILL ANALYSIS HAS BEEN UPDATED TO INCORPORATE ALL OF THE CHANGES DESCRIBED ABOVE.
