1 A bill to be entitled 2 An act relating to administrative procedures; amending 3 s. 120.52, F.S.; revising and providing definitions; amending s. 120.54, F.S.; prohibiting rules amended or 4 5 repromulgated on or after a specified date from being 6 incorporated by reference unless certain exceptions 7 apply; requiring agencies to publish a certain notice 8 of rule development in the Florida Administrative 9 Register within a specified timeframe before providing 10 specified notice of a proposed rule; requiring that a 11 notice of rule development cite the grant of 12 rulemaking authority; requiring that a notice of rule development contain a proposed rule number and 13 14 specified statements; requiring that notice of a 15 proposed rule be published in the Florida 16 Administrative Register within a specified timeframe after the most recent notice of rule development; 17 revising the scope of public workshops to include 18 information gathered for the preparation of statements 19 of estimated regulatory costs; requiring that a notice 20 21 of proposed rule include a website address where a 22 statement of regulatory costs can be viewed; requiring 23 that a notice of proposed rule include a request for 24 the submission of any helpful information regarding 25 the statement of estimated regulatory costs; requiring

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that material proposed to be incorporated by reference and the statement of estimated regulatory costs be made available to the public; requiring that material proposed to be incorporated by reference be made available in a specified manner; authorizing electronic delivery of notices to persons who have requested advance notice of agency rulemaking proceedings; requiring, rather than encouraging, an agency to prepare a specified statement of estimated regulatory costs before adopting or amending any rule other than an emergency rule; providing that an agency is not required to prepare a statement of estimated regulatory costs before repealing a rule; providing an exception; requiring that certain rule repeals be considered presumptively correct in a proceeding before the Division of Administrative Hearings or a court of competent jurisdiction; revising the criteria under which a proposed rule's adverse impact on small businesses is deemed to exist; removing the definition of the term "small business"; requiring an agency to provide notice of a regulatory alternative to the Administrative Procedures Committee within a certain timeframe; requiring certain agency personnel to attend public hearings on proposed rules for certain purposes; requiring an agency to publish a notice of

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convening a separate proceeding in certain circumstances; providing that rulemaking timelines are tolled during such separate proceedings; providing that such timelines resume the day after the conclusion of such proceedings; requiring that notice of conclusion of such proceedings be provided to the committee; revising the requirements for the contents of a notice of change; requiring the committee to notify the Department of State that the date for an agency to adopt a proposed rule has expired under certain circumstances; requiring the department to publish a notice of withdrawal of the proposed rule under certain circumstances; providing that if a proposed rule is not ratified within a specified timeframe, the agency must withdraw such rule and may initiate rulemaking again, or must initiate rulemaking again under a specified condition; requiring the agency, upon approval of the agency head, to electronically file with the department a certified copy of the proposed rule; requiring the committee to notify the department that the agency has failed to withdraw a rule within a specified timeframe; requiring the department to publish a notice of withdrawal of the rule; providing for an agency to adopt emergency rules if authorized by the

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Legislature; requiring an agency to publish in the Florida Administrative Register certain findings or the citation granting the agency emergency rulemaking authority; providing that an emergency rule expires and must be withdrawn from ratification under certain circumstances; requiring that emergency rules be published in the Florida Administrative Code; authorizing agencies to supersede an emergency rule through adoption of another emergency rule; providing requirements for adopting a new rule; authorizing an agency to make technical changes to an emergency rule during a specified timeframe; requiring that notice of renewal of an emergency rule be published in the Florida Administrative Register before the expiration of the existing rule; requiring that the notice state specified facts and reasons; requiring that emergency rules be published in a certain section of the Florida Administrative Code; requiring specified emergency rules to contain a certain history note; providing that certain emergency rules may be repealed by the adopting agency at any time while the emergency rule is in effect by publishing a certain notice in the Florida Administrative Register; requiring an agency to file a copy of a certain petition with the committee; amending s. 120.541, F.S.; requiring an

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agency to provide a copy of a proposal for a lower cost regulatory alternative to the committee within a certain timeframe; specifying the circumstances under which such proposal is deemed to be made in good faith; requiring an agency to adopt, reject, or modify the alternative proposal; revising requirements for an agency's consideration of a lower cost regulatory alternative; requiring an agency to revise its statement of estimated regulatory costs if a rule is modified in response to such alternatives; requiring that the revised statement of estimated regulatory costs be submitted to the rules ombudsman and be made available in the same manner as the original; providing that an agency's failure to publish a specified statement is a material failure to follow rulemaking procedures; requiring a good faith estimate as to how many small businesses are likely to be subject to the rule; removing the definition of the term "transactional costs"; revising the applicability of specified provisions; providing requirements for the calculation of estimated regulatory costs; requiring the department to include the agency website on which statements of estimated regulatory costs can be viewed; requiring an agency to take specified actions relating to statements of estimated regulatory

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costs; creating s. 120.5435, F.S.; providing legislative intent; requiring each agency to submit a schedule of rules it plans to review each year over a specified timeframe in the agency's annual regulatory plan; authorizing an agency to amend such schedule; requiring an agency to review a certain percentage of rules each year; providing for repeal of the requirement that the annual regulatory plan contain such schedule; requiring agency review of rules and repromulgation of rules that do not require substantive changes within a specified timeframe; requiring that such rules be reviewed periodically; requiring the committee to provide each agency with a specified list by a specified date; providing that the failure of an agency to adhere to specified deadlines constitutes a material failure and is the basis for a specified objection; requiring an agency to publish a notice of repromulgation in the Florida Administrative Register and file a rule for repromulgation with the department within a specified timeframe; requiring an agency to file a notice of repromulgation with the committee within a specified timeframe; requiring the committee to certify if the agency has provided certain responses to the committee; providing that a repromulgated rule is not subject to challenge as a

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proposed rule and that certain hearing requirements do not apply; requiring an agency to electronically file with the department a certified copy of a proposed repromulgated rule and any material incorporated by reference; providing that a rule is considered repromulgated upon filing with the department; requiring the department to update certain information in the Florida Administrative Code; requiring the committee to submit a specified list to the Legislature within a specified timeframe; requiring each agency to initiate rulemaking proceedings to repeal certain rules within a specified timeframe if certain conditions exist; requiring the department to adopt rules by a certain date; amending s. 120.545, F.S.; requiring, rather than authorizing, the committee to examine certain existing rules; amending s. 120.55, F.S.; requiring the Department of State to publish the Florida Administrative Register once each business day by a specified time; providing exceptions; requiring the department to note in the register if a rule, proposed rule, or notice of rule development was corrected or replaced; requiring that certain rulemaking timeframes revert to the initial date of publication; requiring the agency, rather than the department, to publish specified information at

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the beginning of specified sections of the Florida Administrative Code; requiring that materials incorporated by reference be filed in a specified manner; requiring the department to include the date of a technical rule change in the Florida Administrative Code; providing that a technical change does not affect the effective date of a rule; revising the required contents of the Florida Administrative Register; requiring the department to adopt specified rules; amending s. 120.56, F.S.; conforming a crossreference; amending s. 120.74, F.S.; requiring an agency to list each rule, except for emergency rules, it plans to develop, adopt, or repeal during the forthcoming year in the agency's annual regulatory plan; requiring that an agency's annual regulatory plan identify any rules repromulgated over the previous year and those that are required to be repromulgated during the forthcoming year; requiring the agency to make certain declarations concerning the annual regulatory plan; requiring an agency to include certain information regarding the prior year's licensing practices in its annual regulatory plan; amending ss. 120.80, 120.81, 420.9072, 420.9075, and 443.091, F.S.; conforming cross-references; providing an effective date.

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

- Section 1. Subsections (16) through (19) and (20), (21), and (22) of section 120.52, Florida Statutes, are renumbered as subsections (17) through (20) and (22), (23), and (24), respectively, present subsection (16) is amended, and new subsections (16) and (21) are added to that section, to read:
 - 120.52 Definitions.—As used in this act:
- (16) "Repromulgation" means the publication and adoption of an existing rule following an agency's review of the rule for consistency with the powers and duties granted by the rule's enabling statute.
- (17) (16) "Rule" means each agency statement of general applicability that implements, interprets, or prescribes law or policy or describes the procedure or practice requirements of an agency and includes any form or guidance document which imposes any requirement or solicits any information not specifically required by statute or by an existing rule. The term also includes the amendment or repeal of a rule. The term does not include:
- (a) Internal management memoranda which do not affect either the private interests of any person or any plan or procedure important to the public and which have no application outside the agency issuing the memorandum.

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(b) Legal memoranda or opinions issued to an agency by the Attorney General or agency legal opinions prior to their use in connection with an agency action.

- (c) The preparation or modification of:
- 1. Agency budgets.

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- 2. Statements, memoranda, or instructions to state agencies issued by the Chief Financial Officer or Comptroller as chief fiscal officer of the state and relating or pertaining to claims for payment submitted by state agencies to the Chief Financial Officer or Comptroller.
- 3. Contractual provisions reached as a result of collective bargaining.
- 4. Memoranda issued by the Executive Office of the Governor relating to information resources management.
- (21) "Technical change" means a change limited to correcting grammatical, typographical, and similar errors not affecting the substance of a rule.
- Section 2. Paragraph (i) of subsection (1), subsections (2) and (3), paragraphs (a) and (c) of subsection (4), and paragraph (a) of subsection (7) of section 120.54, Florida Statutes, are amended, and paragraphs (e) through (j) are added to subsection (4) of that section, to read:
 - 120.54 Rulemaking.-
- 249 (1) GENERAL PROVISIONS APPLICABLE TO ALL RULES OTHER THAN
 250 EMERGENCY RULES.—

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(i)1. A rule may incorporate material by reference but only as the material exists on the date the rule is adopted. For purposes of the rule, changes in the material are not effective unless the rule is amended to incorporate the changes.

- 2. An agency rule that incorporates by specific reference another rule of that agency automatically incorporates subsequent amendments to the referenced rule unless a contrary intent is clearly indicated in the referencing rule. A notice of amendments to a rule that has been incorporated by specific reference in other rules of that agency must explain the effect of those amendments on the referencing rules.
- 3. In rules adopted after December 31, 2010, <u>and rules</u> amended or repromulgated on or after July 1, 2025, material may not 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 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 address of locations at the Department of State and the agency at which the material is available for public inspection and examination,

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276 must be included in the notice required by subparagraph (3)(a)1.

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- 4. 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.
- 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 not effective as to the incorporating rule unless the agency incorporating by reference notifies the committee and the Department of State of its intent to adopt the subsequent amendment, publishes notice of such intent in the Florida Administrative Register, and files with the Department of State a copy of the amended rule incorporated by reference. Changes in the rule incorporated by reference are effective as to the other agency 20 days after the date of the published notice and filing with the Department of State. The Department of State shall amend the history note of the incorporating rule to show the effective date of such change. Any substantially affected person may, within 14 days after the date of publication of the notice of intent in the Florida Administrative Register, file an objection to rulemaking with the agency. The objection must shall specify the portions of the rule incorporated by reference to which the person objects and the reasons for the objection.

The agency <u>does</u> shall not have the authority under this subparagraph to adopt those portions of the rule specified in such objection. The agency shall publish notice of the objection and of its action in response in the next available issue of the Florida Administrative Register.

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- 6. The Department of State may adopt by rule requirements for incorporating materials pursuant to this paragraph.
 - (2) RULE DEVELOPMENT; WORKSHOPS; NEGOTIATED RULEMAKING.-
- (a) 1. Except when the intended action is the repeal of a rule, agencies shall provide notice of the development of proposed rules by publication of a notice of rule development in the Florida Administrative Register at least 7 days before providing notice of a proposed rule as required by paragraph (3)(a). The notice of rule development must shall indicate the subject area to be addressed by rule development, provide a short, plain explanation of the purpose and effect of the proposed rule, cite the grant of rulemaking authority for the proposed rule and the law being implemented specific legal authority for the proposed rule, and include the proposed rule number and the preliminary text of the proposed rules, if available, or a statement of how a person may promptly obtain, without cost, a copy of any preliminary draft, when if available. The notice must also include a request for the submission of any information that would be helpful to the agency in preparing the statement of estimated regulatory costs

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required pursuant to paragraph (3) (b) and a statement of how a person may submit comments on the proposal and how a person may provide information regarding the potential regulatory costs.

- 2. A notice of a proposed rule must be published in the Florida Administrative Register within 12 months after the most recent notice of rule development.
- (b) All rules should be drafted in readable language. The language is readable if it:
- 1. It Avoids the use of obscure words and unnecessarily long or complicated constructions; and
- 2. It Avoids the use of unnecessary technical or specialized language that is understood only by members of particular trades or professions.
- (c) An agency may hold public workshops for purposes of rule development and information gathering for the preparation of the statement of estimated regulatory costs. If requested in writing by any affected person, an agency must hold public workshops, including workshops in various regions of this the state or the agency's service area, for purposes of rule development and information gathering for the preparation of the statement of estimated regulatory costs if requested in writing by any affected person, unless the agency head explains in writing why a workshop is unnecessary. The explanation is not final agency action subject to review pursuant to ss. 120.569 and 120.57. The failure to provide the explanation when required

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may be a material error in procedure pursuant to s. 120.56(1)(c). When a workshop or public hearing is held, the agency must ensure that the persons responsible for preparing the proposed rule and the statement of estimated regulatory costs are available to receive public input, to explain the agency's proposal, and to respond to questions or comments regarding the rule being developed and the statement of estimated regulatory costs. The workshop may be facilitated or mediated by a neutral third person, or the agency may employ other types of dispute resolution alternatives for the workshop that are appropriate for rule development and for preparation of the statement of estimated regulatory costs. Notice of a workshop for rule development and for preparation of the statement of estimated regulatory costs must workshop shall be by publication in the Florida Administrative Register not less than 14 days before prior to the date on which the workshop is scheduled to be held and must shall indicate the subject area that which will be addressed; the agency contact person; and the place, date, and time of the workshop.

(d)1. An agency may use negotiated rulemaking in developing and adopting rules. The agency should consider the use of negotiated rulemaking when complex rules are being drafted or strong opposition to the rules is anticipated. The agency should consider, but is not limited to considering, whether a balanced committee of interested persons who will

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negotiate in good faith can be assembled, whether the agency is willing to support the work of the negotiating committee, and whether the agency can use the group consensus as the basis for its proposed rule. Negotiated rulemaking uses a committee of designated representatives to draft a mutually acceptable proposed rule and to develop information necessary to prepare a statement of estimated regulatory costs, when applicable.

- 2. An agency that chooses to use the negotiated rulemaking process described in this paragraph shall publish in the Florida Administrative Register a notice of negotiated rulemaking that includes a listing of the representative groups that will be invited to participate in the negotiated rulemaking process. Any person who believes that his or her interest is not adequately represented may apply to participate within 30 days after publication of the notice. All meetings of the negotiating committee <u>must shall</u> be noticed and open to the public pursuant to the provisions of this chapter. The negotiating committee shall be chaired by a neutral facilitator or mediator.
- 3. The agency's decision to use negotiated rulemaking, its selection of the representative groups, and approval or denial of an application to participate in the negotiated rulemaking process are not agency action. Nothing in This subparagraph is not intended to affect the rights of a substantially an affected person to challenge a proposed rule developed under this paragraph in accordance with s. 120.56(2).

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- (3) ADOPTION PROCEDURES.—
- (a) Notices.-

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Before Prior to the adoption, amendment, or repeal of any rule other than an emergency rule, an agency, upon approval of the agency head, shall give notice of its intended action, setting forth a short, plain explanation of the purpose and effect of the proposed action; the proposed rule number and full text of the proposed rule or amendment and a summary thereof; a reference to the grant of rulemaking authority pursuant to which the rule is adopted; and a reference to the section or subsection of the Florida Statutes or the Laws of Florida being implemented or interpreted. The notice must include a concise summary of the agency's statement of the estimated regulatory costs, if one has been prepared, based on the factors set forth in s. 120.541(2) which describes the regulatory impact of the rule in readable language; an agency website address where the statement of estimated regulatory costs can be viewed in its entirety; a statement that any person who wishes to provide the agency with information regarding the statement of estimated regulatory costs, or to provide a proposal for a lower cost regulatory alternative as provided by s. 120.541(1), must do so in writing within 21 days after publication of the notice; a request for the submission of any information that could be helpful to the agency regarding the statement of estimated regulatory costs; and a statement as to whether, based on the

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statement of the estimated regulatory costs or other information expressly relied upon and described by the agency if no statement of regulatory costs is required, the proposed rule is expected to require legislative ratification pursuant to s. 120.541(3). The notice must state the procedure for requesting a public hearing on the proposed rule. Except when the intended action is the repeal of a rule, the notice must include a reference both to the date on which and to the place where the notice of rule development that is required by subsection (2) appeared.

- 2. The notice <u>must</u> <u>shall</u> be published in the Florida Administrative Register <u>at least</u> <u>not less than</u> 28 days <u>before</u> <u>prior to</u> the intended action. The proposed rule, including all <u>materials proposed to be incorporated by reference and the statement of estimated regulatory costs, <u>must shall</u> be available for inspection and copying by the public at the time of the publication of notice. <u>Material proposed to be incorporated by reference in the notice must be made available in the manner prescribed by sub-subparagraph (1) (i) 3.a. or sub-subparagraph (1) (i) 3.b.</u></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
 <u>mailed or delivered electronically</u> to all persons who, at least
 14 days <u>before publication of the notice prior to such mailing</u>,
 have made requests of the agency for advance notice of its

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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.

- 4. The adopting agency shall file with the committee, at least 21 days before prior to the proposed adoption date, a copy of each rule it proposes to adopt; a copy of any material incorporated by reference in the rule; a detailed written statement of the facts and circumstances justifying the proposed rule; a copy of the any statement of estimated regulatory costs that has been prepared pursuant to s. 120.541; a statement of the extent to which the proposed rule relates to federal standards or rules on the same subject; and the notice required by subparagraph 1.
 - (b) Special matters to be considered in rule adoption.-
- 1. Statement of estimated regulatory costs.—Before the adoption or, amendment, or repeal of any rule, other than an emergency rule, an agency <u>must</u> is encouraged to prepare a statement of estimated regulatory costs of the proposed rule, as provided by s. 120.541. The statement must include a costbenefit analysis that evaluates whether the projected benefits of the existing rule or proposed rule exceed its projected costs. However, an agency is not required to prepare a statement of estimated regulatory costs for a proposed rule repeal unless such repeal would impose a regulatory cost. In any challenge to a proposed rule repeal, a proposed rule repeal that only reduces

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or eliminates regulations on those individuals or entities regulated by the existing rule must be considered presumptively correct in any proceeding before the division or in any proceeding before a court of competent jurisdiction 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 small business; 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.
 - 2. Small businesses, small counties, and small cities.-
- a. For purposes of this subsection and s. 120.541(2), an adverse impact on small businesses, as defined in s. 288.703 or sub-subparagraph b., exists if, for any small business:
- (I) An owner, officer, operator, or manager must complete any education, training, or testing to comply, or is likely to spend at least 10 hours or purchase professional advice to understand and comply, with the rule in the first year;
- (II) Taxes or fees assessed on transactions are likely to increase by \$500 or more in the aggregate in 1 year;
- (III) Prices charged for goods and services are restricted or are likely to increase because of the rule;
 - (IV) Specially trained, licensed, or tested employees will

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be required because of the rule;

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- (V) Operating costs are expected to increase by at least \$1,000 annually because of the rule; or
- (VI) Capital expenditures in excess of \$1,000 are necessary to comply with the rule.
- b. Each agency, before the adoption, amendment, or repeal of a rule, shall consider the impact of the rule on small businesses as defined in $\frac{by}{}$ s. 288.703 and the impact of the rule on small counties or small cities as defined in by s. 120.52. Whenever practicable, an agency shall tier its rules to reduce disproportionate impacts on small businesses, small counties, or small cities to avoid regulating small businesses, small counties, or small cities that do not contribute significantly to the problem the rule is designed to address. An agency may define "small business" to include businesses employing more than 200 persons, may define "small county" to include those with populations of more than 75,000, and may define "small city" to include those with populations of more than 10,000, if it finds that such a definition is necessary to adapt a rule to the needs and problems of small businesses, small counties, or small cities. The agency shall consider each of the following methods for reducing the impact of the proposed rule on small businesses, small counties, and small cities, or any combination of these entities:
 - (I) Establishing less stringent compliance or reporting

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526 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.
- $\underline{c.(I)}b.(I)$ If the agency determines that the proposed action will affect small businesses as defined by the agency as provided in sub-subparagraph $\underline{b.}$ $\underline{a.}$, the agency \underline{must} \underline{shall} send written notice of the rule to the rules ombudsman in the Executive Office of the Governor at least 28 days before the intended action.
- (II) Each agency shall adopt those regulatory alternatives offered by the rules ombudsman in the Executive Office of the Governor and provided to the agency no later than 21 days after the rules ombudsman's receipt of the written notice of the rule which it finds are feasible and consistent with the stated objectives of the proposed rule and which would reduce the impact on small businesses. When regulatory alternatives are offered by the rules ombudsman in the Executive Office of the Governor, the 90-day period for filing the rule in subparagraph

(e) 2. is extended for a period of 21 days. The agency shall provide notice to the committee of any regulatory alternative offered to the agency pursuant to this sub-subparagraph at least 21 days before filing the proposed rule for adoption.

- (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.
 - (c) Hearings.-

1. If the intended action concerns any rule other than one relating exclusively to procedure or practice, the agency <u>must</u> shall, on the request of any affected person received within 21 days after the date of publication of the notice of intended agency action, give affected persons an opportunity to present evidence and argument on all issues under consideration. The agency may schedule a public hearing on the <u>proposed</u> rule and, if requested by any affected person, <u>must shall</u> schedule a public hearing on the <u>proposed</u> rule. When a public hearing is held, the agency must ensure that <u>the persons responsible for preparing the proposed rule and the statement of estimated regulatory costs staff are <u>in attendance available</u> to explain</u>

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the agency's proposal and to respond to questions or comments regarding the proposed rule, the statement of estimated regulatory costs, and the agency's decision on whether to adopt a lower cost regulatory alternative submitted pursuant to s. 120.541(1)(a). If the agency head is a board or other collegial body created under s. 20.165(4) or s. 20.43(3)(g), and one or more requested public hearings is scheduled, the board or other collegial body must shall conduct at least one of the public hearings itself and may not delegate this responsibility without the consent of those persons requesting the public hearing. Any material pertinent to the issues under consideration submitted to the agency within 21 days after the date of publication of the notice or submitted to the agency between the date of publication of the notice and the end of the final public hearing must shall be considered by the agency and made a part of the record of the rulemaking proceeding.

2. Rulemaking proceedings <u>are shall be</u> governed solely by the provisions of this section unless a person timely asserts that the person's substantial interests will be affected in the proceeding and affirmatively demonstrates to the agency that the proceeding does not provide adequate opportunity to protect those interests. If the agency determines that the rulemaking proceeding is not adequate to protect the person's interests, it <u>must shall</u> suspend the rulemaking proceeding and convene a separate proceeding under the provisions of ss. 120.569 and

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Register a notice of convening a separate proceeding. Similarly situated persons may be requested to join and participate in the separate proceeding. Upon conclusion of the separate proceeding, the rulemaking proceeding shall be resumed. All timelines in this section are tolled during any suspension of the rulemaking proceeding under this subparagraph, beginning on the date the notice of convening a separate proceeding is published, and the timelines shall resume the day after conclusion of the separate proceedings, notice of which must be provided to the committee.

- (d) Modification or withdrawal of proposed rules.-
- 1. After the final public hearing on the proposed rule, or after the time for requesting a hearing has expired, if the proposed rule has not been changed from the proposed rule as previously filed with the committee, or contains only technical changes, the adopting agency shall file a notice to that effect with the committee at least 7 days before prior to filing the proposed rule for adoption. Any change, other than a technical change that does not affect the substance of the rule, must be supported by the record of public hearings held on the proposed rule, must be in response to written material submitted to the agency within 21 days after the date of publication of the notice of intended agency action or submitted to the agency between the date of publication of the notice and the end of the final public hearing, or must be in response to a proposed

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objection by the committee. Any change, other than a technical change, to a statement of estimated regulatory costs requires a notice of change. In addition, when any change, other than a technical change, to is made in a proposed rule text or any material incorporated by reference requires, other than a technical change, the adopting agency to shall provide a copy of a notice of change by certified mail or actual delivery to any person who requests it in writing no later than 21 days after the notice required in paragraph (a). The agency shall file the notice of change with the committee, along with the reasons for the change, and provide the notice of change to persons requesting it, at least 21 days before prior to filing the proposed rule for adoption. The notice of change must shall be published in the Florida Administrative Register at least 21 days before prior to filing the proposed rule for adoption. The notice of change must include a summary of any revision of the statement of estimated regulatory costs required by s. 120.541(1)(c). This subparagraph does not apply to emergency rules adopted pursuant to subsection (4). Material proposed to be incorporated by reference in the notice required by this subparagraph must be made available in the manner prescribed by sub-subparagraph (1)(i)3.a. or sub-subparagraph (1)(i)3.b. and include a summary of substantive revisions to any material proposed to be incorporated by reference in the proposed rule.

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After the notice required by paragraph (a) and before

prior to adoption, the agency may withdraw the proposed rule in
whole or in part.

- 3. After the notice required by paragraph (a), the agency must withdraw the proposed rule if the agency has failed to adopt it within the prescribed timeframes in this chapter. If the agency, 30 days after notice by the committee that the agency has failed to adopt the proposed rule within the prescribed timeframes in this chapter, has not given notice of the withdrawal of the proposed rule, the committee must notify the Department of State that the date for adoption of the rule has expired, and the Department of State must publish a notice of withdrawal of the proposed rule.
- $\underline{4.}$ After adoption and before the rule becomes effective, a rule may be modified or withdrawn only in the following circumstances:
 - 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 effective pursuant to subparagraph (e) 6.;
- c. If the rule requires ratification, when more than 90 days have passed since the rule was filed for adoption without the Legislature does not ratify ratifying the rule by the adjournment sine die of the regular session immediately following the filing for adoption of the rule, in which case the

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rule <u>must</u> may be withdrawn, and within 90 days after adjournment sine die, the agency:

- (I) May initiate rulemaking again by publishing the notice required under 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.
- 5.4. 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 shall notify the Department of State if the rule is required to be filed with the Department of State.
- $\underline{6.5.}$ After a rule has become effective, it may be repealed or amended only through the rulemaking procedures specified in this chapter.
 - (e) Filing for final adoption; effective date.-
 - 1. If the adopting agency is required to publish its rules

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in the Florida Administrative Code, the agency, upon approval of the agency head, <u>must electronically shall</u> file with the Department of State <u>a three</u> certified <u>copy copies</u> of the rule it proposes to adopt; one copy of any material incorporated by reference in the rule, certified by the agency; a summary of the rule; a summary of any hearings held on the rule; and a detailed written statement of the facts and circumstances justifying the rule. Agencies not required to publish their rules in the Florida Administrative Code shall file one certified copy of the proposed rule, and the other material required by this subparagraph, in the office of the agency head, and such rules <u>must shall</u> be open to the public.

2. A rule may not be filed for adoption less than 28 days or more than 90 days after the notice required by paragraph (a), until 21 days after the notice of change required by paragraph (d), until 14 days after the final public hearing, until 21 days after a statement of estimated regulatory costs required under s. 120.541 has been provided to all persons who submitted a lower cost regulatory alternative and made available to the public at a readily accessible page on the agency's website, or until the administrative law judge has rendered a decision under s. 120.56(2), whichever applies. When a required notice of change is published before prior to the expiration of the time to file the rule for adoption, the period during which a rule must be filed for adoption is extended to 45 days after the date

of publication. If notice of a public hearing is published before prior to the expiration of the time to file the rule for adoption, the period during which a rule must be filed for adoption is extended to 45 days after adjournment of the final hearing on the rule, 21 days after receipt of all material authorized to be submitted at the hearing, or 21 days after receipt of the transcript, if one is made, whichever is latest. The term "public hearing" includes any public meeting held by any agency at which the rule is considered. If a petition for an administrative determination under s. 120.56(2) is filed, the period during which a rule must be filed for adoption is extended to 60 days after the administrative law judge files the final order with the clerk or until 60 days after subsequent judicial review is complete.

- 3. At the time a rule is filed, the agency shall certify that the time limitations prescribed by this paragraph have been complied with, that all statutory rulemaking requirements have been met, and that there is no administrative determination pending on the rule.
- 4. At the time a rule is filed, the committee shall certify whether the agency has responded in writing to all material and timely written comments or written inquiries made on behalf of the committee. The Department of State shall reject any rule that is not filed within the prescribed time limits; that does not comply with all statutory rulemaking requirements

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and rules of the Department of State; upon which an agency has not responded in writing to all material and timely written inquiries or written comments; upon which an administrative determination is pending; or which does not include a statement of estimated regulatory costs, if required.

- 5. If a rule has not been adopted within the time limits imposed by this paragraph or has not been adopted in compliance with all statutory rulemaking requirements, the agency proposing the rule <u>must shall</u> withdraw the <u>proposed</u> rule and give notice of its action in the next available issue of the Florida Administrative Register. <u>If the agency has not published notice of withdrawal of the rule during the 30 days after receiving notice from the committee that the agency has failed to withdraw the rule, the committee must notify the Department of State that the date for adoption of the rule has expired, and the Department of State must publish a notice of withdrawal of the rule.</u>
- 6. The proposed rule shall be adopted on being filed with the Department of State and becomes become effective 20 days after being filed, on a later date specified in the notice required by subparagraph (a)1., on a date required by statute, or upon ratification by the Legislature pursuant to s. 120.541(3). Rules not required to be filed with the Department of State shall become effective when adopted by the agency head, on a later date specified by rule or statute, or upon

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ratification by the Legislature pursuant to s. 120.541(3). If the committee notifies an agency that an objection to a rule is being considered, the agency may postpone the adoption of the rule to accommodate review of the rule by the committee. When an agency postpones adoption of a rule to accommodate review by the committee, the 90-day period for filing the rule is tolled until the committee notifies the agency that it has completed its review of the rule.

For the purposes of this paragraph, the term "administrative determination" does not include subsequent judicial review.

787 (4) EMERGENCY RULES.—

- (a) If an agency finds that an immediate danger to the public health, safety, or welfare requires emergency action, or if the Legislature authorizes the agency to adopt emergency rules and finds that all conditions specified in this paragraph are met, the agency may, within the authority granted to the agency under the State Constitution or delegated to it by the Legislature, adopt any rule necessitated by the immediate danger or legislative finding. The agency may adopt a rule by any procedure which is fair under the circumstances if:
- 1. The procedure provides at least the procedural protection given by other statutes, the State Constitution, or the United States Constitution.
 - 2. The agency takes only that action necessary to protect

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the public interest under the emergency procedure.

- 3. The agency publishes in writing at the time of, or prior to, its action the specific facts and reasons for finding an immediate danger to the public health, safety, or welfare and its reasons for concluding that the procedure used is fair under the circumstances. In any event, notice of emergency rules, other than those of educational units or units of government with jurisdiction in only one or a part of one county, including the full text of the rules and the agency's findings of immediate danger, necessity, and procedural fairness or a citation to the grant of emergency rulemaking authority, must shall be published in the first available issue of the Florida Administrative Register and provided to the committee along with any material incorporated by reference in the rules. The agency's findings of immediate danger, necessity, and procedural fairness are shall be judicially reviewable.
- (c) <u>Unless otherwise provided by law</u>, an emergency rule <u>may adopted under this subsection shall</u> not be effective for a period longer than 90 days and <u>is shall</u> not be renewable, except when the agency has initiated rulemaking to adopt rules addressing the subject of the emergency rule and either:
- 1. A challenge to the proposed rules has been filed and remains pending; or
- 2. The proposed rules are awaiting ratification by the Legislature pursuant to s. 120.541(3). If the proposed rule is

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not ratified during the next regular legislative session, the emergency rule shall expire at adjournment sine die of that regular legislative session. The proposed rule must be withdrawn from ratification in accordance with s. 120.54(3)(d).

- Nothing in This paragraph does not prohibit prohibits the agency from adopting a rule or rules identical to the emergency rule through the rulemaking procedures specified in subsection (3).
- (e) Emergency rules must be published in the Florida Administrative Code.
- (f) An agency may supersede an emergency rule currently in effect through adoption of another emergency rule. The agency must state the reason for adopting the new rule, in accordance with the procedures set forth in paragraph (a), and the new rule must be 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 7 days after adoption of the rule.
- (g) Any 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 the renewal pursuant to paragraph (c).
- (h) All emergency rules must be published in the Florida

 Administrative Code in the section of the code dealing with the agency.

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	(i)	Fo	r emerç	gency	rules	with	an	effec	ctive per:	iod l	onger
than	90	days	which	are	intend	ded to	rep	lace	existing	rule	s, a
note	mus	t be	added	to t	he his	story	note	of t	the exist:	ing r	<u>ule</u>
which	n sp	ecif	ically	iden	tifies	the	emer	gency	rule tha	at is	
intended to supersede the existing rule and includes the date											
that	the	eme:	rgency	rule	was f	filed	with	the	Departmen	nt of	State.

- (j) An emergency rule adopted under this subsection may be repealed by the adopting agency at any time while the rule is in effect by publishing a notice in the Florida Administrative Register citing the reason for the repeal and the effective date of the repeal.
 - (7) PETITION TO INITIATE RULEMAKING.

- (a) Any person regulated by an agency or having substantial interest in an agency rule may petition an agency to adopt, amend, or repeal a rule or to provide the minimum public information required by this chapter. The petition must shall specify the proposed rule and action requested. The agency shall file a copy of the petition with the committee. No Not later than 30 calendar days after following the date of filing a petition, the agency shall initiate rulemaking proceedings under this chapter, otherwise comply with the requested action, or deny the petition with a written statement of its reasons for the denial.
- Section 3. Section 120.541, Florida Statutes, is amended to read:

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120.541 Statement of estimated regulatory costs.-Within 21 days after publication of the notice of a proposed rule or notice of change required under s. $\frac{120.54(3)(a)}{a}$, a substantially affected person may submit to an agency a good faith written proposal for a lower cost regulatory alternative to a proposed rule which substantially accomplishes the objectives of the law being implemented. The agency shall provide a copy of any proposal for a lower cost regulatory alternative to the committee at least 21 days before filing the proposed rule for adoption. The proposal may include the alternative of not adopting any rule if the proposal explains how the lower costs and objectives of the law will be achieved by not adopting any rule. If submitted after a notice of change, a proposal for a lower cost regulatory alternative is deemed to be made in good faith only if the person reasonably believes, and the proposal states the person's reasons for believing, that the proposed rule as changed by the notice of change increases the regulatory costs or creates an adverse impact on small businesses which was not created by the previous proposed rule. If such a proposal is submitted, the 90-day period for filing the rule is extended 21 days. Upon the submission of the lower cost regulatory alternative, the agency shall prepare a statement of estimated regulatory costs as provided in subsection (2), or shall revise its prior statement of estimated regulatory costs, and either adopt the alternative proposal,

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reject the alternative proposal, or modify the proposed rule to reduce the regulatory costs. If the agency rejects the alternative proposal or modifies the proposed rule, the agency must or provide a statement of the reasons for rejecting the alternative in favor of the proposed rule.

(b) If a proposed rule will have an adverse impact on small business or if the proposed rule is likely to directly or indirectly increase regulatory costs in excess of \$200,000 in the aggregate within 1 year after the implementation of the rule, the agency shall prepare a statement of estimated regulatory costs as required by s. 120.54(3)(b).

(b) (c) The agency <u>must</u> shall revise a statement of estimated regulatory costs if any change to the rule made under s. 120.54(3)(d) increases the regulatory costs of the rule <u>or if</u> the rule is modified in response to the submission of a lower cost regulatory alternative. A summary of the revised statement must be included with any subsequent notice published under s. 120.54(3).

(c) (d) At least 21 days before filing the <u>proposed</u> rule for adoption, an agency that is required to revise a statement of estimated regulatory costs shall provide the statement to the person who submitted the lower cost regulatory alternative, to the rules ombudsman in the Executive Office of the Governor, and to the committee. The revised statement must be published and made available in the same manner as the original statement of

estimated regulatory costs and shall provide notice on the agency's website that it is available to the public.

- (d) (e) Notwithstanding s. 120.56(1)(c), the failure of the agency to prepare and publish a statement of estimated regulatory costs or to respond to a written lower cost regulatory alternative as provided in this subsection is a material failure to follow the applicable rulemaking procedures or requirements set forth in this chapter.
- (e) (f) An agency's failure to prepare a statement of estimated regulatory costs or to respond to a written lower cost regulatory alternative may not be raised in a proceeding challenging the validity of a rule pursuant to s. 120.52(8)(a) unless:
- 1. Raised in a petition filed no later than 1 year after the effective date of the rule; and
- 2. Raised by a person whose substantial interests are affected by the rule's regulatory costs.
- $\underline{\text{(f)}}$ A rule that is challenged pursuant to s. 120.52(8)(f) may not be declared invalid unless:
- 1. The issue is raised in an administrative proceeding within 1 year after the effective date of the rule;
- 2. The challenge is to the agency's rejection of a lower cost regulatory alternative offered under paragraph (a) or \underline{s} . $\underline{120.54(3)}$ (b) 2.c. \underline{s} . $\underline{120.54(3)}$ (b) 2.b.; and
 - 3. The substantial interests of the person challenging the

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951 rule are materially affected by the rejection.

- (2) A statement of estimated regulatory costs $\underline{\text{must}}$ $\underline{\text{shall}}$ include:
- (a) An economic analysis showing whether the rule directly or indirectly:
- 1. Is likely to have an adverse impact on economic growth, private sector job creation or employment, or private sector investment in excess of \$1 million in the aggregate within 5 years after the implementation of the rule;
- 2. Is likely to have an adverse impact on business competitiveness, including the ability of persons doing business in this the state to compete with persons doing business in other states or domestic markets, productivity, or innovation in excess of \$1 million in the aggregate within 5 years after the implementation of the rule; or
- 3. Is likely to increase regulatory costs, including <u>all</u> any transactional costs <u>and impacts estimated in the statement</u>, in excess of \$1 million in the aggregate within 5 years after the implementation of the rule.
- (b) A good faith estimate of the number of individuals, small businesses, and other entities likely to be required to comply with the rule, together with a general description of the types of individuals likely to be affected by the rule.
- (c) A good faith estimate of the cost to the agency, and to any other state and local government entities, of

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implementing and enforcing the proposed rule, and any anticipated effect on state or local revenues.

- (d) A good faith estimate of the <u>compliance</u> transactional costs likely to be incurred by individuals and entities, including local government entities, required to comply with the requirements of the rule. As used in this section, "transactional costs" are direct costs that are readily ascertainable based upon standard business practices, and include filing fees, the cost of obtaining a license, the cost of equipment required to be installed or used or procedures required to be employed in complying with the rule, additional operating costs incurred, the cost of monitoring and reporting, and any other costs necessary to comply with the rule.
- (e) An analysis of the impact on small businesses as defined by s. 288.703, and an analysis of the impact on small counties and small cities as defined in s. 120.52. The impact analysis for small businesses must include the basis for the agency's decision not to implement alternatives that would reduce adverse impacts on small businesses.
- (f) Any additional information that the agency determines may be useful.
- (g) In the statement or revised statement, whichever applies, a description of any regulatory alternatives submitted under paragraph (1)(a) and a statement adopting the alternative or a statement of the reasons for rejecting the alternative in

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1001 favor of the proposed rule.

- (3) If the adverse impact or regulatory costs of the rule exceed any of the criteria established in paragraph (2)(a), the rule <u>must shall</u> be submitted to the President of the Senate and Speaker of the House of Representatives no later than 30 days <u>before prior to</u> the next regular legislative session, and the rule may not take effect until it is ratified by the Legislature.
 - (4) Subsection (3) does not apply to the adoption of:
 - (a) Federal standards pursuant to s. 120.54(6).
- (b) Triennial updates of and amendments to the Florida Building Code which are expressly authorized by s. 553.73.
- (c) Triennial updates of and amendments to the Florida Fire Prevention Code which are expressly authorized by s. 633.202.
 - (d) Emergency rules adopted pursuant to s. 120.54(4).
- (5) For purposes of subsections (2) and (3), adverse impacts and regulatory costs likely to occur within 5 years after implementation of the rule include adverse impacts and regulatory costs estimated to occur within 5 years after the effective date of the rule. However, if any provision of the rule is not fully implemented upon the effective date of the rule, the adverse impacts and regulatory costs associated with such provision must be adjusted to include any additional adverse impacts and regulatory costs estimated to occur within 5

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1026 years after implementation of such provision.

- (6) (a) In evaluating the impacts described in paragraphs (2) (a) and (e), an agency shall include good faith estimates of market impacts likely to result from compliance with the proposed rule, including:
 - 1. Increased customer charges for goods or services.
- 2. Decreased market value of goods or services produced, provided, or sold.
- 3. Increased costs resulting from the purchase of substitute or alternative goods or services.
- 4. The reasonable value of time to be spent by owners, officers, operators, and managers to understand and comply with the proposed rule, including, but not limited to, time to be spent completing required education, training, or testing.
 - 5. Capital costs.
- 6. Any other impacts suggested by the rules ombudsman in the Executive Office of the Governor or by any interested persons.
- (b) In estimating the information required in paragraphs
 (2)(b)-(e), the agency may use surveys of individuals,
 businesses, business organizations, counties, and municipalities
 to collect data helpful to estimate the costs and impacts.
- (c) In estimating compliance costs under paragraph (2)(d), the agency shall consider, among other matters, all direct and indirect costs necessary to comply with the proposed rule which

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1051	are readily ascertainable based upon standard business								
1052	practices, including, but not limited to, costs related to:								
1053	1. Filing fees.								
1054	2. Expenses to obtain a license.								
1055	3. Necessary equipment.								
1056	4. Installation, utilities for, and maintenance of								
1057	necessary equipment.								
1058	5. Necessary operations and procedures.								
1059	6. Accounting, financial, information management, and								
1060	other administrative processes.								
1061	7. Other processes.								
1062	8. Labor based on relevant rates of wages, salaries, and								
1063	benefits.								
1064	9. Materials and supplies.								
1065	10. Capital expenditures, including financing costs.								
1066	11. Professional and technical services, including								
1067	contracted services necessary to implement and maintain								
1068	compliance.								
1069	12. Monitoring and reporting.								
1070	13. Qualifying and recurring education, training, and								
1071	testing.								
1072	14. Travel.								
1073	15. Insurance and surety requirements.								
1074	16. A fair and reasonable allocation of administrative								
1075	costs and other overhead.								

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1076	17. Reduced sales or other revenues.
1077	18. Other items suggested by the rules ombudsman in the
1078	Executive Office of the Governor or by any interested person,
1079	business organization, or business representative.
1080	(7)(a) The Department of State shall include on the
1081	Florida Administrative Register website the agency website
1082	addresses where statements of estimated regulatory costs can be
1083	viewed in their entirety.
1084	(b) An agency that prepares a statement of estimated
1085	regulatory costs must provide, as part of the notice required
1086	under s. 120.54(3)(a), the agency website address where the
1087	statement of estimated regulatory costs can be read in its
1088	entirety to the Department of State for publication in the
1089	Florida Administrative Register.
1090	(c) If an agency revises its statement of estimated
1091	regulatory costs, the agency must provide notice that a revision
1092	has been made in the manner provided under s. 120.54(3)(d)1.
1093	Such notice must also include the agency website address where
1094	the revision can be viewed in its entirety.
1095	Section 4. Section 120.5435, Florida Statutes, is created
1096	to read:
1097	120.5435 Repromulgation of rules.—
1098	(1) It is the intent of the Legislature that each agency
1099	periodically review its rules for consistency with the powers
1100	and duties granted by its enabling statutes.

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shall include in its annual regulatory plan submitted pursuant to s. 120.74, beginning with the plan due on October 1, 2025, a schedule of the rules it will review each year during the 5-year rule review period ending on December 31, 2030. The agency may amend its yearly schedule in subsequent regulatory plans but must provide for the completed review of at least 20 percent of the agency's rules per year until all of its rules have been reviewed. Any variation from the schedule must be reflected in the agency's annual regulatory plan. This subsection shall stand repealed on January 31, 2031.

changes to update a rule are not required, such agency must repromulgate the rule to reflect the date of the review. All rules adopted, amended, or repromulgated on or after July 1, 2025, must be reviewed within 5 years after their effective dates and every 5 years thereafter. Each agency shall review all existing rules pursuant to this section no later than December 31, 2030. No later than July 31, 2025, the committee shall provide each agency with a list of existing rules and their effective dates. Failure of an agency to adhere to the deadlines imposed in this section constitutes a material failure to follow the applicable rulemaking procedures or requirements of this chapter and shall be the basis of an objection under s. 120.545.

1126 approval by the agency head or his or her designee:

- (a) Publish a notice of repromulgation in the Florida

 Administrative Register. A notice of repromulgation is not required to include the text of the rule being repromulgated.
- (b) File the rule for repromulgation with the Department of State. A rule may not be filed for repromulgation less than 28 days, or more than 90 days, after the date of publication of the notice required by paragraph (a).
- (5) The agency must file a notice of repromulgation with the committee at least 14 days before filing the rule for repromulgation. At the time the rule is filed for repromulgation, the committee shall certify whether the agency has responded in writing to all material and timely written comments or written inquiries made on behalf of the committee.
- (6) A repromulgated rule is not subject to challenge as a proposed rule pursuant to s. 120.56(2).
- (7) The hearing requirements of s. 120.54 do not apply to repromulgation of a rule.
- (8) (a) The agency, upon approval of the agency head or his or her designee, shall electronically file with the Department of State a certified copy of the repromulgated rule it proposes to adopt and one certified copy of any material incorporated by reference in the rule.
- (b) The rule is considered to be repromulgated upon its filing with the Department of State.

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	((c) Ti	ne I	Depai	rtment o	f State	shall	update	the	history	y note
of	the	rule	in	the	Florida	Admini	strati	ve Code	to	reflect	the
fi	ling	date	of	the	repromu	lgated	rule.				

- (9) At least 90 days before each legislative session, the committee shall submit to the President of the Senate and the Speaker of the House of Representatives a list of all rules that have not been repromulgated in accordance with this section and identify whether the statutory rulemaking authority for each rule remains in effect. If no action is taken by the Legislature with regard to a rule during the next regular legislative session, each agency, within 14 days after the close of the session, must initiate rulemaking proceedings under chapter 120 to repeal the rule.
- (10) The Department of State shall adopt rules to implement this section by December 31, 2025.

Section 5. Subsection (1) of section 120.545, Florida Statutes, is amended to read:

- 120.545 Committee review of agency rules.-
- authority, the committee shall examine each existing rule and proposed rule, except for those proposed rules exempted by s. 120.81(1)(e) and (2), and its accompanying material, and each emergency rule, and may examine any existing rule, for the purpose of determining whether:
 - (a) The rule is an invalid exercise of delegated

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1176 legislative authority.

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- (b) The statutory authority for the rule has been repealed.
 - (c) The rule reiterates or paraphrases statutory material.
- (d) The rule is in proper form.
 - (e) The notice given <u>before</u> prior to its adoption was sufficient to give adequate notice of the purpose and effect of the rule.
 - (f) The rule is consistent with expressed legislative intent pertaining to the specific provisions of law which the rule implements.
 - (g) The rule is necessary to accomplish the apparent or expressed objectives of the specific provision of law which the rule implements.
 - (h) 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.
 - (i) The rule could be made less complex or more easily comprehensible to the general public.
 - (j) The rule's statement of estimated regulatory costs complies with the requirements of s. 120.541 and whether the rule does not impose regulatory costs on the regulated person, county, or city which could be reduced by the adoption of less costly alternatives that substantially accomplish the statutory objectives.

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- (k) The rule will require additional appropriations.
 - (1) If the rule is an emergency rule, there exists an emergency justifying the adoption of such rule, the agency is within its statutory authority, and the rule was adopted in compliance with the requirements and limitations of s. 120.54(4).
 - Section 6. Paragraphs (a), (b), and (c) of subsection (1) of section 120.55, Florida Statutes, are amended to read:
 - 120.55 Publication.—

- (1) The Department of State shall:
- (a)1. Through a continuous revision and publication system, compile and publish electronically, on a website managed by the department, the "Florida Administrative Code." The Florida Administrative Code <u>must shall</u> contain all rules adopted by each agency, citing the grant of rulemaking authority and the specific law implemented pursuant to which each rule was adopted, all history notes as authorized in s. 120.545(7), complete indexes to all rules contained in the code, and any other material required or authorized by law or deemed useful by the department. The electronic code <u>must shall</u> display each rule chapter currently in effect in browse mode and allow full text search of the code and each rule chapter. The department may contract with a publishing firm for a printed publication; however, the department shall retain responsibility for the code as provided in this section. The electronic publication <u>is shall</u>

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be the official compilation of the administrative rules of this state. The Florida Administrative Register must be published once each business day by 8 a.m., with the exception of state holidays or emergency closures of state agencies. If a rule, proposed rule, or notice of rule development is corrected and replaced, the corrected rule or notice must be published in the next available Florida Administrative Register with a notation indicating that the rule, proposed rule, or notice has been corrected by the Department of State. Any timeframes for rulemaking set forth in this chapter must revert to the initial date of publication.

The Department of State <u>retains</u> shall retain the copyright over the Florida Administrative Code.

- 2. Not publish rules in the Florida Administrative Code which are 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 shall not be published in the Florida Administrative Code. Exclusion from publication in the Florida Administrative Code does shall 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

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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, and a statement as to where those rules may be inspected.

- 3.4. Not publish forms shall not be published in the Florida Administrative Code; but any form which an agency uses in its dealings with the public, along with any accompanying instructions, shall be filed with the committee before it is used. Any form or instruction which meets the definition of "rule" provided in s. 120.52 <u>must shall</u> be incorporated by reference into the appropriate rule. The reference <u>must shall</u> specifically state that the form is being incorporated by reference and <u>must shall</u> include the number, title, and effective date of the form and an explanation of how the form may be obtained. Each form created by an agency which is incorporated by reference in a rule notice of which is given under s. 120.54(3)(a) after December 31, 2007, must clearly display the number, title, and effective date of the form and the number of the rule in which the form is incorporated.
- 4.5. Require all materials incorporated by reference in any part of an adopted rule and in any part of a repromulgated rule The department shall allow adopted rules and material incorporated by reference to be filed in the manner prescribed by s. 120.54(1)(i)3.a. or b. electronic form as prescribed by department rule. When a proposed rule is filed for adoption or

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repromulgation with incorporated material in electronic form, the department's publication of the Florida Administrative Code on its website must contain a hyperlink from the incorporating reference in the rule directly to that material. The department may not allow hyperlinks from rules in the Florida Administrative Code to any material other than that filed with and maintained by the department, but may allow hyperlinks to incorporated material maintained by the department from the adopting agency's website or other sites.

- 5. Include the date of any technical changes to a rule in the history note of the rule in the Florida Administrative Code.

 A technical change does not affect the effective date of the rule.
- At the beginning of the section of the code dealing with an agency that files copies of its rules with the department, the agency 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, and a statement as to where those rules may be inspected.
- (b) Electronically publish on a website managed by the department a continuous revision and publication entitled the "Florida Administrative Register," which shall serve as the official publication and must contain:

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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. A summary of each objection to any rule filed by the Administrative Procedures Committee.
- 6. A list of rules filed for adoption in the previous 7 days.
- 7. A list of all rules filed for adoption pending legislative ratification under s. 120.541(3). A rule shall be removed from the list once notice of ratification or withdrawal of the rule is received.
- 8. The full text of each emergency rule in effect on the date of publication.
- 9.8. 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

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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 a rule requiring 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) to be coded in the same manner as notices published pursuant to s. 120.54(3)(a)1.

Section 7. Paragraph (a) of subsection (2) of section 120.56, Florida Statutes, is amended to read:

120.56 Challenges to rules.-

- (2) CHALLENGING PROPOSED RULES; SPECIAL PROVISIONS.-
- (a) A petition alleging the invalidity of a proposed rule shall be filed within 21 days after the date of publication of the notice required by s. 120.54(3)(a); within 10 days after the final public hearing is held on the proposed rule as provided by s. 120.54(3)(e)2.; within 20 days after the statement of estimated regulatory costs or revised statement of estimated regulatory costs, if applicable, has been prepared and made available as provided in s. 120.541(1)(c) s. 120.541(1)(d); or within 20 days after the date of publication of the notice required by s. 120.54(3)(d). The petitioner has the burden to prove by a preponderance of the evidence that the petitioner would be substantially affected by the proposed rule. The agency then has the burden to prove by a preponderance of the evidence that the proposed rule is not an invalid exercise of delegated

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legislative authority as to the objections raised. A person who is not substantially affected by the proposed rule as initially noticed, but who is substantially affected by the rule as a result of a change, may challenge any provision of the resulting proposed rule.

Section 8. Subsection (1) and paragraph (a) of subsection (2) of section 120.74, Florida Statutes, are amended to read:

120.74 Agency annual rulemaking and regulatory plans; reports.—

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- (1) REGULATORY PLAN.—By October 1 of each year, each agency shall prepare a regulatory plan.
- (a) The plan must include a listing of each law enacted or amended during the previous 12 months which creates or modifies the duties or authority of the agency. If the Governor or the Attorney General provides a letter to the committee stating that a law affects all or most agencies, the agency may exclude the law from its plan. For each law listed by an agency under this paragraph, the plan must state:
- 1. Whether the agency must adopt rules to implement the law.
 - 2. If rulemaking is necessary to implement the law:
- a. Whether a notice of rule development has been published and, if so, the citation to such notice in the Florida Administrative Register.
 - b. The date by which the agency expects to publish the

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1376 notice of proposed rule under s. 120.54(3)(a).

- 3. If rulemaking is not necessary to implement the law, a concise written explanation of the reasons why the law may be implemented without rulemaking.
- (b) The plan must also identify and describe each rule, including each rule number or proposed rule number, which include a listing of each law not otherwise listed pursuant to paragraph (a) which the agency expects to develop, adopt, or repeal for the 12-month period beginning on October 1 and ending on September 30 implement by rulemaking before the following July 1, excluding emergency rules except emergency rulemaking. For each rule law listed under this paragraph, the plan must state whether the rulemaking is intended to simplify, clarify, increase efficiency, improve coordination with other agencies, reduce regulatory costs, or delete obsolete, unnecessary, or redundant rules.
- (c) The plan must include any desired update to the prior year's regulatory plan or supplement published pursuant to subsection (7). If, in a prior year, a law was identified under this paragraph or under subparagraph (a)1. as a law requiring rulemaking to implement but a notice of proposed rule has not been published:
- 1. The agency $\underline{\text{must}}$ $\underline{\text{shall}}$ identify and again list such law, noting the applicable notice of rule development by citation to the Florida Administrative Register; or

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2. If the agency has subsequently determined that rulemaking is not necessary to implement the law, the agency must shall identify such law, reference the citation to the applicable notice of rule development in the Florida Administrative Register, and provide a concise written explanation of the reason why the law may be implemented without rulemaking.

- (d) The plan must provide a list of all rules that have been repromulgated pursuant to s. 120.5435 over the previous 12 months and identify any rules that are required to be repromulgated for the 12-month period beginning on October 1 and ending on September 30.
- (e) (d) The plan must include a certification executed on behalf of the agency by both 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 head. The certification must declare:
- 1. Verify That the persons executing the certification have reviewed the plan.
- 2. Verify That the agency regularly reviews all of its rules and identify 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 implemented.
 - 3. That the agency understands that regulatory

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1426	accountability is necessary to ensure public confidence in the
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- 4. The total number of rules adopted and repealed during the previous 12 months.
- (f) Beginning October 1, 2025, each agency issuing
 licenses, as defined in s. 120.52, in accordance with s. 120.60
 shall track the agency's compliance with the licensing
 timeframes established in s. 120.60, and beginning October 1,
 2026, must include in the regulatory plan required by subsection
 (1) all of the following information regarding its licensing
 activities in the prior fiscal year, categorized by type of
 license:
- 1. The number of license applications submitted to the agency.
- 2. The number of license applications that required one or more requests for additional information.
- 3. The number of license applications for which the applicant was nonresponsive to one or more requests for additional information.
- 4. The number of license applications that were not completed by the applicant.
- 1449 <u>5. The number of license applications for which the agency</u>
 1450 <u>requested that the applicant grant an extension of time for the</u>

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agency to issue a request for additional information, determine
that an application is complete, or issue a decision to approve
or deny an application.

- 6. 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 judicial branch.
- 7. The number of license applications that were not approved or denied within the statutory timeframe.

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- 8. The average and median number of days it takes the agency to approve or deny an application after receipt of a completed application.
- 9. The number of license applications for which final agency action was appealed and the number of informal and formal hearings requested.
 - (2) PUBLICATION AND DELIVERY TO THE COMMITTEE.-
 - (a) By October 1 of each year, each agency shall:
- 1. Publish its regulatory plan on its website or on another state website established for publication of administrative law records. A clearly labeled hyperlink to the current plan must be included on the agency's primary website homepage.
- 2. Electronically deliver to the committee a copy of the certification required in paragraph (1)(e) $\frac{(1)(d)}{(1)}$.
- 3. Publish in the Florida Administrative Register a notice identifying the date of publication of the agency's regulatory

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plan. The notice must include a hyperlink or website address providing direct access to the published plan.

Section 9. Subsections (11) and (20) of section 120.80, Florida Statutes, are amended to read:

- 120.80 Exceptions and special requirements; agencies.-
- (11) NATIONAL GUARD.—Notwithstanding <u>s. 120.52(17)</u> s. $\frac{120.52(16)}{(16)}$, the enlistment, organization, administration, equipment, maintenance, training, and discipline of the militia, National Guard, organized militia, and unorganized militia, as provided by s. 2, Art. X of the State Constitution, are not rules as defined by this chapter.
- (20) FLORIDA STATE GUARD.—Notwithstanding <u>s. 120.52(17)</u> s. 120.52(16), the enlistment, organization, administration, equipment, maintenance, training, and discipline of the Florida State Guard are not rules as defined by this chapter.

Section 10. Paragraphs (c) and (e) of subsection (1) of section 120.81, Florida Statutes, are amended to read:

- 120.81 Exceptions and special requirements; general areas.—
 - (1) EDUCATIONAL UNITS.-

(c) Notwithstanding <u>s. 120.52(17)</u> <u>s. 120.52(16)</u>, any tests, test scoring criteria, or testing procedures relating to student assessment which are developed or administered by the Department of Education pursuant to s. 1003.4282, s. 1008.22, or s. 1008.25, or any other statewide educational tests required by

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1501 law, are not rules.

(e) Educational units, other than the Florida School for the Deaf and the Blind, shall not be required to make filings with the committee of the documents required to be filed by s. 120.54 or s. 120.55(1) (a) 3 s. 120.55(1) (a) 4.

Section 11. Paragraph (a) of subsection (1) of section 420.9072, Florida Statutes, is amended to read:

420.9072 State Housing Initiatives Partnership Program.—
The State Housing Initiatives Partnership Program is created for the purpose of providing funds to counties and eligible municipalities as an incentive for the creation of local housing partnerships, to expand production of and preserve affordable housing, to further the housing element of the local government comprehensive plan specific to affordable housing, and to increase housing-related employment.

(1) (a) In addition to the legislative findings set forth in s. 420.6015, the Legislature finds that affordable housing is most effectively provided by combining available public and private resources to conserve and improve existing housing and provide new housing for very-low-income households, low-income households, and moderate-income households. The Legislature intends to encourage partnerships in order to secure the benefits of cooperation by the public and private sectors and to reduce the cost of housing for the target group by effectively combining all available resources and cost-saving measures. The

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Legislature further intends that local governments achieve this combination of resources by encouraging active partnerships between government, lenders, builders and developers, real estate professionals, advocates for low-income persons, and community groups to produce affordable housing and provide related services. Extending the partnership concept to encompass cooperative efforts among small counties as defined in s.120.52(19), and among counties and municipalities is specifically encouraged. Local governments are also intended to establish an affordable housing advisory committee to recommend monetary and nonmonetary incentives for affordable housing as provided in s. 420.9076.

Section 12. Subsection (7) of section 420.9075, Florida Statutes, is amended to read:

420.9075 Local housing assistance plans; partnerships.-

(7) The moneys deposited in the local housing assistance trust fund shall be used to administer and implement the local housing assistance plan. The cost of administering the plan may not exceed 5 percent of the local housing distribution moneys and program income deposited into the trust fund. A county or an eligible municipality may not exceed the 5-percent limitation on administrative costs, unless its governing body finds, by resolution, that 5 percent of the local housing distribution plus 5 percent of program income is insufficient to adequately pay the necessary costs of administering the local housing

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assistance plan. The cost of administering the program may not exceed 10 percent of the local housing distribution plus 5 percent of program income deposited into the trust fund, except that small counties, as defined in $\underline{s.\ 120.52}\ \underline{s.\ 120.52(19)}$, and eligible municipalities receiving a local housing distribution of up to \$350,000 may use up to 10 percent of program income for administrative costs.

Section 13. Paragraph (d) of subsection (1) of section 443.091, Florida Statutes, is amended to read:

443.091 Benefit eligibility conditions.-

- (1) An unemployed individual is eligible to receive benefits for any week only if the Department of Commerce finds that:
- (d) She or he is able to work and is available for work. In order to assess eligibility for a claimed week of unemployment, the department shall develop criteria to determine a claimant's ability to work and availability for work. A claimant must be actively seeking work in order to be considered available for work. This means engaging in systematic and sustained efforts to find work, including contacting at least five prospective employers for each week of unemployment claimed. The department may require the claimant to provide proof of such efforts to the one-stop career center as part of reemployment services. A claimant's proof of work search efforts may not include the same prospective employer at the same

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location in 3 consecutive weeks, unless the employer has indicated since the time of the initial contact that the employer is hiring. The department shall conduct random reviews of work search information provided by claimants. As an alternative to contacting at least five prospective employers for any week of unemployment claimed, a claimant may, for that same week, report in person to a one-stop career center to meet with a representative of the center and access reemployment services of the center. The center shall keep a record of the services or information provided to the claimant and shall provide the records to the department upon request by the department. However:

- 1. Notwithstanding any other provision of this paragraph or paragraphs (b) and (e), an otherwise eligible individual may not be denied benefits for any week because she or he is in training with the approval of the department, or by reason of s. 443.101(2) relating to failure to apply for, or refusal to accept, suitable work. Training may be approved by the department in accordance with criteria prescribed by rule. A claimant's eligibility during approved training is contingent upon satisfying eligibility conditions prescribed by rule.
- 2. Notwithstanding any other provision of this chapter, an otherwise eligible individual who is in training approved under s. 236(a)(1) of the Trade Act of 1974, as amended, may not be determined ineligible or disqualified for benefits due to

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enrollment in such training or because of leaving work that is not suitable employment to enter such training. As used in this subparagraph, the term "suitable employment" means work of a substantially equal or higher skill level than the worker's past adversely affected employment, as defined for purposes of the Trade Act of 1974, as amended, the wages for which are at least 80 percent of the worker's average weekly wage as determined for purposes of the Trade Act of 1974, as amended.

- 3. Notwithstanding any other provision of this section, an otherwise eligible individual may not be denied benefits for any week because she or he is before any state or federal court pursuant to a lawfully issued summons to appear for jury duty.
- 4. Union members who customarily obtain employment through a union hiring hall may satisfy the work search requirements of this paragraph by reporting daily to their union hall.
- 5. The work search requirements of this paragraph do not apply to persons who are unemployed as a result of a temporary layoff or who are claiming benefits under an approved short-time compensation plan as provided in s. 443.1116.
- 6. In small counties as defined in $\underline{s.\ 120.52}$ $\underline{s.}$ $\underline{120.52(19)}$, a claimant engaging in systematic and sustained efforts to find work must contact at least three prospective employers for each week of unemployment claimed.
- 7. The work search requirements of this paragraph do not apply to persons required to participate in reemployment

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1626	services under p	aragraph	n (e).					
1627	Section 14.	This a	act shall	take	effect	July	1,	2025.

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