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SENATE BILL NO. 1012

Offered January 10, 2007

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A BILL to amend and reenact § 2.2-4007 of the Code of Virginia, relating to the Administrative Process Act; Department of Planning and Budget; fiscal impact analysis of proposed regulations.

Patron—Saslaw

Referred to Committee on General Laws and Technology

Be it enacted by the General Assembly of Virginia:**1. That § 2.2-4007 of the Code of Virginia is amended and reenacted as follows:**

§ 2.2-4007. Notice of intended regulatory action; public participation; informational proceedings; effect of noncompliance.

A. Any person may petition an agency to request the agency to develop a new regulation or amend an existing regulation. The petition shall state (i) the substance and purpose of the rulemaking that is requested, including reference to any applicable Virginia Administrative Code sections, and (ii) reference to the legal authority of the agency to take the action requested. Within 14 days of receiving a petition, the agency shall send a notice identifying the petitioner, the nature of the petitioner's request and the agency's plan for disposition of the petition to the Registrar for publication in the Virginia Register of Regulations in accordance with the provisions of subsection B of § 2.2-4031. A 21-day period for acceptance of written public comment on the petition shall be provided after publication in the Virginia Register. The agency shall issue a written decision to grant or deny the petitioner's request within 90 days following the close of the comment period. However, if the rulemaking authority is vested in an entity that has not met within that 90-day period, the entity shall issue a written decision no later than 14 days after it next meets. The written decision issued by the agency shall include a statement of its reasons and shall be submitted to the Registrar for publication in the Virginia Register of Regulations. Agency decisions to initiate or not initiate rulemaking in response to petitions shall not be subject to judicial review.

B. In the case of all regulations, except those regulations exempted by § 2.2-4002, 2.2-4006, 2.2-4011, or 2.2-4012.1, an agency shall provide the Registrar of Regulations with a Notice of Intended Regulatory Action that describes the subject matter and intent of the planned regulation. At least 30 days shall be provided for public comment after publication of the Notice of Intended Regulatory Action. An agency shall not file proposed regulations with the Registrar until the public comment period on the Notice of Intended Regulatory Action has closed.

C. Agencies shall state in the Notice of Intended Regulatory Action whether they plan to hold a public hearing on the proposed regulation after it is published. Agencies shall hold such public hearings if required by basic law. If the agency states an intent to hold a public hearing on the proposed regulation in the Notice of Intended Regulatory Action, then it shall hold the public hearing. If the agency states in its Notice of Intended Regulatory Action that it does not plan to hold a hearing on the proposed regulation, then no public hearing is required unless, prior to completion of the comment period specified in the Notice of Intended Regulatory Action (i) the Governor directs the agency to hold a public hearing or (ii) the agency receives requests for a public hearing from at least 25 persons.

D. Public participation guidelines for soliciting the input of interested parties in the formation and development of its regulations shall be developed, adopted and utilized by each agency pursuant to the provisions of this chapter. The guidelines shall set out any methods for the identification and notification of interested parties, and any specific means of seeking input from interested persons or groups that the agency intends to use in addition to the Notice of Intended Regulatory Action. The guidelines shall set out a general policy for the use of standing or ad hoc advisory panels and consultation with groups and individuals registering interest in working with the agency. Such policy shall address the circumstances in which the agency considers the panels or consultation appropriate and intends to make use of the panels or consultation.

E. In formulating any regulation, including but not limited to those in public assistance and social services programs, the agency pursuant to its public participation guidelines shall afford interested persons an opportunity to submit data, views, and arguments, either orally or in writing, to the agency or its specially designated subordinate. However, the agency may begin drafting the proposed regulation prior to or during any opportunities it provides to the public to submit comments.

F. In the case of all regulations, except those regulations exempted by § 2.2-4002, 2.2-4006, or 2.2-4011, the proposed regulation and general notice of opportunity for oral or written submittals as to

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59 that regulation shall be published in the Virginia Register of Regulations in accordance with the
60 provisions of subsection B of § 2.2-4031. In addition, the agency may, in its discretion, (i) publish the
61 notice in any newspaper and (ii) publicize the notice through press releases and such other media as will
62 best serve the purpose and subject involved. The Register and any newspaper publication shall be made
63 at least 60 days in advance of the last date prescribed in the notice for such submittals. All notices,
64 written submittals, and transcripts, summaries or notations of oral presentations, as well as any agency
65 action thereon, shall be matters of public record in the custody of the agency.

66 G. If an agency wishes to change a proposed regulation before adopting it as a final regulation, it
67 may choose to publish a revised proposed regulation provided the latter is subject to a public comment
68 period of at least 30 additional days and the agency complies in all other respects with this section.

69 H. Before delivering any proposed regulation under consideration to the Registrar as required in
70 subsection I, the agency shall deliver a copy of that regulation to the Department of Planning and
71 Budget. In addition to determining the public benefit, the Department of Planning and Budget in
72 coordination with the agency, shall, within 45 days, prepare an economic impact analysis of the
73 proposed regulation, as follows:

74 1. The economic impact analysis shall include, but need not be limited to, the projected number of
75 businesses or other entities to whom the regulation would apply; the identity of any localities and types
76 of businesses or other entities particularly affected by the regulation; the projected number of persons
77 and employment positions to be affected; the impact of the regulation on the use and value of private
78 property, *including additional costs related to the development of real estate for commercial or*
79 *residential purposes*; and the projected costs to affected businesses, localities or entities to implement or
80 comply with the regulations, including the estimated fiscal impact on such localities and sources of
81 potential funds to implement and comply with such regulation; and

82 2. If the regulation may have an adverse effect on small businesses, the economic impact analysis
83 shall also include (i) an identification and estimate of the number of small businesses subject to the
84 regulation; (ii) the projected reporting, recordkeeping, and other administrative costs required for small
85 businesses to comply with the regulation, including the type of professional skills necessary for
86 preparing required reports and other documents; (iii) a statement of the probable effect of the regulation
87 on affected small businesses; and (iv) a description of any less intrusive or less costly alternative
88 methods of achieving the purpose of the regulation. As used in this subdivision, "small business" has the
89 same meaning as provided in subsection A of § 2.2-4007.1.

90 Agencies shall provide the Department with such estimated fiscal impacts on localities and sources of
91 potential funds. The Department may request the assistance of any other agency in preparing the
92 analysis. The Department shall deliver a copy of the analysis to the agency drafting the regulation,
93 which shall comment thereon as provided in subsection I, and a copy to the Registrar for publication
94 with the proposed regulation. No regulation shall be promulgated for consideration pursuant to
95 subsection I until the impact analysis has been received by the Registrar. For purposes of this section,
96 the term "locality, business, or entity particularly affected" means any locality, business, or entity that
97 bears any identified disproportionate material impact that would not be experienced by other localities,
98 businesses, or entities. The analysis shall represent the Department's best estimate for the purposes of
99 public review and comment on the proposed regulation. The accuracy of the estimate shall in no way
100 affect the validity of the regulation, nor shall any failure to comply with or otherwise follow the
101 procedures set forth in this subsection create any cause of action or provide standing for any person
102 under Article 5 (§ 2.2-4025 et seq.) of this chapter or otherwise to challenge the actions of the
103 Department hereunder or the action of the agency in adopting the proposed regulation.

104 I. Before promulgating any regulation under consideration, the agency shall deliver a copy of that
105 regulation to the Registrar together with a summary of the regulation and a separate and concise
106 statement of (i) the basis of the regulation, defined as the statutory authority for promulgating the
107 regulation, including an identification of the section number and a brief statement relating the content of
108 the statutory authority to the specific regulation proposed; (ii) the purpose of the regulation, defined as
109 the rationale or justification for the new provisions of the regulation, from the standpoint of the public's
110 health, safety or welfare; (iii) the substance of the regulation, defined as the identification and
111 explanation of the key provisions of the regulation that make changes to the current status of the law;
112 (iv) the issues of the regulation, defined as the primary advantages and disadvantages for the public, and
113 as applicable for the agency or the state, of implementing the new regulatory provisions; and (v) the
114 agency's response to the economic impact analysis submitted by the Department of Planning and Budget
115 pursuant to subsection H. Any economic impact estimate included in the agency's response shall
116 represent the agency's best estimate for the purposes of public review and comment, but the accuracy of
117 the estimate shall in no way affect the validity of the regulation. Staff as designated by the Code
118 Commission shall review proposed regulation submission packages to ensure the requirements of this
119 subsection are met prior to publication of the proposed regulation in the Register. The summary; the
120 statement of the basis, purpose, substance, and issues; the economic impact analysis; and the agency's

121 response shall be published in the Virginia Register of Regulations, together with the notice of
122 opportunity for oral or written submittals on the proposed regulation.

123 J. When an agency formulating regulations in public assistance and social services programs cannot
124 comply with the public comment requirements of subsection F due to time limitations imposed by state
125 or federal laws or regulations for the adoption of such regulation, the Secretary of Health and Human
126 Resources may shorten the time requirements of subsection F. If, in the Secretary's sole discretion, such
127 time limitations reasonably preclude any advance published notice, he may waive the requirements of
128 subsection F. However, the agency shall, as soon as practicable after the adoption of the regulation in a
129 manner consistent with the requirements of subsection F, publish notice of the promulgation of the
130 regulation and afford an opportunity for public comment. The precise factual basis for the Secretary's
131 determination shall be stated in the published notice.

132 K. If one or more changes with substantial impact are made to a proposed regulation from the time
133 that it is published as a proposed regulation to the time it is published as a final regulation, any person
134 may petition the agency within 30 days from the publication of the final regulation to request an
135 opportunity for oral and written submittals on the changes to the regulation. If the agency receives
136 requests from at least 25 persons for an opportunity to submit oral and written comments on the changes
137 to the regulation, the agency shall (i) suspend the regulatory process for 30 days to solicit additional
138 public comment and (ii) file notice of the additional 30-day public comment period with the Registrar of
139 Regulations, unless the agency determines that the changes made are minor or inconsequential in their
140 impact. The comment period, if any, shall begin on the date of publication of the notice in the Register.
141 Agency denial of petitions for a comment period on changes to the regulation shall be subject to judicial
142 review.

143 L. In no event shall the failure to comply with the requirements of subsection F be deemed mere
144 harmless error for the purposes of § 2.2-4027.

145 M. This section shall not apply to the issuance by the State Air Pollution Control Board of variances
146 to its regulations.