

# HOUSE BILL No. 5613

April 28, 2016, Introduced by Reps. Cole, Poleski, Lyons, Hooker, Howell, Glenn, Aaron Miller, Price and Runestad and referred to the Committee on Regulatory Reform.

A bill to amend 1969 PA 306, entitled "Administrative procedures act of 1969," by amending sections 32 and 45 (MCL 24.232 and 24.245), section 32 as amended by 2011 PA 270 and section 45 as amended by 2013 PA 200.

**THE PEOPLE OF THE STATE OF MICHIGAN ENACT:**

1           Sec. 32. (1) Definitions of words and phrases and rules of  
2 construction prescribed in any statute that are made applicable to  
3 all statutes of this state also apply to rules unless clearly  
4 indicated to the contrary.

5           (2) A rule or exception to a rule ~~shall~~**MUST** not discriminate  
6 in favor of or against any person. A person affected by a rule is  
7 entitled to the same benefits as any other person under the same or  
8 similar circumstances.

1 (3) The violation of a rule is a crime ~~when so~~ **IF** provided by  
2 statute. ~~A~~ **UNLESS PROVIDED BY STATUTE, A** rule ~~shall~~ **MUST** not ~~make~~  
3 **DESIGNATE** an act or omission ~~to act~~ **AS** a crime or prescribe a  
4 criminal penalty for violation of a rule.

5 (4) An agency may adopt ~~,~~ by reference in its rules and  
6 without publishing the adopted matter in full ~~,~~ all or any part of  
7 a code, standard, or regulation that has been adopted by an agency  
8 of the United States or by a nationally recognized organization or  
9 association. The reference ~~shall~~ **MUST** fully identify the adopted  
10 matter by date and otherwise. The reference ~~shall~~ **MUST** not cover  
11 any later amendments and editions of the adopted matter, but if the  
12 agency wishes to incorporate them in its rule, it shall ~~amend~~ **DO SO**  
13 **BY AMENDING** the rule or ~~promulgate~~ **PROMULGATING** a new rule.  
14 ~~therefor.~~ The agency shall have available copies of the adopted  
15 matter for inspection and distribution to the public at cost and  
16 the rules ~~shall~~ **MUST** state where copies of the adopted matter are  
17 available from the agency and the agency of the United States or  
18 the national organization or association and the cost of a copy as  
19 of the time the rule is adopted.

20 (5) A guideline, operational memorandum, bulletin,  
21 interpretive statement, or form with instructions is not  
22 enforceable by an agency, is considered merely advisory, and ~~shall~~  
23 **MUST** not be given the force and effect of law. An agency shall not  
24 rely upon a guideline, operational memorandum, bulletin,  
25 interpretive statement, or form with instructions to support the  
26 agency's decision to act or refuse to act if that decision is  
27 subject to judicial review. A court shall not rely upon a

1 guideline, operational memorandum, bulletin, interpretive  
2 statement, or form with instructions to uphold an agency decision  
3 to act or refuse to act.

4 (6) ~~Where~~ **IF** a statute provides that an agency may proceed by  
5 rule-making or by order and an agency proceeds by order in lieu of  
6 rule-making, the **AGENCY SHALL NOT GIVE THE** order ~~shall not be given~~  
7 general applicability to persons who were not parties to the  
8 proceeding or contested case before the issuance of the order,  
9 unless the order was issued after public notice and a public  
10 hearing.

11 (7) A rule ~~shall~~ **MUST** not exceed the rule-making delegation  
12 contained in the statute authorizing the rule-making.

13 (8) **EXCEPT FOR AN EMERGENCY RULE PROMULGATED UNDER SECTION 48,**  
14 **IF THE FEDERAL GOVERNMENT HAS MANDATED THAT THIS STATE PROMULGATE**  
15 **RULES, AN AGENCY SHALL NOT ADOPT OR PROMULGATE A RULE MORE**  
16 **STRINGENT THAN THE APPLICABLE FEDERALLY MANDATED STANDARD UNLESS**  
17 **THE DIRECTOR OF THE AGENCY DETERMINES THAT THERE IS A CLEAR AND**  
18 **CONVINCING NEED TO EXCEED THE APPLICABLE FEDERAL STANDARD.**

19 (9) **EXCEPT FOR AN EMERGENCY RULE PROMULGATED UNDER SECTION 48,**  
20 **IF THE FEDERAL GOVERNMENT HAS NOT MANDATED THAT THIS STATE**  
21 **PROMULGATE RULES, AN AGENCY SHALL NOT ADOPT OR PROMULGATE A RULE**  
22 **MORE STRINGENT THAN AN APPLICABLE FEDERAL STANDARD UNLESS**  
23 **SPECIFICALLY AUTHORIZED BY A STATUTE OF THIS STATE OR UNLESS THE**  
24 **DIRECTOR OF THE AGENCY DETERMINES THAT THERE IS A CLEAR AND**  
25 **CONVINCING NEED TO EXCEED THE APPLICABLE FEDERAL STANDARD.**

26 Sec. 45. (1) Except as otherwise provided in this subsection,  
27 an agency shall electronically submit a proposed rule to the

1 legislative service bureau for its formal certification. If  
2 requested by the legislative service bureau, the office of  
3 ~~regulatory reinvention~~ **PERFORMANCE AND TRANSFORMATION** shall also  
4 transmit up to 4 paper copies of the proposed rule. The legislative  
5 service bureau shall promptly issue a certificate of approval  
6 indicating whether the proposed rule is proper as to all matters of  
7 form, classification, and arrangement. If the legislative service  
8 bureau fails to issue a certificate of approval within 21 calendar  
9 days after receipt of the submission for formal certification, the  
10 office of ~~regulatory reinvention~~ **PERFORMANCE AND TRANSFORMATION** may  
11 issue a certificate of approval. If the legislative service bureau  
12 returns the submission to the agency before the expiration of the  
13 21-calendar-day ~~time~~-period, the 21-calendar-day ~~time~~-period is  
14 tolled until the rule is resubmitted by the agency. The legislative  
15 service bureau ~~shall have~~ **HAS** the remainder of the 21-calendar-day  
16 ~~time~~-period or 6 calendar days, whichever is longer, to consider  
17 the formal certification of the rule. The office of ~~regulatory~~  
18 ~~reinvention~~ **PERFORMANCE AND TRANSFORMATION** may approve a proposed  
19 rule if it considers the proposed rule to be legal and appropriate.

20 (2) Except as provided in subsection (6), after notice is  
21 given as provided in this act and before the agency proposing the  
22 rule has formally adopted the rule, the agency shall prepare an  
23 agency report containing a synopsis of the comments contained in  
24 the public hearing record, a copy of the request for rule-making,  
25 and the regulatory impact statement required under subsection (3).  
26 In the report, the agency shall describe any changes in the  
27 proposed rules that were made by the agency after the public

1 hearing. The office of ~~regulatory reinvention~~ **PERFORMANCE AND**  
2 **TRANSFORMATION** shall transmit by notice of transmittal to the  
3 committee copies of the rule, the agency reports containing the  
4 request for rule-making, a copy of the regulatory impact statement,  
5 and certificates of approval from the legislative service bureau  
6 and the office of ~~regulatory reinvention~~. **PERFORMANCE AND**  
7 **TRANSFORMATION**. The office of ~~regulatory reinvention~~ **PERFORMANCE**  
8 **AND TRANSFORMATION** shall also electronically submit to the  
9 committee a copy of the rule, any agency reports required under  
10 this subsection, any regulatory impact statements required under  
11 subsection (3), and any certificates of approval required under  
12 subsection (1). The agency shall electronically transmit to the  
13 committee the records described in this subsection within 1 year  
14 after the date of the last public hearing on the proposed rule  
15 unless the proposed rule is a resubmission under section 45a(7).

16 (3) Except as provided in subsection (6), an agency shall  
17 prepare and include with a notice of transmittal under subsection  
18 (2) the request for rule-making and the response from the office of  
19 ~~regulatory reinvention~~, **PERFORMANCE AND TRANSFORMATION**, a small  
20 business impact statement prepared under section ~~40(1)~~, **40(2)**, and  
21 a regulatory impact statement. The regulatory impact statement  
22 ~~shall~~ **MUST** contain all of the following information:

23 (a) A comparison of the proposed rule to parallel federal  
24 rules or standards set by a state or national licensing agency or  
25 accreditation association, if any exist.

26 **(B) IF SECTION 32(8) APPLIES AND THE PROPOSED RULE IS MORE**  
27 **STRINGENT THAN THE APPLICABLE FEDERALLY MANDATED STANDARD, EITHER**

1 THE STATUTE THAT SPECIFICALLY AUTHORIZES THE MORE STRINGENT RULE OR  
2 A STATEMENT OF THE SPECIFIC FACTS THAT ESTABLISH THE CLEAR AND  
3 CONVINCING NEED TO ADOPT THE MORE STRINGENT RULE AND AN EXPLANATION  
4 OF THE UNIQUE CHARACTERISTICS OF THIS STATE THAT NECESSITATE THE  
5 MORE STRINGENT STANDARD.

6 (C) IF SECTION 32(9) APPLIES AND THE PROPOSED RULE IS MORE  
7 STRINGENT THAN THE APPLICABLE FEDERAL STANDARD, EITHER THE STATUTE  
8 THAT SPECIFICALLY AUTHORIZES THE MORE STRINGENT RULE OR A STATEMENT  
9 OF THE SPECIFIC FACTS THAT ESTABLISH THE CLEAR AND CONVINCING NEED  
10 TO ADOPT THE MORE STRINGENT RULE AND AN EXPLANATION OF THE UNIQUE  
11 CHARACTERISTICS OF THIS STATE THAT NECESSITATE THE MORE STRINGENT  
12 STANDARD.

13 (D) ~~(b)~~—If requested by the office of ~~regulatory reinvention~~  
14 **PERFORMANCE AND TRANSFORMATION** or the committee, a comparison of  
15 the proposed rule to standards in similarly situated states, based  
16 on geographic location, topography, natural resources,  
17 commonalities, or economic similarities.

18 (E) ~~(e)~~—An identification of the behavior and frequency of  
19 behavior that the rule is designed to alter.

20 (F) ~~(d)~~—An identification of the harm resulting from the  
21 behavior that the rule is designed to alter and the likelihood that  
22 the harm will occur in the absence of the rule.

23 (G) ~~(e)~~—An estimate of the change in the frequency of the  
24 targeted behavior expected from the rule.

25 (H) ~~(f)~~—An identification of the businesses, groups, or  
26 individuals who will be directly affected by, bear the cost of, or  
27 directly benefit from the rule.

1           (I) ~~(g)~~—An identification of any reasonable alternatives to  
2 regulation ~~pursuant to~~ **UNDER** the proposed rule that would achieve  
3 the same or similar goals.

4           (J) ~~(h)~~—A discussion of the feasibility of establishing a  
5 regulatory program similar to that proposed in the rule that would  
6 operate through market-based mechanisms.

7           (K) ~~(i)~~—An estimate of the cost of rule imposition on the  
8 agency promulgating the rule.

9           (L) ~~(j)~~—An estimate of the actual statewide compliance costs  
10 of the proposed rule on individuals.

11           (M) ~~(k)~~—A demonstration that the proposed rule is necessary  
12 and suitable to achieve its purpose in proportion to the burdens it  
13 places on individuals.

14           (N) ~~(l)~~—An estimate of the actual statewide compliance costs  
15 of the proposed rule on businesses and other groups.

16           (O) ~~(m)~~—An identification of any disproportionate impact the  
17 proposed rule may have on small businesses because of their size.

18           (P) ~~(n)~~—An identification of the nature of any report required  
19 and the estimated cost of its preparation by small businesses  
20 required to comply with the proposed rule.

21           (Q) ~~(o)~~—An analysis of the costs of compliance for all small  
22 businesses affected by the proposed rule, including costs of  
23 equipment, supplies, labor, and increased administrative costs.

24           (R) ~~(p)~~—An identification of the nature and estimated cost of  
25 any legal consulting and accounting services that small businesses  
26 would incur in complying with the proposed rule.

27           (S) ~~(q)~~—An estimate of the ability of small businesses to

1 absorb the costs estimated under subdivisions ~~(n) to (p)~~ **TO (R)**  
2 without suffering economic harm and without adversely affecting  
3 competition in the marketplace.

4 **(T)** ~~(r)~~—An estimate of the cost, if any, to the agency of  
5 administering or enforcing a rule that exempts or sets lesser  
6 standards for compliance by small businesses.

7 **(U)** ~~(s)~~—An identification of the impact on the public interest  
8 of exempting or setting lesser standards of compliance for small  
9 businesses.

10 **(V)** ~~(t)~~—A statement describing the manner in which the agency  
11 reduced the economic impact of the rule on small businesses or a  
12 statement describing the reasons such a reduction was not feasible.

13 **(W)** ~~(u)~~—A statement describing how the agency has involved  
14 small businesses in the development of the rule.

15 **(X)** ~~(v)~~—An estimate of the primary and direct benefits of the  
16 rule.

17 **(Y)** ~~(w)~~—An estimate of any cost reductions to businesses,  
18 individuals, groups of individuals, or governmental units as a  
19 result of the rule.

20 **(Z)** ~~(x)~~—An estimate of any increase in revenues to state or  
21 local governmental units as a result of the rule.

22 **(AA)** ~~(y)~~—An estimate of any secondary or indirect benefits of  
23 the rule.

24 **(BB)** ~~(z)~~—An identification of the sources the agency relied  
25 upon in compiling the regulatory impact statement, including the  
26 methodology ~~utilized~~ **USED** in determining the existence and extent  
27 of the impact of a proposed rule and a cost-benefit analysis of the



1 proposed rule.

2 (CC) ~~(aa)~~ A detailed recitation of the efforts of the agency  
3 to comply with the mandate to reduce the disproportionate impact of  
4 the rule ~~upon~~ **ON** small businesses as described in section 40(1)(a)  
5 to (d).

6 (DD) ~~(bb)~~ Any other information required by the office of  
7 ~~regulatory reinvention~~. **PERFORMANCE AND TRANSFORMATION.**

8 (4) ~~The~~ **AN** agency shall electronically transmit the regulatory  
9 impact statement required under subsection (3) to the office of  
10 ~~regulatory reinvention~~. **PERFORMANCE AND TRANSFORMATION** at least 28  
11 days before the public hearing required under section ~~42~~. ~~Before~~  
12 **41. THE AGENCY SHALL NOT HOLD** the public hearing ~~can be held,~~  
13 **UNLESS** the regulatory impact statement ~~must be~~ **HAS BEEN** reviewed  
14 and approved by the office of ~~regulatory reinvention~~. **PERFORMANCE**  
15 **AND TRANSFORMATION.** The agency shall also electronically transmit a  
16 copy of the regulatory impact statement to the committee before the  
17 public hearing and the agency shall make copies available to the  
18 public at the public hearing. The agency shall publish the  
19 regulatory impact statement on its website at least 10 days before  
20 the date of the public hearing.

21 (5) The committee shall electronically transmit to the senate  
22 fiscal agency and the house fiscal agency a copy of each rule and  
23 regulatory impact statement filed with the committee and a copy of  
24 the agenda identifying the proposed rules to be considered by the  
25 committee. The senate fiscal agency and the house fiscal agency  
26 shall analyze each proposed rule for possible fiscal implications  
27 that, if the rule were adopted, would result in additional

1 appropriations in the current fiscal year or commit the legislature  
2 to an appropriation in a future fiscal year. The senate fiscal  
3 agency and the house fiscal agency shall electronically report  
4 their findings to the senate and house appropriations committees  
5 and to the committee before the date of consideration of the  
6 proposed rule by the committee.

7 (6) Subsections (2), (3), and (4) do not apply to a rule that  
8 is promulgated under section 33 ~~, 44,~~ or 48 **OR A RULE TO WHICH**  
9 **SECTIONS 41 AND 42 DO NOT APPLY AS PROVIDED IN SECTION 44.**

10 Enacting section 1. This amendatory act takes effect January  
11 1, 2017.