

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/CS/HB 1225 Administrative Procedures

SPONSOR(S): Government Operations Appropriations Subcommittee; Rulemaking Oversight & Repeal Subcommittee; Adkins

TIED BILLS: **IDEN./SIM. BILLS:** SB 1696

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Rulemaking Oversight & Repeal Subcommittee	12 Y, 0 N, As CS	Rubottom	Rubottom
2) Government Operations Appropriations Subcommittee	12 Y, 0 N, As CS	White	Topp
3) State Affairs Committee		Harrington	Camechis

SUMMARY ANALYSIS

The Administrative Procedure Act (APA) provides uniform procedures for the exercise of specified administrative authority. The bill amends eight provisions of the APA to enhance the opportunities for substantially affected parties to challenge rules, mediate declaratory statements, and be awarded attorney fees in certain challenges. Specifically, the bill makes the following changes to the APA, including, but not limited to:

- Expanding the listing of information that must be published on the Florida Administrative Register to include rules filed for adoption in the previous seven days and a listing of all rules filed for adoption but awaiting legislative ratification;
- Clarifying the burden of pleading and proof of challengers and agencies in challenges to proposed and unadopted rules;
- Removing the defense to an unadopted rule challenge that an agency did not know or should not have known that an agency statement or policy was an unadopted rule in cases where notice is actually provided;
- Extending the time to appeal certain final orders when notice to the party was delayed;
- Authorizing rule challenges in defense of agency actions on the same terms as petitions challenging rules and unadopted rules, including the award of reasonable attorney fees to prevailing challengers;
- Authorizing parties to request mediation in proceedings relating to declaratory statements and for rule challenges;
- Requiring agencies to identify and certify all of the rules the violation of which would be a minor violation.

The bill also provides conditions for when an agency action is not substantially justified for purposes of an award of attorney fees under the Florida Equal Access to Justice Act.

The bill may have an indeterminate minimal fiscal impact to the state. See Fiscal Comments section for further discussion.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Current situation

Rulemaking

The Administrative Procedure Act (APA)¹ sets forth a uniform set of procedures that agencies must follow when exercising delegated rulemaking authority. A rule is an agency statement of general applicability which interprets, implements, or prescribes law or policy, including the procedure and practice requirements of an agency.² Rulemaking authority is delegated by the Legislature through statute and authorizes an agency to "adopt, develop, establish, or otherwise create" a rule.³ Agencies do not have discretion whether or not to engage in rulemaking.⁴ To adopt a rule, an agency must have a general grant of authority to implement a specific law through rulemaking.⁵ The grant of rulemaking authority itself need not be detailed. The specific statute being implemented or interpreted through rulemaking must provide specific standards and guidelines to preclude the administrative agency from exercising unbridled discretion in creating policy or applying the law.

Small Business

The APA provides certain accommodations for small businesses⁶ but does not provide a definition of "small business". In rulemaking, an agency must consider the impact on small businesses defined for that purpose as employing less than 200 employees and having a net worth less than \$5 million,⁷ but agencies are authorized to define "small business" to include businesses having more than 200 employees. By contrast, Florida's Equal Access to Justice Act provides for attorney fees to be awarded in administrative proceedings to prevailing parties who are small businesses, defined as having not more than 25 employees with a net worth of no more than \$2 million.⁸

Notice of Rules

Presently, the only notice of adopted rules is the filing with the Department of State (DOS). DOS publishes such rules in the Florida Administrative Code. However, as a courtesy, DOS, once each week, lists newly adopted rules in the Florida Administrative Register, and includes a cumulative list of rules filed for adoption pending legislative ratification.

Attorney Fees

In addition to the special attorney fee provisions in the Equal Access to Justice Act, the APA provides for the recovery of attorney fees when a non-prevailing party has participated for an improper purpose, when an agency's actions are not substantially justified, when an agency relies upon an unadopted rule and is successfully challenged after 30 days' notice of the need to adopt rules, and when an agency loses an appeal in a proceeding challenging an unadopted rule.⁹ These attorney fee provisions supplement the attorney fee provisions provided by other laws.¹⁰

For purposes of the Equal Access to Justice Act, awarding attorney fees to small businesses, an agency action is reasonably justified if it has a reasonable basis in law and fact at the time the agency acted. In such cases, no fees are allowable.

¹ Chapter 120, F.S.

² Section 120.52(16), F.S.; *Florida Department of Financial Services v. Capital Collateral Regional Counsel-Middle Region*, 969 So. 2d 527, 530 (Fla. 1st DCA 2007).

³ Section 120.52(17), F.S.

⁴ Section 120.54(1)(a), F.S.

⁵ Section 120.52(8) and 120.536(1), F.S.

⁶ Sections 120.54, 120.541, and 120.74, F.S.

⁷ Section 120.54(3)(b), F.S., incorporates by reference the definition of "small business" in s. 288.703(6), F.S.

⁸ Section 57.111, F.S.

⁹ Section 120.595, F.S.

¹⁰ See, for example, ss. 57.105 and 57.111, F.S. These sections are specifically preserved in s. 120.595(6), F.S.

Burden of Proof

In general, laws carry a presumption of validity; and as such, those challenging the validity of a law carry the burden of proving invalidity. The APA retains this presumption of validity by requiring those challenging adopted rules to carry the burden of proving that a rule constitutes an invalid exercise of delegated authority.¹¹ However, in the case of proposed rules, the APA places the burden on the agency to demonstrate the validity of the rule as proposed, once the challenger has raised specific objections to the rule's validity.¹² In addition, a rule may not be filed for adoption until any pending challenge is resolved.¹³

In the case of a statement or policy in force that was not adopted as a rule, a challenger must prove that the statement or policy meets the definition of a rule under the APA. If so, and if the statement or policy has not been validly adopted, the agency must prove that rulemaking is not feasible or practicable.¹⁴

Proceedings Involving Rule Challenges

The APA presently applies different procedures when proposed rules, existing rules and unadopted rules are challenged by petition, compared to a challenge to the validity of an existing rule, or an unadopted rule defensively in a proceeding initiated by agency action. In addition to the attorney fees awardable to small businesses under the Equal Access to Justice Act, the APA provides attorney fee awards when a party petitions for invalidation of a rule or unadopted rule, but not when the same successful legal case is made in defense of an enforcement action or grant or denial of a permit or license.

The APA does provide that a Division of Administrative Hearings (DOAH) judge may determine that an agency has attempted to rely on an unadopted rule in proceedings initiated by agency action. However, this is qualified by a provision that an agency may overrule the DOAH determination if clearly erroneous, and if the agency rejects the DOAH determination and is later reversed on appeal, the challenger is awarded attorney fees for the entire proceeding.¹⁵ Additionally, in proceedings initiated by agency action, when a DOAH judge determines that a rule constitutes an invalid exercise of delegated legislative authority, the agency has full de novo authority to reject or modify such conclusions of law, provided the final order states with particularity the reasons for rejecting or modifying such determination.¹⁶

In proceedings initiated by a party challenging a rule or unadopted rule, the DOAH judge enters a final order that cannot be overturned by the agency. The only appeal is to the District Court of Appeals.

Final Orders

An agency has 90 days to render a final order in any proceeding after the hearing if the agency conducts the hearing, or after the recommended order is submitted to the agency if DOAH conducts the hearing (excepting the rule challenge proceedings described above in which the DOAH judge enters the final order).

Mediation

The APA provides for mediation by agreement of the parties in those cases where the agency offers mediation to a person whose substantial interests are affected by an agency's action.¹⁷ The APA does not require mediation in any particular case. Mediation is a process that is most likely to be effective

¹¹ Section 120.56(3), F.S. Section 120.52(8), F.S., defines "invalid exercise of delegated legislative authority."

¹² Section 120.56(2), F.S.

¹³ Section 120.54(3)(e)2., F.S.

¹⁴ Section 120.56(4), F.S.

¹⁵ Section 120.57(1)(e)3., F.S.

¹⁶ Section 120.57(1)(k-l), F.S.

¹⁷ Section 120.573, F.S.

when the parties agree to that form of dispute resolution. Because mediation is only concluded by agreement, rather than the determination of a third party—a judge or arbiter—compelling mediation is not often practical. Without any formal mediation, many administrative disputes are resolved by negotiation prior to or after the initiation of formal proceedings at DOAH.

Declaratory Statements

The APA provides for the opportunity to request, for notice and opportunity for public input, and for the issuance of a "declaratory statement" of an agency's opinion on the applicability of a law or rule over which the agency has authority to a particular set of facts set forth in the petition.¹⁸ When issued, a declaratory statement is the agency's legal opinion that binds the agency under principles of estoppel. An agency has the option to deny the petition, and will typically do so if a live enforcement action is pending with respect to similar facts. Anecdotal evidence indicates that the declaratory statement process in the APA has not proven productive in Florida. By contrast, the Internal Revenue Service and the Florida Department of Revenue each frequently issue binding opinions upon request of taxpayers.

Judicial Review

A notice of appeal of an appealable order under the APA must be filed within 30 days of the rendering of the order.¹⁹ An order, however, is rendered when filed with the agency clerk. On occasion, a party may not receive notice of the order in time to meet the 30 day appeal deadline. Under the current statute, a party may not seek judicial review of the validity of a rule by appealing its adoption but authorizes an appeal from a final order in a rule challenge.²⁰

Minor Violations

The APA directs agencies to issue a "notice of noncompliance" as the first response when the agency encounters a first minor violation of a rule.²¹ The law provides that a violation is a minor violation if it "does not result in economic or physical harm to a person or adversely affect the public health, safety, or welfare or create a significant threat of such harm." Agencies are authorized to designate those rules for which a violation would be a minor violation. An agency's designation of rules under the provision is excluded from challenge under the APA but may be subject to review and revision by the Governor or Governor and Cabinet.²² An agency under the direction of a cabinet officer has the discretion not to use the "notice of noncompliance" once each licensee is provided a copy of all rules upon issuance of a license, and annually thereafter.

Rules Ombudsman

Section 288.7015, F.S., requires the Governor to appoint a rules ombudsman in the Executive Office of the Governor, for considering the impact of agency rules on the state's citizens and businesses. The rules ombudsman must carry out the duties related to rule adoption procedures with respect to small businesses; review state agency rules that adversely or disproportionately impact businesses, particularly those relating to small and minority businesses; and make recommendations on any existing or proposed rules to alleviate unnecessary or disproportionate adverse effects to business. Each state agency must cooperate fully with the rules ombudsman in identifying such rules, and take the necessary steps to waive, modify, or otherwise minimize such adverse effects of any such rules.

Effect of the Bill

Agency Action

Section 1 amends s. 57.111(3), F.S., to provide when an agency proceeding is not substantially justified. The bill provides that an agency may not establish that its action is substantially justified if it acts in contradiction to its own declaratory statement or the agency denies a petition for declaratory

¹⁸ Section 120.565, F.S.

¹⁹ Section 120.68(2)(a), F.S.

²⁰ Section 120.68(9), F.S.

²¹ Section 120.695, F.S. The statute contains the following legislative intent: "It is the intent of the Legislature that an agency charged with enforcing rules shall issue a notice of noncompliance as its first response to a minor violation of a rule in any instance in which it is reasonable to assume that the violator was unaware of the rule or unclear as to how to comply with it."

²² Section 120.695(2)(c), (d), F.S. The statute provides for final review and revision of these agency designations to be at the discretion of elected constitutional officers.

statement and thereafter pursues enforcement on facts submitted in the petition. This will only apply when the agency is wrong on the law. While agencies do not like to issue declaratory statements on facts that have already occurred, the change should motivate an agency to review its legal position carefully before denying the petition and then attempting to punish the circumstances raised by the petition.

Rulemaking Publication and Notification Requirements

Section 2 amends s. 120.55, F.S., to expand the list of information that must be published on the Florida Administrative Register. The bill requires DOS to publish in the Florida Administrative Register a listing of rules filed for adoption in the previous seven days and a listing of all rules filed for adoption but awaiting legislative ratification.

The bill also requires those agencies with e-mail alert services that provide regulatory information to interested parties to use such services to notify recipients of each notice required under s. 120.54(2) and (3)(a), F.S., including, but not limited to, notice of rule development, notice of proposed rules, and notice of adoption of rules. The notices must provide Internet links to either the rule page on the Secretary of State's website or an agency website that contains the proposed rule or final rule.

Challenges to Rules

Section 3 amends s. 120.56, F.S., relating to petitions challenging the validity of rules, proposed rules and unadopted rules. The changes clarify the terminology relating to unadopted rules. The amendments also clarify the initial burden of pleading for proposed rules and unadopted rules. For unadopted rules, the bill provides that the petitioner has the burden of presenting a prima facie case demonstrating that the agency statement constitutes an unadopted rule. Thereafter, the burden shifts and the agency must prove by a preponderance of the evidence that the statement does not meet the definition of an unadopted rule, that it was validly adopted as a rule, or that rulemaking is not feasible or not practicable.

Final Orders

Section 4 amends s. 120.569(2)(l), F.S., to alter the time for entry of final orders in proceedings relating to agency actions to allow, at the agency's discretion, for legal appeals of rule challenges to proceed concurrently with the enforcement action. An agency will have 10 days after the determination of the appeal to enter the final order on a related matter.

Disputes

Section 5 amends s. 120.57, F.S., relating to DOAH hearings of agency-initiated actions involving disputed issues of material fact. The bill incorporates many of the provisions of s. 120.56, F.S., allowing the DOAH hearing officer to enter a final order on the challenge to the validity of a rule or to an unadopted rule, to treat a challenge to a rule in defensive position much as a challenge in an action initiated by the non-agency party. The bill allows the agency, within 15 days of notice of the challenge, to waive its reliance on an unadopted rule or a rule alleged to be invalid, and thereby eliminate that aspect of the litigation, without prejudice to the agency reasserting its position in another matter or lawsuit. This will help an agency advance a proceeding beyond a weak legal position on the rule issue, particularly in matters initiated by field investigators without the benefit of legal deliberation by counsel.

The bill also revises the procedures of using challenges to the validity of rules and unadopted rules in defensive cases where there is no dispute of material fact, staying the proceeding on agency action during a separate proceeding challenging the rule.

Mediation

Section 6 amends s. 120.573, F.S., relating to mediation of disputes, to authorize a party to request mediation in any case challenging the validity of an existing rule, proposed rule or an unadopted rule, or a proceeding pursuant to a petition seeking declaratory statement. This should have no substantial impact on the effect of present law, particularly in light of the nature of the matters referenced, which constitute determinations of law that are not ordinarily amenable to mediation.

Attorney's Fees

Section 7 amends s. 120.595, F.S., relating to attorney fees in APA proceedings, to clarify the statute respecting participating in a proceeding for improper purposes and applying the attorney fee provisions for petitions challenging the validity of rules or unadopted rules. It also makes conforming changes to the revised terminology regarding unadopted rules.

The bill provides that reasonable costs and reasonable attorney fees incurred in proving and prosecuting a claim for attorney fees under the statute are not subject to the fee cap applicable to costs and fees awardable in the underlying action.

The bill eliminates the defense that an agency's action can be "substantially justified" when a rule or unadopted rule is successfully challenged. It also eliminates a defense that the agency "did not know or should not have known" that it was relying on an unadopted rule. The bill retains an equitable defense of "special circumstances."

The bill rewrites the provisions for notice of an invalid rule or proposed rule, or of an unadopted rule, requiring notice 30 days prior to filing of a petition challenging a rule or unadopted rule, and five days prior to filing the petition challenging a proposed rule. Reasonable costs and attorney fees may be awarded only for the period beginning after notice. The agency may avoid an award of attorney fees and costs if, within the notice period provided, the agency provides notice that it will not adopt the proposed rule or will not rely upon the adopted rule or statement challenged as an unadopted rule until after the agency has complied with the rulemaking procedures of the APA to ensure its rules conform to the law. The bill also provides that taking such steps to cure its faults would constitute "special circumstances" protecting the agency from an attorney fees judgment on the rule challenge.

The bill clarifies that the notice provisions do not apply to rule challenges raised in defense to agency actions.

Appeals

Section 8 alters the appellate provisions to clarify that a final order on a rule challenge in a defensive action is directly appealable in the same manner as a final order in a petition challenging a rule. The bill provides that the 30-day time to file a notice of appeal is extended 10 days if the party receives notice of the final order more than 25 days after the order was rendered. The bill also makes conforming technical changes.

Minor Violations

Section 9 amends s. 120.695, F.S., to direct each agency to timely review its rules and certify to the President of the Senate, the Speaker of the House of Representatives, the Administrative Procedures Committee, and the rules ombudsman those rules that have been designated as rules the violation of which would be a minor violation no later than June 30, 2014. Each agency that fails to timely complete the review and file the certification will be reported by the rules ombudsman to the Governor, the President of the Senate, the Speaker of the House of Representatives and the Administrative Procedures Committee.

Each agency shall publish all rules of that agency designated as rules the violation of which would be a minor violation either as a complete list on the agency's Internet webpage or by incorporation of the designations in the agency's disciplinary guidelines adopted as a rule. Each agency must ensure that all investigative and enforcement personnel are knowledgeable of the agencies designations of these rules. The agency head must certify for each rule filed for adoption whether any part of the rule is designated as one the violation of which would be a minor violation and update the listing on the webpage or disciplinary guidelines.

Conforming Changes

Sections 10-12 make conforming changes to separate statutes which do not add to the effect of the bill.

Effective Date

The bill provides an effective date of July 1, 2013.

B. SECTION DIRECTORY:

Section 1 amends s. 57.111(3), F.S., providing conditions under which a proceeding is not substantially justified for purposes of an award under the Florida Equal Access to Justice Act.

Section 2 amends s. 120.55, F.S., providing for publication of notices of rule development and of rules filed for adoption; providing additional notice of rule development, proposals, and adoptions.

Section 3 amends s. 120.56, F.S., providing that the petitioner challenging a proposed rule or unadopted agency statement has the burden of establishing a prima facie case. .

Section 4 amends s. 120.569, F.S., providing for extension of time to render final agency action in certain circumstances.

Section 5 amends s. 120.57, F.S., conforming proceedings opposing agency action based on an invalid rule or unadopted rule to proceedings for challenging rules; requiring notice of whether the agency will rely on the challenged rule or unadopted rule; providing for the administrative law judge to make certain findings and enter a final order on the validity of the rule or the use of an unadopted rule; providing for stay of proceedings not involving disputed issues of fact upon timely filing of a rule challenge.

Section 6 amends s. 120.573, F.S., authorizing any party to request mediation of rule challenge and declaratory statement proceedings.

Section 7 amends s. 120.595, F.S., providing for an award of attorney fees and costs in specified challenges to agency action; removing certain exceptions from requirements that attorney fees and costs be rendered against the agency in proceedings in which the petitioner prevails in a rule challenge; requiring service of notice of invalidity to an agency before bringing a rule challenge as a condition precedent to award of attorney fees and costs; providing for award of additional attorney fees and costs for litigating entitlement to and amount of attorney fees and costs in administrative actions; providing that such awards of additional attorney fees and costs are not subject to certain statutory limits.

Section 8 amends s. 120.68, F.S., providing for appellate review of orders rendered in challenges to specified rules of unadopted rules.

Section 9 amends s. 120.695, F.S., removing obsolete provisions with respect to required agency review and designation of minor violations; requiring agency review and certification of minor violation rules by a specified date; requiring reporting of agency failure to complete review and file certification for all rules adopted after a specified date.

Section 10 makes conforming changes to s. 420.9072, F.S.

Section 11 makes conforming changes to s. 420.9075, F.S.

Section 12 makes conforming changes to s. 443.091, F.S.

Section 13 provides an effective date of July 1, 2013.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

See Fiscal Comments.

2. Expenditures:

See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The private sector may benefit slightly by the increased incentives for agencies to conform their rules to the law, thereby increasing clarity and certainty in the application of the law.

D. FISCAL COMMENTS:

The bill allows for the recovery of reasonable attorney fees and reasonable costs incurred in litigating entitlement to, and the determination or quantification of, attorney fees and costs. This could potentially have a negative fiscal impact to the state when a state agency is the non-prevailing party. However, the appellate courts have already upheld awards of fees and costs incurred in litigating fees and costs, so the bill conforms the statute to existing case law. The fiscal impact to the state is minimal since existing case law allows for the award of fees and costs incurred in litigating fees and costs.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to affect county or municipal governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill enhances the procedures provided by the APA for challenging rules, particularly in the defense against agency actions that are not based on valid rules. As such, it provides incentives and opportunities for private parties to hold agency rulemaking accountable under the law.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 27, 2013, the Rulemaking Oversight & Repeal Subcommittee adopted two amendments to the original House Bill. The first amendment redrafted the following sections of the original bill:

- Section 2 (amending s. 120.56, F.S.) is completely revised in Section 4 of the CS version. The amendment restored present law on burden of proof, while clarifying the present law.
- Section 3 (amending s. 120.595, F.S.) is completely revised in Section 8 of the CS. The amendment restores the 30 day period between notice of an unadopted rule and the filing of a petition challenging the unadopted rule, while allowing fees to accrue from the time of notice. The provisions as amended are more fully explained in the analysis above.

The amendment added new sections:

- Section 1 (amending s. 57.111(3), F.S.)

- Section 3 (amending s. 120.55, F.S.)
- Section 5 (amending s. 120.569(2)(l), F.S.)
- Section 6 (amending s. 120.57, F.S.)
- Section 9 (amending s. 120.68, F.S.)

The amendment retains the following sections of the original bill:

- Section 1 (amending s. 120.52, F.S.) becomes Section 2 in the CS.
- Section 4 (amending s. 120.573, F.S.) becomes Section 7 of the CS.
- Section 5 (amending s. 120.695, F.S.) becomes Section 10 of the CS.
- Sections 6-8 making conforming changes become Sections 11-13 of the CS.

An amendment to the amendment was also adopted providing that attorney fees may be awarded above the fee caps in the APA for the litigation to establish and collect fees properly awarded. That language was incorporated into Section 8 of the CS.

On April 10, 2013, the Government Operations Appropriation Subcommittee adopted three amendments and reported the bill favorably as a committee substitute. The amendments:

- Remove the expanded definitions of small business.
- Add the word “reasonable” to fees and costs that are recoverable when incurred in litigating fees and costs.
- Direct each agency to timely review its rules and certify those rules that have been designated as the rules the violation of which would be a minor violation. The rules ombudsman shall report each agency that fails to timely complete the review and file the certification. Each agency shall publish all rules the violation of which would be a minor violation and ensure that all investigative and enforcement personnel are knowledgeable of these rules designations.

This analysis is drafted to the committee substitute as passed by the Government Operations Appropriations Subcommittee.