### As Passed by the Senate

## **133rd General Assembly**

Regular Session 2019-2020

Sub. S. B. No. 1

#### **Senators McColley, Roegner**

Cosponsors: Senators Obhof, Brenner, Coley, Hackett, Hoagland, Hottinger, Huffman, S., Huffman, M., Lehner, Rulli, Peterson, Wilson, Terhar, Gavarone, Manning, Schaffer, Schuring, Uecker

# A BILL

То	amend sections 106.021, 106.03, and 106.031 and	1
	to enact sections 101.354, 101.355, 107.57,	2
	121.031, 121.95, 121.951, 121.952, and 121.953	3
	of the Revised Code to require certain agencies	4
	to reduce the number of regulatory restrictions	5
	in their administrative rules.	6

#### BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF OHIO:

Section 1. That sections 106.021, 106.03, and 106.031 be	7
amended and sections 101.354, 101.355, 107.57, 121.031, 121.95,	8
121.951, 121.952, and 121.953 of the Revised Code be enacted to	9
read as follows:	10
Sec. 101.354. (A) The joint committee on agency rule	11
review shall advise and assist state agencies in preparing base	12
and revised inventories of regulatory restrictions and shall	13
advise and assist state agencies in achieving specified	14
percentage reductions in regulatory restrictions in the	15
Administrative Code in accordance with sections 121.95, 121.951,	16
121.952, and 121.953 of the Revised Code.	17

(B) Beginning in 2020, not later than the fifteenth day of	18
June of each year, the executive director of the joint committee	19
shall prepare an historical report aggregating the reports	20
received from state agencies for the preceding year. In the	21
report, the executive director also shall describe the work of	22
the joint committee over the preceding year with respect to	23
reduction of regulatory restrictions and shall indicate, out of	24
the total number of regulatory restrictions inventoried by state	25
agencies, the percentage by which state agencies have reduced	26
those regulatory restrictions. The report also shall provide	27
recommendations for statutory changes, where appropriate,	28
brought to the attention of the joint committee as contributing	29
to the adoption of regulatory restrictions. The executive	30
director shall submit the report to the members of the joint	31
committee, which shall publish the report on its web site and	32
transmit copies of the report electronically to the speaker of	33
the house of representatives and the president of the senate.	34
Sec. 101.355. The joint committee on agency rule review,	35
in consultation with legislative information systems, shall do	36
both of the following:	37
<u> </u>	0 /
(A) Create and maintain a system that state agencies shall	38
use to enter regulatory restriction data, create required	39
inventories, and transmit copies of inventories, reports, and	40
any other documents to the joint committee and the speaker of	41
the house of representatives and the president of the senate	42
under sections 121.95, 121.951, and 121.953 of the Revised Code,	43
and that will assist the joint committee in aggregating reports	44
and performing other prescribed duties under sections 101.354,	45
121.95, 121.951, 121.952, and 121.953 of the Revised Code;	46
(B) Establish, maintain, and improve the cut red tape	47

system, which shall include a web site and shall allow members	48
of the public to request information about regulatory	49
restrictions and to communicate with the joint committee about	50
regulatory restrictions.	51
Sec. 106.021. If, upon reviewing a proposed rule or	52
revised proposed rule, the joint committee on agency rule review	53
makes any of the following findings with regard to the proposed	54
rule or revised proposed rule, the joint committee may recommend	55
to the senate and house of representatives the adoption of a	56
concurrent resolution to invalidate the proposed rule or revised	57
proposed rule or a part thereof:	58
(A) The proposed rule or revised proposed rule exceeds the	59
scope of its statutory authority.	60
	6.1
(B) The proposed rule or revised proposed rule conflicts	61
with the legislative intent of the statute under which it was	62
proposed.	63
(C) The proposed rule or revised proposed rule conflicts	64
with another proposed or existing rule.	65
(D) The proposed rule or revised proposed rule	66
incorporates a text or other material by reference and:	67
(1) The accompanying citation is not such as reasonably	68
would enable a reasonable person to whom the proposed rule or	69
revised proposed rule applies readily and without charge to find	70
and inspect the incorporated text or other material;	71
(2) The accompanying citation is not such as reasonably	72
would enable the joint committee readily and without charge to	73
find and inspect the incorporated text or other material, and	74
the agency did not file or otherwise make the incorporated text	75
or other material available without charge to the joint	76

committee; or	77
(3) The agency has treated the proposed rule or revised	78
proposed rule in whole or in part as exempt from sections 121.71	79
to 121.74 of the Revised Code on grounds the incorporated text	80
or other material has one or more of the characteristics	81
described in division (B) of section 121.75 of the Revised Code,	82
but the incorporated text or other material actually does not	83
have any of those characteristics.	84
(E) The agency has failed to prepare a complete and	85
accurate rule summary and fiscal analysis of the proposed rule	86
or revised proposed rule as required by section 106.024 of the	87
Revised Code.	88
(F) The agency has failed to demonstrate through the	89
business impact analysis, recommendations from the common sense	90
initiative office, and the memorandum of response that the	91
regulatory intent of the proposed rule or revised proposed rule	92
justifies its adverse impact on businesses in this state.	93
(G) The agency has failed to justify the proposed	94
adoption, amendment, or rescission of a rule containing a	95
regulatory restriction.	96
Sec. 106.03. Prior to the review date of an existing rule,	97
the agency that adopted the rule shall do both of the following:	98
(A) Review the rule to determine all whether the rule	99
should be amended or rescinded, including for the purpose of	100
accomplishing the reductions in regulatory restrictions required	101
by section 121.951 of the Revised Code, because it does any of	102
the following, or otherwise for the purpose of reducing	103
regulatory restrictions:	104
(1) Whether the rule should be continued without	105

amendment, be amended, or be rescinded, taking into-	106
consideration Exceeds or conflicts with the purpose, scope, and	107
or intent of the statute under which the rule was adopted;	108
(2) Whether the rule needs amendment or rescission to give-	109
<pre>more Provides inadequate flexibility at the local level;</pre>	110
(3) -Whether the rule needs amendment or rescission to	111
eliminate unnecessary paperwork Creates a compliance or	112
oversight burden for the state agency, or for any person or	113
entity, that is greater than the burden that would be created if	114
the agency accomplished the intended purpose of the restriction	115
<pre>by other means;</pre>	116
(4) Whether the rule incorporates Is no longer useful or	117
<pre>beneficial;</pre>	118
(5) Incorporates a text or other material by reference	119
and, if so:	120
(a) Whether the The citation accompanying the	121
incorporation by reference is such as <del>reasonably</del> would <u>not</u>	122
<u>reasonably</u> enable a reasonable person to whom the rule applies	123
readily and without charge to find and inspect the incorporated	124
text or other material;	125
(b) Whether the The citation accompanying the	126
incorporation by reference is such as $\frac{1}{1}$ would $\frac{1}{1}$	127
reasonably enable the joint committee on agency rule review	128
readily and without charge to find and inspect the incorporated	129
text or other material; <u>and</u> or	130
(c) If the rule has been exempted in whole or in part from	131
sections 121.71 to 121.74 of the Revised Code on grounds the	132
incorporated text or other material has one or more of the	133
characteristics described in division (B) of section 121.75 of	134

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restrictions in neighboring states in order to accomplish the	163
same goal.	164
In making its review, the agency shall consider the	165
continued need for the rule, the nature of any complaints or	166
comments received concerning the rule, and any relevant factors	167
that have changed in the subject matter area affected by the	168
rule.	169
(B) On the basis of its review of the existing rule, the	170
agency shall determine whether the existing rule needs to be	171
amended or rescinded.	172
(1) If the existing rule needs to be amended or rescinded,	173
the agency, on or before the review date of the existing rule,	174
shall commence the process of amending or rescinding the	175
existing rule in accordance with its review of the rule.	176
(2) If the existing rule does not need to be amended or	177
rescinded, proceedings shall be had under section 106.031 of the	178
Revised Code.	179
Upon the request of the agency that adopted an existing	180
rule, the joint committee on agency rule review may extend the	181
review date of the rule to a date that is not later than one	182
hundred eighty days after the review date assigned to the rule	183
by the agency. Not more than two such extensions may be allowed.	184
Sec. 106.031. If an agency, on the basis of its review of	185
a rule under section 106.03 of the Revised Code, determines that	186
the rule does not need to be amended or rescinded, proceedings	187
shall be had as follows:	188
(A)(1) If, considering only the standard of review	189
specified in division (A) $\frac{(6)}{(7)}$ of section 106.03 of the	190
Revised Code, the rule has an adverse impact on businesses, the	191

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agency shall prepare a business impact analysis that describes	192
its review of the rule under that division and that explains why	193
the regulatory intent of the rule justifies its adverse impact	194
on businesses. If the rule does not have an adverse impact on	195
businesses, the agency may proceed under division (B) of this	196
section.	197

- (2) The agency shall transmit a copy of the full text of the rule and the business impact analysis electronically to the common sense initiative office. The office shall make the rule and analysis available to the public on its web site under section 107.62 of the Revised Code.
- (3) The agency shall consider any recommendations made by 203 the office.
- (4) Not earlier than the sixteenth business day after 205 transmitting the rule and analysis to the office, the agency 206 shall either (a) proceed under divisions (A)(5) and (B) of this 207 section or (b) commence, under division (B)(1) of section 106.03 208 of the Revised Code, the process of rescinding the rule or of 209 amending the rule to incorporate into the rule features the 210 recommendations suggest will eliminate or reduce the adverse 211 impact the rule has on businesses. If the agency determines to 212 amend or rescind the rule, the agency is not subject to the time 213 limit specified in division (B)(1) of section 106.03 of the 214 Revised Code. 215
- (5) If the agency receives recommendations from the 216 office, and determines not to amend or rescind the rule, the 217 agency shall prepare a memorandum of response that explains why 218 the rule is not being rescinded or why the recommendations are 219 not being incorporated into the rule. 220

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- (B) The agency shall assign a new review date to the rule. 221 222 The review date assigned shall be not later than five years after the immediately preceding review date pertaining to the 223 rule. If the agency assigns a review date that exceeds the five-224 year maximum, the review date is five years after the 225 immediately preceding review date. The immediately preceding 226 review date includes the date of the review of a rule under 227 section 106.032 of the Revised Code. 228
- (C) (1) The agency shall file all the following, in electronic form, with the joint committee on agency rule review, the secretary of state, and the director of the legislative service commission: a copy of the rule specifying its new review date, a complete and accurate rule summary and fiscal analysis, and, if relevant, a business impact analysis of the rule, any recommendations received from the common sense initiative office, and any memorandum of response.
- (2) Subject to section 106.05 of the Revised Code, the 237 joint committee does not have jurisdiction to review, and shall 238 reject, the filing of a rule under division (C)(1) of this 239 240 section if, at any time while the rule is in its possession, it 241 discovers that the rule has an adverse impact on businesses and the agency has not complied with division (A) of this section. 242 The joint committee shall electronically return a rule that is 243 rejected to the agency, together with any documents that were 244 part of the filing. Such a rejection does not preclude the 245 agency from refiling the rule under division (C)(1) of this 246 section after complying with division (A) of this section. When 247 the filing of a rule is rejected under this division, it is as 248 if the filing had not been made. 249
  - (D) The joint committee shall publish notice of the

agency's determination not to amend or rescind the rule in the	251
register of Ohio for four consecutive weeks after the rule is	252
filed under division (C) of this section.	253
(E) During the ninety-day period after a rule is filed	254
under division (C) of this section, but after the four-week	255
notice period required by division (D) of this section has	256
ended, the joint committee may recommend to the senate and house	257
of representatives the adoption of a concurrent resolution	258
invalidating the rule if the joint committee finds any of the	259
following:	260
(1) The agency improperly applied the standards in	261
division (A) of section 106.03 of the Revised Code in reviewing	262
the rule and in determining that the rule did not need amendment	263
or rescission.	264
(2) The rule has an adverse impact on businesses, and the	265
agency has failed to demonstrate through a business impact	266
analysis, recommendations from the common sense initiative	267
office, and a memorandum of response that the regulatory intent	268
of the rule justifies its adverse impact on businesses.	269
(3) If the rule incorporates a text or other material by	270
reference, any of the following applies:	271
(a) The citation accompanying the incorporation by	272
reference is not such as reasonably would enable a reasonable	273
person to whom the rule applies readily and without charge to	274
find and inspect the incorporated text or other material;	275
(b) The citation accompanying the incorporation by	276
reference is not such as reasonably would enable the joint	277
committee readily and without charge to find and inspect the	278
incorporated text or other material; or	279

(c) The rule has been exempted in whole or in part from	280
sections 121.71 to 121.74 of the Revised Code on grounds the	281
incorporated text or other material has one or more of the	282
characteristics described in division (B) of section 121.75 of	283
the Revised Code, but the incorporated text or other material	284
actually does not have any of those characteristics.	285

# (4) The agency has failed to justify the retention of a rule containing a regulatory restriction.

If the agency fails to comply with section 106.03 or 106.031 of the Revised Code, the joint committee shall afford the agency an opportunity to appear before the joint committee to show cause why the agency has not complied with either or both of those sections. If the agency appears before the joint committee at the time scheduled for the agency to show cause, and fails to do so, the joint committee, by vote of a majority of its members present, may recommend the adoption of a concurrent resolution invalidating the rule for the agency's failure to show cause. Or if the agency fails to appear before the joint committee at the time scheduled for the agency to show cause, the joint committee, by vote of a majority of its members present, may recommend adoption of a concurrent resolution invalidating the rule for the agency's default.

When the joint committee recommends that a rule be invalidated, the recommendation does not suspend operation of the rule, and the rule remains operational pending action by the senate and house of representatives on the concurrent resolution embodying the recommendation. If the senate and house of representatives adopt the concurrent resolution, the rule is invalid. If, however, the senate and house of representatives do not adopt the resolution, the rule continues in effect, and 

shall next be reviewed according to the new review date assigned	310
to the rule.	311
Sec. 107.57. (A) In the course of evaluating draft rules	312
and business impact analyses under sections 107.51 to 107.55 of	313
the Revised Code, or at any other time, the common sense	314
initiative office may review any rules containing regulatory	315
restrictions that a state agency is required to include in its	316
inventory of regulatory restrictions under section 121.95 of the	317
Revised Code. If the common sense initiative office determines,	318
based on the criteria described in division (A) of section	319
106.03 of the Revised Code, that a state agency should eliminate	320
a regulatory restriction, the common sense initiative office	321
shall notify the state agency that it is required to eliminate	322
that regulatory restriction, and the state agency shall	323
eliminate it.	324
(B) If a state agency objects to the elimination of a	325
regulatory restriction that the common sense initiative office	326
has determined should be eliminated under division (A) of this	327
section, the state agency may appeal that decision to the joint	328
committee on agency rule review. If the joint committee also	329
determines, based on the criteria described in division (A) of	330
section 106.03 of the Revised Code, that the state agency should	331
eliminate the regulatory restriction, the state agency shall	332
eliminate it.	333
(C) As used in this section, "state agency" has the same	334
meaning as in section 121.95 of the Revised Code, except that it	335
does not include the offices of the attorney general, the	336
secretary of state, the auditor of state, or the treasurer of	337
state.	338
Sec. 121.031. The administrative department head of an_	339

<u>administrative department created under section 121.02 of the</u>	340
Revised Code or an administrative department head appointed	341
under section 121.03 of the Revised Code may direct an otherwise	342
independent official or state agency that is organized under the	343
administrative department or administrative department head as	344
necessary to achieve reductions in regulatory restrictions in	345
rules in compliance with sections 121.95, 121.951, 121.952, and	346
121.953 of the Revised Code.	347
Sec. 121.95. (A) As used in sections 121.95, 121.951,	348
121.952, and 121.953 of the Revised Code, "state agency" means	349
an administrative department created under section 121.02 of the	350
Revised Code, an administrative department head appointed under	351
section 121.03 of the Revised Code, and a state agency organized	352
under an administrative department or administrative department	353
head. "State agency" also includes the offices of the attorney	354
general, the secretary of state, the auditor of state, and the	355
treasurer of state, as well as the department of education, the	356
state lottery commission, the Ohio casino control commission,	357
the state racing commission, and the public utilities commission	358
of Ohio. Rules adopted by an otherwise independent official or	359
entity organized under a state agency shall be attributed to the	360
agency under which the official or entity is organized for the	361
purposes of sections 121.95, 121.951, 121.952, and 121.953 of	362
the Revised Code.	363
(B) Not later than December 31, 2019, a state agency shall	364
review its existing rules to identify rules having one or more	365
regulatory restrictions that require or prohibit an action and	366
prepare a base inventory of the regulatory restrictions in its	367
existing rules. Rules that include the words "shall," "must,"	368
<pre>"require," "shall not," "may not," and "prohibit" shall be</pre>	369
considered to contain regulatory restrictions.	370

(C) In the base inventory, the state agency shall indicate	371
all of the following concerning each regulatory restriction:	372
(1) A description of the regulatory restriction;	373
(2) The rule number of the rule in which the regulatory	374
restriction appears;	375
(3) The statute under which the regulatory restriction was	376
<pre>adopted;</pre>	377
(4) Whether state or federal law expressly and	378
specifically requires the agency to adopt the regulatory	379
restriction or the agency adopted the regulatory restriction	380
under the agency's general authority;	381
(5) Whether removing the regulatory restriction would	382
require a change to state or federal law, provided that removing	383
a regulatory restriction adopted under a law granting the agency	384
general authority shall be presumed not to require a change to	385
<pre>state or federal law;</pre>	386
(6) Any other information the joint committee on agency	387
rule review considers necessary.	388
(D) The state agency shall compute and state the total	389
number of regulatory restrictions indicated in the base	390
inventory, shall post the base inventory on its web site, and	391
shall electronically transmit a copy of the inventory to the	392
joint committee. The joint committee shall review the base	393
inventory, then transmit it electronically to the speaker of the	394
house of representatives and the president of the senate.	395
(E) The following types of rules or regulatory	396
restrictions are not required to be included in a state agency's	397
inventory of regulatory restrictions:	398

(1) An internal management rule;	399
(2) An emergency rule;	400
(3) A rule that state or federal law requires the state	401
agency to adopt verbatim;	402
(4) A regulatory restriction contained in materials or	403
documents incorporated by reference into a rule pursuant to	404
sections 121.71 to 121.75 of the Revised Code;	405
(5) A rule adopted pursuant to section 1347.15 of the	406
Revised Code;	407
(6) A rule concerning instant lottery games;	408
(7) Any other rule that is not subject to review under	409
Chapter 106. of the Revised Code.	410
Sec. 121.951. (A) (1) Using the criteria listed in division	411
(A) of section 106.03 of the Revised Code, a state agency shall	412
amend or rescind rules identified in its base inventory of	413
regulatory restrictions as necessary to reduce the total number	414
of regulatory restrictions by thirty per cent, according to the	415
<pre>following schedule:</pre>	416
(a) A ten per cent reduction not later than December 31,	417
<u>2020;</u>	418
(b) A twenty per cent reduction not later than December	419
31, 2021; and	420
(c) The thirty per cent reduction not later than December	421
<u>31, 2022.</u>	422
When a state agency has achieved a reduction of any	423
percentage in regulatory restrictions, whether or not as	424
specified in this section, the state agency may not adopt or	425

maintain regulatory restrictions that would negate the	426
reduction.	427
(2) If a state agency has not achieved a specified	428
percentage reduction according to the schedule, the state agency	429
may not adopt a new regulatory restriction unless it	430
simultaneously removes two or more other existing regulatory	431
restrictions, until the specified thirty per cent reduction has	432
been achieved. The state agency may not fulfill this requirement	433
by merging two or more existing regulatory restrictions into a	434
single surviving regulatory restriction.	435
(3) A state agency is encouraged to continue to reduce	436
regulatory restrictions after it has achieved the specified	437
thirty per cent reduction.	438
(B) (1) Not later than March 15, 2021, and annually	439
thereafter, a state agency shall prepare an historical report of	440
its progress in reducing regulatory restrictions over the	441
preceding year under divisions (A)(1) and (2) of this section.	442
The state agency shall explain in the report how it applied the	443
criteria described in division (A) of section 106.03 of the	444
Revised Code to its determinations as to which regulatory	445
restrictions to amend or rescind. The state agency shall include	446
a revised inventory of regulatory restrictions with the report.	447
(2) In the revised inventory, in addition to the	448
information required by section 121.95 of the Revised Code, the	449
state agency shall compute the percentage net reduction in	450
regulatory restrictions by subtracting the current number of	451
regulatory restrictions from the number of regulatory	452
restrictions identified in the base inventory and then dividing	453
the resulting number by the number of regulatory restrictions in	454
the base inventory.	455

(3) The state agency shall transmit the report	456
electronically to the joint committee on agency rule review. The	457
joint committee shall review the report and shall transmit it	458
electronically to the speaker of the house of representatives	459
and the president of the senate. The state agency shall continue	460
preparing and transmitting annual reports until it has reported	461
that it has achieved the required reduction in regulatory	462
restrictions.	463
Sec. 121.952. If a state agency fails to reduce regulatory	464
restrictions by a required percentage within one hundred twenty	465
days after a reduction deadline in section 121.951 of the	466
Revised Code, the joint committee on agency rule review shall	467
afford the state agency an opportunity to appear before the	468
joint committee to show cause why the agency's required	469
reduction in regulatory restrictions should be lessened. If the	470
joint committee determines that the state agency has shown	471
cause, the joint committee shall determine a lessened required	472
reduction in regulatory restrictions for that agency and shall	473
submit a written report to the speaker of the house of	474
representatives and the president of the senate, indicating the	475
lessened required reduction in regulatory restrictions for that	476
agency and the reason the joint committee determined that	477
lessened required reduction.	478
Sec. 121.953. Effective January 1, 2023, the number of	479
regulatory restrictions in this state shall not exceed a number	480
of regulatory restrictions determined by the joint committee on	481
agency rule review in accordance with this section. The joint	482
committee shall determine that number by calculating, for each	483
agency, the number of regulatory restrictions identified by the	484
agency in the base inventory prepared under section 121.95 of	485
the Revised Code, minus the number of regulatory restrictions	486

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As Passed by the Senate	

that represents the percentage reduction the state agency is	487
required to achieve not later than January 1, 2023, and then	488
totaling the resulting numbers for all state agencies. A state	489
agency shall contact the joint committee before submitting a	490
proposed rule containing a regulatory restriction, and the joint	491
committee shall determine whether adopting the regulatory	492
restriction would cause the state to exceed the number of	493
regulatory restrictions permitted under this section. A state	494
agency may not adopt a rule if by adopting the rule the state	495
agency would cause the number of regulatory restrictions to	496
exceed the state limit as determined by the joint committee.	497
Section 2. That existing sections 106.021, 106.03, and	498
section 2. That existing sections 106.021, 106.03, and	498
106.031 of the Revised Code are hereby repealed.	499