As Passed by the Senate

134th General Assembly

Regular Session 2021-2022

S. B. No. 9

Senators McColley, Roegner

Cosponsors: Senators Blessing, Brenner, Cirino, Hackett, Hottinger, Hoagland, Huffman, S., Johnson, Lang, Manning, Peterson, Reineke, Romanchuk, Rulli, Wilson, Dolan, Gavarone, Kunze, O'Brien, Schaffer

A BILL

Т	o amend sections 106.021, 106.03, 106.031, and	1
	121.95 and to enact sections 101.354, 101.355,	2
	107.57, 121.031, 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, 106.031, and	7
121.95 be amended and sections 101.354, 101.355, 107.57,	8
121.031, 121.951, 121.952, and 121.953 of the Revised Code be	9
enacted to read as follows:	10
General 101 254 (1) The init committee on economy mult	1 1
Sec. 101.354. (A) The joint committee on agency rule	11
review shall advise and assist state agencies in preparing	12
revised inventories of regulatory restrictions and shall advise	13
and assist state agencies in achieving specified percentage	14
reductions in regulatory restrictions in the Administrative Code	15
in accordance with sections 121.95, 121.951, 121.952, and	16
121.953 of the Revised Code.	17

(B)(1) Not later than June 15, 2022, the executive	18
director of the joint committee shall prepare a report	19
aggregating the base inventories received from state agencies	20
under section 121.95 of the Revised Code.	21
(2) Beginning in 2022, not later than the fifteenth day of	22
December each year, the executive director of the joint	23
committee shall prepare an historical report aggregating the	24
reports received from state agencies for the preceding fiscal	25
year. In the report, the executive director also shall describe	26
the work of the joint committee over the preceding fiscal year	27
with respect to reduction of regulatory restrictions and shall	28
indicate, out of the total number of regulatory restrictions	29
inventoried by state agencies, the percentage by which state	30
agencies have reduced those regulatory restrictions. The report	31
also shall provide recommendations for statutory changes, where	32
appropriate, brought to the attention of the joint committee as	33
contributing to the adoption of regulatory restrictions.	34
(3) The executive director shall submit the report	35
required under divisions (B)(1) and (2) of this section to the	36
members of the joint committee, which shall publish the report	37
on its web site and transmit copies of the report electronically	38
to the speaker of the house of representatives and the president	39
of the senate.	40
Sec. 101.355. The joint committee on agency rule review,	41
in consultation with legislative information systems, shall do	42
both of the following:	43
(A) Create and maintain a system that state agencies shall	44
use to enter regulatory restriction data, create required	45
inventories, and transmit copies of inventories, reports, and	46
any other documents to the joint committee and the speaker of	47

the house of representatives and the president of the senate	48
under sections 121.95, 121.951, and 121.953 of the Revised Code,	49
and that will assist the joint committee in aggregating reports	50
and performing other prescribed duties under sections 101.354,	51
121.95, 121.951, 121.952, and 121.953 of the Revised Code;	52
(B) Establish, maintain, and improve the cut red tape_	53
system, which shall include a web site and shall allow members_	54
of the public to request information about regulatory_	55
restrictions and to communicate with the joint committee about	56
regulatory restrictions.	57
regulatory restrictions.	57
Sec. 106.021. If, upon reviewing a proposed rule or	58
revised proposed rule, the joint committee on agency rule review	59
makes any of the following findings with regard to the proposed	60
rule or revised proposed rule, the joint committee may recommend	61
to the senate and house of representatives the adoption of a	62
concurrent resolution to invalidate the proposed rule or revised	63
proposed rule or a part thereof:	64
(A) The proposed rule or revised proposed rule exceeds the	65
scope of its statutory authority.	66
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(B) The proposed rule or revised proposed rule conflicts	67
with the legislative intent of the statute under which it was	68
proposed.	69
(C) The proposed rule or revised proposed rule conflicts	70
with another proposed or existing rule.	71
(D) The proposed rule or revised proposed rule	72
incorporates a text or other material by reference and:	73
(1) The accompanying citation is not such as reasonably	74
would enable a reasonable person to whom the proposed rule or	75
revised proposed rule applies readily and without charge to find	76

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and inspect the incorporated text or other material; 77 (2) The accompanying citation is not such as reasonably 78 would enable the joint committee readily and without charge to 79 find and inspect the incorporated text or other material, and 80 the agency did not file or otherwise make the incorporated text 81 or other material available without charge to the joint 82 committee; or 83 (3) The agency has treated the proposed rule or revised 84 proposed rule in whole or in part as exempt from sections 121.71 85 to 121.74 of the Revised Code on grounds the incorporated text 86

or other material has one or more of the characteristics described in division (B) of section 121.75 of the Revised Code, but the incorporated text or other material actually does not have any of those characteristics.

(E) The agency has failed to prepare a complete and accurate rule summary and fiscal analysis of the proposed rule or revised proposed rule as required by section 106.024 of the Revised Code.

(F) The agency has failed to demonstrate through the
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business impact analysis, recommendations from the common sense
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initiative office, and the memorandum of response that the
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regulatory intent of the proposed rule or revised proposed rule
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justifies its adverse impact on businesses in this state.

(G) The agency has failed to justify the proposed100adoption, amendment, or rescission of a rule containing a101regulatory restriction.102

Sec. 106.03. Prior to the review date of an existing rule,103the agency that adopted the rule shall do both of the following:104

(A) Review the rule to determine all whether the rule 105

should be amended or rescinded, including for the purpose of	106
accomplishing the reductions in regulatory restrictions required	107
by section 121.951 of the Revised Code, because it does any of	108
the following, or otherwise for the purpose of reducing	109
regulatory restrictions:	110
(1) Whether the rule should be continued without	111
amendment, be amended, or be rescinded, taking into-	112
consideration <u>Exceeds</u> or conflicts with the purpose, scope, and	113
or intent of the statute under which the rule was adopted;	114
(2) Whether the rule needs amendment or rescission to give-	115
more Provides inadequate flexibility at the local level;	116
(3) Whether the rule needs amendment or rescission to-	117
eliminate unnecessary paperwork Creates a compliance or	118
oversight burden for the state agency, or for any person or	119
entity, that is greater than the burden that would be created if	120
the agency accomplished the intended purpose of the restriction	121
by other means;	122
(4) Whether the rule incorporates Is no longer useful or	123
beneficial;	124
(5) Incorporates a text or other material by reference	125
and, if so:	126
(a) Whether the The citation accompanying the	127
incorporation by reference is such as reasonably would <u>not</u>	128
reasonably enable a reasonable person to whom the rule applies	129
readily and without charge to find and inspect the incorporated	130
text or other material;	131
(b) Whether the The citation accompanying the	132
incorporation by reference is such as reasonably would <u>not</u>	133
reasonably enable the joint committee on agency rule review	134

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readily and without charge to find and inspect the incorporated	135
text or other material; and or	135
text of other material; <u>and or</u>	120
(c) If the rule has been exempted in whole or in part from	137
sections 121.71 to 121.74 of the Revised Code on grounds the	138
incorporated text or other material has one or more of the	139
characteristics described in division (B) of section 121.75 of	140
the Revised Code, whether the incorporated text or other	141
material <u>does not actually has <u>have</u> any of those</u>	142
characteristics.	143
(5) Whether the rule duplicates	144
(6) Duplicates, overlaps with, or conflicts with-other-	145
rules;	146
(6) Whether the rule has another state or federal law or	147
rule. A rule duplicates, overlaps with, or conflicts with	148
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another law or rule if it imposes a duty or liability on a	_
person or entity that the other law or rule also imposes on that	150
person or entity, in whole or in part, or imposes a duty or	151
liability that may require a person or entity to violate the	152
other law or rule in whole or in part. If the rule duplicates,	153
overlaps with, or conflicts with a rule adopted by another state	154
agency, the two agencies shall determine which agency shall	155
amend or rescind its rule and shall develop and execute a plan	156
to work together to achieve the required oversight.	157
(7) Has an adverse impact on businesses, as determined	158
under section 107.52 of the Revised Code;	159
(7) Whether the rule contains (8) Has an adverse impact on	160
any other person or entity;	161
(9) Contains words or phrases having meanings that in	162
contemporary usage are understood as being derogatory or	163

offensive; -- and 164 (8) Whether the rule requires (10) Requires liability 165 insurance, a bond, or any other financial responsibility 166 instrument as a condition of licensure; 167 168 (11) Imposes a more severe duty or liability than restrictions in neighboring states in order to accomplish the 169 170 same goal. In making its review, the agency shall consider the 171 continued need for the rule, the nature of any complaints or 172 comments received concerning the rule, and any relevant factors 173 that have changed in the subject matter area affected by the 174 rule. 175 (B) On the basis of its review of the existing rule, the 176 agency shall determine whether the existing rule needs to be 177 amended or rescinded. 178 (1) If the existing rule needs to be amended or rescinded, 179 the agency, on or before the review date of the existing rule, 180 shall commence the process of amending or rescinding the 181 existing rule in accordance with its review of the rule. 182 (2) If the existing rule does not need to be amended or 183 rescinded, proceedings shall be had under section 106.031 of the 184 Revised Code. 185 Upon the request of the agency that adopted an existing 186

rule, the joint committee on agency rule review may extend the 187 review date of the rule to a date that is not later than one 188 hundred eighty days after the review date assigned to the rule 189 by the agency. Not more than two such extensions may be allowed. 190

Sec. 106.031. If an agency, on the basis of its review of 191

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a rule under section 106.03 of the Revised Code, determines that 192 the rule does not need to be amended or rescinded, proceedings 193 shall be had as follows: 194

(A)(1) If, considering only the standard of review 195 specified in division (A) $\frac{(6)}{(7)}$ of section 106.03 of the 196 Revised Code, the rule has an adverse impact on businesses, the 197 agency shall prepare a business impact analysis that describes 198 its review of the rule under that division and that explains why 199 the regulatory intent of the rule justifies its adverse impact 200 201 on businesses. If the rule does not have an adverse impact on businesses, the agency may proceed under division (B) of this 202 section. 203

(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 the office.

(4) Not earlier than the sixteenth business day after 211 transmitting the rule and analysis to the office, the agency 212 shall either (a) proceed under divisions (A) (5) and (B) of this 213 section or (b) commence, under division (B)(1) of section 106.03 214 of the Revised Code, the process of rescinding the rule or of 215 amending the rule to incorporate into the rule features the 216 recommendations suggest will eliminate or reduce the adverse 217 impact the rule has on businesses. If the agency determines to 218 amend or rescind the rule, the agency is not subject to the time 219 limit specified in division (B)(1) of section 106.03 of the 220 Revised Code. 221

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(5) If the agency receives recommendations from the 222 office, and determines not to amend or rescind the rule, the 223 agency shall prepare a memorandum of response that explains why 224 the rule is not being rescinded or why the recommendations are 225 not being incorporated into the rule. 226

(B) The agency shall assign a new review date to the rule. The review date assigned shall be not later than five years after the immediately preceding review date pertaining to the rule. If the agency assigns a review date that exceeds the fiveyear maximum, the review date is five years after the immediately preceding review date. The immediately preceding review date includes the date of the review of a rule under section 106.032 of the Revised Code.

(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 243 joint committee does not have jurisdiction to review, and shall 244 reject, the filing of a rule under division (C)(1) of this 245 section if, at any time while the rule is in its possession, it 246 discovers that the rule has an adverse impact on businesses and 247 the agency has not complied with division (A) of this section. 248 The joint committee shall electronically return a rule that is 249 rejected to the agency, together with any documents that were 250 part of the filing. Such a rejection does not preclude the 251

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agency from refiling the rule under division (C)(1) of this 252 section after complying with division (A) of this section. When 253 the filing of a rule is rejected under this division, it is as 254 if the filing had not been made. 255

(D) The joint committee shall publish notice of the
 agency's determination not to amend or rescind the rule in the
 register of Ohio for four consecutive weeks after the rule is
 filed under division (C) of this section.

(E) During the ninety-day period after a rule is filed 260 under division (C) of this section, but after the four-week 261 notice period required by division (D) of this section has 262 ended, the joint committee may recommend to the senate and house 263 of representatives the adoption of a concurrent resolution 264 invalidating the rule if the joint committee finds any of the 265 following: 266

(1) The agency improperly applied the standards in division (A) of section 106.03 of the Revised Code in reviewing the rule and in determining that the rule did not need amendment or rescission.

(2) The rule has an adverse impact on businesses, and the
agency has failed to demonstrate through a business impact
analysis, recommendations from the common sense initiative
office, and a memorandum of response that the regulatory intent
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of the rule justifies its adverse impact on businesses.

(3) If the rule incorporates a text or other material by 276reference, any of the following applies: 277

(a) The citation accompanying the incorporation by 278
reference is not such as reasonably would enable a reasonable 279
person to whom the rule applies readily and without charge to 280

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find and inspect the incorporated text or other material;	281
(b) The citation accompanying the incorporation by	282
reference is not such as reasonably would enable the joint	283
committee readily and without charge to find and inspect the	284
incorporated text or other material; or	285
(c) The rule has been exempted in whole or in part from	286
sections 121.71 to 121.74 of the Revised Code on grounds the	287
incorporated text or other material has one or more of the	288
characteristics described in division (B) of section 121.75 of	289
the Revised Code, but the incorporated text or other material	290
actually does not have any of those characteristics.	291
(4) The agency has failed to justify the retention of a	292
rule containing a regulatory restriction.	293
If the agency fails to comply with section 106.03 or	294
106.031 of the Revised Code, the joint committee shall afford	295
the agency an opportunity to appear before the joint committee	296
to show cause why the agency has not complied with either or	297
both of those sections. If the agency appears before the joint	298
committee at the time scheduled for the agency to show cause,	299
and fails to do so, the joint committee, by vote of a majority	300
of its members present, may recommend the adoption of a	301
concurrent resolution invalidating the rule for the agency's	302
failure to show cause. Or if the agency fails to appear before	303
the joint committee at the time scheduled for the agency to show	304
cause, the joint committee, by vote of a majority of its members	305
present, may recommend adoption of a concurrent resolution	306
invalidating the rule for the agency's default.	307

When the joint committee recommends that a rule be308invalidated, the recommendation does not suspend operation of309

the rule, and the rule remains operational pending action by the 310 senate and house of representatives on the concurrent resolution 311 embodying the recommendation. If the senate and house of 312 representatives adopt the concurrent resolution, the rule is 313 invalid. If, however, the senate and house of representatives do 314 not adopt the resolution, the rule continues in effect, and 315 shall next be reviewed according to the new review date assigned 316 to the rule. 317

Sec. 107.57. (A) In the course of evaluating draft rules 318 and business impact analyses under sections 107.51 to 107.55 of 319 the Revised Code, or at any other time, the common sense 320 initiative office may review any rules containing regulatory 321 restrictions that a state agency is required to include in its 322 inventory of regulatory restrictions under section 121.95 of the 323 Revised Code. If the common sense initiative office determines, 324 based on the criteria described in division (A) of section 325 106.03 of the Revised Code, that a state agency should eliminate 326 a regulatory restriction, the common sense initiative office 327 shall notify the state agency that it is required to eliminate 328 that regulatory restriction, and the state agency shall 329 eliminate it. 330

(B) If a state agency objects to the elimination of a 331 regulatory restriction that the common sense initiative office 332 has determined should be eliminated under division (A) of this 333 section, the state agency may appeal that decision to the joint 334 committee on agency rule review. If the joint committee also 335 determines, based on the criteria described in division (A) of 336 section 106.03 of the Revised Code, that the state agency should 337 eliminate the regulatory restriction, the state agency shall 338 339 eliminate it.

(C) As used in this section, "state agency" has the same	340
meaning as in section 121.95 of the Revised Code.	341
Sec. 121.031. The administrative department head of an	342
administrative department created under section 121.02 of the	343
Revised Code or an administrative department head appointed	344
under section 121.03 of the Revised Code may direct an otherwise	345
independent official or state agency that is organized under the	346
administrative department or administrative department head as	347
necessary to achieve reductions in regulatory restrictions in	348
rules in compliance with sections 121.95, 121.951, 121.952, and	349
121.953 of the Revised Code.	350
Sec. 121.95. (A) As used in this sections 121.95,	351
121.951, 121.952, and 121.953 of the Revised Code, "state	352
agency" means an administrative department created under section	353
121.02 of the Revised Code, an administrative department head	354
appointed under section 121.03 of the Revised Code, and a state	355
agency organized under an administrative department or	356
administrative department head. "State agency" also includes the	357
department of education, the state lottery commission, the Ohio	358
casino control commission, the state racing commission, and the	359
public utilities commission of Ohio. Rules adopted by an	360
otherwise independent official or entity organized under a state	361
agency shall be attributed to the agency under which the	362
official or entity is organized for the purposes of this	363
sections 121.95, 121.951, 121.952, and 121.953 of the	364
Revised Code.	365

(B) Not later than December 31, 2019, a state agency shall
review its existing rules to identify rules having one or more
regulatory restrictions that require or prohibit an action and
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prepare a base inventory of the regulatory restrictions in its
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existing rules. Rules that include the words "shall," "must," 370 "require," "shall not," "may not," and "prohibit" shall be 371 considered to contain regulatory restrictions. 372 (C) In the base inventory, the state agency shall indicate 373 all of the following concerning each regulatory restriction: 374 (1) A description of the regulatory restriction; 375 376 (2) The rule number of the rule in which the regulatory restriction appears; 377 (3) The statute under which the regulatory restriction was 378 adopted; 379 (4) Whether state or federal law expressly and 380 specifically requires the agency to adopt the regulatory 381 restriction or the agency adopted the regulatory restriction 382 under the agency's general authority; 383 (5) Whether removing the regulatory restriction would 384 require a change to state or federal law, provided that removing 385 a regulatory restriction adopted under a law granting the agency 386 general authority shall be presumed not to require a change to 387 state or federal law; 388 (6) Any other information the joint committee on agency 389 rule review considers necessary. 390 (D) The state agency shall compute and state the total 391 392 number of regulatory restrictions indicated in the base

inventory, shall post the base inventory on its web site, and 393
shall electronically transmit a copy of the inventory to the 394
joint committee. The joint committee shall review the base 395
inventory, then transmit it electronically to the speaker of the 396
house of representatives and the president of the senate. 397

(E) The following types of rules or regulatory	398
restrictions are not required to be included in a state agency's	399
inventory of regulatory restrictions:	400
(1) An internal management rule;	401
(2) An emergency rule;	402
(3) A rule that state or federal law requires the state	403
agency to adopt verbatim;	404
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(4) A regulatory restriction contained in materials or	405
documents incorporated by reference into a rule pursuant to	406
sections 121.71 to 121.75 of the Revised Code;	407
(5) A rule adopted pursuant to section 1347.15 of the	408
Revised Code;	409
(6) A rule concerning instant lottery games;	410
(7) Any other rule that is not subject to review under	411
Chapter 106. of the Revised Code.	412
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(F) Beginning on the effective date of this section and	413
ending on June 30, 2023 <u>2025</u> , a state agency may not adopt a new	414
regulatory restriction unless it simultaneously removes two or	415
more other existing regulatory restrictions. The state agency	416
may not satisfy this section by merging two or more existing	417
regulatory restrictions into a single surviving regulatory	418
restriction.	419
Sec. 121.951. (A)(1) Using the criteria listed in division_	420
(A) of section 106.03 of the Revised Code, a state agency shall_	421
amend or rescind rules identified in its base inventory of	422
regulatory restrictions prepared under section 121.95 of the	423
Revised Code as necessary to reduce the total number of	424
regulatory restrictions by thirty per cent, according to the	425

following schedule:

ving schedule:	
(a) A ten per cent reduction not later than June 30, 2023;	
(b) A twenty per cent reduction not later than June 30,	
and	

(c) The thirty per cent reduction not later than June 30, 430 2025. 431 432 When a state agency has achieved a reduction of any percentage in regulatory restrictions, whether or not as 433 specified in this section, the state agency may not adopt or 434 maintain regulatory restrictions that would negate the 435

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reduction.
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2024; and

(2) Beginning July 1, 2025, a state agency that has not 437 achieved the specified thirty per cent reduction may not adopt a 438 new regulatory restriction unless it simultaneously removes two 439 or more other existing regulatory restrictions, until the 440 specified thirty per cent reduction has been achieved. The state 441 agency may not fulfill this requirement by merging two or more 442 existing regulatory restrictions into a single surviving_ 443 regulatory restriction. 444

445 (3) A state agency is encouraged to continue to reduce regulatory restrictions after it has achieved the specified 446 thirty per cent reduction. 447

(B) (1) Not later than September 15, 2022, a state agency 448 shall prepare an historical report of its progress in reducing 449 regulatory restrictions over the period of time beginning when 450 the agency prepared its base inventory under section 121.95 of 451 the Revised Code and ending on June 30, 2022. Annually 452 thereafter, a state agency shall prepare an historical report of 453 454 its progress in reducing regulatory restrictions over the

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preceding fiscal year. The state agency shall explain in the	455
report how it applied the criteria described in division (A) of	456
section 106.03 of the Revised Code to its determinations as to	457
which regulatory restrictions to amend or rescind. The state	458
agency shall include a revised inventory of regulatory	459
restrictions with the report.	460
(2) In the revised inventory, in addition to the	461
information required by section 121.95 of the Revised Code, the	462
state agency shall compute the percentage net reduction in	463
regulatory restrictions by subtracting the current number of	464
regulatory restrictions from the number of regulatory	465
restrictions identified in the base inventory and then dividing	466
the resulting number by the number of regulatory restrictions in	467
the base inventory.	468
(3) The state agency shall transmit the report	469
electronically to the joint committee on agency rule review. The	470
joint committee shall review the report and shall transmit it	471
electronically to the speaker of the house of representatives	472
and the president of the senate. The state agency shall continue	473
preparing and transmitting annual reports until it has reported	474
that it has achieved the required reduction in regulatory	475
restrictions.	476
Sec. 121.952. If a state agency fails to reduce regulatory	477
restrictions by a required percentage within one hundred twenty	478
days after a reduction deadline in section 121.951 of the	479
Revised Code, the joint committee on agency rule review shall	480
afford the state agency an opportunity to appear before the	481
joint committee to show cause why the agency's required	482
reduction in regulatory restrictions should be lessened. If the	483
joint committee determines that the state agency has shown	484

cause, the joint committee shall determine a lessened required	485
reduction in regulatory restrictions for that agency and shall	486
submit a written report to the speaker of the house of	487
representatives and the president of the senate, indicating the	488
lessened required reduction in regulatory restrictions for that	489
agency and the reason the joint committee determined that	490
lessened required reduction.	491
Sec. 121.953. (A) Effective July 1, 2025, the number of	492
regulatory restrictions in this state shall not exceed a number	493
of regulatory restrictions determined by the joint committee on	494
agency rule review in accordance with this section. The joint	495
committee shall determine that number by calculating, for each	496
agency, the number of regulatory restrictions identified by the	497
agency in the base inventory prepared under section 121.95 of	498
the Revised Code, minus the number of regulatory restrictions	499
that represents the percentage reduction the state agency is	500
required to achieve, and then totaling the resulting numbers for	501
all state agencies. The joint committee shall consider any	502
lessened required reductions under section 121.952 of the	503
Revised Code.	504
(B) A state agency shall contact the joint committee	505
before submitting a proposed rule containing a regulatory	506
restriction, and the joint committee shall determine whether	507
adopting the regulatory restriction would cause the state to	508
exceed the number of regulatory restrictions permitted under	509
this section. A state agency may not adopt a rule if by adopting	510
the rule the state agency would cause the number of regulatory	511
restrictions to exceed the state limit as determined by the	512
joint committee.	513

Section 2. That existing sections 106.021, 106.03,

106.031, and 121.95 of the Revised Code are hereby repealed.