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2015-2016 Regular Sessions

I N   A S S E M B L Y

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Introduced by M. of A. ZEBROWSKI -- read once and referred to the  
Committee on Governmental Operations

AN ACT to amend the state administrative procedure act, in relation to  
negotiated rule making

THE PEOPLE OF THE STATE OF NEW YORK, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

1     Section 1. Short title. This act shall be known and may be cited as  
2     the "small business negotiated rule making act of 2015".  
3     S 2. Legislative intent. The legislature hereby finds that providing  
4     additional opportunities for direct small business and public partic-  
5     ipation in the development of potentially controversial rules can  
6     enhance the ability of the agency to develop the most appropriate and  
7     effective regulatory language, and can reduce the time and expense occa-  
8     sioned by litigation over the rule. Negotiated rule making provides a  
9     means of improving the substance and increasing the acceptability of  
10    rules, by affording to the agency, regulated small businesses and the  
11    public the opportunity for face-to-face negotiations over a rule making  
12    proposal which is under development by the agency. The opportunity for  
13    representatives of the various persons and small businesses interested  
14    in a rule to meet and communicate with each other provides a framework  
15    for the sharing of information, knowledge and expertise in order to  
16    develop a consensus on the most effective and appropriate rule making  
17    proposal. Fair representation of all interested parties and a skilled  
18    facilitator are essential elements of a successful negotiated rule  
19    making process.  
20    Therefore, the legislature declares it to be in the public interest to  
21    set forth a statutory process for negotiated rule making in the state  
22    administrative procedure act as an alternative means of developing  
23    appropriate and effective proposed rules.  
24    S 3. The state administrative procedure act is amended by adding a new  
25    article 2-A to read as follows:

EXPLANATION--Matter in ITALICS (underscored) is new; matter in brackets  
[ ] is old law to be omitted.

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ARTICLE 2-A  
NEGOTIATED RULE MAKING

SECTION 250. PURPOSE OF ARTICLE.

251. DEFINITIONS.

252. DETERMINATION OF THE NEED FOR NEGOTIATED RULE MAKING.

253. NOTICE OF PROPOSED COMMITTEE FORMATION.

254. COMMITTEE ESTABLISHMENT.

255. CONDUCT OF COMMITTEE ACTIVITIES.

256. COMMITTEE TERMINATION.

257. SERVICES, FACILITIES AND PAYMENT OF EXPENSES OF COMMITTEE MEMBERS.

258. JUDICIAL REVIEW.

S 250. PURPOSE OF ARTICLE. THE PURPOSE OF THIS ARTICLE IS TO ESTABLISH A STATUTORY FRAMEWORK FOR THE SELECTION OF APPROPRIATE SUBJECTS FOR NEGOTIATED RULE MAKING, AND FOR THE CONDUCT OF NEGOTIATED RULE MAKING. NOTHING IN THIS ARTICLE IS INTENDED TO LIMIT OTHER INNOVATIVE RULE MAKING PROCEDURES OTHERWISE AUTHORIZED BY STATUTE.

S 251. DEFINITIONS. AS USED IN THIS ARTICLE:

1. "CONSENSUS" MEANS UNANIMOUS CONCURRENCE AMONG THE INTERESTS REPRESENTED ON A NEGOTIATED RULE MAKING COMMITTEE ESTABLISHED PURSUANT TO THIS ARTICLE, UNLESS SUCH COMMITTEE BY UNANIMOUS CONCURRENCE (A) AGREES TO DEFINE SUCH TERM TO MEAN A GENERAL BUT NOT UNANIMOUS CONCURRENCE; OR (B) AGREES UPON ANOTHER SPECIFIED DEFINITION.

2. "FACILITATOR" MEANS A PERSON WHO IMPARTIALLY AIDS IN THE DISCUSSIONS AND NEGOTIATIONS AMONG THE MEMBERS OF A NEGOTIATED RULE MAKING COMMITTEE IN DEVELOPING A PROPOSED RULE.

3. "INTEREST" MEANS, WITH RESPECT TO AN ISSUE OR MATTER, MULTIPLE PARTIES WHICH HAVE A SIMILAR POINT OF VIEW OR WHICH ARE LIKELY TO BE AFFECTED IN A SIMILAR MANNER.

4. "NEGOTIATED RULE MAKING" MEANS RULE MAKING THROUGH THE USE OF A NEGOTIATED RULE MAKING COMMITTEE.

5. "NEGOTIATED RULE MAKING COMMITTEE" OR "COMMITTEE" MEANS AN ADVISORY COMMITTEE ESTABLISHED BY AN AGENCY IN ACCORDANCE WITH THE PROVISIONS OF THIS ARTICLE TO CONSIDER AND DISCUSS ISSUES FOR THE PURPOSE OF REACHING A CONSENSUS IN THE DEVELOPMENT OF A PROPOSED RULE.

S 252. DETERMINATION OF THE NEED FOR NEGOTIATED RULE MAKING. 1. AN AGENCY MAY PROPOSE TO ESTABLISH A NEGOTIATED RULE MAKING COMMITTEE TO NEGOTIATE AND DEVELOP A PROPOSED RULE, IF THE HEAD OF THE AGENCY DETERMINES THAT THE USE OF NEGOTIATED RULE MAKING IS APPROPRIATE AND IN THE PUBLIC INTEREST. IN MAKING THIS DETERMINATION THE HEAD OF THE AGENCY SHALL CONSIDER WHETHER:

(A) THERE IS A NEED FOR A RULE;

(B) THERE ARE A LIMITED NUMBER OF IDENTIFIABLE INTERESTS OR SMALL BUSINESSES THAT WILL BE SIGNIFICANTLY AFFECTED BY THE RULE;

(C) THERE IS A REASONABLE LIKELIHOOD THAT SUCH A COMMITTEE CAN BE CONVENED WITH BALANCED REPRESENTATION OF PERSONS WHO CAN ADEQUATELY REPRESENT THE INTEREST IDENTIFIED UNDER PARAGRAPH (B) OF THIS SUBDIVISION AND WHO ARE WILLING TO NEGOTIATE IN GOOD FAITH TO REACH A CONSENSUS ON A PROPOSED RULE;

(D) THERE IS REASONABLE LIKELIHOOD THAT SUCH A COMMITTEE WILL REACH A CONSENSUS ON THE PROPOSED RULE WITHIN A FIXED PERIOD OF TIME;

(E) USE OF NEGOTIATED RULE MAKING WILL NOT UNREASONABLY DELAY THE NOTICE OF PROPOSED RULE MAKING AND THE ISSUANCE OF A FINAL RULE;

(F) THE AGENCY HAS ADEQUATE RESOURCES AND IS WILLING TO COMMIT SUCH RESOURCES AS MAY BE NEEDED, INCLUDING TECHNICAL ASSISTANCE, TO A NEGOTIATED RULE MAKING COMMITTEE;

(G) THE NEGOTIATED RULE MAKING WILL NOT IMPOSE A DISADVANTAGE ON PERSONS WHOSE PARTICIPATION IS ESSENTIAL BUT WHO LACK THE RESOURCES TO PARTICIPATE, OR, IF PARTICIPATION WOULD IMPOSE SUCH DISADVANTAGE, IT IS LIKELY THAT THE AGENCY MAY OBTAIN AND MAKE AVAILABLE SUCH RESOURCES IN A MANNER CONSISTENT WITH SECTION TWO HUNDRED FIFTY-SEVEN OF THIS ARTICLE; AND

(H) THE AGENCY WILL USE THE CONSENSUS OF THE COMMITTEE WITH RESPECT TO THE PROPOSED RULE AS THE BASIS FOR A RULE PROPOSED BY THE AGENCY FOR NOTICE AND COMMENT.

2. AN AGENCY WHICH DETERMINES THAT THE PROPOSAL OF A NEGOTIATED RULE MAKING PROCEEDING IS APPROPRIATE AND IN THE PUBLIC INTEREST SHALL PROPOSE SUCH ACTION TO THE COMMITTEE. SUCH PROPOSAL SHALL INDICATE THE BASIS FOR THE AGENCY'S DETERMINATION, AND SHALL LIST THE INTERESTS WHICH THE AGENCY BELIEVES TO BE NECESSARY FOR REPRESENTATION IN THE NEGOTIATED RULE MAKING PROCEEDING AND THE BASIS FOR DETERMINING THAT THE PROPOSED LIST OF INTERESTS IS FAIR AND BALANCED. THE AGENCY'S PROPOSAL SHALL BE MADE AVAILABLE TO THE PUBLIC ON REQUEST.

S 253. NOTICE OF PROPOSED COMMITTEE FORMATION. 1. IF AN AGENCY APPROVES THE PROPOSAL TO CONDUCT A NEGOTIATED RULE MAKING PROCEEDING, THEN THE AGENCY SHALL PUBLISH IN THE STATE REGISTER AND SUCH TRADE AND OTHER SPECIALIZED PUBLICATIONS, AND BY SUCH ELECTRONIC MEANS AS IT DEEMS APPROPRIATE A NOTICE WHICH SHALL INCLUDE:

(A) AN ANNOUNCEMENT THAT THE AGENCY INTENDS TO ESTABLISH A NEGOTIATED RULE MAKING COMMITTEE TO NEGOTIATE AND DEVELOP A PROPOSED RULE;

(B) A DESCRIPTION OF THE SUBJECT AND SCOPE OF THE RULE TO BE DEVELOPED, AND THE ISSUES TO BE CONSIDERED;

(C) A LIST OF SMALL BUSINESSES AND OTHER INTERESTS WHICH HAVE BEEN DETERMINED TO BE LIKELY TO BE SIGNIFICANTLY AFFECTED BY THE RULE;

(D) A LIST OF THE PERSONS PROPOSED TO REPRESENT SUCH INTERESTS AND THE PERSON OR PERSONS PROPOSED TO REPRESENT THE AGENCY;

(E) A PROPOSED AGENDA AND SCHEDULE FOR COMPLETING THE WORK OF THE COMMITTEE, INCLUDING A TARGET DATE FOR PUBLICATION BY THE AGENCY OF A PROPOSED RULE FOR NOTICE AND COMMENT;

(F) A DESCRIPTION OF ADMINISTRATIVE SUPPORT TO BE PROVIDED TO THE COMMITTEE BY THE AGENCY;

(G) A SOLICITATION OF COMMENTS ON THE PROPOSAL TO ESTABLISH A COMMITTEE, AND THE PROPOSED MEMBERSHIP OF THE COMMITTEE; AND

(H) AN EXPLANATION OF HOW A PERSON MAY APPLY TO NOMINATE ANOTHER PERSON FOR MEMBERSHIP ON THE COMMITTEE, AS PROVIDED IN SUBDIVISION THREE OF THIS SECTION.

2. SPECIAL EFFORTS SHALL BE MADE BY THE AGENCY TO SOLICIT PARTICIPATION BY SMALL BUSINESSES, RESIDENTS OF RURAL AREAS, INNER-CITY URBAN AREAS, MINORITY AND DISADVANTAGED GROUPS, AND OTHER INTERESTS WHO MAY OTHERWISE NOT BE REPRESENTED OR MAY BE UNDERREPRESENTED IN THE NEGOTIATED RULE MAKING PROCEEDING.

3. PERSONS WHO WOULD BE SIGNIFICANTLY AFFECTED BY A PROPOSED RULE AND WHO BELIEVE THAT THEIR INTERESTS WOULD NOT BE ADEQUATELY REPRESENTED BY ANY PERSON PROPOSED BY THE AGENCY TO REPRESENT THEIR INTERESTS, OR WHO BELIEVE THAT THE PROPOSED REPRESENTATION OF INTERESTS ON THE COMMITTEE WILL NOT BE FAIR AND BALANCED, MAY APPLY FOR OR NOMINATE ANOTHER PERSON FOR MEMBERSHIP ON THE COMMITTEE TO REPRESENT SUCH INTERESTS OR TO ACHIEVE SUCH BALANCE. EACH APPLICATION OR NOMINATION SHALL INCLUDE:

1 (A) THE NAME OF THE APPLICANT OR NOMINEE AND A DESCRIPTION OF THE  
2 INTERESTS SUCH PERSON SHALL REPRESENT;

3 (B) INFORMATION THAT THE APPLICANT OR NOMINEE IS QUALIFIED TO REPRESENT SUCH INTERESTS;

5 (C) A WRITTEN COMMITMENT THAT THE APPLICANT OR NOMINEE SHALL ACTIVELY  
6 PARTICIPATE IN GOOD FAITH IN THE DEVELOPMENT OF THE RULE UNDER CONSIDER-  
7 ATION; AND

8 (D) THE REASONS FOR BELIEVING THAT ANY PERSON OR PERSONS PROPOSED TO  
9 REPRESENT INTERESTS IN THE NOTICE PUBLISHED PURSUANT TO SUBDIVISION ONE  
10 OF THIS SECTION WOULD NOT ADEQUATELY REPRESENT THE INTERESTS OF THE  
11 PERSON SUBMITTING THE APPLICATION OR NOMINATION.

12 4. THE AGENCY SHALL PROVIDE FOR A PERIOD OF AT LEAST THIRTY CALENDAR  
13 DAYS FOR THE SUBMISSION OF COMMENTS AND APPLICATIONS UNDER THIS SECTION.

14 5. ANY SMALL BUSINESS OR PERSON WHO IS DISSATISFIED WITH AN AGENCY  
15 DECISION THAT:

16 (A) IT IS NOT NECESSARY TO PROVIDE FOR REPRESENTATION OF THE INTEREST  
17 WHICH SUCH BUSINESS OR PERSON PROPOSES TO REPRESENT; OR

18 (B) AN INDIVIDUAL IS NOT THE BEST QUALIFIED PERSON TO REPRESENT AN  
19 INTEREST, MAY APPEAL SUCH DECISION TO THE AGENCY. SUCH BUSINESS OR  
20 PERSON SHALL ADVISE THE AGENCY OF SUCH APPEAL AND SHALL PROVIDE THE  
21 COMMITTEE AND AGENCY WITH A STATEMENT OF THE BASIS FOR SUCH APPEAL. IN  
22 MAKING A DECISION ON REPRESENTATION OF AN INTEREST, EVIDENCE THAT AN  
23 ORGANIZATION HAS AUTHORIZED A PERSON TO REPRESENT IT SHALL BE SUFFICIENT  
24 TO DEMONSTRATE THAT SUCH INDIVIDUAL IS BEST QUALIFIED TO REPRESENT THAT  
25 ORGANIZATION. THE AGENCY SHALL NOTIFY THE PROPOSED COMMITTEE MEMBERS OF  
26 THE APPEAL. THE DECISION BY THE AGENCY SHALL BE ISSUED WITHIN THIRTY  
27 DAYS AND SHALL BE FINAL.

28 S 254. COMMITTEE ESTABLISHMENT. 1. AFTER CONSIDERING COMMENTS AND  
29 APPLICATIONS SUBMITTED PURSUANT TO SECTION TWO HUNDRED FIFTY-THREE OF  
30 THIS ARTICLE, THE AGENCY SHALL DETERMINE WHETHER A NEGOTIATED RULE  
31 MAKING COMMITTEE CAN ADEQUATELY REPRESENT, IN A FAIR AND BALANCED  
32 MANNER, ALL INTERESTS THAT WILL BE SIGNIFICANTLY AFFECTED BY THE  
33 PROPOSED RULE, AND WHETHER IT WOULD BE FEASIBLE AND APPROPRIATE TO  
34 ESTABLISH A COMMITTEE FOR A PARTICULAR RULE MAKING. IN ESTABLISHING AND  
35 ADMINISTERING A COMMITTEE, THE AGENCY SHALL COMPLY WITH THE INTENT OF  
36 THIS ARTICLE.

37 2. THE AGENCY SHALL PROMPTLY PUBLISH NOTICE OF ITS DETERMINATION AND  
38 THE REASONS THEREFOR IN THE STATE REGISTER, IN SUCH TRADE OR OTHER  
39 SPECIALIZED PUBLICATIONS, OR BY ELECTRONIC MEANS AS IT DEEMS APPROPRI-  
40 ATE. IN ADDITION, A COPY OF SUCH NOTICE SHALL BE SENT TO ANY PERSON WHO  
41 APPLIED FOR OR NOMINATED ANOTHER PERSON FOR MEMBERSHIP ON SUCH COMMIT-  
42 TEE.

43 3. THE AGENCY SHALL PROVIDE APPROPRIATE ADMINISTRATIVE SUPPORT TO THE  
44 COMMITTEE, INCLUDING TECHNICAL ASSISTANCE.

45 S 255. CONDUCT OF COMMITTEE ACTIVITIES. 1. EACH NEGOTIATED RULE MAKING  
46 COMMITTEE ESTABLISHED PURSUANT TO THIS ARTICLE SHALL CONSIDER THE  
47 MATTERS PROPOSED FOR CONSIDERATION BY THE AGENCY AND SHALL ATTEMPT TO  
48 REACH CONSENSUS ON A PROPOSED RULE WITH RESPECT TO SUCH MATTERS.

49 2. THE PERSON OR PERSONS REPRESENTING THE AGENCY ON A COMMITTEE SHALL  
50 PARTICIPATE IN THE DELIBERATIONS AND ACTIVITIES OF THE COMMITTEE WITH  
51 THE SAME RIGHTS AND RESPONSIBILITIES AS THE OTHER MEMBERS OF THE COMMIT-  
52 TEE, AND SHALL BE AUTHORIZED TO FULLY REPRESENT THE AGENCY IN THE  
53 DISCUSSIONS AND NEGOTIATIONS OF THE COMMITTEE.

54 3. THE AGENCY SHALL NOMINATE A PERSON TO SERVE AS A FACILITATOR FOR  
55 THE NEGOTIATIONS OF THE COMMITTEE, SUBJECT TO THE APPROVAL OF THE  
56 COMMITTEE BY CONSENSUS. IF THE COMMITTEE DOES NOT APPROVE THE NOMINEE OF

1 THE AGENCY AS FACILITATOR, THE COMMITTEE SHALL SELECT BY CONSENSUS A  
2 PERSON TO SERVE AS THE FACILITATOR. A PERSON DESIGNATED TO REPRESENT THE  
3 AGENCY IN NEGOTIATION OF SUBSTANTIVE ISSUES SHALL NOT SERVE AS FACILITA-  
4 TOR OR CHAIR OF THE COMMITTEE.

5 4. A FACILITATOR APPROVED OR SELECTED BY A COMMITTEE SHALL:

6 (A) CHAIR THE MEETINGS OF THE COMMITTEE IN AN IMPARTIAL MANNER;

7 (B) IMPARTIALLY ASSIST THE MEMBERS OF THE COMMITTEE IN CONDUCTING  
8 DISCUSSIONS AND NEGOTIATIONS;

9 (C) MANAGE THE KEEPING OF COMMITTEE MINUTES, EXCEPT THAT ANY PERSONAL  
10 NOTES AND MATERIALS OF THE FACILITATOR OR MEMBERS OF THE COMMITTEE SHALL  
11 NOT BE SUBJECT TO THIS SECTION; AND

12 (D) AT THE CONCLUSION OF THE PROCEEDING, PROVIDE THE AGENCY WITH HIS  
13 OR HER OBSERVATIONS AND COMMENTS ON THE USEFULNESS AND EFFECTIVENESS OF  
14 THE NEGOTIATED RULE MAKING PROCEEDING, AND SUCH OTHER COMMENTS AS HE OR  
15 SHE DEEMS PERTINENT.

16 5. A COMMITTEE ESTABLISHED PURSUANT TO THIS ARTICLE MAY ADOPT PROCE-  
17 DURES GOVERNING ITS OPERATION NOT INCONSISTENT WITH THE LAW.

18 6. (A) IF A COMMITTEE REACHES A CONSENSUS ON A PROPOSED RULE, AT THE  
19 CONCLUSION OF NEGOTIATIONS THE COMMITTEE SHALL TRANSMIT TO THE AGENCY  
20 WHICH ESTABLISHED THE COMMITTEE A REPORT CONTAINING SUCH PROPOSED RULE,  
21 WHICH SHALL BE PROPOSED FOR ADOPTION BY THE AGENCY WITHIN SIXTY DAYS OF  
22 RECEIPT OF THE REPORT. IF THE COMMITTEE DOES NOT REACH CONSENSUS ON A  
23 PROPOSED RULE, THE COMMITTEE MAY TRANSMIT TO THE AGENCY A REPORT SPECI-  
24 FYING ANY AREAS IN WHICH THE COMMITTEE REACHED A CONSENSUS. THE COMMIT-  
25 TEE MAY INCLUDE IN THE REPORT AND OTHER INFORMATION, RECOMMENDATIONS OR  
26 MATERIALS THAT THE COMMITTEE CONSIDERS APPROPRIATE. ANY COMMITTEE MEMBER  
27 MAY INCLUDE AS AN ADDENDUM TO THE REPORT ADDITIONAL INFORMATION, RECOM-  
28 MENDATIONS OR MATERIALS.

29 (B) ANY REPORT TRANSMITTED PURSUANT TO THIS SECTION SHALL BE PROVIDED  
30 TO THE COMMITTEE AT THE SAME TIME SUCH REPORT IS PROVIDED TO THE AGENCY.

31 7. IN ADDITION TO THE REPORT REQUIRED BY SUBDIVISION SIX OF THIS  
32 SECTION, A COMMITTEE SHALL SUBMIT TO THE AGENCY THE RECORDS, MATERIALS  
33 AND REPORTS THAT WERE USED TO ARRIVE AT ITS RECOMMENDATIONS. ALL SUCH  
34 RECORDS SHALL BE MADE AVAILABLE TO THE PUBLIC FOR INSPECTION AND COPY-  
35 ING.

36 8. ALL RECORDS AND REPORTS MADE PURSUANT TO THIS SECTION, EXCEPT FOR  
37 ANY PERSONAL NOTES AND MATERIALS OF THE FACILITATOR OR MEMBERS OF THE  
38 COMMITTEE, SHALL BE OPEN AND ACCESSIBLE TO THE PUBLIC FOR INSPECTION AND  
39 COPYING.

40 S 256. COMMITTEE TERMINATION. A NEGOTIATED RULE MAKING COMMITTEE SHALL  
41 TERMINATE UPON PROMULGATION OF THE FINAL RULE UNDER CONSIDERATION,  
42 UNLESS THE COMMITTEE'S CHARTER CONTAINS AN EARLIER TERMINATION DATE.

43 S 257. SERVICES, FACILITIES AND PAYMENT OF EXPENSES OF COMMITTEE  
44 MEMBERS. 1. AN AGENCY MAY EMPLOY OR ENTER INTO CONTRACTS FOR THE  
45 SERVICES OF AN INDIVIDUAL OR ORGANIZATION TO SERVE AS THE FACILITATOR  
46 FOR A NEGOTIATED RULE MAKING COMMITTEE UNDER THIS ARTICLE, OR MAY USE  
47 THE SERVICES OF A STATE EMPLOYEE TO ACT AS THE FACILITATOR FOR SUCH A  
48 COMMITTEE.

49 2. FOR THE PURPOSES OF THIS SECTION, AN AGENCY MAY USE THE SERVICES  
50 AND FACILITIES OF OTHER STATE AGENCIES, AND PUBLIC AND PRIVATE AGENCIES  
51 AND INSTRUMENTALITIES, WITH THE CONSENT OF SUCH AGENCIES AND INSTRUMEN-  
52 TALITIES, AND MAY RECEIVE AND ACCEPT VOLUNTARY AND UNCOMPENSATED  
53 SERVICES FROM THEM.

54 3. MEMBERS OF A COMMITTEE SHALL BE RESPONSIBLE FOR THEIR OWN EXPENSES  
55 OF PARTICIPATION ON SUCH COMMITTEE.

1 S 258. JUDICIAL REVIEW. ANY ACTION RELATING TO ESTABLISHING, ASSISTING  
2 OR TERMINATING A NEGOTIATED RULE MAKING COMMITTEE PURSUANT TO THIS ARTI-  
3 CLE SHALL NOT BE SUBJECT TO JUDICIAL REVIEW. NOTHING IN THIS SECTION  
4 SHALL BAR JUDICIAL REVIEW OF A RULE IF SUCH JUDICIAL REVIEW IS OTHERWISE  
5 PROVIDED BY LAW. A RULE WHICH IS THE PRODUCT OF NEGOTIATED RULE MAKING  
6 AND IS SUBJECT TO JUDICIAL REVIEW SHALL NOT BE ACCORDED ANY GREATER  
7 DEFERENCE BY A COURT THAN A RULE WHICH IS THE PRODUCT OF OTHER RULE  
8 MAKING PROCEDURES.

9 S 4. The provisions of this act shall preempt and supersede any incon-  
10 sistent executive order relating to negotiated rule making.

11 S 5. This act shall take effect immediately.