

RULES REVIEW STAFF OPINION

PLEASE NOTE: THIS COMMUNICATION IS EITHER 1) ONLY THE RECOMMENDATION OF AN RRC STAFF ATTORNEY AS TO ACTION THAT THE ATTORNEY BELIEVES THE COMMISSION SHOULD TAKE ON THE CITED RULE AT ITS NEXT MEETING, OR 2) AN OPINION OF THAT ATTORNEY AS TO SOME MATTER CONCERNING THAT RULE. THE AGENCY AND MEMBERS OF THE PUBLIC ARE INVITED TO SUBMIT THEIR OWN COMMENTS AND RECOMMENDATIONS (ACCORDING TO RRC RULES) TO THE COMMISSION.

AGENCY: North Carolina Department of Natural and Cultural Resources

RULE CITATION: 07 NCAC 02H .0306 Reproduction Service (as amended)

RECOMMENDED ACTION:

Approve, but note staff's comment

Object, based on:

Lack of statutory authority

Unclear or ambiguous

Unnecessary

Failure to comply with the APA

Extend the period of review

COMMENT:

AT ITS MEETING ON MAY 19, 2022, THE RULES REVIEW COMMISSION OBJECTED TO RULE 07 NCAC 02H. .0306 FINDING THAT THE RULE WAS NOT REASONABLY NECESSARY TO IMPLEMENT OR INTERPRET AN ENACTMENT OF THE GENERAL ASSEMBLY, OR OF CONGRESS, OR A REGULATION OF FEDERAL AGENCY, PURSUANT TO G.S. 150B-21.9(3). THIS DECISION WAS SUBSEQUENTLY MEMORIALIZED IN A WRITTEN STATEMENT TO THE AGENCY PURSUANT TO G.S. 150B-21.12(A).

ON MAY 31, 2021, THE AGENCY RESPONDED PURSUANT TO G.S. 150B-21.12(A)(1). THE AGENCY STATED ITS DESIRE TO REPEAL THE RULE AND ACCORDINGLY ADOPTED AMENDED TEXT.

PURSUANT TO G.S. 150B-21.12 WHEN AN AGENCY CHANGES A RULE IN RESPONSE TO AN OBJECTION BY THE COMMISSION, THE COMMISSION MUST RESOLVE TWO ISSUES: 1) WHETHER THE CHANGE SATISFIES THE COMMISSION'S OBJECTION, AND 2) WHETHER THE CHANGE IS SUBSTANTIAL WHEN THE STANDARDS SET FORTH IN G.S. 150B-21.2(G) ARE APPLIED.

AS THE AGENCY'S CHANGE WOULD REPEAL THE RULE WHICH THE COMMISSION HAS FOUND UNNECESSARY, STAFF RECOMMENDS THAT THE COMMISSION DETERMINE THAT THE CHANGE SATISFIES THE COMMISSION'S OBJECTION.

G.S. 150B-21.2(G) SETS FORTH THREE STANDARDS FOR THE COMMISSION TO APPLY IN DETERMINING WHETHER AN ADOPTED RULE DIFFERS SUBSTANTIALY FROM THE

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PROPOSED (PUBLISHED) RULE. THE CHANGE IS SUBSTANTIAL IF AN ADOPTED RULE EITHER:

(1) AFFECTS THE INTERESTS OF PERSONS THAT, BASED ON THE PROPOSED TEXT OF THE RULE PUBLISHED IN THE NORTH CAROLINA REGISTER, COULD NOT REASONABLY HAVE DETERMINED THAT THE RULE WOULD AFFECT THEIR INTERESTS. (2) ADDRESSES A SUBJECT MATTER OR AN ISSUE THAT IS NOT ADDRESSED IN THE PROPOSED TEXT OF THE RULE. (3) PRODUCES AN EFFECT THAT COULD NOT REASONABLY HAVE BEEN EXPECTED BASED ON THE PROPOSED TEXT OF THE RULE.

THE RULE AS ADOPTED IN APRIL 2011 EMPLOYS THE WORD "SHALL" AND REQUIRES THE STATE LIBRARY TO REPRODUCE MATERIALS IN BRAILLE OR AUDIO RECORDINGS "BASED UPON STAFF AVAILABILITY AND CONSIDERATION OF HIGHER PRIORITY WORK."

THE RULE TO WHICH THE COMMISSION OBJECTED EMPLOYS THE WORD "MAY" AND THUS WOULD HAVE MADE THE REPRODUCTION OF MATERIALS DISCRETIONARY, AND "CONTINGENT UPON STAFF AVAILABILITY, AS DETERMINED BY THE DIRECTOR OF ACCESSIBLE BOOKS AND LIBRARY SERVICES."

STAFF RECOMMENDS THAT THE COMMISSION DETERMINE THAT THE CHANGE WHICH REPEALS THE RULE IS NOT SUBSTANTIALLY DIFFERENT THAN THE PROPOSED AND PUBLISHED RULE. THE PROPOSED RULE PROVIDED NOTICE TO LIBRARY PATRONS THAT THEIR INTERESTS WERE BEING AFFECTED. THE CHANGE ADDRESSES THE SAME SUBJECT MATTER AND PRODUCES THE SAME EFFECT; THAT THE REPRODUCTION WOULD BE DISCRETIONARY AFTER ADOPTION.

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§ 150B-21.12. Procedure when Commission objects to a permanent rule.

(a) Action. - When the Commission objects to a permanent rule, it must send the agency that adopted the rule a written statement of the objection and the reason for the objection. The agency that adopted the rule must take one of the following actions:

- (1) Change the rule to satisfy the Commission's objection and submit the revised rule to the Commission.
- (2) Submit a written response to the Commission indicating that the agency has decided not to change the rule.

(b) Time Limit. - An agency that is not a board or commission must take one of the actions listed in subsection (a) of this section within 30 days after receiving the Commission's statement of objection. A board or commission must take one of these actions within 30 days after receiving the Commission's statement of objection or within 10 days after the board or commission's next regularly scheduled meeting, whichever comes later.

(c) Changes. - When an agency changes a rule in response to an objection by the Commission, the Commission must determine whether the change satisfies the Commission's objection. If it does, the Commission must approve the rule. If it does not, the Commission must send the agency a written statement of the Commission's continued objection and the reason for the continued objection. The Commission must also determine whether the change is substantial. In making this determination, the Commission shall use the standards set forth in G.S. 150B-21.2(g). If the change is substantial, the revised rule shall be published and reviewed in accordance with the procedure set forth in G.S. 150B-21.1(a3) and (b).

(d) Return of Rule. - A rule to which the Commission has objected remains under review by the Commission until the agency that adopted the rule decides not to satisfy the Commission's objection and makes a written request to the Commission to return the rule to the agency. When the Commission returns a rule to which it has objected, it must notify the Codifier of Rules of its action. If the rule that is returned would have increased or decreased expenditures or revenues of a unit of local government, the Commission must also notify the Governor of its action and must send a copy of the record of the Commission's review of the rule to the Governor. The record of review consists of the rule, the Commission's letter of objection to the rule, the agency's written response to the Commission's letter, and any other relevant documents before the Commission when it decided to object to the rule.

Regulatory Reform (1991, c. 418, s. 1; 1995, c. 415, s. 5; c. 507, s. 27.8(h), (y); 2003-229, s. 10; 2011-291, s. 2.60; 2011-398, s. 8.)

§ 150B-21.2. Procedure for adopting a permanent rule.

(a) Steps. - Before an agency adopts a permanent rule, the agency must comply with the requirements of G.S. 150B-19.1, and it must take the following actions:

- (1) Publish a notice of text in the North Carolina Register.
- (2) When required by G.S. 150B-21.4, prepare or obtain a fiscal note for the proposed rule.
- (3) Repealed by Session Laws 2003-229, s. 4, effective July 1, 2003.
- (4) When required by subsection (e) of this section, hold a public hearing on the proposed rule after publication of the proposed text of the rule.
- (5) Accept oral or written comments on the proposed rule as required by subsection (f) of this section.

(b) Repealed by Session Laws 2003-229, s. 4, effective July 1, 2003.

(c) Notice of Text. - A notice of the proposed text of a rule must include all of the following:

- (1) The text of the proposed rule, unless the rule is a readoption without substantive changes to the existing rule proposed in accordance with G.S. 150B-21.3A.
- (2) A short explanation of the reason for the proposed rule.
- (2a) A link to the agency's website containing the information required by G.S. 150B-19.1(c).
- (3) A citation to the law that gives the agency the authority to adopt the rule.
- (4) The proposed effective date of the rule.
- (5) The date, time, and place of any public hearing scheduled on the rule.
- (6) Instructions on how a person may demand a public hearing on a proposed rule if the notice does not schedule a public hearing on the proposed rule and subsection (e) of this section requires the agency to hold a public hearing on the proposed rule when requested to do so.
- (7) The (i) period of time during which and (ii) person within the agency to whom written comments may be submitted on the proposed rule.
- (8) If a fiscal note has been prepared for the rule, a statement that a copy of the fiscal note can be obtained from the agency.
- (9) Repealed by Session Laws 2013-143, s. 1, effective June 19, 2013.

(d) Mailing List. - An agency must maintain a mailing list of persons that have requested notice of rulemaking. When an agency publishes in the North Carolina Register a notice of text of a proposed rule, it must mail a copy of the notice of text to each person on the mailing list that has requested notice on the subject matter described in the notice or the rule affected. An agency may charge an annual fee to each person on the agency's mailing list to cover copying and mailing costs.

(e) Hearing. - An agency must hold a public hearing on a rule it proposes to adopt if the agency publishes the text of the proposed rule in the North Carolina Register and

the agency receives a written request for a public hearing on the proposed rule within 15 days after the notice of text is published. The agency must accept comments at the public hearing on both the proposed rule and any fiscal note that has been prepared in connection with the proposed rule.

An agency may hold a public hearing on a proposed rule and fiscal note in other circumstances. When an agency is required to hold a public hearing on a proposed rule or decides to hold a public hearing on a proposed rule when it is not required to do so, the agency must publish in the North Carolina Register a notice of the date, time, and place of the public hearing. The hearing date of a public hearing held after the agency publishes notice of the hearing in the North Carolina Register must be at least 15 days after the date the notice is published. If notice of a public hearing has been published in the North Carolina Register and that public hearing has been cancelled, the agency must publish notice in the North Carolina Register at least 15 days prior to the date of any rescheduled hearing.

(f) Comments. - An agency must accept comments on the text of a proposed rule that is published in the North Carolina Register and any fiscal note that has been prepared in connection with the proposed rule for at least 60 days after the text is published or until the date of any public hearing held on the proposed rule, whichever is longer. An agency must consider fully all written and oral comments received.

(g) Adoption. - An agency shall not adopt a rule until the time for commenting on the proposed text of the rule has elapsed and shall not adopt a rule if more than 12 months have elapsed since the end of the time for commenting on the proposed text of the rule. Prior to adoption, an agency must review any fiscal note that has been prepared for the proposed rule and consider any public comments received in connection with the proposed rule or the fiscal note. An agency shall not adopt a rule that differs substantially from the text of a proposed rule published in the North Carolina Register unless the agency publishes the text of the proposed different rule in the North Carolina Register and accepts comments on the proposed different rule for the time set in subsection (f) of this section.

An adopted rule differs substantially from a proposed rule if it does one or more of the following:

- (1) Affects the interests of persons that, based on the proposed text of the rule published in the North Carolina Register, could not reasonably have determined that the rule would affect their interests.
- (2) Addresses a subject matter or an issue that is not addressed in the proposed text of the rule.
- (3) Produces an effect that could not reasonably have been expected based on the proposed text of the rule.

When an agency adopts a rule, it shall not take subsequent action on the rule without following the procedures in this Part. An agency must submit an adopted rule to the Rules Review Commission within 30 days of the agency's adoption of the rule.

(h) Explanation. - An agency must issue a concise written statement explaining why the agency adopted a rule if, within 15 days after the agency adopts the rule, a person asks the agency to do so. The explanation must state the principal reasons for and against adopting the rule and must discuss why the agency rejected any arguments made or considerations urged against the adoption of the rule. The agency must issue the explanation within 15 days after receipt of the request for an explanation.

(i) Record. - An agency must keep a record of a rulemaking proceeding. The record must include all written comments received, a transcript or recording of any public hearing held on the rule, any fiscal note that has been prepared for the rule, and any written explanation made by the agency for adopting the rule. (1973, c. 1331, s. 1; 1975, 2nd Sess., c. 983, s. 63; 1977, c. 915, s. 2; 1983, c. 927, ss. 3, 7; 1985, c. 746, s. 1; 1985 (Reg. Sess., 1986), c. 1022, s. 1(1), (7); 1987, c. 285, ss. 7-9; 1989, c. 5, s. 1; 1991, c. 418, s. 1; 1995, c. 507, s. 27.8(d); 1996, 2nd Ex. Sess., c. 18, s. 7.10(e); 2003-229, s. 4; 2011-398, s. 5; 2013-143, s. 1; 2013-413, s. 3(a); 2021-88, s. 17.)

1 07 NCAC 02H .0306 is **repealed with changes** as published in 36:14 NCR 1198 as follows:

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3 **07 NCAC 02H .0306 REPRODUCTION SERVICE**

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5 *History Note: Authority G.S. 125-2; 143B-10;*

6 *Eff. April 1, 2011;*

7 *Pursuant to G.S. 150B-21.3A, rule is necessary without substantive public interest Eff. July 22,*

8 *~~2017-2017;~~*

9 ***Repealed** Eff. June 1, 2022.*