P1 8lr2037 CF 8lr1415

By: Delegates Brooks, Atterbeary, D. Barnes, Bromwell, Glenn, Hettleman, C. Howard, Jackson, Jalisi, Jones, Lafferty, J. Lewis, Lierman, Lisanti, Patterson, Pena-Melnyk, Queen, Sample-Hughes, Sanchez, Sydnor, Turner, Valderrama, Wilkins, and P. Young

Introduced and read first time: February 2, 2018

Assigned to: Health and Government Operations and Appropriations

A BILL ENTITLED

1 AN ACT concerning

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State Government – Regulations Impacting Small Businesses – Economic Impact Analyses

FOR the purpose of requiring the Office of Legislative Audits to conduct a performance audit of certain units of State government periodically for certain purposes; requiring the performance audit to evaluate the reliability and efficacy of certain actions of certain units of State government; requiring certain units to make a certain determination regarding certain local regulations; requiring that the units must include a certain statement in certain proposed regulations; requiring the Department of Budget and Management to provide certain training regarding economic impact analyses to certain units; altering the period before a proposed regulation is submitted to the Maryland Register and to the Joint Committee on Administrative, Executive, and Legislative Review; requiring certain promulgating units to establish a certain electronic registry for certain purposes; requiring a promulgating unit to post a proposed regulation on the registry if the proposed regulation has a significant small business impact; requiring a certain unit to notify certain parties when a proposed regulation is posted on a certain electronic registry; requiring a certain unit to post a proposed regulation on a certain electronic registry by a certain date; requiring a certain unit to create a certain compliance guide to assist small businesses in complying with a certain proposed regulation; establishing certain conditions that must be considered and certain actions that may be taken by a State unit in assessing a civil penalty against a small business for a violation of a State statute or regulation; providing that certain State regulations supersede certain local regulations under certain circumstances; requiring the Governor to designate a certain unit to study certain matters and to submit a report to certain committees of the General Assembly on or before a certain date; and generally relating to regulations and small businesses in the State.

EXPLANATION: CAPITALS INDICATE MATTER ADDED TO EXISTING LAW.

[Brackets] indicate matter deleted from existing law.



(iv)

1 2 3 4 5	BY repealing and reenacting, with amendments, Article – State Government Section 2–1220, 2–1505.2(d) and (e), 10–110, 10–224(b), and 10–1001 Annotated Code of Maryland (2014 Replacement Volume and 2017 Supplement)
6 7 8 9 10	BY repealing and reenacting, without amendments, Article – State Government Section 2–1505.2(a), (b), and (f) through (j) and 10–224(a) Annotated Code of Maryland (2014 Replacement Volume and 2017 Supplement)
11 12 13 14 15	BY adding to Article – State Government Section 2–1505.2(k) Annotated Code of Maryland (2014 Replacement Volume and 2017 Supplement)
16 17	SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, That the Laws of Maryland read as follows:
18	Article – State Government
19	2–1220.
20 21	(a) (1) In this subsection, "unit" includes each State department, agency, unit, and program, including each clerk of court and each register of wills.
22 23	(2) (i) The Office of Legislative Audits shall conduct a fiscal/compliance audit of each unit of the State government, except for units in the Legislative Branch.
24 25 26	(ii) The audit of each unit shall be conducted at an interval ranging from 3 to 4 years unless the Legislative Auditor determines, on a case—by—case basis, that more frequent audits are required.
27 28	(iii) In determining the audit interval for a unit, the Office of Legislative Audits shall take into consideration:
29 30	1. the materiality and risk of the unit's fiscal activities with respect to the State's fiscal activities;
31	2. the complexity of the unit's fiscal structure; and
32 33	3. the nature and extent of audit findings in the unit's prior audit reports.

Each agency or program may be audited separately or as part of

- 1 a larger organizational unit of State government.
- 2 (3) Performance audits or financial statement audits shall be conducted 3 when authorized by the Legislative Auditor, when directed by the Joint Audit Committee 4 or the Executive Director, or when otherwise required by law.
- 5 (4) (i) In addition to the audits required under paragraph (2) of this subsection, the Office of Legislative Audits may conduct a review when the objectives of the work to be performed can be satisfactorily fulfilled without conducting an audit as prescribed in § 2–1221 of this subtitle.
- 9 (ii) 1. The Office of Legislative Audits has the authority to conduct a separate investigation of an act or allegation of fraud, waste, or abuse in the obligation, expenditure, receipt, or use of State resources.
- 12 2. The Legislative Auditor shall determine whether an investigation shall be conducted in conjunction with an audit undertaken in accordance with this subsection or separately.
- 15 (5) If, on request of the Comptroller, the Joint Audit Committee so directs, 16 the Office of Legislative Audits shall audit or review a claim that has been presented to the 17 Comptroller for payment of an expenditure or disbursement and that is alleged to have 18 been made by or for an officer or unit of the State government.
- 19 (6) The Office of Legislative Audits shall conduct an audit or review to determine the accuracy of information about or procedures of a unit of the State government, as directed by the Joint Audit Committee or the Executive Director.
- 22 (b) If the General Assembly, by resolution, or the Joint Audit Committee so 23 directs, the Office of Legislative Audits shall conduct an audit or review of a corporation or 24 association to which the General Assembly has appropriated money or that has received 25 funds from an appropriation from the State Treasury.
- 26 (c) The Office of Legislative Audits may audit any county officer or unit that 27 collects State taxes.
- 28 (d) (1) The Office of Legislative Audits shall review any audit report prepared 29 under the authority of:
- 30 (i) §§ 16–305 through 16–308 of the Local Government Article, with 31 respect to a county, municipal corporation, or taxing district; or
- 32 (ii) § 16–315 of the Education Article, with respect to a community 33 college.
- 34 (2) The results of any review made by the Office of Legislative Audits under 35 paragraph (1) of this subsection shall be reported as provided in § 2–1224 of this subtitle.

- 1 (E) BEGINNING NOT LATER THAN JUNE 30, 2019, AND AT LEAST ONCE 2 EVERY 3 YEARS THEREAFTER, THE OFFICE OF LEGISLATIVE AUDITS SHALL 3 CONDUCT A PERFORMANCE AUDIT TO EVALUATE THE RELIABILITY AND EFFICACY OF:
- 5 (1) THE ECONOMIC IMPACT ANALYSES REQUIRED UNDER § 6 2–1502.2(D) OF THIS TITLE;
- 7 (2) THE ACTIVITIES REQUIRED TO BE PERFORMED UNDER § 8 10–110(D)(3) OF THIS ARTICLE; AND
- 9 (3) THE EVALUATION REQUIRED TO BE CONDUCTED UNDER § 10–124 10 OF THIS ARTICLE.
- [(e)] **(F)** (1) Except as provided in paragraph (4) of this subsection, at least once every 6 years, the Office of Legislative Audits shall conduct an audit of each local school system to evaluate the effectiveness and efficiency of the financial management practices of the local school system.
- 15 (2) The audits may be performed concurrently or separately.
- 16 (3) The Office of Legislative Audits shall provide information regarding the audit process to the local school system before the audit is conducted.
- 18 **(4)** Subject to the limitation under subparagraph (ii) of this paragraph, beginning in fiscal year 2017, a local school system shall be exempt from the 19 audit requirement under paragraph (1) of this subsection if the county governing body, the 20 21county board of education, and the county delegation to the Maryland General Assembly 22 consisting of the county senators and delegates each submits a letter to the Joint Audit 23Committee requesting an exemption on or before November 1 of fiscal year 2017, or on or 24before November 1 of the last year of a 6-year audit cycle under paragraph (1) of this subsection, as determined by the Office of Legislative Audits. 25
- 26 (ii) A local school system may not be exempt for two consecutive 27 6-year audit cycles.
- 28 (5) Notwithstanding paragraph (4) of this subsection, the Joint Audit 29 Committee may direct the Office of Legislative Audits to conduct an audit of a local school 30 system at any time.
- [(f)] (G) (1) At least once every 4 years, the Office of Legislative Audits shall conduct a performance audit of the Board of Liquor License Commissioners for Baltimore City to evaluate the effectiveness and efficiency of the management practices of the Board and of the economy with which the Board uses resources.

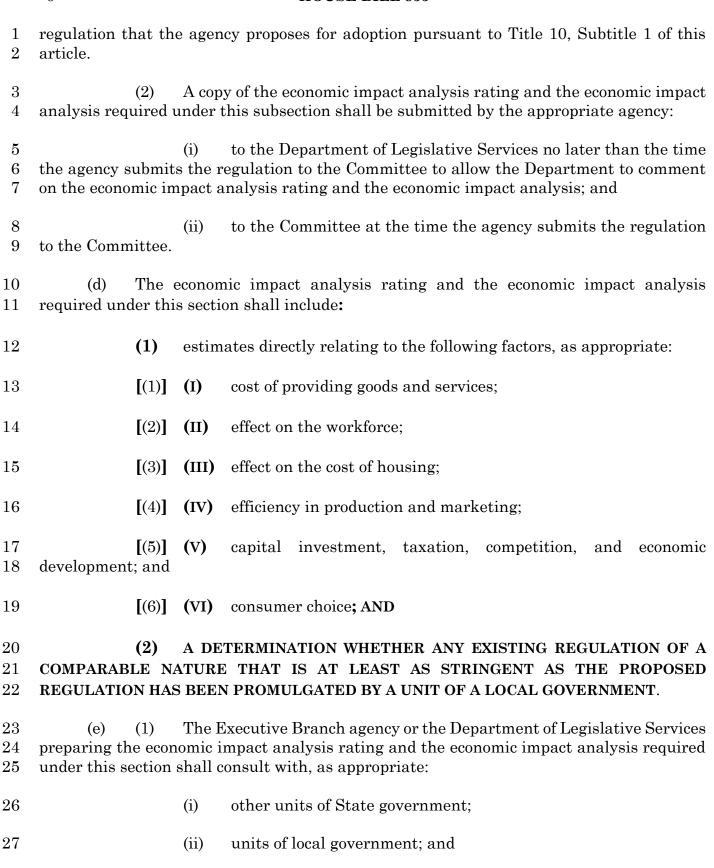
- 1 (2)At any time on request of the President and the Speaker, the Office 2 shall conduct a performance audit of the local licensing board, as defined in § 1–101 of the 3 Alcoholic Beverages Article, for a county or for the City of Annapolis to evaluate the 4 effectiveness and efficiency of the management practices of the board and of the economy with which the board uses resources. 5 6 The performance audit shall focus on operations relating to liquor 7 inspections, licensing, disciplinary procedures, and management oversight. 8 [(g)] **(H)** Beginning on July 1, 2017, and at least once every 3 years 9 thereafter, the Office of Legislative Audits shall conduct a performance audit of the Board 10 of License Commissioners for Prince George's County to evaluate the effectiveness and 11 efficiency of the management practices of the Board and of the economy with which the 12 Board uses resources. The performance audit shall focus on operations relating to liquor 13 (2)inspections, licensing, disciplinary procedures, and management oversight. 14 2-1505.2.15 16 (a) (1) In this section the following words have the meanings indicated. 17 "Committee" means the Joint Committee on Administrative, Executive, 18 and Legislative Review. 19 "Economic impact analysis" means an estimate of the cost or the 20 economic benefit to small businesses that may be affected by a regulation proposed by an agency pursuant to Title 10, Subtitle 1 of this article. 2122 "Economic impact analysis rating" means an estimate that a proposed 23regulation will have: 24(i) minimal or no economic impact on small businesses; or 25meaningful economic impact on small businesses. (ii) 26 "Small business" means a corporation, partnership, sole proprietorship, (5)27 or other business entity, including its affiliates, that: 28 (i) is independently owned and operated; 29 (ii) is not dominant in its field; and employs 50 or fewer full-time employees.
- An economic impact analysis rating and an economic impact analysis, 31 (b) (1) 32 as appropriate, shall be prepared by the appropriate Executive Branch agency for each

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or having an interest in the regulation.



business, trade, consumer, labor, and other groups impacted by

- 1 (2) On request of the Executive Director of the Department of Legislative 2 Services, a unit of the State or a local government shall provide the Department with 3 assistance or information in the preparation of an economic impact analysis rating and 4 economic impact analysis.
 - (3) IF THE PROMULGATING UNIT DETERMINES THAT AN EXISTING REGULATION OF A COMPARABLE NATURE THAT IS AT LEAST AS STRINGENT AS THE PROPOSED REGULATION HAS BEEN PROMULGATED BY A UNIT OF A LOCAL GOVERNMENT, THE UNIT MAY INCLUDE IN ITS PROPOSED REGULATION A STATEMENT THAT COMPLIANCE WITH THE LOCAL REGULATION WILL CONSTITUTE COMPLIANCE WITH THE PROPOSED REGULATION.
- 11 (f) The Department of Legislative Services shall:

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- 12 (1) comment on the economic impact analysis rating and economic impact 13 analysis prepared by the appropriate Executive Branch agency; and
- 14 (2) transmit its comment to the Committee.
- 15 (g) The Department of Legislative Services shall revise the economic impact analysis rating and economic impact analysis consistent with an amended version of a regulation.
- 18 (h) (1) The Department of Legislative Services shall keep a copy of each economic impact analysis rating and economic impact analysis for 3 years after preparation of the rating or the analysis.
- 21 (2) The copies shall be reasonably available for public inspection.
- 22 (i) Economic impact analysis ratings and economic impact analyses shall be 23 published in the Maryland Register at the same time as:
- 24 (1) a notice of proposed adoption of a regulation is published in the 25 Maryland Register; or
- 26 (2) a notice of emergency adoption for a regulation is published in the 27 Maryland Register.
- 28 (j) The validity of an enactment of a regulation is not affected by the presence, 29 absence, or content of an economic impact analysis rating or an economic impact analysis.
- (K) (1) THE DEPARTMENT OF BUDGET AND MANAGEMENT SHALL ENTER INTO AN AGREEMENT WITH AN APPROPRIATE ENTITY TO PROVIDE TRAINING TO PROMULGATING UNITS ON THE PREPARATION OF THE ECONOMIC ANALYSES REQUIRED UNDER THIS SECTION.

1 (2) THE TRAINING REQUIRED TO BE PROVIDED UNDER PARAGRAPH 2 (1) OF THIS SUBSECTION SHALL BE PROVIDED AT LEAST ONCE EVERY 2 YEARS.

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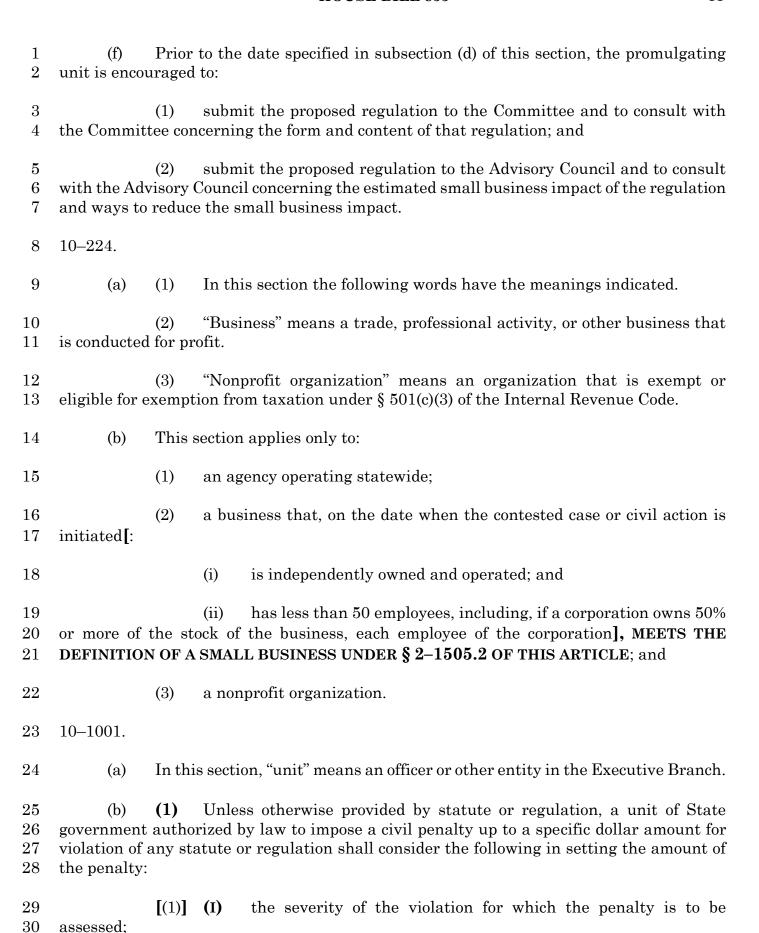
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- 4 (a) Except for subsection (d) of this section, this section does not apply to a 5 regulation adopted under § 10–111(b) of this subtitle.
- 6 (b) At least 15 days before the date a proposed regulation is submitted to the 7 Maryland Register for publication under § 10–112 of this subtitle, the promulgating unit 8 shall submit to the State Children's Environmental Health and Protection Advisory 9 Council established under § 13–1503 of the Health General Article for review any 10 proposed regulations identified by the promulgating unit as having an impact on environmental hazards affecting the health of children.
 - (c) At least [15] **30** days before the date a proposed regulation is submitted to the Maryland Register for publication under § 10–112 of this subtitle, the promulgating unit shall submit to the Advisory Council on the Impact of Regulations on Small Businesses established under § 3–502 of the Economic Development Article for review each proposed regulation and the estimated impact of the proposed regulation on small businesses identified by the promulgating unit.
- (d) (1) At least [15] **30** days before the date a proposed regulation is submitted to the Maryland Register for publication under § 10–112 of this subtitle, the promulgating unit shall submit the proposed regulation to the Committee and the Department of Legislative Services.
- 22 (2) (i) If the proposed regulation, either in whole or in part, submitted 23 to the Committee and the Department of Legislative Services in accordance with paragraph 24 (1) of this subsection includes an increase or decrease in a fee for a license to practice any 25 business activity, business or health occupation, or business or health profession licensed 26 or otherwise regulated under State law, the promulgating unit shall include clearly written 27 explanatory reasons that justify the increase or decrease in the fee.
- 28 (ii) If a regulation submitted under subparagraph (i) of this 29 paragraph proposes an increase in a fee for a license, the written justification also shall 30 include information about:
- 1. the amount of money needed by the promulgating unit to operate effectively or to eliminate an imbalance between the revenues and expenditures of the unit;
- 34 2. the most recent year in which the promulgating unit had 35 last increased its fees;
- 36 3. the structure of the promulgating unit as to whether it is one that retains the license fees it receives or passes them through to a national

- 1 organization or association that creates and administers a uniform licensing examination
- 2 that is taken by anyone in the United States who is seeking a license to practice a particular
- 3 occupation or profession or business activity issued by the promulgating unit;
- 4. measures taken by the promulgating unit to avoid or 5 mitigate the necessity of a fee increase and the results of those measures;
- 5. special circumstances about the activities and responsibilities of the promulgating unit, including investigations of individuals licensed by the unit, that have had an adverse impact on the unit's operating expenses;
- 9 6. consideration given by the promulgating unit to the 10 hardship a license fee increase may have on individuals and trainees licensed or regulated 11 by the unit; and
- 7. actions taken by the promulgating unit to elicit the opinions of the individuals who are licensed by the promulgating unit and the members of the public as to the effectiveness and performance of the promulgating unit.
- 15 (3) If the promulgating unit estimates that the proposed regulation will have a significant small business impact, the unit shall:
- 17 (i) identify each provision in the proposed regulation that will have 18 a significant small business impact;
- 19 (ii) quantify or describe the range of potential costs of the proposed 20 regulation on small businesses in the State;
- 21 (iii) identify how many small businesses may be impacted by the 22 proposed regulation;
- 23 (iv) identify any alternative provisions the unit considered that may 24 have a less significant impact on small businesses in the State and the reason the 25 alternative was not proposed;
- 26 (v) identify the beneficial impacts of the regulation, including to public health, safety, and welfare, or to the environment; [and]
- (VI) ESTABLISH AN ELECTRONIC REGISTRY THAT ALLOWS ANY SMALL BUSINESS OR OTHER INTERESTED PARTY TO REGISTER TO RECEIVE AN ELECTRONIC NOTIFICATION WHEN THE PROPOSED REGULATION IS POSTED ON THE UNIT'S WEBSITE IN ACCORDANCE WITH ITEM (VII) OF THIS PARAGRAPH;
- (VII) POST THE PROPOSED REGULATION AND THE REGULATION'S
 ESTIMATED SMALL BUSINESS IMPACT ON THE UNIT'S WEBSITE AT LEAST 15 DAYS
 BEFORE THE DATE THE PROPOSED REGULATION IS SUBMITTED TO THE

- 1 COMMITTEE, THE DEPARTMENT OF LEGISLATIVE SERVICES, AND THE ADVISORY
- 2 COUNCIL IN ACCORDANCE WITH THIS SECTION, AND PROVIDE AN OPPORTUNITY
- 3 FOR COMMENTS TO THE UNIT'S PROPOSAL;
- 4 (VIII) ON POSTING A PROPOSED REGULATION ON THE UNIT'S
- 5 WEBSITE IN ACCORDANCE WITH ITEM (VII) OF THIS PARAGRAPH, NOTIFY THE
- 6 PARTIES REGISTERED IN THE ELECTRONIC REGISTRY ESTABLISHED UNDER ITEM
- 7 (VI) OF THIS PARAGRAPH THAT THE PROPOSED REGULATION HAS BEEN POSTED;
- 8 (IX) PREPARE A COMPLIANCE GUIDE WRITTEN IN CLEAR, PLAIN
- 9 ENGLISH TO ASSIST SMALL BUSINESSES IN COMPLYING WITH THE PROPOSED
- 10 REGULATION, UPDATE THE GUIDE AS NEEDED UNTIL THE REGULATION IS FINAL,
- 11 AND POST THE GUIDE ON THE UNIT'S WEBSITE; AND
- [(vi)] (X) coordinate with the Advisory Council not later than the
- date the proposed regulation is submitted to the Committee, the Department of Legislative
- 14 Services, and the Advisory Council in accordance with this section.
- 15 (e) (1) The Committee is not required to take any action with respect to a proposed regulation submitted to it pursuant to subsection (d) of this section.
- 17 (2) Failure by the Committee to approve or disapprove the proposed
- 18 regulation during the period of preliminary review provided by subsection (d) of this section
- 19 may not be construed to mean that the Committee approves or disapproves the proposed
- 20 regulation.
- 21 (3) During the preliminary review period, the Committee may take any
- 22 action relating to the proposed regulation that the Committee is authorized to take under
- 23 §§ 10–111.1 and 10–112 of this subtitle.
- 24 (4) (i) If the Advisory Council submits to the Committee and the
- 25 Department of Legislative Services a written statement of its findings that a proposed
- 26 regulation will have a significant small business impact as required by § 3-505 of the
- 27 Economic Development Article, the Committee and the Department of Legislative Services
- 28 shall review the findings.
- 29 (ii) After notification that a proposed regulation will have a
- 30 significant small business impact, any member of the Committee may request a hearing on
- 31 the proposed regulation.
- 32 (iii) If a member requests a hearing, the Committee:
- 33 1. shall hold a hearing; and
- 34 2. may request that the promulgating unit delay adoption of
- 35 the regulation.



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1	[(2)] (II) the good faith of the violator; [and]
2	[(3)] (III) any history of prior violations; AND
3 4	(IV) IF THE VIOLATOR MEETS THE DEFINITION OF A SMALI BUSINESS UNDER § 2–1505.2 OF THIS ARTICLE, ADDITIONALLY CONSIDER:
5 6	1. WAIVING THE PENALTY IF THE VIOLATOR CORRECTS THE VIOLATION WITHIN 30 DAYS AFTER THE FINDING OF THE VIOLATION;
7 8 9	2. DEPENDING ON THE VIOLATOR'S FINANCIAL CAPACITY, IMPOSING A LESSER PENALTY THAN WOULD BE IMPOSED ON A LARGER BUSINESS ENTITY IN A COMPARABLE INDUSTRY; OR
10 11	3. CREDITING THE COSTS OF CORRECTING THE VIOLATION AGAINST THE PENALTY ASSESSED AGAINST THE VIOLATOR.
12 13 14	(2) PARAGRAPH (1)(IV) OF THIS SUBSECTION MAY NOT APPLY TO A VIOLATOR THAT HAS BEEN THE SUBJECT OF MULTIPLE ENFORCEMENT ACTIONS BY A STATE OR LOCAL UNIT THAT:
15	(I) INVOLVE WILLFUL OR CRIMINAL CONDUCT; OR
16 17	(II) POSE SERIOUS HEALTH, SAFETY, OR ENVIRONMENTAL THREATS.
18 19 20 21 22 23	(C) (1) UNLESS OTHERWISE PROVIDED BY STATE LAW, IF A UNIT PROMULGATES A REGULATION THAT HAS A SIGNIFICANT SMALL BUSINESS IMPACT AS DEFINED UNDER § 2–1505.2 OF THIS ARTICLE, AND THE REGULATION IS COMPARABLE TO A REGULATION PROMULGATED BY A UNIT OF LOCAL GOVERNMENT, THE STATE REGULATION SHALL SUPERSEDE ENFORCEMENT OF THE LOCAL REGULATION.
24 25	(2) THE UNIT THAT PROMULGATES THE REGULATION SHALI DETERMINE WHETHER A STATE REGULATION:
26	(I) HAS A SIGNIFICANT IMPACT ON SMALL BUSINESSES; AND
27	(II) IS COMPARABLE TO A LOCAL REGULATION.
28	SECTION 2. AND BE IT FURTHER ENACTED, That:

The Governor shall designate an appropriate department, office, or other unit

1 to study:

- 2 (1) the feasibility, methods, and costs of requiring all State units to allow 3 small businesses to submit by electronic means any payments, forms, reports, or other documentation required by regulation; and
- 5 (2) the ability of State agencies to collect and share information regarding 6 the impact of regulations on small businesses.
 - (b) The study shall include:
- 8 (1) assessing data currently collected by State agencies to determine if 9 necessary and appropriate information is being collected;
- 10 (2) analyzing the capabilities of State information technology systems to 11 provide aggregate data;
- 12 (3) reviewing and recommending appropriate amendments to State statutes and regulations to identify legal limitations that may prevent State units from sharing relevant information with other State units;
- 15 (4) providing recommendations for data-sharing agreements among State 16 units; and
- 17 (5) providing recommendations for adequate security measures for sharing 18 data among State units.
- 19 (c) On or before June 30, 2019, the designated unit shall report to the Governor 20 and, in accordance with § 2–1246 of the State Government Article, the Senate Finance 21 Committee and the House Economic Matters Committee on the results of the study and the 22 implementation of this Act.
- SECTION 3. AND BE IT FURTHER ENACTED, That this Act shall take effect July 1, 2018.