

115TH CONGRESS  
1ST SESSION

# S. 1523

To provide for additional safeguards with respect to imposing Federal mandates, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

JULY 10, 2017

Mrs. FISCHER (for herself and Mr. LANKFORD) introduced the following bill; which was read twice and referred to the Committee on Homeland Security and Governmental Affairs

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## A BILL

To provide for additional safeguards with respect to imposing Federal mandates, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Unfunded Mandates  
5 Information and Transparency Act of 2017”.

6 **SEC. 2. PURPOSE.**

7 The purposes of this Act are—

8 (1) to improve the quality of the deliberations  
9 of Congress with respect to proposed Federal man-  
10 dates by—

1 (A) providing Congress and the public with  
2 more complete information about the effects of  
3 such mandates; and

4 (B) ensuring that Congress acts on such  
5 mandates only after focused deliberation on  
6 their effects; and

7 (2) to enhance the ability of Congress and the  
8 public to identify Federal mandates that may impose  
9 undue harm on consumers, workers, employers,  
10 small businesses, private property owners, and State,  
11 local, and tribal governments.

12 **SEC. 3. PROVIDING FOR CONGRESSIONAL BUDGET OFFICE**  
13 **STUDIES ON POLICIES INVOLVING CHANGES**  
14 **IN CONDITIONS OF GRANT AID.**

15 Section 202(g) of the Congressional Budget Act of  
16 1974 (2 U.S.C. 602(g)) is amended by adding at the end  
17 the following:

18 “(3) **ADDITIONAL STUDIES.**—At the request of  
19 any Chairman or ranking member of the minority of  
20 a Committee of the Senate or the House of Rep-  
21 resentatives, the Director shall conduct an assess-  
22 ment comparing the authorized level of funding in a  
23 bill or resolution to the prospective costs of carrying  
24 out any changes to a condition of Federal assistance  
25 being imposed on State, local, or tribal governments

1 participating in the Federal assistance program con-  
2 cerned or, in the case of a bill or joint resolution  
3 that authorizes such sums as are necessary, an as-  
4 sessment of an estimated level of funding compared  
5 to such costs.”.

6 **SEC. 4. CLARIFYING THE DEFINITION OF DIRECT COSTS TO**  
7 **REFLECT CONGRESSIONAL BUDGET OFFICE**  
8 **PRACTICE.**

9 Section 421(3) of the Congressional Budget Act of  
10 1974 (2 U.S.C. 658(3)) is amended—

11 (1) in subparagraph (A)(i), by inserting “incur  
12 or” before “be required”; and

13 (2) in subparagraph (B), by inserting after “to  
14 spend” the following: “or could forgo in profits, in-  
15 cluding costs passed on to consumers or other enti-  
16 ties taking into account, to the extent practicable,  
17 behavioral changes,”.

18 **SEC. 5. EXPANDING THE SCOPE OF REPORTING REQUIRE-**  
19 **MENTS TO INCLUDE REGULATIONS IMPOSED**  
20 **BY INDEPENDENT REGULATORY AGENCIES.**

21 Section 421(1) of the Congressional Budget Act of  
22 1974 (2 U.S.C. 658(1)) is amended by striking “, but does  
23 not include independent regulatory agencies” and insert-  
24 ing “, except it does not include the Board of Governors  
25 of the Federal Reserve System, the Federal Open Market

1 Committee, or the Bureau of Consumer Financial Protec-  
2 tion”.

3 **SEC. 6. AMENDMENTS TO REPLACE OFFICE OF MANAGE-**  
4 **MENT AND BUDGET WITH OFFICE OF INFOR-**  
5 **MATION AND REGULATORY AFFAIRS.**

6 The Unfunded Mandates Reform Act of 1995 (2  
7 U.S.C. 1501 et seq.) is amended—

8 (1) in section 103(e) (2 U.S.C. 1511(c))—

9 (A) in the subsection heading, by striking  
10 “OFFICE OF MANAGEMENT AND BUDGET” and  
11 inserting “OFFICE OF INFORMATION AND REG-  
12 ULATORY AFFAIRS”; and

13 (B) by striking “Director of the Office of  
14 Management and Budget” and inserting “Ad-  
15 ministrator of the Office of Information and  
16 Regulatory Affairs”;

17 (2) in section 205(e) (2 U.S.C. 1535(c))—

18 (A) in the subsection heading, by striking  
19 “OMB”; and

20 (B) by striking “Director of the Office of  
21 Management and Budget” and inserting “Ad-  
22 ministrator of the Office of Information and  
23 Regulatory Affairs”; and

24 (3) in section 206 (2 U.S.C. 1536), by striking  
25 “Director of the Office of Management and Budget”

1 and inserting “Administrator of the Office of Infor-  
2 mation and Regulatory Affairs”.

3 **SEC. 7. APPLYING SUBSTANTIVE POINT OF ORDER TO PRI-  
4 VATE SECTOR MANDATES.**

5 Section 425(a)(2) of the Congressional Budget Act  
6 of 1974 (2 U.S.C. 658d(a)(2)) is amended, in the matter  
7 preceding subparagraph (A)—

8 (1) by striking “Federal intergovernmental  
9 mandates” and inserting “Federal mandates”; and

10 (2) by inserting “or 424(b)(1)” after “section  
11 424(a)(1)”.

12 **SEC. 8. REGULATORY PROCESS AND PRINCIPLES.**

13 Section 201 of the Unfunded Mandates Reform Act  
14 of 1995 (2 U.S.C. 1531) is amended to read as follows:

15 **“SEC. 201. REGULATORY PROCESS AND PRINCIPLES.**

16 “(a) IN GENERAL.—Each agency shall, unless other-  
17 wise expressly prohibited by law, assess the effects of Fed-  
18 eral regulatory actions on State, local, and tribal govern-  
19 ments and the private sector (other than to the extent that  
20 such regulatory actions incorporate requirements specifi-  
21 cally set forth in law) in accordance with the following  
22 principles:

23 “(1) Each agency shall identify the problem  
24 that it intends to address (including, if applicable,  
25 the failures of private markets or public institutions

1 that warrant new agency action) as well as assess  
2 the significance of that problem.

3 “(2) Each agency shall examine whether exist-  
4 ing regulations (or other law) have created, or con-  
5 tributed to, the problem that a new regulation is in-  
6 tended to correct and whether those regulations (or  
7 other law) should be modified to achieve the in-  
8 tended goal of regulation more effectively.

9 “(3) Each agency shall identify and assess  
10 available alternatives to direct regulation, including  
11 providing economic incentives to encourage the de-  
12 sired behavior, such as user fees or marketable per-  
13 mits, or providing information upon which choices  
14 can be made by the public.

15 “(4) If an agency determines that a regulation  
16 is the best available method of achieving the regu-  
17 latory objective, it shall design its regulations in the  
18 most cost-effective manner to achieve the regulatory  
19 objective. In doing so, each agency shall consider in-  
20 centives for innovation, consistency, predictability,  
21 the costs of enforcement and compliance (to the gov-  
22 ernment, regulated entities, and the public), flexi-  
23 bility, distributive impacts, and equity.

24 “(5) Each agency shall assess both the costs  
25 and the benefits of the intended regulation and, rec-

1       ognizing that some costs and benefits are difficult to  
2       quantify, propose or adopt a regulation, unless ex-  
3       pressly prohibited by law, only upon a reasoned de-  
4       termination that the benefits of the intended regula-  
5       tion justify its costs.

6               “(6) Each agency shall base its decisions on the  
7       best reasonably obtainable scientific, technical, eco-  
8       nomic, and other information concerning the need  
9       for, and consequences of, the intended regulation.

10              “(7) Each agency shall identify and assess al-  
11       ternative forms of regulation and shall, to the extent  
12       feasible, specify performance objectives, rather than  
13       specifying the behavior or manner of compliance  
14       that regulated entities must adopt.

15              “(8) Each agency shall avoid regulations that  
16       are inconsistent, incompatible, or duplicative with its  
17       other regulations or those of other Federal agencies.

18              “(9) Each agency shall tailor its regulations to  
19       minimize the costs of the cumulative impact of regu-  
20       lations.

21              “(10) Each agency shall draft its regulations to  
22       be simple and easy to understand, with the goal of  
23       minimizing the potential for uncertainty and litiga-  
24       tion arising from such uncertainty.

1       “(b) REGULATORY ACTION DEFINED.—In this sec-  
2 tion, the term ‘regulatory action’ means any substantive  
3 action by an agency (normally published in the Federal  
4 Register) that promulgates or is expected to lead to the  
5 promulgation of a final rule or regulation, including ad-  
6 vance notices of proposed rulemaking and notices of pro-  
7 posed rulemaking.”.

8 **SEC. 9. EXPANDING THE SCOPE OF STATEMENTS TO AC-**  
9                   **COMPANY SIGNIFICANT REGULATORY AC-**  
10                   **TIONS.**

11       (a) IN GENERAL.—Section 202(a) of the Unfunded  
12 Mandates Reform Act of 1995 (2 U.S.C. 1532(a)) is  
13 amended to read as follows:

14       “(a) IN GENERAL.—Unless otherwise expressly pro-  
15 hibited by law, before promulgating any general notice of  
16 proposed rulemaking or any final rule, or within 6 months  
17 after promulgating any final rule that was not preceded  
18 by a general notice of proposed rulemaking, if the pro-  
19 posed rulemaking or final rule includes a Federal mandate  
20 that may result in an annual effect on State, local, or trib-  
21 al governments, or to the private sector, in the aggregate  
22 of \$100,000,000 or more in any 1 year, the agency shall  
23 prepare a written statement containing the following:

24                   “(1) The text of the draft proposed rulemaking  
25       or final rule, together with a reasonably detailed de-



1       scription of the need for the proposed rulemaking or  
2       final rule and an explanation of how the proposed  
3       rulemaking or final rule will meet that need.

4               “(2) An assessment of the potential costs and  
5       benefits of the proposed rulemaking or final rule, in-  
6       cluding an explanation of the manner in which the  
7       proposed rulemaking or final rule is consistent with  
8       a statutory requirement and avoids undue inter-  
9       ference with State, local, and tribal governments in  
10      the exercise of their governmental functions.

11              “(3) A qualitative and quantitative assessment,  
12      including the underlying analysis, of benefits antici-  
13      pated from the proposed rulemaking or final rule  
14      (such as the promotion of the efficient functioning of  
15      the economy and private markets, the enhancement  
16      of health and safety, the protection of the natural  
17      environment, and the elimination or reduction of dis-  
18      crimination or bias).

19              “(4) A qualitative and quantitative assessment,  
20      including the underlying analysis, of costs antici-  
21      pated from the proposed rulemaking or final rule  
22      (such as the direct costs both to the Government in  
23      administering the final rule and to businesses and  
24      others in complying with the final rule, and any ad-  
25      verse effects on the efficient functioning of the econ-

1 omy, private markets (including productivity, em-  
2 ployment, and international competitiveness), health,  
3 safety, and the natural environment).

4 “(5) Estimates by the agency, if and to the ex-  
5 tent that the agency determines that accurate esti-  
6 mates are reasonably feasible, of—

7 “(A) the future compliance costs of the  
8 Federal mandate; and

9 “(B) any disproportionate budgetary ef-  
10 fects of the Federal mandate upon any par-  
11 ticular regions of the United States or par-  
12 ticular State, local, or tribal governments,  
13 urban or rural or other types of communities,  
14 or particular segments of the private sector.

15 “(6)(A) A detailed description of the extent of  
16 the agency’s prior consultation with the private sec-  
17 tor and elected representatives under section 204 of  
18 the affected State, local, and tribal governments.

19 “(B) A detailed summary of the comments and  
20 concerns that were presented by the private sector  
21 and State, local, or tribal governments either orally  
22 or in writing to the agency.

23 “(C) A detailed summary of the agency’s eval-  
24 uation of those comments and concerns.

1           “(7) A detailed summary of how the agency  
2           complied with each of the regulatory principles de-  
3           scribed in section 201.

4           “(8) An assessment of the effects that the pro-  
5           posed rulemaking or final rule are expected to have  
6           on private property owners, including the use and  
7           value of affected property.”.

8           (b) REQUIREMENT FOR DETAILED SUMMARY.—Sec-  
9           tion 202(b) of the Unfunded Mandates Reform Act of  
10          1995 (2 U.S.C. 1532(b)) is amended by inserting “de-  
11          tailed” before “summary”.

12          **SEC. 10. ENHANCED STAKEHOLDER CONSULTATION.**

13          Section 204 of the Unfunded Mandates Reform Act  
14          of 1995 (2 U.S.C. 1534) is amended—

15                 (1) in the section heading, by inserting “**AND**  
16                 **PRIVATE SECTOR**” before “**INPUT**”;

17                 (2) in subsection (a)—

18                         (A) by inserting “, and impacted parties  
19                         within the private sector (including small busi-  
20                         ness),” after “on their behalf”;

21                         (B) by striking “Federal intergovernmental  
22                         mandates” and inserting “Federal mandates”;  
23                         and

24                 (3) by amending subsection (c) to read as fol-  
25          lows:

1       “(c) GUIDELINES.—For appropriate implementation  
2 of subsections (a) and (b) consistent with applicable laws  
3 and regulations, the following guidelines shall be followed:

4           “(1) Consultations shall take place as early as  
5 possible, before issuance of a notice of proposed rule-  
6 making, continue through the final rule stage, and  
7 be integrated explicitly into the rulemaking process.

8           “(2) Agencies shall consult with a wide variety  
9 of State, local, and tribal officials and impacted par-  
10 ties within the private sector (including small busi-  
11 nesses). Geographic, political, and other factors that  
12 may differentiate varying points of view should be  
13 considered.

14           “(3) Agencies should estimate benefits and  
15 costs to assist with these consultations. The scope of  
16 the consultation should reflect the cost and signifi-  
17 cance of the Federal mandate being considered.

18           “(4) Agencies shall, to the extent practicable—

19           “(A) seek out the views of State, local, and  
20 tribal governments, and impacted parties within  
21 the private sector (including small business), on  
22 costs, benefits, and risks; and

23           “(B) solicit ideas about alternative meth-  
24 ods of compliance and potential flexibilities, and  
25 input on whether the Federal regulation will

1 harmonize with and not duplicate similar laws  
2 in other levels of government.

3 “(5) Consultations shall address the cumulative  
4 impact of regulations on the affected entities.

5 “(6) Agencies may accept electronic submis-  
6 sions of comments by relevant parties but may not  
7 use those comments as the sole method of satisfying  
8 the guidelines in this subsection.”.

9 **SEC. 11. NEW AUTHORITIES AND RESPONSIBILITIES FOR**  
10 **OFFICE OF INFORMATION AND REGULATORY**  
11 **AFFAIRS.**

12 Section 208 of the Unfunded Mandates Reform Act  
13 of 1995 (2 U.S.C. 1538) is amended to read as follows:

14 **“SEC. 208. OFFICE OF INFORMATION AND REGULATORY AF-**  
15 **FAIRS RESPONSIBILITIES.**

16 “(a) IN GENERAL.—The Administrator of the Office  
17 of Information and Regulatory Affairs shall provide mean-  
18 ingful guidance and oversight so that each agency’s regu-  
19 lations for which a written statement is required under  
20 section 202 are consistent with the principles and require-  
21 ments of this title, as well as other applicable laws, and  
22 do not conflict with the policies or actions of another agen-  
23 cy. If the Administrator determines that an agency’s regu-  
24 lations for which a written statement is required under  
25 section 202 do not comply with such principles and re-

1 requirements, are not consistent with other applicable laws,  
2 or conflict with the policies or actions of another agency,  
3 the Administrator shall identify areas of non-compliance,  
4 notify the agency, and request that the agency comply be-  
5 fore the agency finalizes the regulation concerned.

6 “(b) ANNUAL STATEMENTS TO CONGRESS ON AGEN-  
7 CY COMPLIANCE.—The Administrator of the Office of In-  
8 formation and Regulatory Affairs annually shall submit  
9 to Congress, including the Committee on Homeland Secu-  
10 rity and Governmental Affairs of the Senate and the Com-  
11 mittee on Oversight and Government Reform of the House  
12 of Representatives, a written report detailing compliance  
13 by each agency with the requirements of this title that  
14 relate to regulations for which a written statement is re-  
15 quired by section 202, including activities undertaken at  
16 the request of the Director to improve compliance, during  
17 the preceding reporting period. The report shall also con-  
18 tain an appendix detailing compliance by each agency with  
19 section 204.”.

20 **SEC. 12. RETROSPECTIVE ANALYSIS OF EXISTING FEDERAL**  
21 **REGULATIONS.**

22 The Unfunded Mandates Reform Act of 1995 (2  
23 U.S.C. 1501 et seq.) is amended—

24 (1) by redesignating section 209 as section 210;  
25 and

1 (2) by inserting after section 208 the following:

2 **“SEC. 209. RETROSPECTIVE ANALYSIS OF EXISTING FED-**  
3 **ERAL REGULATIONS.**

4 “(a) REQUIREMENT.—At the request of the chairman  
5 or ranking minority member of a standing or select com-  
6 mittee of the House of Representatives or the Senate, an  
7 agency shall conduct a retrospective analysis of an existing  
8 Federal regulation promulgated by an agency.

9 “(b) REPORT.—Each agency conducting a retrospec-  
10 tive analysis of existing Federal regulations pursuant to  
11 subsection (a) shall submit to the chairman of the relevant  
12 committee, Congress, and the Comptroller General of the  
13 United States a report containing, with respect to each  
14 Federal regulation covered by the analysis—

15 “(1) a copy of the Federal regulation;

16 “(2) the continued need for the Federal regula-  
17 tion;

18 “(3) the nature of comments or complaints re-  
19 ceived concerning the Federal regulation from the  
20 public since the Federal regulation was promulgated;

21 “(4) the extent to which the Federal regulation  
22 overlaps, duplicates, or conflicts with other Federal  
23 regulations, and, to the extent feasible, with State  
24 and local governmental rules;

1           “(5) the degree to which technology, economic  
2 conditions, or other factors have changed in the area  
3 affected by the Federal regulation;

4           “(6) a complete analysis of the retrospective di-  
5 rect costs and benefits of the Federal regulation that  
6 considers studies done outside the Federal Govern-  
7 ment (if any) estimating such costs or benefits; and

8           “(7) any litigation history challenging the Fed-  
9 eral regulation.”.

10 **SEC. 13. EXPANSION OF JUDICIAL REVIEW.**

11           Section 401(a) of the Unfunded Mandates Reform  
12 Act of 1995 (2 U.S.C. 1571(a)) is amended—

13           (1) in paragraph (1)—

14                   (A) by striking “sections 202 and  
15 203(a)(1) and (2)” and inserting “sections 201,  
16 202, paragraphs (1) and (2) of section 203(a),  
17 and subsections (a) and (b) of section 205”;  
18 and

19                   (B) by striking “only”;

20           (2) in paragraph (2)—

21                   (A) in subparagraph (A)—

22                           (i) by striking “sections 202 and  
23 203(a)(1) and (2)” and inserting “sections  
24 201, 202, paragraphs (1) and (2) of sec-



1                   tion 203(a), and subsections (a) and (b) of  
2                   section 205”; and

3                   (ii) by striking “only” each place that  
4                   term appears; and

5                   (B) in subparagraph (B), by striking “sec-  
6                   tion 202” and all that follows through the pe-  
7                   riod at the end and inserting the following:  
8                   “section 202, prepare the written plan under  
9                   paragraphs (1) and (2) of section 203(a), or  
10                  comply with subsections (a) and (b) of section  
11                  205, a court may compel the agency to prepare  
12                  such written statement, prepare such written  
13                  plan, or comply with such subsections.”; and

14                  (3) in paragraph (3), by striking “written state-  
15                  ment or plan is required” and all that follows  
16                  through “shall not” and inserting the following:  
17                  “written statement under section 202, a written plan  
18                  under paragraphs (1) and (2) of section 203(a), or  
19                  compliance with section 201 and subsections (a) and  
20                  (b) of section 205 is required, the inadequacy or fail-  
21                  ure to prepare such statement (including the inad-  
22                  equacy or failure to prepare any estimate, analysis,  
23                  statement, or description), to prepare such written  
24                  plan, or to comply with such sections may”.

○