2025 South Dakota Legislature

House Bill 1051

AMENDMENT 1051A FOR THE INTRODUCED BILL

- An Act to update provisions on the interim legislative oversight of administrative rulemaking.
- 3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:
- 4 Section 1. That § 1-26-1 be AMENDED:
 - **1-26-1.** Terms used in this chapter mean:
 - (1) "Agency," each association, authority, board, commission, committee, council, department, division, office, officer, task force, or other agent of the state vested with the authority to exercise any portion of the state's sovereignty. The term includes a home-rule municipality that has adopted its own administrative appeals process, whose final decisions, rulings, or actions rendered by that process are subject to judicial review pursuant to this chapter. The term does not include the Legislature, the Unified Judicial System, any unit of local government, or any agency under the jurisdiction of such these exempt departments and units unless the department, unit, or agency is specifically made subject to this chapter by statute;
 - (2) "Contested case," a proceeding, including rate-making and licensing, in which the legal rights, duties, or privileges of a party are required by law to be determined by an agency after an opportunity for hearing but the term does not include the proceedings relating to rule making other than rate-making, proceedings related to inmate disciplinary matters as defined in § 1-15-20, or student academic proceedings under the jurisdiction of the Board of Regents;
 - (3) "Emergency rule," a temporary rule that is adopted without a hearing or which becomes effective less than twenty days after filing with the secretary of state, or both;
 - (4) "License," the whole or part of any agency permit, certificate, approval, registration, charter, or similar form of permission required by law;

1	(5) (4)	"Licensing," the agency process respecting the grant, denial, renewal, revocation,
2		suspension, annulment, withdrawal, or amendment of a license;
3	(6) (5)	"Party," each person or agency named or admitted as a party, or properly seeking
4		and entitled as of right to be admitted as a party;
5	(7) (6)	"Person," all political subdivisions and agencies of the state;
6	(8) (7)	"Rule," each agency statement of general applicability that implements, interprets,
7		or prescribes law, policy, procedure, or practice requirements of any agency. The
8		term includes the amendment or repeal of a prior rule, but does not include:
9		(a) Statements concerning only the internal management of an agency—and;
10		(b) Statements not affecting private rights or procedure available to the public
11		(b)(c) Declaratory rules issued pursuant to § 1-26-15;
12		(c)(d) Official opinions issued by the attorney general pursuant to § 1-11-1;
13		(d)(e) Executive orders issued by the Governor;
14		(e)(f) Student matters under the jurisdiction of the Board of Regents;
15		(f)(g) Actions of the railroad board Department of Transportation pursuant to § 1-
16		44-28;
17		(g)(h) Inmate disciplinary matters as defined in § 1-15-20;
18		$\frac{h}{(i)}$ Internal control procedures adopted by the Gaming Commission pursuant
19		to § 42-7B-25.1;
20		$\frac{(i)(j)}{(i)}$ Policies governing specific state fair premiums, awards, entry, and exhibit
21		requirements adopted by the State Fair Commission Department of
22		Agriculture and Natural Resources pursuant to § 1-21-10; and
23		$\frac{(j)(k)}{(k)}$ Lending procedures and programs of the South Dakota Housing
24		Development Authority; and
25	(8A)	"Small business," a business entity that employs twenty- five or fewer full-time
26		employees.
27	(9) (8)	"Substantial evidence," such relevant and competent evidence as a reasonable
28		mind might accept as being sufficiently adequate to support a conclusion.

Section 2. That § 1-26-1.1 be AMENDED:

1-26-1.1. There is hereby created a legislative committee of six members, no more than four of whom-shall may be of the same political party, which shall be designated as the Interim Rules Review Committee. The committee—shall be is composed of three members of the Senate, to be appointed by the president pro tempore of the Senate, and three members of the House of Representatives, to be appointed by the speaker of the

House of Representatives and no. No more than two senators and two representatives shall may be of the same political party. Members—shall must be appointed prior to the adjournment of each regular session in odd-numbered years and shall serve for two-year terms ending at noon on the second Tuesday in January in each odd-numbered year; however, members otherwise, a member shall serve until their successors are the member's successor is appointed or until the member ceases to be a member of the Legislature. Vacancies on the committee—shall must be filled by the original appointing authority for the remainder of the term. A vacancy shall exist whenever a committee member ceases to be a member of the Legislature.

Section 3. That § 1-26-1.2 be AMENDED:

1-26-1.2. The <u>interim rules review committee</u> <u>Interim Rules Review Committee</u> shall choose a chair <u>and a vice chair</u> from its members and prescribe its rules of procedure. Meetings of the committee <u>shall be</u> <u>are</u> at the call of the chair or a majority of the committee.

On or before the first Monday following the last day of the legislative session, the committee and the agencies shall determine a schedule of dates for meetings to be held during the following twelve months. However, the committee is not required to hold a meeting if no proposed rules have been filed pursuant to subdivision 1-26-6(4) prior to the meeting submission has been made to committee members in accordance with subdivision 1-26-4(8). All meetings are open to the public and any interested person may be heard and present evidence.

The committee shall review all proposed agency rules and make recommendations to the agencies regarding rules and legislation authorizing rules, and to the Legislature regarding administrative law. All meetings, regular or special, shall be open to the public and any interested person may be heard and present evidence.

Members of the committee—shall be are compensated for their attendance at meetings and for time spent in the conduct of committee business, at rates established by the Executive Board of the Legislative Research Council. The director of the Legislative Research Council, or one or more persons from the director's office, shall act as secretary to the committee, or the committee may employ a secretary Code counsel, and one or more personnel from the Legislative Research Council with the consent of the council's director, shall staff the committee.

Section 4. That § 1-26-1.3 be AMENDED:

1-26-1.3. The <u>director code counsel</u>, with the consent of the <u>director of the Legislative Research Council</u>, may delegate the duties imposed by this chapter to other persons in the <u>Legislative Research Council's council's office</u>. Each person to whom the duties are delegated has the same power and authority as the <u>director code counsel</u> for the purposes of this chapter. The papers specifying the delegation of duties <u>shall must</u> be filed with the secretary of state.

Section 5. That § 1-26-2.1 be AMENDED:

- **1-26-2.1.** An agency shall, when submitting any proposed rule that will have a direct impact on small business, prepare an impact statement that includes the following:
- (1) A narrative explanation in plain, easy-to-read language of the effect of the rule on small business, the basis for its enactments, and why the rule is needed;
- (2) An identification and estimate of the number of small businesses subject to the proposed rule;
- (3)(2) The projected reporting and recordkeeping required for compliance with the proposed rule, including the types of professional skills necessary for preparation of the report or record; and
- (4)(3) A statement_narrative explanation, in plain and easy to read language, of the probable effect_of the rule on impacted small business_businesses; and
- (5)(4) A description of any less intrusive or less costly alternative methods of achieving the purpose of the proposed rule.

An agency is only required to use readily available information and existing resources to prepare the impact statement.

For purposes of this section, "small business" means a nongovernmental entity that employs twenty-five or fewer full-time employees.

Section 6. That § 1-26-4 be AMENDED:

- **1-26-4.** The following notice, service, and public hearing procedure must be used to adopt, amend, or repeal a permanent rule:
 - (1) An agency shall serve a copy of a proposed rule and any publication described in § 1-26-6.6 upon the departmental secretary, bureau commissioner, public utilities commissioner, or constitutional officer to which it is attached for the secretary's, commissioner's, or officer's written approval to proceed;
- (2) After receiving the written approval of the secretary, commissioner, or officer to proceed, the agency shall serve—the director_code counsel with a copy of: the

1 proposed rule; any publication described in § 1-26-6.6; the fiscal note required by 2 § 1-26-4.2; the impact statement on small business required by § 1-26-2.1; the 3 any housing cost impact statement required by § 1-26-2.3; and the notice of 4 hearing required by § 1-26-4.1. The copy of these documents must be served at 5 least twenty days before the public hearing to adopt the proposed rule. Any 6 publication described in § 1-26-6.6 must be returned to the agency upon 7 completion of the director's code counsel's review and retained by the agency. 8 Twenty days before the public hearing, the agency shall serve the commissioner of 9 the Bureau of Finance and Management with a copy of: the proposed rule; the 10 fiscal note required by § 1-26-4.2; the impact statement on small business 11 required by § 1-26-2.1; the any housing cost impact statement required by § 1-12 26-2.3; and the notice of hearing required by \S 1-26-4.1; 13

At least twenty days before the public hearing, the agency shall: (3)

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- Publish the notice of hearing in the manner prescribed by § 1-26-4.1; and (a)
- (b) Publish, on the agency's website, the any housing cost impact statement required by § 1-26-2.3;
- After reviewing the proposed rule pursuant to § 1-26-6.5, the director code counsel (4) shall advise the agency of any recommended corrections to the proposed rule. If the agency does not concur with any recommendation of the director code counsel, the agency may appeal the recommended correction to the Interim Rules Review Committee for appropriate action;
- (5) The agency shall afford all interested persons reasonable opportunity to submit amendments, data, opinions, or arguments at a public hearing held to adopt the rule. The hearing may be continued from time to time. The agency shall keep minutes of the hearing. A majority of the members of any board or commission authorized to pass rules must be present during the course of the public hearing;
- (6) If the authority promulgating the rule is a secretary, commissioner, or officer, the agency shall accept written comments regarding the proposed rule for a period of ten days after the public hearing. If the authority promulgating the rule is a parttime citizen board, commission, committee, or task force, each interested person shall submit written comments at least seventy-two hours before the public hearing. The seventy-two hours does not include the day of the public hearing. The written comments may be submitted by mail or email. The record of written comments may be closed at the conclusion of the public hearing. The hearing may be continued for the purpose of taking additional comments;

- (7) After the written comment period, the agency shall consider all amendments, data, opinions, or arguments regarding the proposed rule. A proposed rule may be modified or amended at this time to include or exclude matters that were described in the notice of hearing; and
 - (8) The agency shall serve the minutes of the hearing, a complete record of written comments, the impact statement on small business, the any housing cost impact statement, the fiscal note, the information required by § 1-26-4.8, and a corrected copy of the rule on the members of the Interim Rules Review Committee, and on code counsel at least seven days before the agency appears before the committee to present the rules.

The time periods specified in this section may be extended by the agency. The requirement to serve the committee <u>and code counsel within the time limit specified</u> in subdivision (8) may be waived by the committee chair, if the agency presents sufficient reasons to the committee chair that the agency is unable to comply with the time limit. The waiver may not be granted solely for the convenience of the agency.

Section 7. That § 1-26-4.1 be AMENDED:

1-26-4.1. The An agency shall publish a notice of a public hearing—of an on the agency's intent to adopt, amend, or repeal a rule—shall be published in a manner selected to notify persons likely to be affected by the proposed rule. At a minimum the notice of the public hearing shall be published, in at least three newspapers of general circulation in different parts of the state. The provisions of chapter 17-2 do not apply to notices required by this section.

The An agency shall provide the notice of a public hearing, or the notice of intent to adopt an emergency rule—shall be mailed and a copy of the emergency rule, to each person who has made a timely request of the agency for advance notice of its rule-making proceedings.

A notice of hearing or a notice of intent to adopt emergency rules—shall contain a must provide:

- (1) A narrative description of the effect of the proposed rule-and the;
- (2) The reasons for adopting the proposed rule. A notice of hearing shall also state where;
- (3) Where and when the hearing will be held, how;
- (4) How amendments, data, opinions, and arguments may be presented, the:
- (5) The deadline to submit written comments, and how

(6) How the public may obtain copies of the proposed rule.

Section 8. That § 1-26-4.2 be AMENDED:

1-26-4.2. An agency shall, when submitting any proposed rule, except an emergency rule, include a fiscal note. The fiscal note-shall state must provide what effect, if any, the proposed rule will have on the revenues, expenditures, or fiscal liability of the state or its agencies and subdivisions. The fiscal note-shall must include an explanation of how such effect, if any, was computed.

The Bureau of Finance and Management shall prepare its own fiscal note and serve it on the agency, the director code counsel, and the cochairmen co-chairs of the Joint Appropriations Committee prior to the hearing. If a proposed rule has a negative fiscal impact on a political subdivision, the agency—shall must direct the bureau to transmit a copy of the bureau's fiscal note to the South Dakota Municipal League, the Associated School Boards of South Dakota, and the South Dakota_Association of County Commissioners—Association, as applicable, prior to the hearing.

Section 9. That § 1-26-5 be AMENDED:

- **1-26-5.** Prior to the adoption or amendment of an emergency rule, an agency shall publish the text of the emergency rule on its website, publish a notice of intent to adopt an emergency rule in the manner prescribed in § 1-26-4.1, and shall serve on the person specified by subdivision 1-26-4(1), each member of the Interim Rules Review Committee, and the director code counsel:
- (1) A copy of the proposed rule, which shall bear bearing a special number to distinguish it from a permanent rule; and
- (2) Any publication described in § 1-26-6.6 which shall be returned to the agency upon completion of the director's review and retained by the agency; and
- (3)—A statement, with the reasons, that the emergency procedure is necessary <u>for one</u> <u>or more of the following circumstances</u>: <u>because</u>
 - (a) Because of imminent peril to the public health, safety, or welfare; to
 - (b) To prevent substantial unforeseen financial loss to state government; or because
 - (c) Because of the occurrence of an unforeseen event at a time when the adoption of a rule in response to such event by the emergency procedure is required to secure or protect the best-interests interest of the state or its residents.

If a publication is incorporated by reference in the proposed emergency rule, pursuant to § 1-26-6.6, the publication and statement must also be served on the person specified by subdivision 1-26-4(1) and on code counsel. Code counsel shall return the publication to the agency upon completion of code counsel's review and the agency shall retain the publication.

Any agency may use the emergency rule adoption procedure. However, no An agency may not use the emergency rule adoption procedure for the convenience of the agency merely to avoid the consequences for failing to timely promulgate rules.

Section 10. That § 1-26-5.1 be AMENDED:

1-26-5.1. AAn emergency rule may be temporarily suspended suspend, but not repealed, by the adoption of an emergency repeal, a permanent rule. A permanent rule amended by an emergency rule will revert reverts to its original form ninety days after it has been in effect, or at an earlier date if so specified in the emergency rule, unless further amended within that period.

Section 11. That § 1-26-6 be AMENDED:

- **1-26-6.** The adoption, amendment, or repeal of a rule is complete when:
- 17 (1) All the The requirements of § 1-26-4 have been completed or, if the rule is an emergency rule, three days have passed since—all the requirements of § 1-26-5 have been-complied with met;
 - (2) It has been signed by a majority of the members of the multi-member body or by the officer having the authority to adopt it;
 - (3) It has been signed by the director code counsel;
 - (4) A copy has been filed with the director code counsel, in a form prescribed by the director code counsel to show amendments, deletions, and other changes to existing rules, for use in preparation of copy for the Administrative Rules of South Dakota;
 - (5) The rule and a certificate have been filed with the secretary of state. The certificate shall must affirm that the rule filed is a true and correct copy of the rule as adopted and that the agency has complied with § 1-26-4 or 1-26-5, and with this section; and
 - (6) For a permanent rule, the agency has appeared and presented the proposed rule to the Interim Rules Review Committee.

Certificates A certificate required by this section—shall must be affidavits an affidavit executed, under oath, by the officers officer authorized by statute to promulgate the rule. If a rule is promulgated by a multi-member body, the body's presiding officer must sign the certificate—shall be signed by its presiding officer.

Emergency rules are An emergency rule is provisionally effective immediately after being filed. Notwithstanding § 15-6-6(a), all other rules are provisionally effective on the twentieth day after being filed, not counting the day of filing. In either case a later effective date may be specified as part of the rules being filed. A rule which that is not yet effective or a provisionally effective rule may be suspended in the manner specified by § 1-26-38 any time prior to the first day of July of the year following the year in which it became, or would have become, effective. The rule's provisional status ends at that time, and the rule may not thereafter be suspended by the rules committee. Unless suspended, a provisionally effective rule shall must be enforced by the agency and the courts as if it were not so conditioned.

No rule promulgated after June 30, 1975, is valid unless adopted in compliance with § 1-26-4 or 1-26-5, and this section and copies of the rule are made available to the public upon request, by the agency.

Section 12. That § 1-26-6.2 be AMENDED:

1-26-6.2. The director Code counsel shall prescribe a uniform style in which rules shall must be prepared and the standard form and forms to be used in filing rules pursuant to this chapter. Such The form shall must contain a provision for a reference to be made by the agency for each rule proposed by it, citing its general authority to promulgate rules and then refer to the section, subdivision, or subsection of statute which that the rule is intended to implement, and direct the agency to identify prior rules amended or repealed.

Section 13. That § 1-26-6.3 be AMENDED:

1-26-6.3. The director Code counsel may notify any agency whose rules are not in the proper style and form. A copy of this notice—shall must be filed with the secretary of state. One hundred eighty days after an agency receives—such the notification, the rules of that agency—shall be are of no further force and effect unless redrafted in the prescribed style and form and filed with the secretary of state and the director—code counsel.

Section 14. That § 1-26-6.5 be AMENDED:

1-26-6.5. The director Code counsel shall review each rule for compliance with the requirements for form, style, and clarity.

The director Code counsel shall review each rule for legality. The review for legality is a determination that the rule is authorized by the standards provided in the statutes cited by the agency to promulgate the rule.

The directorCode counsel shall review the statement of reasons that the emergency procedure is necessary. If the director code counsel finds need for change, the director code counsel shall make the requirements known in writing to the agency prior to the hearing, or within three days of when the requirements of § 1-26-5 have been met in the case of emergency rules.

Section 15. That § 1-26-6.6 be AMENDED:

1-26-6.6. An agency may adopt other comprehensive regulations as its own by making reference to them in a rule, but only when the comprehensive regulations are published by an organization which that is not part of the state government and only when the publication is generally available to the public at a reasonable cost. A rule which that incorporates material by reference shall must describe the exact section or portion of the publication which is being incorporated. Immediately following a rule which that incorporates published material by reference, other than material contained in the code of federal regulations Code of Federal Regulations, the federal register Federal Register, the United States code Code, or the United States statutes at large Large, the agency shall place a reference note which that identifies the publication by its title, date of publication, or enactment and author, and which that states where the publication may be obtained and its cost, if any.

A statement—<u>shall must</u> be attached to the face of—<u>the_any_physical_publication</u> which shall state_submitted to code counsel stating the agency's name, the section number of the rule—<u>which_that</u> incorporates the material within, and the date the rule was served pursuant to § 1-26-4 or 1-26-5—<u>or_and</u> filed pursuant to § 1-26-6.

A publication that is available only as an electronic document must contain, on the first page, a legible, distinguishable statement that sets forth the agency's name, the section number of the rule that incorporates the material within, and the dates the rule was served pursuant to \S 1-26-4 or 1-26-5 and filed pursuant to \S 1-26-6.

Section 16. That § 1-26-6.7 be AMENDED:

1-26-6.7. Once a rule has been adopted, it may not be amended, repealed, or suspended, except by compliance with § 1-26-4 or 1-26-5, and with § 1-26-6 this chapter, even if it has not taken effect.

Section 17. That § 1-26-6.9 be AMENDED:

1-26-6.9. If a professional or occupational licensing board or commission is authorized in statute to establish fees by rule and no maximum fee limit is specified, the fees—shall must be reasonable and necessary to provide enough money to meet the budgetary needs of the licensing board or commission for—such things as: per diem, travel expenses, office expense, salaries and benefits, utilities, supplies, testing, licensing, inspections, disciplinary actions, and legal fees. However, the total amount of increase in the fees imposed by a licensing board or commission under this section may not exceed the previous year's budget by more than twenty percent.

Section 18. That § 1-26-6.10 be AMENDED:

1-26-6.10. No state agency may adopt or promulgate any rule that restricts any right or privilege to carry or possess-a pistol in contravention to authority being exercised in accordance with being licensed to carry a concealed pistol pursuant to chapter 23-7.

Section 19. That § 1-26-7.1 be AMENDED:

1-26-7.1. Upon adoption of a rule or upon the rejection of a petition filed pursuant to § 1-26-13, an agency, if requested to do so in writing by an interested person either prior to adoption or rejection or within thirty days thereafter, shall issue a written, concise statement of the principal reasons for and against the rule's adoption, incorporating therein and its reasons for overruling the considerations urged against the rule's adoption or rejection. A The agency must serve a copy of the statement shall be served on the members of the Interim Rules Review Committee and the director of the Legislative Research Council code counsel.

Section 20. That § 1-26-12 be AMENDED:

1-26-12. Publications and copies of rules authorized under or required by this chapter shall upon request be made available to agencies and officials of this state free of charge and to other persons at prices fixed by the Interim Rules Review Committee to cover mailing and publication costs. An agency may not charge the public for copies of

notices or intentions to pass rules required by § 1-26-4.1. The provisions of § 1-8-10, except as to certification, do not apply to copies of publications distributed by the secretary of state under this chapter.

Section 21. That § 1-26-13 be AMENDED:

1-26-13. An interested person, other than an inmate as defined in § 1-15-20.1, may petition an agency requesting the promulgation, amendment, or repeal of a rule. The petition—shall must contain the text or substance of any new rule or amendment sought, the identification of any rule sought to be repealed, reasons for the proposal, and the name and address of the petitioner. Within thirty days after submission of a petition, the agency—either shall deny the petition in writing—(, stating its reasons for the—denials) denial, or shall initiate rule—making proceedings in accordance with § 1-26-4. The agency shall serve a copy of any—petitions petition and—denials_denial on the members of the Interim Rules Review Committee and—the director of the Legislative Research Council code counsel.

Section 22. That § 1-26-15 be AMENDED:

1-26-15. Each agency shall provide by rule for the filing and prompt disposition of petitions a petition for declaratory—rulings ruling as to the applicability of any statutory provision or of any rule or order of the agency. No inmate as defined in § 1-15-20.1 may petition an agency for a declaratory ruling on the applicability of <u>a</u> statutory—provisions provision, rules rule, or—orders order of the agency.—Rulings A ruling disposing of—petitions have a petition has the same status as <u>an</u> agency—decisions decision or—orders order in a contested cases case. A copy of all such rulings shall be filed The agency shall file a copy of the ruling with—the director code counsel for publication in the Administrative Rules of South Dakota.

Section 23. That § 1-26A-1 be AMENDED:

1-26A-1. The Legislative Research Council shall publish on its website, from time to time, the Administrative Rules of South Dakota, which shall contain containing permanent rules of general application promulgated pursuant to chapter 1-26. In preparing the text of the rules for publication, the Legislative Research Council code counsel shall make such changes as may be necessary to correct apparent errors, to correlate and integrate all the rules, to harmonize, to assign a new title and other designation, and to eliminate or clarify obviously obsolete or ambiguous rules and rules

declared invalid by the South Dakota Supreme Court or the United States Supreme Court. The Legislative Research Council Code counsel may substitute terms or phraseology, and names of boards, commissions, and agencies, wherever the Legislature has expressly or by implication indicated an intention to do so. The publication may also contain information concerning executive orders, agreements made pursuant to chapter 1-24, agreements and changes made pursuant to chapter 1-32, and court rules, of permanent and general application—which that are not otherwise generally available to the public. The Legislative Research Council shall also publish at periodic intervals, the South Dakota Register—which shall contain, containing notices of hearings on proposed rules at least ten days prior to hearing, notices of rules filed in the secretary of state's office, and other information relating to agency and judicial rules and executive actions.

The Legislative Research CouncilCode counsel shall prepare the manuscripts for the rules and the register and supervise their publication.

Section 24. That § 1-36-20 be AMENDED:

1-36-20. If the secretary of the Department of Social Services is authorized to promulgate rules and the adoption of certain rules is mandated by a federal rule or regulation, the secretary may, without following the procedures set forth in §§ 1-26-4 to 1-26-6, inclusive, serve on code counsel a copy of the proposed rule; a copy of the appropriate federal statute, rule, or regulation; and an affidavit stating that such the proposed rule is mandated by the attached federal statute, rule, or regulation on the director. The director Code counsel shall review the rules received as to the sufficiency of the form and style and as to their legality. If the director code counsel finds need for change, the director shall code counsel must make any requirements known in writing within three days of service. Five days after service, and upon complying with the requirements of the director code counsel, the secretary may file the proposed rule with the secretary of state.

Any rule adopted under this section is provisionally effective immediately upon filing or at a later date if required in the federal statute or rule and specified by the department.

Section 25. That § 1-26-11 be REPEALED.

Each agency promulgating professional or regulatory examining and licensing rules or other rules under this chapter may cause the same, or any portion thereof, to be

published in pamphlet form, subject to the supervision of the director regarding style and form and such other limitations of certification.

Section 26. That § 1-26A-8 be REPEALED.

Publications authorized under this chapter shall upon request be distributed by the Bureau of Human Resources and Administration to state agencies and elected state officials of this state free of charge and to other persons at prices fixed by the director to cover mailing and publication costs.