

The House Committee on Agriculture and Consumer Affairs offers the following substitute to HB 1147:

A BILL TO BE ENTITLED  
AN ACT

1 To amend Chapter 2 of Title 2 of the Official Code of Georgia Annotated, relating to the  
2 Department of Agriculture, so as to provide for orders issued by the Commissioner of  
3 Agriculture; to provide for administrative and judicial review of such orders; to amend  
4 Chapter 13 of Title 50 of the Official Code of Georgia Annotated, the "Georgia  
5 Administrative Procedure Act," so as to change certain provisions relating to judicial review  
6 of contested cases; to change certain provisions relating to applicability of certain provisions  
7 relative to the Office of State Administrative Hearings; to repeal conflicting laws; and for  
8 other purposes.

9 **BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:**

**SECTION 1.**

10 Chapter 2 of Title 2 of the Official Code of Georgia Annotated, relating to the Department  
11 of Agriculture, is amended by adding a new Code section to read as follows:

12 "2-2-9.1.

13 (a) As used in this Code Section, the term 'aggrieved or adversely affected' means that the  
14 challenged action has caused or will cause the person injury in fact, and the injury is to an  
15 interest within the zone of interests to be protected or regulated by the statute that the  
16 Commissioner is empowered to administer and enforce.

17 (b) The Commissioner shall issue all orders, and perform actions to include  
18 impoundments, quarantine, the issuance, suspension, denial, or revocation of registrations,  
19 licenses, or permits, or approval or denial of applications for registrations, licenses, or  
20 permits provided for in such federal and state laws as are to be enforced by the Department  
21 of Agriculture.

22 (c) Any administrative order issued by the Commissioner shall specify the alleged  
23 violation, prescribe a reasonable time for some type of action to be accomplished, and  
24 provide notice of the right to a hearing. Any order issued pursuant to this Code section shall  
25 become final unless the aggrieved or adversely affected registrant, licensee, permittee,  
26

1 applicant, equine owner, livestock owner, dog or cat owner, exotic and pet bird owner, or  
2 farmer of crops or livestock, chickens, or other animals timely requests a hearing in writing  
3 as provided by this Code section.

4 (d)(1) Any registrant, licensee, permittee, applicant, equine owner, livestock owner, dog  
5 or cat owner, exotic and pet bird owner, or farmer of crops or livestock, chickens, or other  
6 animals aggrieved or adversely affected by any order or action of the Commissioner to  
7 include the issuance, suspension, denial, or revocation of a registration, license, permit,  
8 or application, impoundment, quarantine or stop sale, stop use, or stop removal order,  
9 upon petition within 30 days after the issuance of such order or the taking of such action,  
10 shall have a right to a hearing before a hearing officer appointed or designated for such  
11 purpose by the Commissioner. The decision of the hearing officer shall constitute an  
12 initial decision of the Department of Agriculture, and any party to the hearing, including  
13 the Commissioner, shall have the right to final agency review before the Commissioner  
14 in accordance with Chapter 13 of Title 50, the 'Georgia Administrative Procedure Act,'  
15 and the provisions of this chapter.

16 (2) If the hearing involves the impoundment of equines under Chapter 13 of Title 4, the  
17 'Georgia Humane Care for Equines Act,' the party requesting the hearing shall submit a  
18 surety bond to the Commissioner and payable to him or her in the amount of \$250.00 per  
19 horse per month to be used for care of the animals until resolution of the matter; and a  
20 minimum payment of six months shall be submitted with additional bonds upon request.  
21 If any type of judicial remedy is initiated in the superior courts, the party requesting such  
22 relief shall submit within 30 days of the impoundment a surety bond to the Commissioner  
23 and payable to him or her in the amount of \$250.00 per horse per month to be used for  
24 care of the animals until resolution of the matter; and a minimum payment of six months  
25 shall be submitted with additional bonds upon request. However, in lieu of a surety bond,  
26 the Commissioner may accept a cash bond, which shall in all respects be subject to the  
27 same claims and actions as would exist against a surety bond.

28 (3) If the hearing involves the impoundment of animals under Chapter 11 of Title 4, the  
29 'Georgia Animal Protection Act,' the party requesting the hearing shall submit a surety  
30 bond to the Commissioner and payable to him or her in the amount of \$200.00 per animal  
31 per month to be used for care of the animals until resolution of the matter; and a  
32 minimum payment of six months shall be submitted with additional bonds upon request.  
33 However, in lieu of a surety bond, the Commissioner may accept a cash bond, which shall  
34 in all respects be subject to the same claims and actions as would exist against a surety  
35 bond.

36 (e) Where a statute which the Commissioner has responsibility for administration or  
37 enforcement or a provision of Article 1 of Chapter 13 of Title 50 provides for different

1 administrative procedures in providing for a notice and opportunity to be heard other than  
2 those specified in this Code section, the Commissioner may elect which procedure to be  
3 used on a case-by-case basis.

4 (f) In the event the Commissioner asserts in response to the petition before the hearing  
5 officer that the petitioner is not aggrieved or adversely affected, the hearing officer shall  
6 take evidence and hear arguments on such issue and thereafter make a ruling on such issue  
7 before continuing with the hearing. The burden of going forward with evidence on such  
8 issue shall rest with the petitioner. The decision of the hearing officer shall constitute the  
9 initial decision of the Commissioner; and any party to the hearing, including the  
10 Commissioner, shall have the right for final agency review before the Commissioner in  
11 accordance with Chapter 13 of Title 50.

12 (g) Prior to notice, hearing, or determination, the Commissioner is authorized to impose  
13 civil penalties in settlement of contested cases through administrative consent orders. The  
14 Commissioner is authorized to impose through administrative consent orders civil penalties  
15 of up to and including \$1,000.00 per violation, except as otherwise authorized by law.

16 (h)(1) The Commissioner may seek civil penalties for the violation of those laws to be  
17 enforced by the Department of Agriculture; and where the imposition of such penalties  
18 is provided for therein, the Commissioner upon written request may cause a hearing to  
19 be conducted before a hearing officer appointed or designated by the Commissioner for  
20 the purpose of determining whether such civil penalties should be imposed in accordance  
21 with the applicable law.

22 (2) The decision of the hearing officer shall constitute the initial decision of the  
23 Commissioner; and any party to the hearing, including the Commissioner, shall have the  
24 right of final agency review before the Commissioner in accordance with Chapter 13 of  
25 Title 50.

26 (3) In rendering a decision on a requested civil penalty, the hearing officer shall consider  
27 all relevant factors including, but not limited to, the following:

28 (A) The amount of civil penalty necessary to ensure immediate and continued  
29 compliance and the extent to which the violator may have profited by failing or  
30 delaying to comply;

31 (B) The conduct of the person incurring the civil penalty in promptly taking all feasible  
32 steps or procedures necessary or appropriate to comply with or to correct the violation  
33 or failure to comply;

34 (C) Any prior violations of, or failures by, such person to comply with statutes, rules,  
35 regulations, or orders administered, adopted, or issued by the Commissioner;

36 (D) The character and degree of injury to or interference with public health or safety  
37 which is caused or threatened to be caused by such violation or failure to comply;

- 1 (E) The character and degree of injury to or interference with reasonable use of  
2 property which is caused or threatened to be caused by such violation or failure to  
3 comply; and
- 4 (F) The character and degree of intent with which the conduct of the person incurring  
5 the civil penalty was carried out.
- 6 (i)(1) Once the hearing officer issues an initial decision, that decision may be appealed  
7 by any party to the Commissioner for final agency review. The party requesting final  
8 agency review shall have 30 days from notice of the initial decision to file an application  
9 for final agency review. If the initial decision is not appealed within 30 days by any party,  
10 it shall be deemed final without need of any further proceedings.
- 11 (2) In application, the party requesting final agency review from the Commissioner shall  
12 include a short and plain statement of:
- 13 (A) The reasons for seeking review; and  
14 (B) Any alleged errors in the initial decision.
- 15 (3) The Commissioner may in his or her discretion seek review on his or her own motion  
16 pursuant to subsection (a) of Code Section 50-13-17.
- 17 (4) Opposing parties may submit statements in response within 20 days of service of an  
18 application for final agency review.
- 19 (5) A copy of any application for final agency review or in opposition of application for  
20 review shall be served on all parties and their counsel as well as the Commissioner.
- 21 (j)(1) The standard for final agency review of the initial decision shall be de novo  
22 review.
- 23 (2) The Commissioner may only review the record considered by the hearing officer in  
24 the initial decision hearing. The Commissioner shall not rely on investigative files.
- 25 (3) The Commissioner shall possess all the powers that the hearing officer had during  
26 the initial decision hearing.
- 27 (4) There shall be a presumption of correctness for the hearing officer's credibility  
28 determination of witnesses appearing before the hearing officer.
- 29 (5) The Commissioner shall not base his or her decision on conjecture, speculation, or  
30 impermissible inferences.
- 31 (k)(1) The hearing officer shall forward to the Commissioner prior to review:
- 32 (A) A copy of the record of the case including the initial decision;  
33 (B) All pleadings;  
34 (C) Transcripts of the hearing; and  
35 (D) All exhibits.
- 36 (2) During the final agency review, the Commissioner may hear or take testimony from  
37 any party, including the registrant, licensee, permittee, applicant, equine owner, livestock

1 owner, dog or cat owner, exotic and pet bird owner, or farmer of crops or livestock,  
2 chickens, or other animals based on such authority as existed during the initial decision  
3 hearing.

4 (3) A party may file a motion not less than 14 days prior to the date of the final agency  
5 review to introduce evidence not submitted at the initial decision hearing. Additional  
6 evidence may be admitted only if it is material and if good cause exists for not presenting  
7 the evidence at the initial decision hearing. Opposing parties may submit responding  
8 motions in support of suppression of additional evidence seven days prior to the final  
9 agency review. Copies of all motions shall be served on the other party and its counsel  
10 as well as the Commissioner.

11 (1)(1) The final decision shall be in writing, and if an initial decision is modified, the  
12 Commissioner shall give his or her reasons therefor in the form of findings of fact and  
13 conclusions of law, separately stated, along with the effective date of the final decision.  
14 If the Commissioner does not issue a final decision within 30 days, the initial decision  
15 shall be deemed final without need of further proceedings. Further, once the initial  
16 decision is final, a party's right to judicial review shall be extinguished.

17 (2) The Commissioner's decision must be rendered not later than 30 days following the  
18 date the initial decision was issued.

19 (3) The Commissioner may modify sanctions after review of an initial decision on  
20 appeal, stating the sanctions in the final decision. The Commissioner shall not have to  
21 make separate findings of fact to justify modified sanctions.

22 (4) The period of decision may be extended due to complexity of issues or volume of  
23 record materials. All parties involved shall be notified of any extension. A decision shall  
24 be rendered as soon as practicable.

25 (5) The Commissioner shall serve on the:

- 26 (A) Opposing party;
- 27 (B) Opposing party's counsel;
- 28 (C) Agency counsel; and
- 29 (D) Original hearing officer

30 any resulting decision or notify the above parties if there is no change to the initial  
31 decision along with a statement of rights on appeal to the opposing party and counsel  
32 within 30 days of any such decision.

33 (m)(1) A party, or the Commissioner on his or her own motion, may seek reconsideration  
34 by the Commissioner of a final agency decision.

35 (2) A party's written request for reconsideration must be submitted to the Commissioner  
36 within ten days of service of the final decision. The request shall include a short and plain  
37 statement of:

- 1 (A) All matters alleged to have been erroneously decided; and
- 2 (B) Any newly discovered factual matters and the reasons why any matters were not  
3 raised previously.
- 4 (3) Opposing parties may submit statements in response within 20 days of service of the  
5 request of the consideration.
- 6 (4) All requests for reconsideration and statements in opposition shall be served on all  
7 parties and the Commissioner.
- 8 (5) If the final agency decision is modified, the Commissioner shall give his or her  
9 reasons therefor in the form of findings of fact and conclusions of law along with the  
10 effective date of the decision.
- 11 (6) The Commissioner's decision shall be rendered within 30 days following the latest  
12 filing deadline.
- 13 (n) Judicial review of the Commissioner's final decision may be had in accordance with  
14 Code Section 50-13-19.
- 15 (o)(1) Any order issued by the Commissioner under the laws of this state to be enforced  
16 by the Department of Agriculture pursuant to a final decision, either unappealed from as  
17 provided by law or affirmed or modified on any review or appeal, and from which no  
18 further review is taken or allowed, may be filed, by certified copy of the order or final  
19 decision from the department, in the superior court of the county wherein the person  
20 under order resides, or if such person is a corporation in the county wherein the  
21 corporation maintains its principal place of business, or in the county wherein the  
22 violation occurred or in which jurisdiction is appropriate; whereupon such superior court  
23 shall render judgment in accordance therewith and notify the parties. Such judgment shall  
24 have the same effect, and all proceedings in relation thereto shall thereafter be the same,  
25 as though such judgment had been rendered in an action duly heard and determined by  
26 such court.
- 27 (2) The Commissioner may commence an action in any superior court of proper venue  
28 to enforce any order issued by him or her and made an order of the superior court  
29 pursuant to this Code section.
- 30 (p)(1) Upon the entering of a final adverse decision against an aggrieved party by the  
31 Commissioner, the Commissioner shall, within 15 days, deliver to the aggrieved party a  
32 statement of the costs incurred in the impoundment and care of the impounded animal or  
33 animals. The aggrieved party shall then render payment of such costs to the  
34 Commissioner within 30 days after the service of the final decision of the agency or, if  
35 a rehearing is requested, within 30 days after the decision thereon.
- 36 (2) If the aggrieved party petitions for judicial review under Code Section 50-13-19, the  
37 Commissioner shall, within 15 days, deliver to the aggrieved party a statement of the

1 costs incurred in the impoundment and care of the impounded animal or animals. The  
 2 aggrieved party shall then render payment of such costs to the Commissioner within 30  
 3 days after the service of any final adverse decision of the Superior Court of Fulton  
 4 County.

5 (3) If payment is not rendered to the Commissioner within the time period required in  
 6 this subsection, the Commissioner may commence and maintain an action against the  
 7 principal and surety on the bond of the aggrieved party as in any civil action."

## 8 SECTION 2.

9 Chapter 13 of Title 50 of the Official Code of Georgia Annotated, the "Georgia  
 10 Administrative Procedure Act," is amended by striking subsection (b) of Code Section  
 11 50-13-19, relating to judicial review of contested cases, and inserting in lieu thereof the  
 12 following:

13 "(b) Proceedings for review are instituted by filing a petition within 30 days after the  
 14 service of the final decision of the agency or, if a rehearing is requested, within 30 days  
 15 after the decision thereon. The petition may be filed in the Superior Court of Fulton County  
 16 or in the superior court of the county of residence of the petitioner. When the petitioner is  
 17 a corporation, the action may be brought in the Superior Court of Fulton County or in the  
 18 superior court of the county where the petitioner maintains its principal place of doing  
 19 business in this state. All proceedings for review, however, with respect to orders, rules,  
 20 regulations, or other decisions or directives of the Public Service Commission must be  
 21 brought in the Superior Court of Fulton County; and provided, further, that all proceedings  
 22 for review with respect to orders, rules, regulations, or other decisions or directives of the  
 23 Commissioner of Agriculture must be brought in the Superior Court of Fulton County, the  
 24 Superior Court of Tift County, or the Superior Court of Chatham County. Copies of the  
 25 petition shall be served upon the agency and all parties of record. The petition shall state  
 26 the nature of the petitioner's interest, the fact showing that the petitioner is aggrieved by  
 27 the decision, and the ground as specified in subsection (h) of this Code section upon which  
 28 the petitioner contends that the decision should be reversed or modified. The petition may  
 29 be amended by leave of court."

## 30 SECTION 3.

31 Said chapter is further amended in Code Section 50-13-42, relating to applicability of certain  
 32 provisions relative to the Office of State Administrative Hearings, by striking subsection (a)  
 33 and inserting in lieu thereof the following:

34 "(a) In addition to those agencies expressly exempted from the operation of this chapter  
 35 under paragraph (1) of Code Section 50-13-2, this article shall not apply to the

1 Commissioner of Agriculture, the Public Service Commission, the Health Planning Review  
2 Board, or the Department of Community Health or to the Department of Labor with respect  
3 to unemployment insurance benefit hearings conducted under the authority of Chapter 8  
4 of Title 34. Such exclusion does not prohibit ~~these~~ such office or agencies from contracting  
5 with the Office of State Administrative Hearings on a case-by-case basis."

6 **SECTION 4.**

7 All laws and parts of laws in conflict with this Act are repealed.