

Dear Senators LAKEY, Lee, Burgoyne, and  
Representatives HOLTZCLAW, Anderson, Chew:

The Legislative Services Office, Research and Legislation, has received the enclosed rules of the  
Division of Veterans Services:

IDAPA 21.00.00 - Notice of Omnibus Rulemaking - Temporary and Proposed Rulemaking (Docket  
No. 21-0000-1900) - Idaho Division of Veterans Services.

Pursuant to Section 67-454, Idaho Code, a meeting on the enclosed rules may be called by the  
cochairmen or by two (2) or more members of the subcommittee giving oral or written notice to Research  
and Legislation no later than fourteen (14) days after receipt of the rules' analysis from Legislative  
Services. The final date to call a meeting on the enclosed rules is no later than 07/19/2019. If a meeting is  
called, the subcommittee must hold the meeting within forty-two (42) days of receipt of the rules' analysis  
from Legislative Services. The final date to hold a meeting on the enclosed rules is 08/16/2019.

The germane joint subcommittee may request a statement of economic impact with respect to a  
proposed rule by notifying Research and Legislation. There is no time limit on requesting this statement,  
and it may be requested whether or not a meeting on the proposed rule is called or after a meeting has  
been held.

To notify Research and Legislation, call 334-4854, or send a written request to the address on the  
memorandum attached below.



Eric Milstead  
Director

# Legislative Services Office

## Idaho State Legislature

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*Serving Idaho's Citizen Legislature*

### MEMORANDUM

**TO:** Rules Review Subcommittee of the Senate Judiciary & Rules Committee and the House Commerce & Human Resources Committee  
**FROM:** Deputy Division Manager - Katharine Gerrity  
**DATE:** July 1, 2019  
**SUBJECT:** Division of Veterans Services

IDAPA 21.00.00 - Notice of Omnibus Rulemaking - Temporary and Proposed Rulemaking (Docket No. 21-0000-1900) - Idaho Division of Veterans Services

The Idaho Division of Veterans Services submits notice of temporary and proposed rule at IDAPA 21.01.06 - Rules for the Enforcement of the Veteran's Preference in Public Employment. According to the division, the rulemaking adopts and re-publishes an existing and previously approved chapter. These rules were previously analyzed and reviewed by the Legislative Services Office upon their initial promulgation. Rulemaking is authorized by Sections 65-202, 65-204 and 65-506, Idaho Code

cc: Division of Veterans Services  
Kevin Wallior

**\*\*\* PLEASE NOTE \*\*\***

Per the Idaho Constitution, all administrative rules may be reviewed by the Legislature during the next legislative session. The Legislature has 3 options with this rulemaking docket: **1)** Approve the docket in its entirety; **2)** Reject the docket in its entirety; or **3)** Reject the docket in part.

# IDAPA 21 – IDAHO DIVISION OF VETERANS SERVICES

DOCKET NO. 21-0000-1900

## NOTICE OF OMNIBUS RULEMAKING – TEMPORARY AND PROPOSED RULEMAKING

**EFFECTIVE DATE:** The effective date of the temporary rule listed in the descriptive summary of this notice is June 30, 2019.

**AUTHORITY:** In compliance with Sections 67-5221(1) and 67-5226, Idaho Code, notice is hereby given that this agency has adopted temporary rules, and proposed rulemaking procedures have been initiated. The action is authorized pursuant to Sections 65-202, 65-204, and 65-506, Idaho Code.

**PUBLIC HEARING SCHEDULE:** Oral comment concerning this rulemaking will be scheduled in accordance with Section 67-5222, Idaho Code.

**DESCRIPTIVE SUMMARY:** The following is the required finding and concise statement of its supporting reasons for adopting a temporary rule and a nontechnical explanation of the substance and purpose of the proposed rulemaking:

This temporary and proposed rulemaking adopts and re-publishes the following existing and previously approved and codified chapters under IDAPA 21, rules of the Idaho Division of Veterans Services:

### **IDAPA 21**

- 21.01.06, *Rules for the Enforcement of the Veteran's Preference in Public Employment*

**TEMPORARY RULE JUSTIFICATION:** Pursuant to Sections 67-5226(1) and 67-5226(2), Idaho Code, the Governor has found that temporary adoption of the rule is appropriate for the following reasons:

These temporary rules are necessary to protect the public health, safety, and welfare of the citizens of Idaho and confer a benefit on its citizens. These previously approved and codified rules implement the duly enacted laws of the state of Idaho, provide citizens with the detailed rules and standards for complying with those laws, and assist in the orderly execution and enforcement of those laws. The expiration of these rules without due consideration and processes would undermine the public health, safety and welfare of the citizens of Idaho and deprive them of the benefit intended by these rules. These rules provide guidance for the enforcement of Veteran's preference in public employment. These rules provide recourse for an applicant who has reason to believe his/her Veteran's status wasn't considered during the hiring process. It provides a clear path for both public employers and applicants to follow for the resolution of a Veteran's Preference complaint prior to the court system becoming involved.

**FEE SUMMARY:** This rulemaking does not impose a fee or charge.

**FISCAL IMPACT:** The following is a specific description, if applicable, of any negative fiscal impact on the state general fund greater than ten thousand dollars (\$10,000) during the fiscal year: This rulemaking is not anticipated to have any fiscal impact on the state general fund because the FY2020 budget has already been set by the Legislature, and approved by the Governor, anticipating the existence of the rules and fees being reauthorized by this rulemaking.

**NEGOTIATED RULEMAKING:** Pursuant to Section 67-5220(2), Idaho Code, negotiated rulemaking was not feasible because of the need to adopt the rules as temporary, and because these existing chapters of IDAPA are being re-published and re-authorized. Negotiated rulemaking also is not feasible because of the need to implement these rules before they expire; the rules form the regulatory framework of the laws of this state and have been previously promulgated and reviewed by the Legislature pursuant to the Idaho Administrative Procedures Act, Chapter 52, Title 67, Idaho Code; and because engaging in negotiated rulemaking for all previously existing rules will inhibit the agency from carrying out its ability to serve the citizens of Idaho and to protect their health, safety, and welfare.

**INCORPORATION BY REFERENCE:** Pursuant to Section 67-5229(2)(a), Idaho Code, incorporated material may be obtained or electronically accessed as provided in the text of the temporary and proposed rules attached hereto.

**ASSISTANCE ON TECHNICAL QUESTIONS, SUBMISSION OF WRITTEN COMMENTS:** For assistance on technical questions concerning the temporary and proposed rule, contact Kevin Wallior (208) 780-1308.

Anyone may submit written comments regarding the proposed rulemaking. All written comments must be directed to the undersigned and must be delivered within twenty-one (21) days after publication of this Notice in the Idaho Administrative Bulletin. Oral presentation of comments may be requested pursuant to Section 67-5222(2), Idaho Code, and must be delivered to the undersigned within fourteen (14) days of the date of publication of this Notice in the Idaho Administrative Bulletin.

Dated this 19th day of June, 2019.

Kevin Wallior  
Management Assistant  
Idaho Division of Veterans Services  
351 Collins Road  
Boise, ID 83702  
Phone: (208) 780-1308  
Fax: (208) 780-1301

**IDAPA 21  
TITLE 01  
CHAPTER 06**

**21.01.06 – RULES FOR THE ENFORCEMENT OF THE VETERAN’S PREFERENCE  
IN PUBLIC EMPLOYMENT**

**000. LEGAL AUTHORITY.**

Section 65-506, Idaho Code, authorizes and directs the Idaho Division of Veterans Services to issue rules for the enforcement of Title 65, Chapter 5, Idaho Code. (3-30-07)

**001. TITLE AND SCOPE.**

**01. Title.** These rules are titled IDAPA 21.01.06, “Rules for the Enforcement of the Veteran’s Preference in Public Employment.” (3-30-07)

**02. Scope.** These rules contain procedures public employers may implement for an internal process which must be exhausted prior to a petitioner gaining access to the courts to contest a public employer’s application of the veteran’s preference in public employment. (3-30-07)

**002. WRITTEN INTERPRETATIONS.**

In accordance with Section 67-5201(b)(iv), Idaho Code, this agency may have written statements that pertain to the interpretation of the rules of this chapter, or to compliance with the rules of this chapter. Any such documents are available for public inspection and copying at cost at the Idaho Division of Veterans Services office. (3-30-07)

**003. ADMINISTRATIVE APPEALS.**

This chapter does not provide for appeal of the procedures public employers may implement under Title 65, Chapter 5, Idaho Code. (3-30-07)

**004. INCORPORATION BY REFERENCE.**

No documents have been incorporated by reference into these rules. (3-30-07)

**005. OFFICE – OFFICE HOURS – MAILING ADDRESS AND STREET ADDRESS – TELEPHONE NUMBER – INTERNET WEBSITE.**

**01. Address.** Division of Veterans Services is 351 Collins Road, Boise, Idaho 83702. (3-30-07)

**02. Office Hours.** 8 a.m. to 5 p.m., except Saturday, Sunday, and legal holidays. (3-30-07)

**03. Telephone.** The telephone number of the Division is (208) 780-1300. (3-30-07)

**04. FAX.** The facsimile number is (208) 780-1301. (3-30-07)

**05. Internet Website.** The internet website is <http://veterans.idaho.gov/>. (3-30-07)

**006. PUBLIC RECORDS ACT COMPLIANCE.**

The records associated with this chapter are subject to the provisions of the Idaho Public Records Act, Title 74, Chapter 1, Idaho Code. (3-30-07)

**007. -- 009. (RESERVED)**

**010. DEFINITIONS.**

**01. Definitions Generally.** Except where supplemented by the definitions in Section 010 of these rules, the definitions in Section 65-502, Idaho Code, apply to terms used in these rules. (3-30-07)

**02. Petitioner.** Petitioner means a person who alleges the denial of a preference. (3-30-07)

**03. Preference.** Preference means a right or benefit granted to the petitioner under Title 65, Chapter 5, Idaho Code. (3-30-07)

**04. Presiding Officer.** The individual or individuals, as more particularly described in Subsection 103.01 of these rules, appointed by the public employer executive to preside at a hearing. (3-30-07)

**05. Public Employer Executive.** Public employer executive means the individual or body of individuals in whom the ultimate legal authority of the public employer is vested by any provision of law. (3-30-07)

**011. -- 099. (RESERVED)**

## **100. HEARING REQUESTS.**

**01. Written Requests.** A petitioner must make a hearing request in writing to the public employer executive. A written hearing request must be hand delivered to the public employer executive or deposited, postage paid and properly addressed, in the United States mail. Hearing requests must contain the following information: (3-30-07)

- a.** The petitioner's full name and complete mailing address. (3-30-07)
- b.** A request for either a telephonic or a face-to-face hearing. The petitioner shall provide the telephone number where a telephonic hearing may be conducted. (3-30-07)
- c.** The position for which the petitioner applied for appointment. (3-30-07)
- d.** A brief statement of the petitioner's basis of eligibility for a preference, as set forth in Section 65-503, Idaho Code. (3-30-07)
- e.** A brief statement of the issues petitioner proposes to raise at the hearing. (3-30-07)
- f.** Any dates or times that the petitioner or the petitioner's attorney cannot be available for a hearing. (3-30-07)

**02. Timely Requests.** The public employer executive must receive hearing requests by 5 p.m. at the offices of the public employer executive no later than thirty-five (35) days following the date of the alleged denial of a preference. The date of the alleged denial of a preference for the purpose of calculation of time under Subsection 100.02 of these rules, shall be the date of issuance of a notice to the petitioner that the petitioner was not awarded a position or, if no notice is issued, the date petitioner becomes aware that he was not awarded a position. (3-30-07)

**03. Request Withdrawal.** A petitioner may withdraw a hearing request at any time. (3-30-07)

**04. Disposition of Case Without a Hearing.** Any hearing request may be resolved without a hearing on the merits of the request by stipulation, settlement, motion to dismiss, summary judgment, default, or for lack of jurisdiction. The public employer executive must dismiss an appeal that is not timely filed for lack of jurisdiction. (3-30-07)

## **101. HEARING NOTICES.**

**01. Notification of Hearing.** Upon timely receipt of a hearing request, the public employer executive shall notify petitioners of the time and date of the hearing and the presiding officer at the hearing. Hearing notices must be issued not less than seven (7) days prior to the hearing. The hearing notice shall specify whether the hearing will be conducted by telephone or face-to-face. If the hearing is to be face-to-face, the hearing notice shall specify the location of the hearing. The hearing notice shall stipulate an address for the filing of documents with the presiding officer. (3-30-07)

**02. Location of Hearings.** Hearings may be conducted by telephone or face-to-face in the discretion of the public employer executive, except that where the petitioner or another participant in the hearing would be denied

the opportunity to participate in the hearing if held by telephone, the hearing shall be face-to-face. Face-to-face hearings shall be held in the city in which the position the petitioner applied for appointment is located, unless otherwise agreed upon by the parties. (3-30-07)

**03. Hearing Date.** The public employer executive shall conduct hearings within thirty-five (35) days of receipt of the hearing request. The public employer executive may extend the hearing date for an additional thirty-five (35) days for good cause shown by the public employer executive or the petitioner. (3-30-07)

#### **102. PREHEARING PROCEDURE.**

**01. Discovery.** Prehearing discovery is limited to obtaining the names of witnesses and copies of documents the opposing party intends to offer as exhibits. The presiding officer at the hearing may order production of the names of witnesses and copies of documents after receiving a written request for an order of production. The presiding officer shall issue an order of production as needed to ensure the orderly conduct of the hearing. (3-30-07)

**02. Subpoenas.** If the public employer executive holds statutory subpoena power applicable to hearings under these rules, the presiding officer may issue subpoenas for witnesses or documents. (3-30-07)

**03. Briefing.** The presiding officer may require briefs to be filed by the parties and establish a reasonable briefing schedule. (3-30-07)

**04. Filing of Documents.** All documents requested by a party to be entered as exhibits shall be filed with the presiding officer in person or by first class mail with a copy provided to the opposing party. Service by mail is complete when the document, properly addressed and stamped, is deposited in the United States mail. A certificate showing delivery to all parties must accompany all documents when they are filed with the presiding officer. (3-30-07)

#### **103. PROCEDURE AT HEARING.**

**01. Presiding Officer at Hearing.** In the discretion of the public employer executive, the public employer executive, one (1) or more members of the public employer executive, or one (1) or more hearing officers shall be the presiding officer at the hearing. (3-30-07)

**02. Representation.** The petitioner may represent himself. Either party may be represented by legal counsel, at the party's own expense. Persons not authorized to practice law in the state of Idaho shall not represent parties. (3-30-07)

**03. Evidence.** The presiding officer may exclude evidence that is irrelevant, immaterial, incompetent, unduly repetitious, excludable on constitutional or statutory grounds, or protected by legal privilege. Hearsay evidence may be admitted if it is relevant to the grant or denial of the preference and is sufficiently reliable that prudent persons would commonly rely on it in the conduct of their affairs or if the hearsay evidence corroborates competent evidence. All other evidence may be admitted if it is of a type commonly relied upon by prudent persons in the conduct of their affairs. Documentary evidence may be received in the form of copies or excerpts if the original is not readily available. Notice may be taken of judicially cognizable facts or general, technical, or scientific facts by the presiding officer on its own motion or on motion of a party. (3-30-07)

**04. Hearing Record.** The presiding officer shall make a record of the hearing. The record shall consist of: an audio recording of the hearing, except in instances where the presiding officer requires a different method of recording the hearing; and, exhibits and other items of evidence presented at the hearing. A party may request a copy of the hearing record, at the party's own expense. (3-30-07)

#### **104. FINAL ORDER.**

**01. Order of the Presiding Officer.** The presiding officer must issue a written order not more than thirty-five (35) days from the date of the hearing. The order of the presiding officer must include: (3-30-07)

**a.** Specific findings on all major facts at issue; (3-30-07)

- b. A reasoned statement in support of the decision; (3-30-07)
- c. All other findings and recommendations of the presiding officer; (3-30-07)
- d. A preliminary decision finding that a preference was or was not applied by the public employer as required by Title 65, Chapter 5, Idaho Code; and (3-30-07)
- e. The procedure and time limits for filing a request for a review by the public employer executive, if available. (3-30-07)

**02. Review by the Public Employer Executive.**

- a. If the presiding officer at the hearing was a hearing officer or less than a quorum of the public employer executive, either party may request a review by a quorum of the public employer executive not later than seven (7) days from the date the presiding officer mailed the order of the presiding officer. The request must identify all legal and factual bases of disagreement with the order of the presiding officer. (3-30-07)
- b. Upon receipt of the request for a review hearing, the public employer executive may: (3-30-07)
  - i. Issue a written order affirming the decision of the public employer executive without a hearing; or, (3-30-07)
  - ii. Issue a notice for a review hearing complying with the provisions of Section 101 of these rules. (3-30-07)
- c. If the public employer executive issues a notice for a review hearing, the notice will establish a schedule for briefing, if allowed, and specify whether oral argument will be heard on the review. (3-30-07)
- d. The public employer executive shall conduct review hearings within thirty-five (35) days of receipt of the review request. (3-30-07)
- e. The public employer executive shall issue a written order not more than thirty-five (35) days from the date of the review hearing. The order shall contain: (3-30-07)
  - i. Specific findings on all major facts at issue; (3-30-07)
  - ii. A reasoned statement in support of the decision; (3-30-07)
  - iii. All other findings and recommendations of the public employer executive; and (3-30-07)
  - iv. A finding that a preference was or was not applied by the public employer as required by Title 65, Chapter 5, Idaho Code. (3-30-07)

**03. Order of the Public Employer Executive.**

- a. The following shall be orders of the public employer executive: (3-30-07)
  - i. The order of the presiding officer if the presiding officer is an individual serving as the public employer executive or a quorum of the public employer executive. The date of exhaustion of the appeal process shall be the date such order of the presiding officer is issued. (3-30-07)
  - ii. The order of the presiding officer if the presiding officer is a hearing officer or less than a quorum of the public employer executive and the public employer executive fails to hold a review hearing after a timely request or fails to issue an order within the required time after holding a review hearing. The date of exhaustion of the appeal process shall be the last day the public employer executive was required by these rules to hold a hearing or to issue an order. (3-30-07)



iii. The written order of the public employer executive following a review hearing. The date of exhaustion of the appeal process shall be the date such order of the public employer executive is issued. (3-30-07)

iv. The initial hiring determination of the public employer executive if the public employer executive fails to hold a hearing as required by these rules or if the presiding officer fails to issue an order after holding a hearing. The date of exhaustion of the appeal process shall be the last day the public employer executive was required by these rules to hold a hearing or to issue an order. (3-30-07)

b. Orders of the public employer executive shall set forth the procedure and time limits for filing an appeal to the district court under Section 65-506, Idaho Code. (3-30-07)

**105. -- 200. (RESERVED)**

**201. ALTERNATIVE PROCESSES.**

A public employer may publish an alternative internal review process for challenges to the application of Title 65, Chapter 5, Idaho Code, if such process: (3-30-07)

**01. Appeal Deadline.** Establishes a deadline of thirty-five (35) days for the filing of appeals alleging the denial of a preference. (3-30-07)

**02. Notice of Process.** Includes written notice to applicants for employment of the existence of the process and how to obtain a copy of the process. Publication of the process in a rule or ordinance of the public employer shall be written notice to applicants for employment. (3-30-07)

**03. Opportunity to Be Heard.** Provides an opportunity in the internal review for the petitioner to submit argument, evidence, and witnesses and to cross-examine the public employer executive’s witnesses. (3-30-07)

**04. Record of Process.** Produces a record of the internal review process that is available to the district court. (3-30-07)

**05. Written Final Order.** Requires a written final order of the public employer containing: (3-30-07)

a. Specific findings on all major facts at issue; (3-30-07)

b. A reasoned statement in support of the decision; and (3-30-07)

c. A finding that a preference was or was not applied by the public employer as required by Title 65, Chapter 5, Idaho Code. (3-30-07)

**06. Notice of Appeal Rights.** Includes written notice to petitioners at the conclusion of the internal review of the procedure and time limits for filing an appeal to the district court under Section 65-506, Idaho Code. (3-30-07)

**202. -- 300. (RESERVED)**

**301. APPEAL TO DISTRICT COURT.**

Petitioners must exhaust an appeal process implemented under these rules prior to appeal to district court. If a public employer implements an appeal process under these rules, petitioner may appeal the order of the public employer executive to a district court of the state of Idaho within one hundred eighty (180) days of the exhaustion of the appeal process. If a public employer has not implemented an appeal process under these rules, the petitioner may file an action directly in a district court of the state of Idaho within thirty-five (35) days of the alleged denial of a preference. (3-30-07)

**302. TRANSFER OF HEARING RECORD TO DISTRICT COURT.**

The public employer shall submit a complete copy of the hearing record to a district court of the state of Idaho

following the filing of an appeal and payment by the appealing party of the costs of duplicating and preparing the hearing record for submission, including labor costs. The opposing party may obtain a copy of the transcript at a cost not exceeding the cost of duplicating the hearing record submitted to the district court. (3-30-07)

**303. -- 999. (RESERVED)**