## MONTANA ADMINISTRATIVE REGISTER

### **ISSUE NO. 23**

The Montana Administrative Register (MAR or Register), a twice-monthly publication, has three sections. The Notice Section contains state agencies' proposed new, amended, or repealed rules; the rationale for the change; date and address of public hearing; and where written comments may be submitted. The Rule Section contains final rule notices which show any changes made since the proposal stage. All rule actions are effective the day after publication of the adoption notice unless otherwise specified in the final notice. The Interpretation Section contains the Attorney General's opinions and state declaratory rulings. Special notices and tables are found at the end of each Register.

Inquiries regarding the rulemaking process, including material found in the Montana Administrative Register and the Administrative Rules of Montana, may be made by calling the Secretary of State's Office, Administrative Rules Services, at (406) 444-2055.

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### BEFORE THE DEPARTMENT OF JUSTICE OF THE STATE OF MONTANA

In the matter of the proposed adoption of NEW RULE I, responsibility for costs; and proposed amendment of ARM 23.12.103 through 23.12.105, concerning criminal history records program NOTICE OF EXTENSION OF
 COMMENT PERIOD ON
 PROPOSED ADOPTION
 AND AMENDMENT

TO: All Concerned Persons

1. On October 26, 2006, the Department of Justice published MAR Notice No. 23-12-180 at page 2447 of the 2006 Montana Administrative Register, issue No. 20, regarding the proposed adoption and amendment of the above-stated rules.

2. The Department of Justice will make reasonable accommodations for persons with disabilities who wish to participate in this rulemaking or need an alternative accessible format of this notice. If you require an accommodation, contact the department no later than 5:00 p.m. on December 21, 2006, to advise us of the nature of the accommodation that you need. Please contact Jon Ellingson, Department of Justice, 215 North Sanders, P.O. Box 201401, Helena, MT 59620-1401; (406) 444-2026; Montana Relay Service 711; fax (406) 444-3549; or e-mail jellingson@mt.gov.

3. A public hearing was held on November 15, 2006. Several attendees requested that the department extend the comment period beyond November 24, 2006, which was the date published in MAR Notice No. 23-12-180.

4. The department grants this request and extends the comment period to January 2, 2007. The text of the rules remains as originally proposed. See MAR Notice No. 23-12-180 on the department's web page or in issue No. 20 of the 2006 Montana Administrative Register for the text of the rules.

5. Concerned persons may submit their data, views, or arguments concerning the proposed actions in writing to: Jon Ellingson, Department of Justice, 215 North Sanders, P.O. Box 201401, Helena, MT 59620-1401, fax (406) 444-3549, or e-mail jellingson@mt.gov, and must be received no later than 5:00 p.m. on January 2, 2007.

6. The Department of Justice maintains a list of interested persons who wish to receive notices of rulemaking actions proposed by this agency. Persons who wish to have their name added to the list shall make a written request, which includes the name and mailing address of the person to receive notices, mailed or delivered to Jon Ellingson, 215 North Sanders, P.O. Box 201401, Helena, MT 59620-1401, faxed to the office at (406) 444-3549, ATTN: Jon Ellingson, e-mailed to jellingson@mt.gov, or may be made by completing a request form at any rules hearing held by the Department of Justice.

By: <u>/s/ Mike McGrath</u> MIKE McGRATH Attorney General Department of Justice /s/ Jon Ellingson JON ELLINGSON Rule Reviewer

Certified to the Secretary of State on November 27, 2006.

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### BEFORE THE DEPARTMENT OF ENVIRONMENTAL QUALITY OF THE STATE OF MONTANA

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In the matter of the amendment of ARM ) 17.50.213 pertaining to reimbursement ) payments for abandoned vehicle removal

NOTICE OF AMENDMENT

(MOTOR VEHICLE RECYCLING AND DISPOSAL)

TO: All Concerned Persons

1. On October 26, 2006, the Department of Environmental Quality published MAR Notice No. 17-255 regarding a notice of public hearing on the proposed amendment of the above-stated rule at page 2444, 2006 Montana Administrative Register, issue number 20.

2. The department has amended the rule exactly as proposed.

3. The following comment was received and appears with the department's response:

COMMENT NO. 1: The department received one written comment in support of the proposed amendment.

RESPONSE: The department acknowledges the comment.

Reviewed by:

DEPARTMENT OF ENVIRONMENTAL QUALITY

/s/ David Rusoff DAVID RUSOFF Rule Reviewer

By: <u>/s/ Richard H. Opper</u> RICHARD H. OPPER Director

Certified to the Secretary of State, November 27, 2006.

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### BEFORE THE DEPARTMENT OF ENVIRONMENTAL QUALITY OF THE STATE OF MONTANA

In the matter of the amendment of ARM ) 17.74.350, 17.74.352, 17.74.356, and ) 17.74.357 pertaining to incorporation by ) reference, definitions, asbestos project ) control measures, and clearing asbestos ) projects ) NOTICE OF AMENDMENT

(ASBESTOS CONTROL)

TO: All Concerned Persons

1. On October 5, 2006, the Department of Environmental Quality published MAR Notice No. 17-253 regarding a notice of public hearing on the proposed amendment of the above-stated rules at page 2291, 2006 Montana Administrative Register, issue number 19.

2. The department has amended the rules exactly as proposed.

3. No public comments or testimony were received.

Reviewed by:

DEPARTMENT OF ENVIRONMENTAL QUALITY

<u>/s/ David Rusoff</u> DAVID RUSOFF Rule Reviewer By: <u>/s/ Richard H. Opper</u> RICHARD H. OPPER Director

Certified to the Secretary of State, November 27, 2006.

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### BEFORE THE DEPARTMENT OF ENVIRONMENTAL QUALITY OF THE STATE OF MONTANA

In the matter of the amendment of ARM ) 17.74.502, 17.74.503, and 17.74.507 ) pertaining to incorporation by reference ) of current federal regulations into the ) methamphetamine cleanup rules and ) clearance sampling ) NOTICE OF AMENDMENT

(METHAMPHETAMINE CLEANUP PROGRAM)

TO: All Concerned Persons

1. On October 5, 2006, the Department of Environmental Quality published MAR Notice No. 17-251 regarding a notice of public hearing on the proposed amendment of the above-stated rules at page 2285, 2006 Montana Administrative Register, issue number 19.

2. The department has amended the rules exactly as proposed.

3. The following comment was received and appears with the department's response:

<u>COMMENT NO. 1:</u> The department should require additional clandestine methamphetamine lab cleanup experience for the contractors conducting clearance sampling.

<u>RESPONSE:</u> The amendment to ARM 17.74.507 requires an independent contractor who conducts clearance sampling to be certified pursuant to ARM Title 17, chapter 74, subchapter 5, to perform that work. The experience requirement for certification is 40 or more hours of on-site experience in methamphetamine lab cleanup projects. Because this is a new program in Montana and other states, there have been limited opportunities for contractors to acquire significant methamphetamine cleanup experience. At this time, if the department increases the methamphetamine cleanup experience requirement for contractors conducting clearance sampling, very few contractors would meet that requirement, resulting in a bottleneck in methamphetamine lab cleanup project clearance. After the methamphetamine lab cleanup program has operated for a sufficient time, the department will reconsider the experience requirement.

Reviewed by:

DEPARTMENT OF ENVIRONMENTAL QUALITY

<u>/s/ David Rusoff</u> DAVID RUSOFF Rule Reviewer By: <u>/s/ Richard H. Opper</u> RICHARD H. OPPER Director

Certified to the Secretary of State, November 27, 2006.

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### BEFORE THE DEPARTMENT OF PUBLIC HEALTH AND HUMAN SERVICES OF THE STATE OF MONTANA

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In the matter of the amendment of ARM 37.80.101, 37.80.202, 37.80.203, 37.80.301, and 37.80.501 pertaining to the child care assistance program

NOTICE OF AMENDMENT

TO: All Interested Persons

1. On June 22, 2006, the Department of Public Health and Human Services published MAR Notice No. 37-386 pertaining to the public hearing on the proposed amendment of the above-stated rules, at page 1555 of the 2006 Montana Administrative Register, issue number 12.

2. The department has amended ARM 37.80.101, 37.80.202, 37.80.203, 37.80.301, and 37.80.501 as proposed.

3. The department received comments regarding proposed changes to the following child care manual sections:

<u>COMMENT #1</u>: Section 6-2 - The commentor pointed out that the inclusion of Washington State in the Western Identification Network (WIN) for background check purposes was incorrect and should not be added.

<u>RESPONSE</u>: The department concurs. Washington State will not be included in the list of states that participate in the WIN network for purposes of regional background checks.

<u>COMMENT #2</u>: Section 6-13 - The name of the DPHHS Fiscal-Accounts Receivable contact was incorrect.

<u>RESPONSE</u>: The department will include the correct contact information in the revised manual material.

<u>COMMENT #3</u>: Section 6-13 - The manual material states "Legally Unregistered Inhome (LUI) payments should generate a 1099. LUI payments are issued directly to the parent who employs the LUI. Child Care Response and Referral Organizations (CCR&Rs) should mark the W-9 'Head of Household'." The commentor states that LUI payments Head of Household Payments DO NOT generate a 1099.

<u>RESPONSE</u>: The department will include an accurate description of the 1099 process for Legally Unregistered In-home providers in the updated manual material.

<u>COMMENT #4</u>: Section 7-1 - The reference to the National School Age Care Alliance is incorrect. This entity has changed its name to National Afterschool

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Association (NAA).

<u>RESPONSE</u>: The department will include the correct name of the National Afterschool Association in the revised manual material.

<u>/s/ Francis Clinch for</u> Rule Reviewer <u>/s/ Joan Miles</u> Director, Public Health and Human Services

Certified to the Secretary of State November 27, 2006.

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### BEFORE THE DEPARTMENT OF PUBLIC SERVICE REGULATION OF THE STATE OF MONTANA

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In the matter of the amendment of ARM 38.5.2202 and 38.5.2302, pertaining to pipeline safety, and ARM 38.5.1010 and 38.5.1907, pertaining to the National Electrical Safety Code NOTICE OF AMENDMENT

TO: All Concerned Persons

1. On October 5, 2006, the Department of Public Service Regulation, Public Service Commission (PSC) published MAR Notice No. 38-2-195 regarding a public hearing on the proposed amendment of the above-stated rules at page 2372 of the 2006 Montana Administrative Register, issue number 19.

2. The PSC has amended ARM 38.5.2202, 38.5.2302, 38.5.1010, and 38.5.1907 as proposed.

3. No comments or testimony were received.

<u>/s/ Greg Jergeson</u> Greg Jergeson, Chairman Public Service Commission

<u>/s/ Robin A. McHugh</u> Reviewed by Robin A. McHugh

Certified to the Secretary of State November 27, 2006.

### BEFORE THE DEPARTMENT OF PUBLIC SERVICE REGULATION OF THE STATE OF MONTANA

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In the matter of the amendment of ARM 38.5.3301, 38.5.3302, 38.5.3320, 38.5.3330, 38.5.3331, 38.5.3332, 38.5.3334, 38.5.3335, 38.5.3336, 38.5.3339, 38.5.3350, 38.5.3353, 38.5.3360, 38.5.3361, 38.5.3362, 38.5.3371, and the repeal of ARM 38.5.3333, 38.5.3337, 38.5.3338, 38.5.3341, 38.5.3343, 38.5.3352, and 38.5.3370, all pertaining to Telecommunications) Service Standards NOTICE OF AMENDMENT AND REPEAL

TO: All Concerned Persons

1. On July 27, 2006, the Department of Public Service Regulation, Public Service Commission (PSC or commission), published MAR Notice No. 38-2-194, regarding a public hearing on the proposed amendment and repeal of the above-stated rules at page 1844 of the 2006 Montana Administrative Register, issue number 14.

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2. The PSC has amended the following rules as proposed: ARM 38.5.3301, 38.5.3320, 38.5.3331, 38.5.3334, 38.5.3335, 38.5.3339, 38.5.3350, 38.5.3360, and 38.5.3361.

3. The PSC has amended the following rules as proposed, but with the following changes, stricken matter interlined, new matter underlined:

<u>38.5.3302 DEFINITIONS</u> In the interpretation of these rules, the following definitions shall be used:

(1) through (9) remain as proposed.

(10) "Facilities-based carrier" for purposes of these rules means a carrier that owns a majority of the facilities by which the carrier provides telecommunications service in Montana.

(10) through (14) remain as proposed, but are renumbered (11) through (15).

(16) "Local exchange carrier" means a carrier that provides local exchange service.

(15) through (19) remain as proposed, but are renumbered (17) through (21).

AUTH: 69-3-103, MCA IMP: 69-3-102, 69-3-201, MCA <u>38.5.3330 RATE AND SPECIAL CHARGES INFORMATION</u> (1) Each carrier whose tariff or price list is filed with the commission must have its tariff or price list available for viewing at each business office. If the carrier has no local business office in Montana, the Montana tariff or price list must be posted on its website. A carrier must provide all information and assistance needed by applicants, customers, or others to determine the lowest cost telecommunications service available from the carrier that meets their stated needs. The carrier must provide written rate information at the request of customers and as otherwise required by the commission.

(2) A carrier must provide all information and assistance needed by applicants, customers, or others to determine the lowest cost telecommunications service available from the carrier that meets their stated needs. The carrier must provide written rate information at the request of customers and as otherwise required by the commission. Each carrier whose tariff or price list is filed with the commission must have its tariff or price list available for viewing at each business office. If the carrier has no local business office in Montana, the Montana tariff or price list must be posted on its web site.

(3) Prior to taking any action or offering any service, the local exchange carrier must notify customers of any connection charge or other charge and must provide an estimate of the initial bill for flat monthly services and other applicable charges. The <u>local exchange</u> carrier shall inform the customer whether or not taxes and other fees are included in the estimate.

(4) The <u>local exchange</u> carrier must offer to give an applicant a written estimate of special charges for services not established by tariff, such as construction charges, which are levied on an actual cost basis.

AUTH: 69-3-103, MCA IMP: 69-3-102, 69-3-201, MCA

<u>38.5.3332</u> CUSTOMER BILLING (1) through (4) remain as proposed.

(5) Local exchange service cannot be denied or terminated because of nonpayment of unregulated services, toll services, or services provided by other carriers, except when a local exchange carrier's local, toll, or unregulated services are combined into one service package at a single rate. A carrier's bill to its customer shall clearly distinguish between regulated and unregulated service.

(a) (6) Undesignated partial payments of a bill shall be applied first to local exchange carrier regulated local exchange services and then to service other than local exchange carrier regulated local exchange services in such percentage as each other service provider's charges represent of the total charges. When a local exchange carrier's local, toll, or unregulated services are combined into one service package at a single rate, undesignated partial payments shall be applied first to the service package, then to other services as described above.

(6) remains as proposed, but is renumbered (7).

(7) (8) All carriers are prohibited from charging any amount for incomplete or unanswered calls.

AUTH: 69-3-103, MCA

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IMP: 69-3-102, 69-3-201, 69-3-221, MCA

<u>38.5.3336 DIRECTORIES</u> (1) through (3) remain as proposed.

(4) Information pertaining to emergency calls, such as for the police and fire departments, must be conspicuously printed on the inside front cover of the directory.

(4) through (6) remain as proposed, but are renumbered (5) through (7).

(7) (8) If Except when the number listed in error is in use by another customer or is assigned to a different carrier, if there is an error in the directory listing for a customer, the local exchange carrier must intercept all calls to the listed number at no charge, for six months or until a new directory is published, whichever occurs first. Alternatively, the local exchange carrier may forward all calls to the listed number to the correct number. If there is an error or omission in the name listing of a customer, the correct name and telephone number must be placed in the files of the directory assistance and/or intercept operators and the correct number furnished the calling party upon request or interception. Competitive local exchange carriers are exempt from this requirement if technically unable to comply with it.

(8) remains as proposed, but is renumbered (9).

AUTH: 69-3-103, MCA IMP: 69-3-102, 69-3-201, MCA

<u>38.5.3353 NETWORK INTERFACE</u> (1) Each <u>facilities-based</u> local exchange carrier providing service by means of its own facilities to the customer's location shall establish a point of demarcation between the <u>utility carrier</u> facilities and a customer's premises wiring and equipment. It shall be the responsibility of the utility to install and maintain a network interface device (NID) in accordance with commission guidelines, the local exchange carrier's tariff, and with rules established by the Federal Communications Commission.

(2) and (3) remain as proposed.

AUTH: 69-3-103, MCA IMP: 69-3-102, 69-3-201, MCA

<u>38.5.3362</u> SERVICE INTERRUPTIONS (1) In the event that <u>a facilities-based local exchange</u> service must be interrupted for over four hours for planned work on the facilities or equipment, the work shall be done at a time which will cause minimal inconvenience to customers. In the event that local exchange service must be so interrupted, the <u>facilities-based</u> local exchange carrier shall attempt to notify each affected customer at least 24 hours in advance of the interruption.

AUTH: 69-3-103, MCA IMP: 69-3-102, 69-3-201, MCA

<u>38.5.3371</u> SERVICE REQUIREMENTS (1) These rules establish service quality requirements for <u>facilities-based</u> local exchange carriers <del>providing service by</del> means of their own facilities. The carrier shall be expected to meet generally

accepted industry standards for quality on any service provided by the carrier that is not covered by these rules.

(2) Based on commission receipt of <u>increasing</u> consumer complaints or other relevant information about the level of service being provided by a carrier to which these service quality requirements apply, the commission may require the carrier to begin documenting its compliance with any or all of these service requirements and providing periodic service quality reports containing such documentation to the commission. If a carrier is required by the commission to provide records or documentation regarding its compliance, the records or documentation must be reported on individual exchange and statewide aggregate bases.

(3) and (3)(a) remain as proposed.

(b) Each exchange carrier shall make commitments to customers as to the date of installation of all service orders.

(c) remains as proposed.

(d) A carrier shall not cancel customer installation orders at its own discretion. An installation order received by a carrier shall remain a pending order until the installation is completed or the customer requests cancellation at his or her own initiative or in response to the carrier's inquiry. An installation order may be cancelled if the carrier has made a good faith effort to contact the customer and the customer has not responded to the carrier's inquiries.

(4) through (7) remain as proposed.

AUTH: 69-3-103, MCA IMP: 69-3-102, 69-3-201, MCA

4. The PSC has repealed ARM 38.5.3333, 38.5.3337, 38.5.3338, 38.5.3341, 38.5.3343, 38.5.3352, and 38.5.3370 as proposed.

5. The following comments were received and appear with the PSC's responses:

COMMENT (general): Qwest Corporation (Qwest) commented it supports the rulemaking and generally agrees with the amendments, with qualifications. The Montana Telecommunications Association (MTA), the Montana Independent Telecommunications Systems (MITS), Blackfoot Telephone Cooperative, Inc., and Blackfoot Communications, Inc. (Blackfoot), Verizon (on behalf of affiliates), and the Montana Consumer Counsel (MCC) appeared as opponents or to provide information. In its written comments, MTA questioned whether service quality standards have a role to play in the increasingly competitive telecommunications environment. MTA commented that service quality rules should apply only to eligible telecommunications carriers and only to a minimum extent. MTA and Blackfoot recommended that the rules should not apply to any carrier unless a carrier's service quality has been determined in a formal proceeding to be measurably inferior. Blackfoot suggested that if the PSC preferred a firmer test for applying the rules to a carrier, the appropriate threshold would be if the PSC had received consumer complaints on more than one-half of 1% of the carrier's total access lines in a year. MTA and Blackfoot commented generally that the proposed rules are often unclear

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as to applicability to all carriers or to a subset of them and recommended revising rules where necessary to clarify their applicability and to maintain the consistent use of terms throughout. MCC commented that, because there is no evidence that competitive alternatives exist for all Montana customers, there is no justification for across-the-board reduction in service quality standards statewide. MCC also expressed concern that the quality of basic phone service should be prioritized in an environment where providers are investing in advanced services and products. Verizon and AT&T Communications of the Mountain States, Inc., and SBC Long Distance, LLC, dba AT&T Long Distance (AT&T) recommended the PSC limit the rules' application to residential service only because business customers are sophisticated, there is competition for business customers, and many business customers' telecommunications service is provided under contract. Citing ambiguity about the applicability of the rules to rural cooperatives, Blackfoot recommended amending the rules to simply state that they do not apply to cooperatives. Blackfoot also commented that competitive local exchange carriers should be exempt from the rules because it could place them at a competitive disadvantage. If the PSC does not exempt competitive local exchange carriers from the rules, Blackfoot suggested that the rules be modified to ensure all carriers in this group, such as carriers using packet-switching technology, are subject to them.

**RESPONSE:** Under Montana law, the PSC is responsible for ensuring that regulated telecommunications carriers provide adequate service. These rules' consumer protections and service standards establish for the PSC and for regulated carriers the minimum expectations for the provision of adequate service. In this rulemaking the PSC recognizes the need for updating and eliminating rules in light of the changes in the telecommunications marketplace that were noted by many commenters. The PSC agrees with MCC regarding the importance of ensuring the service quality of plain old telephone service. The rules have been amended in several places to clarify their applicability. The rules that provide consumer protections, such as the billing, deposits, and termination requirements, are reasonably applied to all carriers, including competitive local exchange carriers. It is equally reasonable that other rules do not apply to all carriers. No argument has been presented by AT&T or Verizon that persuades the PSC to apply the rules to provision of residential service only. The PSC reiterates yet again that these rules do not apply to rural telephone cooperatives or wireless carriers, both of which are exempt from PSC jurisdiction by law.

<u>COMMENT</u> (ARM 38.5.3301): AT&T proposed revising section (2) to state the rules apply only to residential retail local exchange service.

<u>RESPONSE</u>: The PSC declines to revise the rule as suggested by AT&T. The significant narrowing of the applicability of the rules proposed by AT&T is beyond the scope of the rules as noticed and would require a new rulemaking proceeding to provide interested persons with an opportunity to comment on the proposal.

COMMENT (ARM 38.5.3302): Qwest recommended adding its suggested

definitions of the terms "facilities-based carrier" and "unavoidable causalities and acts of God," and revising the definition of "installation order" to include, rather than exclude, change orders and requests for feature additions. MCC also recommended a definition of the term "facilities-based carrier." MTA commented confusion results because the term "local exchange carrier" is not defined and the definition of "incumbent local exchange carrier" does not include an exemption for rural cooperative or wireless carriers. MTA recommended the use of a single term for "carrier" throughout the rules. AT&T recommended elimination of the language "through any means" from the definition of "competitive local exchange carrier" to make clear that unregulated services are not included inappropriately.

<u>RESPONSE</u>: The PSC agrees "facilities-based carrier" and "local exchange carrier" should be defined and has amended the rule accordingly. The PSC overrules the remaining comments. Qwest's proposed definition of "unavoidable causalities and acts of God" is overly long and unnecessarily detailed. The term "installation order" is purposely limited to orders regarding installation of access lines because the PSC's concern is that carriers provide working telephone service to customers within a reasonable time. The PSC declines to revise the "incumbent local exchange carrier" definition to clarify that it does not include unregulated entities because the definition of "carrier" already expressly states that these rules do not apply to rural cooperatives or wireless carriers. Because one purpose of this rulemaking is to revise the existing rules to clarify which rules apply to which categories of carriers, it is not possible to use just the term "carrier" throughout the rules. The definition of "competitive local exchange carrier" is clearly limited to regulated local exchange service.

<u>COMMENT</u> (ARM 38.5.3320): MTA commented that incumbent local exchange carriers would be subject to section (1), while a separate class of carriers would be subject to sections (2) and (3). AT&T commented that section (3) needs clarification as to the definition of "facilities-based carrier" and recommended a definition.

<u>RESPONSE</u>: MTA is correct that only regulated incumbent local exchange carriers are required to file exchange maps and tariffs, only facilities-based carriers must report service outages, and all carriers must provide commission-requested information. The PSC has added a definition of "facilities-based carrier" in the definitions section.

<u>COMMENT</u> (ARM 38.5.3330): MTA requested clarification of the applicability of each section.

<u>RESPONSE</u>: Sections (1) and (2) are clear in this regard, but the order in which they appear in the rule is rearranged to effect a more logical progression from general application to all carriers through the narrowing applicability of the remaining sections. The words "local exchange" have been inserted before the word "carrier" in sections (3) and (4) to clarify the requirements regarding cost estimates apply to local exchange carriers.

<u>COMMENT</u> (ARM 38.5.3331): MTA requested clarification as to whether its assumption that this rule applies to all carriers is correct.

<u>RESPONSE</u>: The rule requires all carriers to have a business office to respond to customers' inquiries and further ensures that customers are provided with the toll-free numbers of carriers or other entities whose charges appear on their local phone bills.

<u>COMMENT</u> (ARM 38.5.3332): AT&T commented that subsection (1)(a) should allow carriers and customers to agree on alternative billing schedules. AT&T commented it assumes that the "new provider" referred to in subsection (1)(e) is a provider with whom the customer does not have a continuing relationship. MTA recommended amending sections (5) and (5)(a) to create exceptions for service packages in the rules related to separating regulated from unregulated services on a bill and allocation of undesignated partial payments. Verizon agreed with MTA that service packages should be exempted from the allocation of partial payment rule and commented that subsection (5)(a) regarding the allocation of partial payments among several providers may be problematic, impractical, and possibly costly for carriers to implement. Verizon agreed with the concept that no carrier is favored over another when partial payments are allocated, but commented the rule's language needs clarification. Regarding the prohibition at section (7) against billing for incomplete calls, Verizon recommended the term "incomplete calls" be defined.

<u>RESPONSE</u>: Regarding AT&T's comment that carriers and customers should be allowed to agree on alternative billing schedules, that is exactly what subsection (1)(a) provides. AT&T is incorrect in its limited interpretation of what a "new provider" is in subsection (1)(e) because the rule requires clear and conspicuous identification on the bill of any provider that did not have any charges billed to the customer in the previous month. The PSC agrees with MTA that consistency requires the service-package exception to be included in sections (5) and (5)(a). Those sections have been revised accordingly. Subsection (5)(a) has been renumbered (6) to meet standard rule-numbering conventions. The PSC does not agree with Verizon that the allocation of partial payments rule needs clarification because, except for the change that partial payments must be applied first to regulated local exchange service, the allocation method is unchanged from the existing rule that has been in place for many years. The PSC agrees with the point made by Verizon regarding section (7) and has deleted the reference to "incomplete" calls.

<u>COMMENT</u> (ARM 38.5.3336): MTA requested clarification of applicability of section (2) and questioned whether the rule is consistent with federal and state ETC designations. MCC commented that section (4), which requires emergency call information be included in directories, should not be deleted because the PSC should not assume every person knows how to contact emergency services. Regarding section (5), MTA commented the rule imposes a new discriminatory requirement that incumbent local exchange carriers set aside limited and valuable

space in their directories for other carriers' information. MITS objected to section (7), which requires that when a directory listing is mistaken, the local exchange carrier must intercept calls to listed number. MITS and AT&T commented this rule fails to take into account the situation where the number listed in error is being used by another customer or has been assigned to another carrier. MTA commented that section (7) exempts competitive local exchange carriers from addressing directory listing errors. MCC objected to deletion of section (9), which requires the carrier, in cases where the customer's number has changed after directory publication, to offer to intercept calls to the published number. MCC recommended keeping that requirement, at least where the carrier has changed the customer's number or there has been a publishing error.

<u>RESPONSE</u>: Because a definition of the term "local exchange carrier" has been added, MTA's confusion over applicability of section (2) should be resolved. There is no conflict between this section and federal and state ETC requirements. The PSC agrees with MCC's suggestion to keep, rather than delete, the requirement that emergency call information be included in directories and that sentence of the section is retained in the rule. The existing requirement in section (5) that incumbent local exchange carriers make space available in their directories at a reasonable charge for interexchange carriers' information is expanded to making space available to all carriers because the types of competing carriers today include more than just long-distance carriers. The PSC agrees with MITS and AT&T that an exception needs to be inserted in section (7) for circumstances in which the number listed in error is in use by another customer or assigned to a different carrier. The PSC declines MCC's suggestion to keep section (9) because a customer interested in purchasing call intercept service from a carrier will likely inquire about it when he or she changes phone numbers.

<u>COMMENT</u> (ARM 38.5.3339): Verizon objected to the requirement in section (6) that a carrier must provide seven-days notice before terminating service unless there is both excessive toll usage and an identifiable risk of nonpayment because, according to Verizon, it undermines carriers' efforts to prevent fraud. Verizon recommended that the rule be amended to allow termination with reduced notice requirements if either there is excessive toll usage or identifiable risk of nonpayment, but not necessarily both. AT&T commented that both interstate and intrastate toll usage be included in this rule's calculation and also recommended that the toll usage threshold of \$100 be reduced to \$50.

<u>RESPONSE</u>: The amendments to section (6) were made to remove the internal catchphrases that are not allowed in administrative rulemaking format. The PSC declines at this time to revise the substantive requirements of the section, which have been in effect for many years, and would be beyond the scope of this rulemaking.

<u>COMMENT</u> (ARM 38.5.3352): Qwest recommended deletion of the term "exchange" preceding "carrier" in the title in order to maintain consistency.

RESPONSE: This rule is being repealed and is not subject to revision.

<u>COMMENT</u> (ARM 38.5.3353): MTA objected to the use of the term "utility" in this rule. MCC objected to deletion of section (4) because the rule ensures the NID is not placed away from the customer's inside wiring which would cause the customer to pay more to connect the NID. MCC also objected to the deletions of sections (5) and (6) unless the PSC is certain that all customers' premises have NIDs.

<u>RESPONSE</u>: The PSC inserts "facilities-based" in section (1) for clarification. The PSC agrees with MTA and has revised the rule to replace "utility" with "carrier." It is not necessary to keep sections (4) through (6) because they are restatements of the requirement in section (1) that a facilities-based local exchange carrier must install and maintain a NID as the point of demarcation between its facilities and a customer's premise and wiring.

<u>COMMENT</u> (ARM 38.5.3362): MTA requested clarification of applicability of this rule. MCC recommends keeping section (1) and suggests providers should provide emergency service by means of a temporary pay telephone. AT&T commented that section (1) should be amended to apply to facilities-based local exchange carriers and recommended the rule be amended to allow non-facilities-based carriers' interconnection agreements with facilities-based carriers address customer notification issues or, alternatively, direct incumbent carriers in this rule to timely inform competitors in order to allow them to meet the 24-hour notice timeframe.

<u>RESPONSE</u>: The rule has been revised to clarify it applies only to facilitiesbased local exchange carriers. The PSC does not agree with MCC's suggestion that a temporary pay telephone be installed when a carrier is working on its facilities because there is no information in this proceeding as to the suggestion's technical and legal feasibility or cost.

<u>COMMENT</u> (ARM 38.5.3371): MITS commented generally that applying service quality standards based on a percentage of a carrier's orders, installations, and so forth, means that small carriers are held to higher standards than large carriers because one or two violations by a small carrier could result in noncompliance. MITS also recommended amending this rule to exempt small telecommunications carriers as defined in 69-3-901, MCA, from the record maintenance, documentation, and reporting requirements unless, following a formal complaint proceeding, the PSC determines a service quality problem exists. Qwest recommended revising the first sentence of section (1) to state that the rule's requirements apply to local exchange carriers providing service "primarily through" their own facilities, rather than "by means of" their own facilities. MTA requested clarification of applicability of section (1). Blackfoot and AT&T commented that competitive local exchange carriers who purchase facilities from another carrier often have no control over when service will be installed and recommended that competitive local exchange carriers be exempt from installation standards. AT&T

also recommended defining "facilities-based carrier" and commented the service quality standards should not apply to local service resellers or those who provision service via unbundled network element platform type arrangements. Qwest commented that the language in section (2) that relates to the trigger for requiring service quality compliance reporting is vague and should be clarified to specify that the PSC could require documentation and reporting if the number of consumer complaints to the PSC indicated a carrier exhibited a pattern of service quality violations. MTA recommended new language at section (2) to require service quality reporting if the PSC receives a "sufficient number" of consumer complaints and proves in a formal proceeding that the carrier's service guality warrants application of documentation and reporting requirements. AT&T recommended amending the rule to allow competitive local exchange carriers to collect and report data on a statewide basis to reflect their network architecture. MCC recommended that no changes be made to the existing service quality documentation and reporting requirements because: they provide carriers an incentive to comply; without the reporting requirements the PSC will not know when service quality deteriorates or have the data necessary for comparisons and corrections; and the PSC should monitor and regulate service quality until local exchange markets are workably competitive as determined by the PSC. Regarding section (3), Qwest and MTA proposed inserting force majeure language and recommended the 95% installation standard should apply only to orders that do not require construction. MTA additionally recommended excluding orders where fees have not been paid, and noted carriers may not have systems in place to track customer-requested due dates. Qwest recommended the 100% installation standard within 180 days in subsection (3)(a) be revised to 99% and that it apply to service orders requiring facilities. MITS objected to the 100% standard as well because it would be nearly impossible for small carriers to meet. MTA recommended that subsection (3)(a) and (3)(c) include exceptions to take into account extenuating circumstances. MTA requested that deleted language in the former subsection (3)(b) be retained. Qwest recommended deletion of (3)(c), which specifies the circumstances under which certain installation orders not completed on time may not be counted as rule violations. Citing system modification costs, Qwest recommended deletion of the prohibition against a carrier excluding orders from this measurement due to no access to the customer's location when the carrier fails to show up at the location during the four-hour appointment window. Qwest commented that the prohibition in subsection (3)(d) against a carrier cancelling a customer's installation order at its own discretion is not reasonable and suggested adding language to allow a carrier to cancel an order if the carrier attempts to contact the customer and receives no response. AT&T commented it cancels a residential customer's order if it will be held more than 14 days and recommended deletion of this rule. Qwest suggested deletion of the term "exchange" preceding "carrier" at subsection (3)(b) in order to maintain consistency and MTA submitted the same comment about (3)(c). AT&T recommended deletion of the answering time metrics in section (4) because they are relics of the past. Qwest commented that the exceptions in subsection (7)(b) should be deleted and that a reference to Qwest's proposed force majeure section be inserted instead. AT&T commented that non-facilities-based carriers may not be able to meet the 24-hour standard in subsection (7)(b) because they have to

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coordinate with another carrier and recommended revised language and a lower standard in cases where more than one carrier is involved. MTA recommended that (7)(d)(iv) be revised to allow carriers to charge for investigating trouble reports on the carrier's side of the service if the customer caused the trouble.

RESPONSE: MITS's concerns about the installation standards' effect on small carriers are unfounded for two reasons: compliance documentation and reporting is not triggered under the rule unless the PSC has good reason to suspect a service quality problem exists based on complaints received, which should alleviate small carriers' concerns because the PSC typically receives few servicerelated complaints from their customers; and the rule recognizes that sometimes installation orders are not completed for reasons that are not within the carrier's control and provides violation exceptions in those circumstances. Section (1) has been revised as suggested by several commenters to make clear that the rule applies to "facilities-based local exchange carriers." The PSC has revised the trigger provision at section (2) to insert the modifier "increasing" preceding "consumer complaints" in response to Qwest's and MTA's concerns. However, the PSC must retain some flexibility within reason when applying the documentation and reporting trigger. Regarding AT&T's suggestion to allow collection and reporting of data on a statewide basis to reflect a carrier's network architecture, the PSC declines to revise the section because a carrier that is required to document and report compliance can make its case at that time about any reporting limitations. Regarding MCC's concerns, the PSC continues to monitor and regulate service quality under this rule; however, carriers have argued persuasively that the requirements for service quality compliance documentation and reporting should not be applied unless the PSC has reason to suspect a carrier is not meeting the standards. The revised standard of section (3), requiring completion of 95% of all installation orders within five business days is reasonable because by far the majority of a carrier's installation orders do not require construction. The revised rule's time frame of five business days is more lenient than the former rule's requirement that 95% of installation orders not requiring construction be completed within three business days. The rule at subsection (3)(a) then allows 180 days for completion of 100% of installation orders, which is a reasonable time frame and standard for the small percentage of a carrier's orders that require more time to complete, usually because construction is required, especially when a carrier is allowed by rule to exclude orders if the carrier is unable to comply due to customer reasons, work stoppages, or other circumstances outside the carrier's control. There is no need, given the scope of the provided exclusions, to insert additional exclusions or force majeure language as suggested by several commenters. The PSC does not adopt Qwest's recommendation that the prohibition be deleted in subsection (3)(c) against a carrier excluding orders due to no access to the customer's location when the carrier fails to show up at the appointed time. These circumstances do not constitute a true "no access" exclusion. The PSC agrees with Qwest's comment that subsection (3)(d) should allow a carrier to cancel an order if the carrier can document attempts to contact the customer and the customer did not respond. The subsection has been revised accordingly. AT&T's practice of cancelling a customer's order if AT&T cannot complete it in 14 days is not reasonable from a customer perspective. As

suggested by Qwest and MTA, the word "exchange" preceding "carrier" has been deleted in subsection (3)(b). The PSC declines to accept AT&T's suggestion that answering time metrics in section (4) be deleted because deletion of these metrics was not proposed in this rulemaking and other parties have therefore not had the opportunity to comment on it. The PSC declines to accept Qwest's suggestion that the exclusions in subsection (7)(b) be deleted because deletion of these exclusions was not proposed in this rulemaking and other parties have therefore not had the opportunity to comment on it. Regarding MTA's suggestion that subsection (7)(d)(iv) be revised to allow carriers to charge for trouble report investigation when the customer caused the trouble, the PSC disagrees. The carrier may certainly charge a customer for repair of the carrier's facilities when the customer caused the damage that must be repaired, but if a carrier charges customers to investigate trouble reports, it may not charge for investigating a trouble report on its own facilities.

/s/ Greg Jergeson

Greg Jergeson, Chairman Public Service Commission

<u>/s/ Robin A. McHugh</u> Reviewed by Robin A. McHugh

Certified to the Secretary of State November 27, 2006.

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### BEFORE THE DEPARTMENT OF REVENUE OF THE STATE OF MONTANA

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In the matter of the amendment of ARM 42.21.113; 42.21.123; 42.21.131; 42.21.137; 42.21.138; 42.21.139; 42.21.140; 42.21.151; 42.21.153; 42.21.155; and 42.22.1311 relating to personal, industrial, and centrally assessed property taxes NOTICE OF AMENDMENT

TO: All Concerned Persons

1. On October 5, 2006, the department published MAR Notice No. 42-2-763 regarding the proposed amendment of the above-stated rules at page 2375 of the 2006 Montana Administrative Register, issue no. 19.

2. A public hearing was held on October 26, 2006, to consider the proposed amendment. No oral comments were received during the hearing. Written comments were received prior to the hearing date and are summarized as follows along with the response of the department:

<u>COMMENT NO. 1</u>: Dwaine Iverson, Certified Public Accountant, submitted a comment inquiring why the department was referencing specific years such as 2005, 2004, etc. and not the current year of assessment, first prior year, etc.

<u>RESPONSE NO. 1</u>: The years are specified due to the fact that some of the tables relate to both an acquired year and/or a year of manufacture. By identifying the specific year, it makes it easier for all taxpayers to understand how to complete the personal property reporting forms.

<u>COMMENT NO. 2</u>: Mr. Iverson also stated that the trended percent good should stay the same and he asked why there should be any change in the percentages and questioned the fairness of assessing the taxes in this manner.

<u>RESPONSE NO. 2</u>: Current law requires that all taxable property must be assessed at market value (15-8-111, MCA). The law also specifically identifies that for special mobile equipment and agricultural tools, implements, and machinery, market value is the average wholesale value in national guides. It goes further to say the department shall prepare valuation schedules showing the average wholesale value when national appraisal guides do not exist.

In analysis of the national appraisal guides, the average wholesale value of the equipment may fluctuate from year to year, either positive or negative. The trend tables utilize those same trends in the determination of market value.

The department has used the trend and depreciation method since the late 1970s. In a 1986 District Court ruling, Judge Gordon Bennett of the First Judicial District issued an order requiring the department to comply with the Montana

Administrative Procedure Act in promulgating these trending and depreciation tables by rule. In that order, Judge Bennett stated "new trending and depreciation schedules constitute a new plan for property appraisal and their promulgation calls for compliance with the MAPA procedure."

<u>COMMENT NO. 3</u>: Mr. Iverson stated that if the change in date is made, there would not be any annual arbitrary changes to the percentages. He stated that he felt that changing the dates and some of the percentages every year is an abuse of the administrative rules process.

<u>RESPONSE NO. 3</u>: The annual changes to the trend factors are not an arbitrary change. The trend factors used come from national publications which analyze the current installed cost of various equipment types by industry. These trends are then applied against the appropriate depreciation percentages to determine a trended depreciation factor. Taxpayers that are affected by the valuation methodology for personal property are able to annually review and provide input through the Montana administrative rule process, which is also in compliance with the order issued by Judge Bennett.

3. The department discovered that an address contained in ARM 42.21.131 and 42.21.151 is incorrect so the department further amends those rules as follows:

42.21.131 HEAVY EQUIPMENT (1) remains as proposed.

(2) For all heavy equipment which cannot be valued under (1), the department shall try to ascertain the original FOB through old heavy equipment valuation guidebooks. If an original FOB cannot be ascertained, the department may use trending to determine the FOB. The FOB or "trended" FOB will be used in conjunction with the depreciation schedule in (5) to arrive at a value which approximates wholesale value. The trend factors are the most recent available in the Marshall Valuation Service Manual for the year of assessment. The Marshall Valuation Service Manual published by Marshall and Swift Publication Company, 911 915 Wilshire Boulevard, 16th 8th Floor, P.O. Box 26307, Los Angeles, California 90026-0307, is adopted by reference.

(3) through (6) remain as proposed.

<u>AUTH: 15-1-201, 15-23-108, MCA</u>

<u>IMP</u>: 15-6-135, 15-6-138, 15-6-207, 15-6-219, 15-24-921, 15-24-922, 15-24-925, MCA

42.21.151 TELEVISION CABLE SYSTEMS (1) remains as proposed.

(2) The average market value for the dishes and towers will be determined by using a five-year trended depreciation schedule on dishes and ten-year trended depreciation schedule on towers. Both the trend factors and the depreciation tables will be derived from the Marshall and Swift Publication Company, 911 915 Wilshire Boulevard, 16th 8th Floor, P.O. Box 26307, Los Angeles, California 90026-0307. The trend factors shall be the most recent available from the "Average of all Indexes" listed in the above publication.

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(3) through (5) remain as proposed.

<u>AUTH</u>: 15-1-201, MCA

<u>IMP</u>: 15-6-135, 15-6-138, 15-6-207, 15-6-219, 15-24-921, 15-24-922, 15-24-925, MCA

4. Therefore, the department amends ARM 42.21.131 and 42.21.151 with the amendments listed above and amends ARM 42.21.113; 42.21.123; 42.21.137; 42.21.138; 42.21.139; 42.21.140; 42.21.153; 42.21.155; and 42.22.1311 as proposed.

5. An electronic copy of this Adoption Notice is available through the department's site on the World Wide Web at www.mt.gov/revenue, under "for your reference"; "DOR administrative rules"; and "upcoming events and proposed rule changes." The department strives to make the electronic copy of this Adoption Notice conform to the official version of the Notice, as printed in the Montana Administrative Register, but advises all concerned persons that in the event of a discrepancy between the official printed text of the Notice and the electronic version of the Notice, only the official printed text will be considered. In addition, although the department strives to keep its web site accessible at all times, concerned persons should be aware that the web site may be unavailable during some periods, due to system maintenance or technical problems.

<u>/s/ Cleo Anderson</u> CLEO ANDERSON Rule Reviewer <u>/s/ Dan R. Bucks</u> DAN R. BUCKS Director of Revenue

Certified to Secretary of State November 27, 2006

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### BEFORE THE COMMISSIONER OF POLITICAL PRACTICES OF THE STATE OF MONTANA

In the matter of the amendment ) of ARM 44.12.204 relating to the ) payment threshold--inflation adjustment ) for lobbyists )

NOTICE OF AMENDMENT

TO: All Concerned Persons

1. On October 5, 2006, the Commissioner of Political Practices published MAR Notice No. 44-2-136 pertaining to the proposed amendment of the above-stated rule at page 2400 of the 2006 Montana Administrative Register, issue number 19.

- 2. The commissioner has amended ARM 44.12.204 as proposed.
- 3. No comments or testimony were received.

<u>/s/ Dennis Unsworth</u> Dennis Unsworth Commissioner

<u>/s/ Jim Scheier</u> Jim Scheier Rule Reviewer

Certified to the Secretary of State November 27, 2006.

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# NOTICE OF FUNCTION OF ADMINISTRATIVE RULE REVIEW COMMITTEE

## Interim Committees and the Environmental Quality Council

Administrative rule review is a function of interim committees and the Environmental Quality Council (EQC). These interim committees and the EQC have administrative rule review, program evaluation, and monitoring functions for the following executive branch agencies and the entities attached to agencies for administrative purposes.

## **Economic Affairs Interim Committee:**

- Department of Agriculture;
- Department of Commerce;
- Department of Labor and Industry;
- Department of Livestock;
- Office of the State Auditor and Insurance Commissioner; and
- Office of Economic Development.

## Education and Local Government Interim Committee:

- State Board of Education;
- Board of Public Education;
- Board of Regents of Higher Education; and
- Office of Public Instruction.

# Children, Families, Health, and Human Services Interim Committee:

• Department of Public Health and Human Services.

## Law and Justice Interim Committee:

- Department of Corrections; and
- Department of Justice.

# Energy and Telecommunications Interim Committee:

• Department of Public Service Regulation.

## **Revenue and Transportation Interim Committee:**

- Department of Revenue; and
- Department of Transportation.

## State Administration and Veterans' Affairs Interim Committee:

- Department of Administration;
- Department of Military Affairs; and
- Office of the Secretary of State.

## **Environmental Quality Council:**

- Department of Environmental Quality;
- Department of Fish, Wildlife, and Parks; and
- Department of Natural Resources and Conservation.

These interim committees and the EQC have the authority to make recommendations to an agency regarding the adoption, amendment, or repeal of a rule or to request that the agency prepare a statement of the estimated economic impact of a proposal. They also may poll the members of the Legislature to determine if a proposed rule is consistent with the intent of the Legislature or, during a legislative session, introduce a bill repealing a rule, or directing an agency to adopt or amend a rule, or a Joint Resolution recommending that an agency adopt, amend, or repeal a rule.

The interim committees and the EQC welcome comments and invite members of the public to appear before them or to send written statements in order to bring to their attention any difficulties with the existing or proposed rules. The mailing address is PO Box 201706, Helena, MT 59620-1706.

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### HOW TO USE THE ADMINISTRATIVE RULES OF MONTANA AND THE MONTANA ADMINISTRATIVE REGISTER

Definitions: <u>Administrative Rules of Montana (ARM)</u> is a looseleaf compilation by department of all rules of state departments and attached boards presently in effect, except rules adopted up to three months previously.

> Montana Administrative Register (MAR or Register) is a soft back, bound publication, issued twice-monthly, containing notices of rules proposed by agencies, notices of rules adopted by agencies, and interpretations of statutes and rules by the attorney general (Attorney General's Opinions) and agencies (Declaratory Rulings) issued since publication of the preceding register.

## Use of the Administrative Rules of Montana (ARM):

- Known
  Subject
  Consult ARM topical index. Update the rule by checking the accumulative table and the table of contents in the last Montana Administrative Register issued.
   Statute
   Go to cross reference table at end of each Number and
- Statute2.Go to cross reference table at end of each Number and<br/>title which lists MCA section numbers and Department<br/>corresponding ARM rule numbers.

## ACCUMULATIVE TABLE

The Administrative Rules of Montana (ARM) is a compilation of existing permanent rules of those executive agencies that have been designated by the Montana Administrative Procedure Act for inclusion in the ARM. The ARM is updated through June 30, 2006. This table includes those rules adopted during the period July 1 through September 30, 2006 and any proposed rule action that was pending during the past six-month period. (A notice of adoption must be published within six months of the published notice of the proposed rule.) This table does not include the contents of this issue of the Montana Administrative Register (MAR or Register).

To be current on proposed and adopted rulemaking, it is necessary to check the ARM updated through June 30, 2006, this table, and the table of contents of this issue of the MAR.

This table indicates the department name, title number, rule numbers in ascending order, catchphrase or the subject matter of the rule, and the page number at which the action is published in the 2006 Montana Administrative Register.

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