## ARKANSAS REGISTER



### **Proposed Rule Cover Sheet**

Secretary of State John Thurston 500 Woodlane Street, Suite 026 Little Rock, Arkansas 72201-1094 (501) 682-5070 www.sos.arkansas.gov



Name of Department Office of Driver Services
Agency or Division Name Department of Finance and Administration
Other Subdivision or Department, If Applicable
Previous Agency Name, If Applicable
Contact Person Paul Gehring
Contact E-mail Paul.Gehring@dfa.arkansas.gov
Contact Phone 501-682-7030
Gender Information Required to be Displayed on an Arkansas Driver's License or State Identification Card
Name of Rule
Newspaper Name Arkansas Democrat Gazette
Date of Publishing May 5, 2024 May 7, 2024
Final Date for Public Comment June 27, 2024
June 7, 2024 at 9:00 a.m. in the basement conference room B401 of the Joel Y Ledbetter Building, 1816 West 7th Street, Little Rock, Arkansas Location and Time of Public Meeting

#### (MARKED UP VERSION OF PROPOSED RULE)

# DEPARTMENT OF FINANCE AND ADMINISTRATION – OFFICE OF DRIVER SERVICES RULES FOR GENDER INFORMATION REQUIRED TO BE DISPLAYED ON AN ARKANSAS DRIVER'S LICENSE OR STATE IDENTIFICATION CARD

#### I. DEFINITIONS.

#### As used in these Rules:

- (1) (A) "Applicant" means a person that has applied to the Office of Driver Services for issuance or renewal of an Arkansas driver's license or identification card.
  - (B) "Applicant" includes a person that has applied to the Office of Driver Services for an amendment of gender information contained on the person's Arkansas driver's license or state-issued identification card under Rule IV of these Rules.
- (2) "Driver's license" means a commercial or non-commercial Arkansas driver's license issued by the Office of the Driver Services.
- (3) "Gender information" means the sex of an Applicant as stated on the Applicant's identity document.
- (4) "Identification card" means the card issued for identification purposes only by the Office of Driver Services under Ark. Code Ann. § 27-16-805.
- (5) "Identity document" means an Applicant's:
  - (A) Original birth certificate;
  - (B) Amended birth certificate;
  - (C) Passport; or
  - (D) Identification document issued by the United States Department of Homeland Security.
- (6) "Office" means the Office of Driver Services of the Arkansas Department of Finance and Administration.

### II. VERIFICATION OF APPLICANT INFORMATION UPON RENEWAL OF A DRIVER'S LICENSE OR IDENTIFICATION CARD.

An Applicant shall verify to the Office that the following information contained within records of the Office is correct upon the renewal of the Applicant's driver's license or identification card:

(a) The Applicant's full legal name;

- (b) The Applicant's date of birth;
- (c) The Applicant's gender information; and
- (d) The Applicant's address of residence.

### III. GENDER INFORMATION REQUIRED TO BE STATED ON A DRIVER'S LICENSE OR IDENTIFICATION CARD.

- (a) A driver's license or identification card issued by the Office shall state the Applicant's gender information as "M" (male) or "F" (female).
- (b) Except as provided under subsection (d)(1) of this Rule, a driver's license or identification card issued by the Office shall contain the same gender information as stated on the Applicant's identity document.
- (c) The Office shall not issue a driver's license or identification card that contains:
  - (1) Gender information stated as "X"; or
  - (2) No gender information.
- (d) (1) If an Applicant provides an identity document with an application for a driver's license or identification card that contains no gender information or gender information stated as "X", on a form provided by the Office, the Applicant shall state the Applicant's gender information as "M" (male) or "F" (female).
  - (2) (A) The Applicant's driver's license or identification card issued or renewed by the Office shall state the same gender information as the form completed by the Applicant under subsection (d)(1) of this Rule.
    - (B) The Applicant may subsequently amend the gender information contained on the Applicant's driver's license or identification card by submitting the form and documentation required under subsections (a)(1) and (a)(2) of Rule IV of these Rules.
  - (3) If the Applicant does not provide the Office with the completed form required under subsection (d)(1) of this Rule, the Office shall not issue the driver's license or identification card to the Applicant.

### IV. AMENDMENT OF GENDER INFORMATION ON A DRIVER'S LICENSE OR IDENTIFICATION CARD.

- (a) (1) On a form provided by the Office, an Applicant may request the Office amend the gender information contained on the Applicant's driver's license or identification card.
  - (2) The Applicant shall submit with the form an original or certified copy of an amended birth certificate issued by:
    - (A) The Arkansas Department of Health under Ark. Code Ann. § 20-18-307; or
    - (B) The vital records office of another state or governmental agency.

- (b) (1) The Office shall not grant an application for change of gender information unless the Applicant:
  - (A) Completes the form provided under subsection (a)(1) of this Rule; and
  - (B) Submits the documentation required by subsection (a)(2) of this Rule.
  - (2) If the Office approves the application for amendment of gender information, the Office may issue to the Applicant an amended duplicate:
    - (A) Driver's license upon the payment of the fee under Ark. Code Ann. § 27-16-806 provided that the Applicant's driving privileges are not currently suspended or revoked; or
    - (B) Identification card upon the payment of the fee provided under Ark. Code Ann. § 27-16-805.
- (c) If the Office denies an application to amend gender information submitted under this Rule, the Office shall state its reasons for the denial in writing and forward a copy of the denial letter to the Applicant via 1st Class U.S. Mail.
- (d) (1) If the records of the Office contain a record of an unexpired driver's license or identification card that has been issued with gender information stated as "X", the Office may amend the person's record to reflect gender information as "M" (male) or "F" (female) to correspond to the identity document records of the Applicant kept by the Office.
  - (2) If the Office amends the gender information contained within a person's driver's license or identification card record under subsection (d)(1) of this Rule, the Office shall notify the person in writing via 1<sup>st</sup> Class U.S. Mail.
- (e) A driver's license or identification card that has been amended under this Rule shall contain the person's amended gender information upon the:
  - (1) Renewal of the driver's license or identification card; or
  - (2) Issuance of a duplicate driver's license or identification card.

Issued this \_\_\_\_ day of May in the City of Little Rock, Pulaski Gounty, Arkansas.

Jim Hudson, Secretary

Department of Finance and Administration

### DEPARTMENT OF FINANCE AND ADMINISTRATION – OFFICE OF DRIVER SERVICES

### RULES FOR GENDER INFORMATION REQUIRED TO BE DISPLAYED ON AN ARKANSAS DRIVER'S LICENSE OR STATE IDENTIFICATION CARD

#### I. DEFINITIONS.

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  - (B) "Applicant" includes a person that has applied to the Office of Driver Services for an amendment of gender information contained on the person's Arkansas driver's license or state-issued identification card under Rule IV of these Rules.
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- (3) "Gender information" means the sex of an Applicant as stated on the Applicant's identity document.
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- (a) The Applicant's full legal name;
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- (c) The Applicant's gender information; and
- (d) The Applicant's address of residence.

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- (c) The Office shall not issue a driver's license or identification card that contains:
  - (1) Gender information stated as "X"; or
  - (2) No gender information.
- (d) (1) If an Applicant provides an identity document with an application for a driver's license or identification card that contains no gender information or gender information stated as "X", on a form provided by the Office, the Applicant shall state the Applicant's gender information as "M" (male) or "F" (female).
  - (2) (A) The Applicant's driver's license or identification card issued or renewed by the Office shall state the same gender information as the form completed by the Applicant under subsection (d)(1) of this Rule.
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    - (A) The Arkansas Department of Health under Ark. Code Ann. § 20-18-307; or
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- (B) Submits the documentation required by subsection (a)(2) of this Rule.
- (2) If the Office approves the application for amendment of gender information, the Office may issue to the Applicant an amended duplicate:
  - (A) Driver's license upon the payment of the fee under Ark. Code Ann. § 27-16-806 provided that the Applicant's driving privileges are not currently suspended or revoked; or
  - (B) Identification card upon the payment of the fee provided under Ark. Code Ann. § 27-16-805.
- (c) If the Office denies an application to amend gender information submitted under this Rule, the Office shall state its reasons for the denial in writing and forward a copy of the denial letter to the Applicant via 1st Class U.S. Mail.
- (d) (1) If the records of the Office contain a record of an unexpired driver's license or identification card that has been issued with gender information stated as "X", the Office may amend the person's record to reflect gender information as "M" (male) or "F" (female) to correspond to the identity document records of the Applicant kept by the Office.
  - (2) If the Office amends the gender information contained within a person's driver's license or identification card record under subsection (d)(1) of this Rule, the Office shall notify the person in writing via 1<sup>st</sup> Class U.S. Mail.
- (e) A driver's license or identification card that has been amended under this Rule shall contain the person's amended gender information upon the:
  - (1) Renewal of the driver's license or identification card; or
  - (2) Issuance of a duplicate driver's license or identification card.

Issued this 2nd day of May in the City of Little Rock, Pulaski County, Arkansas.

Jim Hudson, Secretary

Department of Finance and Administration

### QUESTIONNAIRE FOR FILING PROPOSED RULES WITH THE ARKANSAS LEGISLATIVE COUNCIL

	RTMENT Department of Finance and Administration
	D/COMMISSION
	D/COMMISSION DIRECTOR
	ACT PERSON Paul Gehring, Assistant Commissioner of Revenue - Policy & Legal
	ESS_ Office of Revenue Legal Counsel, P.O. Box 1272 - Room 2380, Little Rock, AR 72203
	E NO. (501) 682-7030 EMAIL paul.gehring@dfa.arkansas.gov
	E OF PRESENTER(S) AT SUBCOMMITTEE MEETING
	hring, Assistant Commissioner of Revenue - Policy & Legal
PRES	ENTER EMAIL(S) paul.gehring@dfa.arkansas.gov
	INSTRUCTIONS
	MOTROCTIONS
Questi what t	er to file a proposed rule for legislative review and approval, please submit this Legislative onnaire and Financial Impact Statement, and attach (1) a summary of the rule, describing he rule does, the rule changes being proposed, and the reason for those changes; (2) both a p and clean copy of the rule; and (3) all documents required by the Questionnaire.
of Reb	rule is being filed for permanent promulgation, please email these items to the attention ecca Miller-Rice, miller-ricer@blr.arkansas.gov, for submission to the Administrative Subcommittee.
Direct	rule is being filed for emergency promulgation, please email these items to the attention of or Marty Garrity, <a href="mailto:garritym@blr.arkansas.gov">garritym@blr.arkansas.gov</a> , for submission to the Executive mmittee.
Please	answer each question completely using layman terms.
****	*************************
1.	What is the official title of this rule?  Gender Information Required to be Displayed on an Arkansas Driver's License or State Identification Card
2.	What is the subject of the proposed rule? Arkansas Driver's Licenses and Identification Cards
3.	Is this rule being filed under the emergency provisions of the Arkansas Administrative Procedure Act? Yes No
	If yes, please attach the statement required by Ark. Code Ann. § 25-15-204(c)(1).
	If yes, will this emergency rule be promulgated under the permanent provisions of the Arkansas Administrative Procedure Act? Yes No

4.	Is this rule being filed for permanent promulgation? Yes 🗸 No 🗌
	If yes, was this rule previously reviewed and approved under the emergency provisions of the Arkansas Administrative Procedure Act? Yes 🗸 No
	If yes, what was the effective date of the emergency rule? 03/15/2024
	On what date does the emergency rule expire? 07/14/2024
5.	Is this rule required to comply with a <i>federal</i> statute, rule, or regulation? Yes No
	If yes, please provide the federal statute, rule, and/or regulation citation.
6.	Is this rule required to comply with a <i>state</i> statute or rule? Yes  No
	If yes, please provide the state statute and/or rule citation.
	Ark. Code Ann. § 27-16-1104(3)
7.	Are two (2) rules being repealed in accord with Executive Order 23-02? Yes No
	If yes, please list the rules being repealed. If no, please explain.
	Two Driver Services Rules could not be identified for repeal.
8.	Is this a new rule? Yes ✓ No □
	Does this repeal an existing rule? Yes No V  If yes, the proposed repeal should be designated by strikethrough. If it is being replaced with a new rule, please attach both the proposed rule to be repealed and the replacement rule.
	Is this an amendment to an existing rule? Yes No Vo If yes, all changes should be indicated by strikethrough and underline. In addition, please be sure to label the markup copy clearly as the markup.

9.	What is the state law that grants the agency its rulemaking authority for the proposed rule, outside of the Arkansas Administrative Procedure Act? Please provide the specific Arkansas Code citation(s), including subsection(s).
	Ark. Code Ann. §§ 25-8-102 and 27-16-1108
10.	Is the proposed rule the result of any recent legislation by the Arkansas General Assembly?  Yes No V
	If yes, please provide the year of the act(s) and act number(s).

11. What is the reason for this proposed rule? Why is it necessary?

Arkansas Code Annotated § 27-16-1104(3) requires that a driver's license or identification card include, at a minimum, identifying information of the holder concerning the person's full legal name, date of birth, address of residence, signature, and gender. Identifying information contained within a driver's license or identification card is utilized by law enforcement, for voting, for travel purposes, for conducting financial transactions, and obtaining insurance and health care services, among other uses.

The Office of Driver Services previously permitted the holder of a driver's license or identification to choose to indicate "M" (male) or "F" (female) on the driver's license or identification card although the person's birth certificate, passport, or Homeland Security document provides differing gender information. The Office also permitted driver's licenses and identification cards to state gender information as "X" instead of "M" (male) or "F" (female). The Secretary of DFA rescinded this policy on March 12, 2024. The purpose of this rule to ensure that individuals and organizations that rely upon identifying information contained within a driver's license or identification card are provided with the most accurate and complete gender information that reflects the person's gender information stated within the holder's birth certificate, passport, or Homeland Security document.

12.	Please provide the web address by which the proposed rule can be accessed by the public as provided in Ark. Code Ann. § 25-19-108(b)(1).
	https://www.dfa.arkansas.gov/news
13.	Will a public hearing be held on this proposed rule? Yes No
	If yes, please complete the following:
	Date: 06/07/2024
	Time: 9:00 am
	Place: DFA Ledbetter Building, 1816 West 7th Street, Little Rock, AR
Please	be sure to advise Bureau Staff if this information changes for any reason.
14.	On what date does the public comment period expire for the permanent promulgation of the rule? Please provide the specific date. 06/27/2024
15.	What is the proposed effective date for this rule? On August 1, 2024 or upon legislative approval
16.	Please attach (1) a copy of the notice required under Ark. Code Ann. § 25-15-204(a)(1) and (2) proof of the publication of that notice.
17.	Please attach proof of filing the rule with the Secretary of State, as required by Ark. Code Ann. § 25-15-204(e)(1)(A).
18.	Please give the names of persons, groups, or organizations that you anticipate will comment on these rules. Please also provide their position (for or against), if known.
	Undetermined at this time.
19.	Is the rule expected to be controversial? Yes ✓ No ☐
	If yes, please explain.
	The rule will require that a driver's license or identification card issued by the Office of Driver Services contain gender information that matches the person's birth certificate, passport, or Homeland Security document. The rule also eliminates "X" as an option to be displayed as the person's gender on a driver's license or identification card.

### FINANCIAL IMPACT STATEMENT

### PLEASE ANSWER ALL QUESTIONS COMPLETELY.

DEPARTMENT Department of Finance and Administration		
BOARD/COMMISSION	_	
PERSON COMPLETING THIS STATEMENT Paul Gehring, Asst. Commissioner of Revenue - Policy & Legal FELEPHONE NO. (501) 682-7030 EMAIL paul.gehring@dfa.arkansas.gov	_	
TELEPHONE NO. (501) 682-7030 EMAIL paul.gehring@dfa.arkansas.gov	-	
Γο comply with Ark. Code Ann. § 25-15-204(e), please complete the Financial Impact Statement and email it with the questionnaire, summary, markup and clean copy of the rule, and other documents. Please attach additional pages, if necessary.		
TITLE OF THIS RULE Gender Information Required to be Displayed on an Arkansas Driver's License or State ID Car	d	
Does this proposed, amended, or repealed rule have a financial impact?  Yes No ✓		
Is the rule based on the best reasonably obtainable scientific, technical, economic, or other evidence and information available concerning the need for, consequences of, and alternatives to the rule?  Yes  No No		
In consideration of the alternatives to this rule, was this rule determined by the agency to be the least costly rule considered? Yes / No		
If no, please explain:		
(a) how the additional benefits of the more costly rule justify its additional cost;		
(b) the reason for adoption of the more costly rule;		
(c) whether the reason for adoption of the more costly rule is based on the interests of public health, safety, or welfare, and if so, how; and		
(d) whether the reason for adoption of the more costly rule is within the scope of the agency's statutory authority, and if so, how.		
4. If the purpose of this rule is to implement a <i>federal</i> rule or regulation, please state the following:		
(a) What is the cost to implement the federal rule or regulation? Not Applicable		

	Next Fiscal Year
General Revenue	General Revenue
Federal Funds	Federal Funds
Cash Funds	Cash Funds
Special Revenue	Special Revenue
Other (Identify)	Other (Identify)
Total \$0.00	Total \$0.00
(b) What is the additional cost of the state	rule?
Current Fiscal Year	Next Fiscal Year
General Revenue	General Revenue
Federal Funds	Federal Funds
Cash Funds	Cash Funds
Special Revenue	Special Revenue
Other (Identify)	Other (Identify)
Total \$0.00	Total \$0.00
What is the total estimated cost by fiscal v	ear to any private individual, private entity, or private
business subject to the proposed, amended rule, and explain how they are affected.	d, or repealed rule? Please identify those subject to the  Next Fiscal Year  \$ 0.00
business subject to the proposed, amended rule, and explain how they are affected.  Current Fiscal Year	Next Fiscal Year
business subject to the proposed, amended rule, and explain how they are affected.  Current Fiscal Year	Next Fiscal Year
business subject to the proposed, amended rule, and explain how they are affected.  Current Fiscal Year	Next Fiscal Year

7.		With respect to the agency's answers to Questions #5 and #6 above, is there a new or increased cost or obligation of at least one hundred thousand dollars (\$100,000) per year to a private individual, private entity, private business, state government, county government, municipal government, or to two (2) or more of those entities combined?
		Yes No V
		If yes, the agency is required by Ark. Code Ann. § 25-15-204(e)(4) to file written findings at the time of filing the financial impact statement. The written findings shall be filed simultaneously with the financial impact statement and shall include, without limitation, the following:
	7	(1) a statement of the rule's basis and purpose;
		(2) the problem the agency seeks to address with the proposed rule, including a statement of whether a rule is required by statute;
		<ul> <li>(3) a description of the factual evidence that:</li> <li>(a) justifies the agency's need for the proposed rule; and</li> <li>(b) describes how the benefits of the rule meet the relevant statutory objectives and justify the rule's costs;</li> </ul>

(5) a list of alternatives to the proposed rule that were suggested as a result of public comment and the reasons why the alternatives do not adequately address the problem to be solved by the

(4) a list of less costly alternatives to the proposed rule and the reasons why the alternatives do not

- (6) a statement of whether existing rules have created or contributed to the problem the agency seeks to address with the proposed rule and, if existing rules have created or contributed to the problem, an explanation of why amendment or repeal of the rule creating or contributing to the problem is not a sufficient response; and
- (7) an agency plan for review of the rule no less than every ten (10) years to determine whether, based upon the evidence, there remains a need for the rule including, without limitation, whether:
  - (a) the rule is achieving the statutory objectives;

adequately address the problem to be solved by the proposed rule;

proposed rule;

- (b) the benefits of the rule continue to justify its costs; and
- (c) the rule can be amended or repealed to reduce costs while continuing to achieve the statutory objectives.



#### Assistant Commissioner of Revenue POLICY AND LEGAL

1816 West Seventh Street - Suite 2380 Post Office Box 1272 Little Rock, Arkansas 72203-1272 Phone: (501) 682-7030 Fax: (501) 682-7599 http://www.dfa.arkansas.gov

May 2, 2024

# EXECUTIVE SUMMARY PROPOSED PERMANENT RULE REGARDING GENDER INFORMATION REQUIRED TO BE DISPLAYED ON AN ARKANSAS DRIVER'S LICENSE OR STATE IDENTIFICATION CARD

The Department of Finance and Administration is requesting the Governor's review of the proposed permanent rule regarding gender information required to be displayed on an Arkansas Driver's license or state identification card. The Arkansas Legislative Council and its Executive Subcommittee on March 15, 2024 approved an emergency rule pertaining to the same subject matter. The enclosed permanent rule is identical to the emergency rule.

### 1. Background

Under Ark. Code Ann. § 27-16-1104(3), each driver's license or identification card issued by DFA shall contain information regarding the person's gender. Pursuant to the authority vested in the Secretary under Ark. Code Ann. §§ 25-8-102(a) and 27-16-1108, the Secretary, with the approval of the Governor, will administer the requirements of Ark. Code Ann. § 27-16-1104(3) consistent with this proposed permanent rule by requiring each driver's license and identification card issued by the Office of Driver Services of the Department of Finance and Administration (Office) to state the person's gender as "M" (male) or "F" (female) consistent with information contained on the person's birth certificate, passport, or identification document issued by the U.S. Department of Homeland Security (DHS) and no longer permit "X" to be stated on the person's driver's license.

#### Key Points

### The proposed permanent rule:

- Requires that a driver's license or identification card issued or renewed by the Office contain the same gender information of "M" (male) or "F" (female) as stated on the person's birth certificate, passport, or DHS document;
- Prohibits the Office from issuing or renewing a driver's license or identification card
  that contains gender information that is different than the person's gender information
  stated on the person's birth certificate, passport, or DHS document or states "X" or
  "blank" as the person's gender information;
- Authorizes the Office to amend the gender information contained on a person's driver's
  license or identification card upon presentation of an original or certified copy of an
  amended birth certificate issued by the Arkansas Department of Health or the vital
  records office of another state or governmental agency;

- Authorizes the Office to change the "X" gender information contained on a previouslyissued Arkansas driver's license or identification card based upon the birth certificate, passport, or DHS document records kept by the Office; and
- Requires that an applicant for a driver's license or identification card provide gender
  information to the Office as either "M" (male) or "F" (female) in circumstances where
  the applicant's birth certificate, passport, or DHS document do not contain "M" (male)
  or "F" (female) gender information.

#### 3. Discussion

Arkansas law requires that a driver's license or identification card include, at a minimum, identifying information of the holder concerning the person's full legal name, date of birth, address of residence, signature, and gender. Identifying information contained within a driver's license or identification card is utilized by law enforcement, for voting, for travel purposes, for conducting financial transactions, and obtaining insurance and health care services, among other uses.

The Office previously permitted the holder of a driver's license or identification to choose to indicate "M" (male) or "F" (female) on the driver's license or identification card although the person's birth certificate, passport, or DHS document provides differing gender information. The Office also permitted driver's licenses and identification cards to state gender information as "X" instead of "M" (male) or "F" (female). On March 12, 2024, the Secretary of DFA rescinded this policy. The purpose of this rule to ensure that individuals and organizations that rely upon identifying information contained within a driver's license or identification card are provided with the most accurate and complete gender information that reflects the person's gender information stated within the holder's birth certificate, passport, or DHS document.

#### 4. Recommendation

The Department of Finance and Administration recommends the proposed permanent rule be approved.

#### Legal Notice

In compliance with Act 434 of 1967, The Arkansas Administrative Procedure Act, as Amended, notice is hereby given that the Department of Finance and Administration intends to Adopt Rule 2024-1, titled, Gender Information Required to be Displayed on an Arkansas Driver's License or State Identification Card. The purpose of this rule is to make permanent an approved emergency rule to require that a driver's license or identification card issued by DFA contain the same gender information that is contained on the applicant's birth certificate. The public hearing will be held June 7, 2024 at 9:00 a.m. in the basement conference room B401 of the Joel Y Ledbetter Building, 1816 West 7<sup>th</sup> Street, Little Rock, Arkansas. All interested parties may attend and present their views on the proposed rule. Written comments may be mailed to the Department of Finance and Administration, P.O. Box 1272, Little Rock, Arkansas 72203. Additionally, comments may be submitted at public.comment@dfa.arkansas.gov.

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