



# Rulemaking 1-2-3

*Drafting and Style Manual*

**JASON KANDER**  
SECRETARY OF STATE

[www.sos.mo.gov](http://www.sos.mo.gov)

# *Rulemaking Manual Table of Contents*

---

Table of Contents	
Foreword	1.00A
Secretary of State, Administrative Rules Division Staff	1.00B
Our Duties to State Agencies and the Public	1.01A
<i>Missouri Register</i>	1.02A
<i>Code of State Regulations</i>	1.03A
How are Rules Created?	1.04A
Agency Responsibilities	1.05A
Delegation of Authority	1.05B
Proposed Rulemaking	2.00A
Proposed Rule	2.01A
Proposed Amendment	2.02A
Proposed Rescission	2.03A
Orders of Rulemaking	3.00A
Order Adopted–No Changes	3.01A
Order Adopted–With Changes	3.02A
Order Amended–No Changes	3.03A
Order Amended–With Changes	3.04A
Order Rescinded	3.05A
Order Withdrawal	3.06A
Emergency Rulemaking	4.00A
Emergency Rule	4.01A
Emergency Amendment	4.02A
Emergency Rescission	4.03A
Emergency Termination	4.04A
Practical Tips for Rule Drafters	5.00
Frequently Asked Questions	5.00A
Definitions	5.01A
Rule Numbering	5.02A
Incorporation by Reference and Included Herein	5.03A
Annotations	5.04A
What is the Difference Between a Statute and a Rule?	5.05A
Moving Rules Dos and Don'ts	5.06A
Calendars and Time Lines	5.07A
Appendixes	6.00
Forms	6.01A
Executive Orders	6.02A
Rulemaking Statutes–Chapter 536, RSMo 2000 and Supp. 2009	6.03A

# *Foreword*

---

Section 536.023, RSMo, charges the Office of the Secretary of State with the duty of prescribing the procedures for numbering, indexing, and publishing of all rules, notices of proposed rules, and orders of rulemaking. As “publisher,” we provide the guidelines and procedures for numbering, indexing, and publishing the *Code of State Regulations* and the *Missouri Register*.

To this end, we provide this rulemaking manual, *Rulemaking 1-2-3, Drafting and Style Manual*, which is designed to be a tool for the user in making the rulemaking process a less burdensome one.

The rulemaking manual was last updated in January 2013. In this updated version, we have maintained a user-friendly approach to the process. You will find we have utilized tabs for every type of rulemaking procedure you might encounter and have set out each and every step you must take in order to make this process easier. Additionally, we have maintained a looseleaf binder format for ease of updating and expanding the manual, as needed.

We continue to strive to better serve you in the rulemaking process. If you have questions, tips, suggestions, or comments, please feel free to contact the Administrative Rules Division staff at [rules@sos.mo.gov](mailto:rules@sos.mo.gov) or call the Administrative Rules Division’s main number (573) 751-4015 or fax to (573) 751-3032. We are here to assist you in any way we can and hope you will not hesitate to contact us.

Administrative Rules Division  
Office of the Secretary of State

# *Secretary of State, Administrative Rules Staff*

---

**Waylene Hiles**

Director  
waylene.hiles@sos.mo.gov  
(573) 751-1869

**Curtis W. Treat**

Managing Editor, *Missouri Register*  
curtis.treat@sos.mo.gov  
(573) 751-2022

**Amanda McKay**

Editor, *Code of State Regulations*  
amanda.mckay@sos.mo.gov  
(573) 522-2593

**Vonne Kilbourn**

Associate Editor  
vonne.kilbourn@sos.mo.gov  
(573) 751-1818

**Marty Spann**

Assistant Editor  
martha.spann@sos.mo.gov  
(573) 522-2196

**Jacqueline D. White**

Publication Technician  
jacqueline.white@sos.mo.gov  
(573) 526-1259

**Alisha Dudenhoeffer**

Administrative Assistant  
alisha.dudenhoeffer@sos.mo.gov  
(573) 751-4015



## *Our Duties to State Agencies and the Public*

---

The duties of the Administrative Rules Division of the Office of the Secretary of State are set forth in Chapter 536, RSMo. Specifically, we are designated as the publisher of the *Missouri Register* and *Code of State Regulations*. Additionally, it is our privilege and responsibility to assist members of the public and state agencies in the rulemaking process. It is our hope that we can make the process as “user friendly” as possible and we stand ready to assist you in any way we can with the rulemaking process.

We offer to you this rulemaking manual as a tool designed to assist you in the rulemaking process. Additionally, we will provide to you, at no cost, rulemaking classes to train you or your staff in the proper procedural steps in the rulemaking process. We believe this class offers some tips and advice that are beneficial to all—from the seasoned user of the rulemaking process to the new user, who is designated as the person who must prepare rulemakings.

To this end, section 536.023, RSMo, specifically provides that the Office of the Secretary of State shall prescribe, in writing, the uniform procedures for the numbering, indexing, form, and publication of all rules, notices of proposed rulemaking, and orders of rulemaking. These procedures can be found in *Rulemaking 1-2-3 Drafting and Style Manual*, published by the Administrative Rules Division. In addition, the division has adopted the *United States Government Printing Office Style Manual* (GPO Style Manual) as the official style guide for the publishing of rules.

Additionally, the Office of the Secretary of State establishes a form which each state agency shall use in compiling the fiscal note and affidavit required by sections 536.200, 536.205, and 536.215, RSMo, which is available at <http://www.sos.mo.gov/adrules/forms.asp>.

We are also given statutory authority to correct typographical errors or spelling errors in the publication of rules (see section 536.033, RSMo). We always communicate with the agency involved and seek your input regarding the corrections we seek to make for publication. You may communicate with us via email, telephone, fax, or in person, whichever you prefer. You will find our email address located at the front of this manual.

The Joint Committee on Administrative Rules also has separate authority relating to rulemaking that is specifically set out in the statutes. See section 536.028, RSMo.

Unfortunately, at this time, we cannot accept electronic filing of rules.

As a service to you, our customer, we are pleased to offer MasterCard/Visa/Discover/American Express as an alternative form of payment for subscriptions, copying charges, charges for certifications, etc. We hope this will be beneficial to you.

# *Missouri Register*

---

The *Missouri Register* is published by the secretary of state as required by section 536.015, RSMo. It is published twice each month and organized in the format established by the secretary of state. The function of the *Missouri Register* is to encourage and solicit public participation in the rulemaking process. The *Missouri Register* is organized into the following sections:

**Table of Contents**—A list of agencies with rules in the current issue and the deadline dates for filing and publication in the *Missouri Register* and the *Code of State Regulations*.

**Missouri Participating Libraries**—List of the locations, throughout the state, where copies of the *Missouri Register* and the *Code of State Regulations* are available.

**Emergency Rules**—Emergency rulemakings promulgated under the provisions of section 536.025, RSMo.

**Executive Orders**—All executive orders issued (by the governor) are published under the provisions of section 536.035.2., RSMo.

**Proposed Rules**—New rules, amended rules, or rescissions are published under the provisions of section 536.021, RSMo.

**Orders of Rulemaking**—Final versions of rules adopted, amended, rescinded, or withdrawn under the provisions of section 536.021, RSMo.

**In Additions**—Notices required to be published in the *Missouri Register*.

**Rules Under Consideration**—An agency may solicit comments on subject matter pursuant to section 536.026, RSMo.

**Other Documents**—This includes the Contractor Debarment List, Construction Transient List, and Corporate Dissolutions.

**Rule Changes Since Update, Emergency Rule Table, Executive Orders Table, Register General Index**—User guides which are updated each publication and are designed to assist users in finding rules that are in the process of rulemaking.

Free access to the Register is available on the Internet at:

<http://www.sos.mo.gov/adrules/moreg/moreg.asp>

Subscriptions to the *Missouri Register* in paper format are available for fifty-six dollars (\$56) per year.

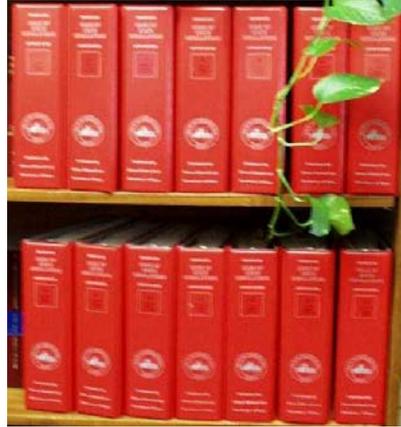
Checks are made payable to the "Secretary of State" and sent to:

Secretary of State  
Administrative Rules Division  
PO Box 1767  
Jefferson City, MO 65102

Credit card orders (MasterCard, Visa, Discover, and American Express) are accepted by calling (573) 751-4015.

# *Missouri Code of State Regulations*

---



The *Missouri Code of State Regulations* is the final product in the rulemaking process. It is also referred to as the *Code of State Regulations* or simply the *Code*.

The Administrative Rules Division of the Office of the Secretary of State publishes the *Missouri Code of State Regulations*. The *Code* is currently published on paper in a fifteen- (15-) volume looseleaf format and on the Internet. The paper copy is currently the official copy. The *Code* is updated monthly and, although the total number of pages changes from month-to-month, it contains approximately ten thousand (10,000) pages.

Rules, amendments, and rescissions are published in the *Code* only after completing the rulemaking process. Once a final order of rulemaking has been published in the *Missouri Register* that rulemaking is updated in *Code*.

Final orders that appear in both the first of the month and middle of the month *Missouri Registers* are published in the *Code* on the last day of that same month. For example, all orders published in the March 1 and March 15 issues of the *Missouri Register* are published in the *Code of State Regulations* update on March 31. In most cases the rulemaking becomes effective thirty (30) days after it is published in the *Code* (see **Effective Dates** which follows).

The *Code* is available on the Internet at <http://www.sos.mo.gov/adrules/csr/csr.asp>. The paper copy is available by subscription by contacting the Administrative Rules Division or for viewing at any state Participating Library.

# *Missouri Code of State Regulations*

---

## Effective Dates



### **Normal Effective Date**

A normal rulemaking is effective no sooner than thirty (30) days after it is published in the *Code*. For example, in the March 31 *Code* update, a rulemaking is published. That rulemaking would be effective April 30 (March 31 + 30 days = April 30). Of course, not every rulemaking follows this rule; there are a few exceptions to the rule.

### **Later Effective Date**

An agency promulgating rules could elect to have a later effective date. For example, if an agency wants its rulemaking to be effective on July 1, when the new fiscal year starts, they may make it effective July 1 if July 1 is at least thirty (30) days after publication of the *Code* update in which the rulemaking appears. Let's say the normal thirty- (30-) day effective date is May 30 for this order. Since July 1 is more than thirty (30) days after the publication date, the agency may give its rulemaking the later effective date. In this example, they could make the effective date any day after May 30 but could not make it before May 30.

### **Those Few Exceptions That Can Have Early Effective Dates**

There are a few agencies that, through constitutional or statutory exceptions may have a rulemaking become effective earlier than thirty (30) days after the rulemaking has been published in the *Code*. In these cases, there are very specific exceptions for only certain types or parts of rules (see section 536.021.8., RSMo). These special effective dates are acknowledged and bolded in the order of rulemaking published in the *Missouri Register*.

# *Missouri Code of State Regulations*

---

## *Indexes*

### **Code Indexes**

The *Code of State Regulations* contains four (4) different indexes. They are located in the back of volume 15.

### **Changed Rule Number Index** (green pages)

This index gives the original rule number of the rule, the number the rule was changed to, the effective date of the change, and the *Missouri Register* citation in which the rule was changed.

### **General Index** (blue pages)

This index cites rules by agency headings, topics, and descriptions.

### **Revised Statutes of Missouri Cross-Referenced to *Code of State Regulations*—RSMo to CSR** (yellow pages)

This index lists statutes numerically that are referred to in the *Code* and cites each rule that refers to the statute.

### **Revised Statutes of Missouri Cited or Referred to in the *Code of State Regulations*—CSR to RSMo** (pink pages)

This index lists rules numerically and the statutes that are referred to in each rule. This is the reverse of the index that is described above.

# How are rules created?

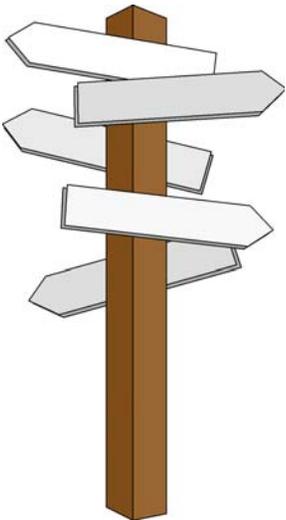
## Where do rules come from?

Rules can only be written if a statute authorizes a state agency to write a rule pertaining to a particular subject. There are a few rules that are authorized by the *Missouri Constitution*, but the vast majority of rules exist by statutory authority. *So how does a state agency promulgate a rule?*



## How are rules created?

1. An agency writes a rule, based on authority from specific statutes in the *Missouri Revised Statutes*. Once the rule is written by the agency, the remaining required paperwork is compiled. The agency is then ready to file the rulemaking.
2. The second step to create a rule is to file a proposed rule with the Administrative Rules Division of the Office of the Secretary of State and the Joint Committee on Administrative Rules of the General Assembly **on the same day**.
3. According to the *Missouri Register* publication schedule, the Administrative Rules Division publishes the proposed rule thirty to forty-five (30–45) days later in the *Missouri Register*. Whether the rulemaking is published at the first or the middle of each month in the *Register* is determined by the filing date of the rulemaking.
4. Following publication, there must be a public comment and/or public hearing period that extends a minimum of thirty (30) days **after** the date of publication of the proposed rulemaking in the *Missouri Register*. **The agency** must act on the rulemaking within ninety (90) days following the close of public comment, or the agency may withdraw the rulemaking at anytime.
5. Once the public comment and/or public hearing period is closed, information from the comments and/or public hearing is compiled by the agency and the agency writes the final order of rulemaking for the proposed rulemaking.
6. A copy of the final order of rulemaking for the proposed rulemaking is next **filed** by the agency **only** with the Joint Committee on Administrative Rules at the Capitol. (This is required for all agencies, except in some instances, the Department of Conservation, the Department of Elementary and Secondary Education, and the Department of Labor and Industrial Relations Commission.)



## *How are rules created?*

---



7. The final order of rulemaking is retained by the Joint Committee on Administrative Rules for a thirty- (30-) day review period. Once the thirty- (30-) day review period is completed, the agency may then, and only then, file the final order of rulemaking with the Administrative Rules Division for publication in the *Missouri Register*.
8. At the end of each month, the rules that are published as final orders of rulemaking in the *Missouri Register* are prepared in final form for publication in the update to the *Code of State Regulations* by the Administrative Rules Division.
9. These rules become effective thirty (30) days after the publication date of the update to the *Code of State Regulations*. An agency, at their discretion, may choose a later date. Exceptions to these effective dates are set by statute.

10. Once a rule becomes effective, it has the force and effect of law.

11. Agencies may amend or rescind existing rules by going through the same process which is outlined in the above steps.



1.04B

# *Agency Responsibilities*

---

## **Agency Rulemaking Policy**

Any state agency that proposes rules must adopt rulemaking procedures (section 536.016, RSMo). These procedures should determine if a rule is necessary to carry out the purposes of the statute authorizing the rulemaking. This determination should include an assessment of the effectiveness and costs of the rulemaking both to private and public person(s) or entity(ies).

This policy and procedure is an internal (within your agency) document that each agency should permanently file with their rule-making copies.



# *Agency Responsibilities*

---

## **Delegation of Authority**

Just as your agency has a responsibility to adopt an internal rulemaking policy and keep the same on file within your office(s) (Chapter 536.016, RSMo), you also have the responsibility to furnish our office with the proper delegation of authority, and applicable signatures, for rulemaking authority for your agency.

Please address a cover letter to the Administrative Rules Division, stating to whom authority is delegated for ***all phases*** of rulemaking within your agency. A Delegation of Authority form is available online at <http://www.sos.mo.gov/adrules/forms.asp>. This delegation of authority will extend from the cover letter to affidavit, fiscal note(s), and actual final orders of rulemaking for all types of rules. The letter must also contain an exact verification of signature of the person to whom authority has been delegated.

It is the responsibility of our office to allow ***only those persons*** to whom this authority has been delegated to file any stage of rulemaking. **All affidavits and cover letters must have original signatures.** Signature stamps are not accepted. This policy is for the protection of your agency, as well as the Office of the Secretary of State, Administrative Rules Division.