

Part D: Glossary

Introduction

This part of the handbook is a glossary of terms commonly used in the rule-making process.

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Administrative Code Editor (ACE)

The official responsible for the editing, compiling, and proofreading of the Iowa Administrative Code and Iowa Administrative Bulletin as well as other publications. The ACE also serves as legal counsel and secretary of the Administrative Rules Review Committee. The duties of the ACE are set out in Iowa Code sections [2B.5](#) and [2B.5A](#).

Administrative Rule (Rule)

An agency statement that is the equivalent of statutory law. It differs from statute in that it is adopted by an administrative body as opposed to the legislature, and it affects the general public as opposed to specific individuals. A definition of “rule” and exceptions to the definition are set out in Iowa Code section [17A.2\(11\)](#).

Administrative Rules Coordinator (ARC)

An official appointed by the Governor to receive all rule-making documents, to assign ARC numbers, and to provide the Governor with an opportunity to review and object to any rule as provided in Iowa Code chapter [17A](#). In addition, the ARC serves as an ex officio, nonvoting member of the Administrative Rules Review Committee.

Administrative Rules Review Committee (ARRC)

The ten-member, bipartisan legislative committee tasked with oversight of rule making on behalf of the General Assembly. The Administrative Rules Review Committee has both substantive and advisory powers. It meets monthly to review rule makings published in the previous month’s Iowa Administrative Bulletins (and occasionally rules currently in effect as well).

Adopted and Filed (AF)

Publication of this document is the second step in the regular rule-making process. Adoption, amendment, or rescission of a rule may take place no sooner than 35 days after publication of the Notice of Intended Action in the Iowa Administrative Bulletin (IAB). Adoption, amendment, or rescission of a rule does not become effective until at least 35 days after publication of the agency’s Adopted and Filed document in the IAB.

Adopted and Filed Emergency (AFE)

With this document, an agency adopts, amends, or rescinds a rule without providing for notice and public participation. The action may become effective immediately upon the filing of the document with and acceptance of the document by the ARC, or a later effective date may be specified.

Adopted and Filed Emergency After Notice (FEAN)

With this document, an agency that has submitted a Notice of Intended Action and allowed for public comment may waive the second 35-day waiting period to provide for an earlier effective date.

Adoption by Reference

Also called incorporation by reference. Adoption by reference is a legal tool that allows an agency to take a standard published by another entity and make it an enforceable part of the agency’s rules

without reprinting the entire text of the standard in the agency's rules. A date certain should be included with an adoption by reference.

Agency

Each board, commission, department, officer, or other administrative office or unit of the state. "Agency" does not mean the General Assembly, the Judicial Branch or any of its components, the Office of Consumer Advocate, the Governor, or a political subdivision of the state or its offices and units.

Agency Identification Number

The bracketed identification number following the agency name in the Iowa Administrative Code and the Iowa Administrative Bulletin. This number is assigned by the Administrative Code Editor and precedes each rule number. The agency identification number will never change unless the General Assembly changes the name of the agency.

A list of agency identification numbers is published in the Iowa Administrative Bulletin.

Amended Notice of Intended Action (ANOIA)

This document must be published when a Notice of Intended Action is published that does not provide for a public hearing, but a public hearing is timely requested in writing pursuant to Iowa Code section [17A.4\(1\)"b."](#) The Amended Notice of Intended Action announces the date, time, and location of the public hearing.

Also, an agency may submit for publication an Amended Notice of Intended Action to solicit further public participation on substantive changes to the Notice.

Amendment

A change or addition to, or rescission of, a rule or law.

Annotations Tool

A feature located in the Rules Management System (RMS) in which agencies and editors can leave informational or corrective annotations relating to an agency's rules. Annotations are not visible to the general public.

ARC Number

The identification number assigned by the Administrative Rules Coordinator to each rule-making document submitted for publication in the Iowa Administrative Bulletin. The ARC number is used to trace and identify that particular document. Most rule-making procedures include two distinct ARC numbers: one for the Notice of Intended Action and a second for the Adopted and Filed document.

Authority for Rule Making

Legal delegation of responsibility for rule making, granted to an agency by an Iowa Code or Iowa Acts provision.

Catchwords

A phrase or key words at the beginning of a rule and some rule parts to summarize the content of the rule or rule part and to serve as a guide for the reader.

Changes from the Notice

Used to refer to instances when the amendments or rules in the Adopted and Filed document are different from those proposed in the Notice of Intended Action.

Chapter History

A series of lines of text at the end of a chapter of rules in the Iowa Administrative Code indicating the dates on which and the rule-making documents in which the chapter was amended and became effective. The chapter history serves as a chronological record of rule-making actions.

Code of Federal Regulations (CFR)

The codification of the general and permanent regulations published in the Federal Register by the departments and agencies of the federal government.

Codify or Codification

The process by which Iowa's laws or rules, or amendments to either of them, are systematically arranged and published in the Iowa Code (laws) or Iowa Administrative Code (rules).

Date Certain

A fixed or specified day.

Delay

An enforced pause before the effective date of a rule. The Administrative Rules Review Committee may delay the effective date of a rule 70 days for further study or until adjournment of the next regular session of the General Assembly. Notification of this fact shall be emailed to the agency and published in the IAB and IAC.

Double Barrel

An expression used to refer to an emergency rule-making process in which a Notice of Intended Action and an Adopted and Filed Emergency rule-making document with the same rule amendments are submitted for simultaneous publication in the Iowa Administrative Bulletin.

Editorial Change Document (2B.13 Document)

A document by which agencies may make certain limited, nonsubstantive corrections or updates to rules in a quicker fashion without going through the rule-making process. The changes in an editorial change document are incorporated and published in the Iowa Administrative Code but not in the Iowa Administrative Bulletin. The name "2B.13 document" refers to Iowa Code section [2B.13](#).

Engrossment

The process of incorporating amendments to administrative rules into the Iowa Administrative Code.

Executive Order

A formal order signed by the Governor and published in the Iowa Administrative Bulletin. Agencies sometimes adopt rules to implement an Executive Order. Additionally, an Executive Order may be used by the Governor to rescind an adopted rule within 70 days of the rule's becoming effective.

Filing

Synonymous term for a rule-making document.

Fiscal Impact Statement

A statement, published in the preamble of a rule-making document, indicating whether the proposed or adopted rule has a significant positive or negative impact on the state's finances.

The fiscal impact statement is provided by an agency and used by the Legislative Services Agency's Fiscal Services Division to summarize the fiscal impact of a rule making. The Fiscal Services Division provides its own assessment of the fiscal impact of the rule making, which may or may not agree with the agency's analysis. The agency's and Fiscal Services Division's statements are provided to the Administrative Rules Review Committee for its review of the rule making.

General Assembly

The lawmaking body of Iowa's state government. The General Assembly has 50 state senators and 100 state representatives.

Implementation Sentence

A reference to the statute or statutes that a rule is intended to implement. The reference is to the Iowa statute, Executive Order, federal statute, or regulation that the rule carries out and is included in the preamble of each rule-making document and at the end of each rule or chapter of rules, as applicable.

Iowa Acts

A compilation of all measures enacted by the General Assembly during a year. It is sometimes referred to as Session Laws. The electronic and print versions are published annually in autumn.

Iowa Administrative Bulletin (IAB)

The biweekly notice of all proposed and adopted changes to administrative rules. The [IAB](#) is published every other Wednesday on the Iowa Legislature website.

The IAB contains Notices of Intended Action and rules adopted by state agencies; Executive Orders; delays and objections; resolutions nullifying administrative rules; the agenda of Administrative Rules Review Committee meetings; the Schedule for Rule Making; a list of public hearings; items required to be published by statute; and other materials deemed fitting and proper by the Administrative Rules Review Committee.

Iowa Administrative Code (IAC)

The composite of all administrative rules promulgated by state agencies. The [IAC](#) is supplemented biweekly and published on the Iowa Legislature website.

Iowa Administrative Procedure Act (IAPA)

The technical name for Iowa Code chapter [17A](#), the Iowa Code chapter that details the processes and procedures for administrative rule making.

Iowa Code

The principle legal publication containing all the general and permanent statutory laws of the State of Iowa. The updated, electronic version of the Iowa Code is published annually, in late autumn, on the Iowa Legislature [website](#) and is available for download. The print version is published every two years prior to the start of a new General Assembly.

Item

In a rule-making document, each proposed or adopted change, such as a new chapter, rule, or rule part, or an amendment, renumbering, or rescission made to an existing chapter, rule, or rule part.

Item Statement

The sentence that states which rule is being amended, adopted, rescinded or renumbered. In a rule-making document, an item statement introduces each proposed or adopted change to a rule. If a rule-making document has more than one item statement, the item statements are numbered (e.g., ITEM 1).

Jobs Impact Statement

A statement, published in the preamble of a rule making, indicating whether the proposed or adopted rule has a positive or negative impact on private sector jobs and employment opportunities in Iowa, and describing the nature of the impact.

Non-Rule-Making Submission

A document unrelated to the rule-making process but submitted through the Rules Management System for publication in the Iowa Administrative Bulletin. Publication of such documents must be authorized by statute or the Administrative Rules Review Committee.

Notice of Intended Action (NOIA)

This document declares an agency's intent to adopt, amend, or rescind a rule. Pursuant to Iowa Code section [17A.4\(1\)](#), publication of a Notice of Intended Action in the Iowa Administrative Bulletin shall precede the adoption, amendment, or rescission by at least 35 days.

Notice of Termination (NOT)

With this document, pursuant to Iowa Code section [17A.4\(1\)](#)"b," an agency terminates a rule-making proceeding without adopting the rule making.

An agency may elect to terminate any Notice of Intended Action in lieu of adoption for any reason.

Nullification of Administrative Rules

The General Assembly may nullify an adopted administrative rule of a state agency by passage of a Joint Resolution by a majority of all of the members of each house of the General Assembly.

The Administrative Code Editor shall publish the Joint Resolution in the Iowa Administrative Bulletin and cause to be omitted from the Iowa Administrative Code all rules which have been nullified.

Objection

There are two types of objections which may be imposed by the Administrative Rules Review Committee, the Governor, or the Attorney General:

- An objection to a proposed, adopted, or adopted and filed emergency rule that the Administrative Rules Review Committee, Governor, or Attorney General deems to be unreasonable, arbitrary, capricious, or otherwise beyond the authority delegated to the agency.
- An objection to an emergency adoption by an agency that for good cause finds that notice and public participation would be unnecessary, impracticable, or contrary to public interest. With this objection, the rule ceases to be effective 180 days after the date the objection is filed (see Iowa Code section [17A.4\(3\)“b”](#)).

A certified copy of any objection shall be filed with the Administrative Code Editor and published in the IAB and IAC.

Oral Presentation

Synonymous with “public hearing.”

Parenthetical Implementation

The parenthetical reference that follows each rule number and cites the chapter of the statute or the number of the Executive Order implemented by the rule. The parenthetical implementation is also referred to as the parenthetical implementation statute.

Preamble

The text that precedes the rule-making items or actions of a rule-making document. The preamble includes a summary of the subject matter and a citation to the specific statutory authority for the proposal. The summary includes at least a brief explanation of the principal reasons for the rule making and the effects of the rule making. The preamble also contains standard language as to the availability of a public hearing, the time and method for the submission of written comments, explanation of the review by the ARRC, and other matters. An agency may use the preamble as a mechanism to present more detailed information on the reasoning behind the rule making or to describe its history.

Proposal

Synonymous with Notice or Notice of Intended Action.

Publications Editing Office (PEO)

The editing office of the Legislative Services Agency, responsible for the creation of this handbook and for the publication of the Iowa Administrative Bulletin and Iowa Administrative Code. Formerly known as the Administrative Code Office.

Public Hearing

Synonymous with “oral presentation” as prescribed in Iowa Code section [17A.4\(1\)“b”](#). This term is used in rule-making documents to refer to meetings which the public may attend to comment on proposed rules or amendments.

Referral to General Assembly

The Administrative Rules Review Committee may refer a rule to the Speaker of the House and the President of the Senate. Those officers may then refer such a rule to the appropriate standing committee of the General Assembly for study. This action does not change the effective date of a rule.

Regulatory Analysis

A description of the specific effects or impact that a proposed rule is expected to have on various entities or aspects of the state or the public. Specific topics covered in a Regulatory Analysis are listed in Iowa Code section [17A.4A](#).

An agency must issue a Regulatory Analysis if, within 32 days after publication of a Notice of Intended Action, a written request is filed with the agency by the Administrative Rules Review Committee, the Administrative Rules Coordinator, at least 25 small-business persons signing the request, or an organization representing at least 25 such persons.

Rescission

The deletion of a rule.

Rescission by Governor

The Governor may rescind an adopted rule by Executive Order within 70 days of the effective date of the rule. The Executive Order is published in the Iowa Administrative Bulletin.

Restructuring

Changing the letters or numbers assigned to existing rules or rule parts when content is added or rescinded as part of the amendment process.

Rule-Drafting Template (Template)

The primary tool used for drafting the body of rule-making documents. This Word-based template is accessible both through the Rules Management System and through the [Rule Writer Tool Kit](#) on the Iowa Legislature's website.

Rule History

For all rules adopted or amended after February 11, 2009, the line of text at the end of a rule indicating on which date and in which rule-making document the rule was amended and became effective.

Rule-Making Action

The proposed or adopted rule changes set out in the rule-making document.

Rule-Making Document

The submission that initiates each step in the rule-making process. A rule-making document contains an explanatory preamble followed by items that set forth the rules or amendments an agency proposes or adopts. The primary types of rule-making documents are Notice of Intended Action (the first step in the process) and Adopted and Filed (the second step in the process). Once a document is accepted for publication, it is assigned an ARC number and is published in the Iowa Administrative Bulletin. The rules

or amendments in an adopted rule-making document (i.e., an Adopted and Filed or more rarely an Adopted and Filed Emergency or Adopted and Filed Emergency After Notice) are also published in the Iowa Administrative Code Supplement and incorporated into the Iowa Administrative Code.

Rule-Making Process

The regular process for adding, amending, or rescinding a rule. The process includes a period of notice and opportunity for public comment, followed by a period of adoption. Called “rulemaking” in the Iowa Code.

Rules Management System

The Rules Management System (RMS) is the electronic filing system for administrative rules. RMS is managed by the Legislative Services Agency and accessed through the Legislative Portal. Agencies submit rule-making documents, non-rule-making submissions, editorial change documents, and waiver information in RMS. Agencies may track these submissions, create and address rule annotations, access the rule-drafting template, and manage rule-making document contact information in RMS.

Schedule for Rule Making

Table of time frames for the various steps of rule making. This table is updated annually and published in the Iowa Administrative Bulletin and as part of the [Rule Writer Tool Kit](#) on the Iowa Legislature’s website. See also the [Rule-Making Calculator](#), a tool for quickly determining pertinent rule-making dates when an agency’s rule-making process adheres to the minimum timeline in the rule-making schedule.

Uniform Rules

Rules of Agency Procedure for Rule Making, Petitions for Rule Making, Declaratory Orders, Fair Information Practices, and Contested Cases developed by a gubernatorial task force and last updated in 1998 and posted as part of the [Rule Writer Tool Kit](#) on the Iowa Legislature’s website. These Uniform Rules for agency procedures have been adopted by most state agencies.

United States Code (U.S.C.)

The codification by subject matter of the general and permanent laws of the United States.

Waiver

An agency action that suspends in whole or in part the requirements or provisions of a rule as applied to an identified person on the basis of the particular circumstances of that person. Information on a waiver is submitted by the agency in the Rules Management System for publication on the Iowa Legislature’s website when the waiver is granted or denied.