BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of the Proposed Amendments)	
Of the Missouri Public Service Commission's) <u>File No. MX-2</u>	016-0317
Rules Relating to Manufactured Housing)	

COMMENTS OF THE STAFF OF THE MISSOURI PUBLIC SERVICE COMMISSION

Overview

This rulemaking proposes to update rules applicable to manufactured housing and modular units. The rulemaking specifically proposes to amend rules in six existing Missouri Commission chapters. The definitions for the chapters related to manufactured housing will be streamlined and maintained in a proposed Chapter 127 for more efficient reference. The amendments proposed not only help to better organize the rules, but will also result in greater oversight of the administration of the Manufactured Housing and Modular Units Program.

An initial review of the rules discovered that the title "Director" is used throughout the chapters related to manufactured housing. As there is no Director position for the department the title "Director" is removed from each chapter and replaced with "Manager" which is the proper title for the individual in charge of the Program.

The Commission should be aware the proposed rulemaking has been initiated and shaped through feedback from interested parties, through workshops, informal comments and comments received to date in the formal process. The proposed amendments come as the result of an audit of the department conducted by the State Auditor's Office. The Auditor's report listed that the department failed to take action against manufacturers, dealers, and installers that filed late monthly reports, and that it routinely failed to ensure that all deficiencies identified during inspections were corrected within the required timeframe. To address these issues, the initial proposed amendments sought to make the assessment of fees mandatory, absent a waiver of Commission rules, removing the discretion of the manager from the fee process. However, to further address concerns raised during the informal process, in comments received to date, and to further the Governor's Executive Order 17-03, Staff now suggests removing the mandatory nature of these fees. Instead, Staff has included, where applicable, provisions stating that the Manager may impose fees, after consulting with the Staff Director. This requirement, in conjunction with new internal procedures (draft attached as Exhibit A), will ensure that both the interests of the public and those of the industry are weighed prior to the imposition of fees. This

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¹ 700.040.2, RSMo.

will also provide an opportunity for the Manager to contact any entity or individual to determine if circumstances exist that would suggest a fee should not be imposed in a given instance.

Staff's proposed changes also seek to clarify the fee process where multiple fees should be assessed in the event of multiple re-inspections, and clarify the application of the rules in situations where the initial inspection is routine and not the result of a consumer complaint. Other changes are the result of an open industry workshop, and include expanding the time frame currently in place for filing reports with the department.

In addition, over the past year the Manufactured Housing and Modular Units Program has been working to implement a new software system. The new software would automate a large portion of the monthly reporting requirements, reducing the burden on the industry members that take advantage of the opportunity. Additionally, multiple forms have been combined to prevent the industry from having to repeat information across different forms. The new software will allow instant submission of required forms, presumably saving money previously spent on postage.

Finally, it should be noted, as the State Administrative Agency for the Federal Housing and Urban Development Program there are certain requirements that must be met. The state of Missouri does not have a statewide building code, and many jurisdictions have no building code at all. The Program is the building authority for the entire state, and as such accurate and timely reporting is crucial to successful and effective inspections of new home installations. Items identified on staff inspection reports are mainly focused on safety; anchoring, supporting, utility connection, etc. and because of this the timeframe for corrections is very important. Therefore, in places where Staff is not recommending changes to what appear to be stringent standards it is because they are safety standards related to set-up, anchoring, installation, etc. A large portion of the rules are related to installation standards, many of which are based on the federal regulations for manufactured housing. Many of these were not changed substantively, but were changed to help clarify the existing rule.

Staff Comments Regarding Specific Proposed Rules

Each proposed rule is summarized separately below with Staff's support for why Staff recommends the Commission approve the proposed rules. In addition, Staff has provided additional suggested changes to clarify or improve the original proposed amendments, and in furtherance of the Governor's Executive Order 17-03 directing state agencies review their regulations to identify those that are ineffective, unnecessary, or unduly burdensome.

Chapter 120 – New Manufactured Homes

4 CSR 240-120.011 Definitions

The section proposes removing a majority of the definitions from this section to be placed in a new Chapter 127 to provide for more efficient reference.

In addition to the proposed changes, Staff further recommends deleting the word "shall" from subsection (1) of this rule, as the word is unnecessary. With the proposed modification, subsection (1) of the rule now reads:

(1) The following definitions, as well as those set out in section 700.010, RSMo 2000, and Chapter 127 [shall] apply to this chapter:

Staff supports the proposed section as modified.

4 CSR 240-120.031 Administration and Enforcement

This section proposes clearly outlining which powers and responsibilities are and are not delegated to the Manager by the Commission..

Staff supports this proposed section as originally published.

4 CSR 240-120.060 Inspections

This section amends the rule to require the Manager to file a complaint with the Commission in order to reject an application for registration filed under section 700.100, RSMo. This section also proposes additions to include a requirement that a dealer shall maintain a copy of the bill of sale in its files at the location where it sold a home to a purchaser, if possible, or otherwise at its principal office for no less than five years.

Staff is also recommending wording changes in furtherance of the Governor's Executive Order 17-03. Subsection (1), with the proposed modification, now reads:

(1) The **manager may inspect the** books, records, including a copy of the data plate and all service records for each modular unit, inventory and premises of a manufacturer [shall] from time-to-time during normal business hours [be subject to an inspection by the director] to ascertain if a manufacturer or dealer is complying with Chapter 700, RSMo as it relates to new manufactured homes, this chapter, the federal standards and the Housing and Urban Development regulations and also to ascertain if grounds exist under section 700.100, RSMo to **file a complaint with the commission to** reject an application for registration filed under section 700.090, RSMo or to refuse to renew [or to suspend], **suspend**, revoke or place on probation a registration which has been made under section 700.090, RSMo.

Staff supports the proposed section as modified.

4 CSR 240-120.065 Manufactured Home Dealer Setup Responsibilities

The proposed amendment modifies the time frame by which action may be taken for setup deficiencies to be consistent with other rules. This was previously overlooked the last time the rules were amended. The amendment also establishes a mandatory fee for failure to hire a commission licensed installer; this proposed change shifts discretion to impose the fee from the Manager to the Commission.

The reporting period for submitting property locator forms to the Program is extended from 48 hours to five days, and the associated fee assessed by the Manager for late filings is now mandatory, removing the discretion from the Manager and placing it with the Commission.

The proposed amendment also provides for a process for a request for a waiver of fees from the manager. Language was also added clarifying that copies of inspection reports arising from routine inspections during the initial setup and installation period, prior to occupation by the purchaser, will be provided to the manufacturer, installer, and/or dealer responsible.

Staff suggests wording changes to subsections (1)(D) and (2)(A)1., to remove the mandatory nature of the fees, include a provision requiring consultation with the Staff Director, and to clarify the intent of the sections. Each subsection, with proposed modifications, now read:

(1)(D):

(D) The manager, after consultation with the commission staff director, may assess a two hundred dollar (\$200) inspection fee to dealers that fail to hire commission licensed installers to set up a home, and will conduct an investigation of installations of manufactured homes sold by the dealer to ensure compliance with Commission Rules

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(2)(A)1.:

1. The manager, after consultation with the commission staff director, may assess a fifty dollar (\$50) per home inspection fee to dealers who fail to submit the property locator within five (5) business days from the due date.

Further, Staff recommends removing subsection (2)(F), as any good cause will be considered when the Manager consults with the Commission Staff Director regarding assessing the fees. Staff, in furtherance of the Governor's Executive Order, also recommends removing the current subsection (3), and replacing it with language taken from 24 CSR 240-120.070. Subsection (3) as modified now reads:

[(5)] (3) [The dealer shall legibly print the date of sale on the bill of sale that it provides to the purchaser pursuant to section 700.056, RSMo., and shall maintain a copy of the bill of sale in its files at the location where it sold the home to the purchaser, if possible; otherwise at its principal office for no less than five (5) years.] Manufacturers shall mail or deliver to the manager by the tenth day of each month a report which identifies the new manufactured homes by make, model, and serial number to which certification labels have been affixed since the previous report and the certification label number for each such manufactured home.

Staff supports the proposed section as modified.

4 CSR 240-120.070 Manufacturer and Dealer Reports

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule.

Staff recommends rescinding this rule, as subsection (1) of the rule simply restates a Federal requirement placed on manufacturers and dealers, and Staff has recommended subsection (2) be moved to 24 CSR 240-120.065.

4 CSR 240-120.080 Commission Reports

This section was amended to include the proper title for the individual tasked with heading the Programs.

After further review, Staff recommends rescinding this entire section, as it simply restates a Federal requirement imposed on the Program.

4 CSR 240-120.085 Re-Inspection and Re-Inspection Fee

This section clarifies the processes for re-inspections subsequent to routine inspections, and formal complaint inspections. The fee schedule is outlined to alleviate confusion where multiple re-inspections are necessary, and clearly define what constitutes grounds for issuance of a fee. Additionally a section is proposed which stipulates suspension of registration for failure to pay re-inspection fees and make corrective action. This has been proposed to prevent consumer complaints from remaining open for long periods of time with no corrective action being taken by the registered parties. A section has also been added describing the process for a request for a waiver of fees from the manager.

Staff has several suggested changes to the proposed amendment:

First, Staff recommends a minor change to subsection (1)(B) to remove unnecessary restrictive language. The subsection, with modifications, now reads:

(B) The manager will not assess the dealer, installer, or the manufacturer, or each entity, a fee for the first re-inspection.

In addition, Staff suggests wording changes to the proposed subsection (1)(C) to remove the mandatory nature of the fees and to include a provision requiring consultation with the Staff Director. With modifications, the subsection now reads:

(C) The manager, after consultation with the commission staff director, may assess re-inspection fee(s) for any re-inspection subsequent to the first re-inspection. The fee is charged to the dealer, installer, or the manufacturer who was responsible for making the corrections and completing the corrections.

Staff recommends wording changes to the proposed subsection (2)(B) to remove the mandatory nature of the fees and to include a provision requiring consultation with the Staff Director. The subsection, as modified, now reads:

(B) The manager, after consultation with the commission staff director, may assess the dealer, installer, or the manufacturer, or each entity, a fee for the reinspection(s) if the dealer, installer, or the manufacturer responsible for making the required corrections fails to complete the required corrections within sixty (60) days of receipt of a consumer complaint. The fee will not be charged to the dealer, installer, or the manufacturer who is responsible for making the required corrections if, during the re-inspection, it is found that the required corrections have been corrected within sixty (60) days of the initial inspection.

Staff suggests wording changes to the proposed subsection (5), removing unnecessary restrictive language, and removing a sentence requiring the fee to be submitted with a form provided by the Commission; the Commission currently has no such form. The subsection, with modifications, now reads:

[(9)](5) The fee [shall] will be two hundred dollars (\$200) per re-inspection as outlined in **this** section [(1)] to be paid by the manufacturer, dealer, or installer responsible for making the correction as identified in the original inspection report. [The fee shall be submitted with a form provided by the commission. The commission shall make the determination of who shall be assessed the fee.]

Staff suggests rewording the proposed subsection (6) to remove unnecessary restrictive language, and add clarity to the intent of the subsection. Subsection (6) as modified now reads:

[(10)](6) [The commission shall assess an inspection fee of four hundred dollars (\$400) for all third party requests for inspections except third party inspection requests for the purpose of serial number verification will be charged two hundred dollars (\$200). Third party requests for inspections must be submitted in writing to the commission and the inspection fee must accompany the request. Third parties do not include licensed manufacturers

or

dealers.]

The manufactured housing and modular units program will assess a fee of four hundred dollars (\$400) for all inspections requested by third parties, except inspections requested by third parties for the purpose of serial number verification will be charged two hundred dollars (\$200). Requests for inspections by third parties must be submitted in writing to the manufactured housing and modular units program along with the associated fee. Licensed manufacturers or dealers are not considered third parties.

Staff recommends wording changes to subsection (7) of the rule to remove unnecessary restrictive language, and remove a sentence detailing the length of the suspension. Staff believes this sentence is unnecessary, as the Commission can prescribe the length of the suspension in a subsequent order. Subsection (7) as modified now reads:

(7) If the manufacturer, installer or dealer has not paid the re-inspection fee within thirty (30) days of the prescribed date, the manager will file a complaint and the commission may suspend manufacturer, installer or dealer certificate or registration.

Staff recommends removing the word "shall" from subsection (8), as it is unnecessary. The subsection with modifications now reads:

[(11)](8) The following situations [shall] constitute grounds for the denial, [suspension,] revocation, or placing on probation of a manufacturer, installer, or dealer certificate of registration:

Staff also recommends removing subsection (9), as any good cause will be considered when the Manager consults with the Commission Staff Director regarding assessing fees.

Staff supports the proposed section as modified.

4 CSR 240-120.090 Inspection and Approval of Alterations

This section proposes an extension of the time frame with which the manager can perform an inspection after receiving an application to alter new manufactured homes, and minor wording changes clarifying the result if the Manager does not complete an inspection within the prescribed timeframe. The extension from eight days to fifteen days is a more achievable timeframe to schedule and conduct an inspection.

Staff further recommends removing sections 2(A)-2(D) and the attached application, and adding language stating that application forms are available on the Commission's website. Subsection (2) now reads:

- (2) [Director] Manager approval of alterations shall be requested by a written application executed on a Commission approved form available on the Commission's website at www.psc.mo.gov, or from the manager, upon request. [form provided by the director upon request.] Applications may be submitted only by the person or entity who owns the new manufactured home to which the alteration for which approval is sought has been made. [To be complete, the applications shall include:
 - (A) The name and address of the manufacturer of the new manufactured home to which the alteration has been made;
 - (B) The make, style and manufacturer's identifying number of the new manufactured home to which the alteration has been made;
 - (C) A description of the alteration; and
 - (D) An affidavit of the applicant or the applicant's authorized representative if the applicant is a corporation, certifying that the alteration complies with the federal standards.]

Staff supports the proposed section as modified.

4 CSR 240-120.100 Code

This section proposes the addition of 24 CFR Part 3285 to be incorporated by reference, and to constitute the code to be applied to new manufactured homes which entered the first stage

of production after November 22, 1976, which are rented, leased or sold or offered for rent, lease or sale in this state.

Staff supports this proposed section as originally published.

4 CSR 240-120.110 Complaints and Review of Director Manager Action(s)

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule.

Staff supports this proposed section as originally published.

4 CSR 240-120.120 Criteria for Good Moral Character for Registration of Manufactured Home Dealers

This section proposes changing the denial for good moral character from an automatic denial, to requiring the manager to file a request for review by the commission when certain criteria are met.

In addition to the proposed amendments, Staff recommends a wording change to subsection (3) to remove unnecessarily restrictive language. The proposed subsection (3), with modification, reads:.

(3) If the commission finds an applicant lacks good moral character as outlined in (1)(A) or (1)(B) of this section, the commission may deny the application for registration.

Staff supports the proposed section as modified.

4 CSR 240-120.130 Monthly Report Requirement for Registered Manufactured Home Dealers

The proposed amendment removes manager discretion over late fees for monthly reports. The Amendment makes the late fee mandatory, with a waiver process that will be brought to the Commission by the program manager. Actions against a dealer's registration have been added for monthly reports not filed within sixty and ninety days of the due date.

Staff proposes several modifications to the amendment as proposed:

Staff recommends a wording change to subsection (2) to further the Governor's Executive Order 17-03, and to modify language stating where the monthly sales report forms may be obtained. The subsection with modification reads:

(2) [The report may be filed only upon] Manufactured home dealers may only use the commission's form for monthly sales reports. This form may be obtained from the Missouri Public Service Commission, P.O. Box 360, Jefferson City, MO 65102, or on the commission's website at www.psc.mo.gov.

Staff also recommends removing subsection (5) which outlines what is contained on each monthly sales report. Subsection (2) already states that dealers must use the Commission approved form. Removing this language eliminates unnecessary verbiage..

Staff recommends wording changes to the proposed subsection (8) to remove the mandatory nature of the fees and to include a provision requiring consultation with the Staff Director. The subsection, as modified, now reads:

(8) The manager, after consultation with the commission staff director, may assess a late submission fee of fifty dollars (\$50) against a manufactured home dealer for each monthly sales report filed sixty (60) days after the due date.

Staff suggests removing the proposed subsection (7), as the Manufactured Housing and Modular Units Program will maintain a copy of the form on file, and the form itself suggests that the dealer should maintain a copy for its own records.

Staff also recommends removing the proposed subsection (11), as any good cause will be considered when the Manager consults with the Commission Staff Director regarding assessing fees. Because the fees are no longer mandatory, a waiver is not necessary.

Staff supports the proposed section as modified.

4 CSR 240-120.140 New Manufactured Home Manufacturer's Inspection Fee

This section proposes wording changes to clarify the intent of the rule, and to add a section to clearly outline the process by which the manager may request a waiver of fees.

Staff recommends minor wording changes to subsections (2), (4), and (5) of this rule to remove unnecessary restrictive language. These sections as modified now read:

(2) Manufacturers of new manufactured homes [shall] will remit to the [director] manager on a monthly basis an amount that equals the number of new manufactured homes delivered or sold to dealers in the state of Missouri, multiplied by thirty dollars (\$30). Each manufacturer shall submit said fee with any monthly delivery reports, or other filing, or documentation as may be required by the commission. Said fee shall be received no later than the twentieth day following the month in which new manufactured homes were delivered or sold to dealers in the state of Missouri.

. . .

[(3)](4) The following situations [shall] constitute grounds for the denial, [suspension,] revocation, or placing on probation of a manufacturer's certificate of registration:

. . .

(5) The manager may submit to the commission any written request for a waiver of fees identified in this section, and the commission may grant such a waiver for good cause shown.

Staff supports the proposed section as modified.

Chapter 121 – Pre-Owned Manufactured Homes

4 CSR 240-121.010 Definitions

The section proposes removing a majority of the definitions from this chapter to be placed in Chapter 127 to provide a more efficient reference.

In addition to the proposed changes, Staff further recommends deleting the word "shall" from subsection (1) of this rule, as the word is unnecessary. With the proposed modification, the subsection (1) of the rule now reads:

(1) The following definitions, as well as those set out in section 700.010, RSMo, and Chapter **127** [*shall*] apply to this chapter:

Staff supports the proposed section as modified.

4 CSR 240-121.020 Administration and Enforcement

This section proposes minor changes which do not affect the meaning of the rule.

Staff supports this proposed section as originally published.

4 CSR 240-121.030 Seals

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule.

Staff recommends deleting this entire section, as it is not practical or even possible for the Manufactured Housing and Modular Units Program to verify that older used units are up to code.

4 CSR 240-121.040, .050 and .060-

For these sections, the only proposed changes are to change any use of the title "director," to "manager."

Staff supports these proposed sections as originally published.

4 CSR 240-121.180 Monthly Report Requirement for Registered Manufactured Home Dealers

This section proposes changing any reference to "the director," to "the manager."

Staff supports the proposed section as published.

<u>Chapter 123 – Modular Units</u>

4 CSR 240-123.010 Definitions

The section proposes removing a majority of the definitions from this chapter to be placed in chapter 127 to provide a more efficient reference.

In addition to the proposed changes, Staff further recommends deleting the word "shall" from subsection (1) of this rule, as the word is unnecessary. With the proposed modification, the subsection (1) of the rule now reads:

(1) The following definitions, as well as those set out in section 700.010, RSMo, and **Chapter 127** [shall] apply to this chapter:

Staff supports the proposed section as modified.

4 CSR 240-123.020 Administration and Enforcement

This section proposes outlining the responsibilities that are delegated to the manager, and the responsibilities that are delegated to the commission.

Staff supports this proposed section as originally published.

4 CSR 240-123.030 Seals

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule.

Staff recommends minor wording changes to subsections (5) and (6). These subsections with modifications now read:

(5) A seal or a written refusal to issue a seal [shall] will be issued by the [director] manager within ten (10) working days after s/he has received a complete application. A notice of refusal shall specify the reason for refusal.

...

(6) Seals [shall] may be delivered by one (1) of the following methods: (A) By prepaid certified mail, requesting a return receipt signed by addressee only, sent to the applicant's place of business; or

Staff supports the proposed section as modified.

4 CSR 240-123.040 Approval of Manufacturing Programs

This section proposes adding further detail about the registration requirements for manufacturers to add clarity to the registration process. Another section regarding modifications to approved model plans has been modified to simplify the rule. Other wording changes have been made throughout to clean up the rule.

Staff recommends including language in subsection (1) stating that manufacturers must submit a completed application for a manufacturing program in order to be considered for approval, and that application is available from the manager upon request, and on the Commission's website. Staff recommends rejection of the proposed paragraphs (1)(B) through

- (1)(F). Staff also recommends deletion of current paragraphs (1)(A) through (1)(D). Staff believes the proposed modifications further the Governor's Executive Order, and clarify the rule. Subsection (1) with modifications now reads:
 - (1) To have a manufacturing program considered for approval, the manufacturer who will use the program for which approval is sought shall submit a completed application to the manufactured housing and modular untis program. The application may be obtained from the manager upon request, or from the commission's website, at www.psc.mo.gov. [t] The following information, documents and material to the director.
 - [(A) The **legal** name and address of the manufacturer who will use the program;
 - (B) If the manufacturer who will use the program is a corporation, a copy of the corporation's articles of incorporation, bylaws and most recent annual registration filed under section 351.120, RSMo along with a copy of documents which verify that the officer who has executed the application has actual authority to have done so. As long as the original documents remain unchanged an applicant who has once submitted such copies shall not be required to resubmit them with subsequent requests for approval of a manufacturing program;
 - (C) The make and model of the modular units which will be produced under the manufacturing program;
 - (D)The earliest date on which production will begin under the manufacturing program;]
 - [(E)] (A) One (1) copy of the quality control manual under which the manufacturing program will be implemented. The manual shall at least include a description which is sufficient to demonstrate compliance with the [code] applicable code(s) for every procedure relating to the manufacturing of modular units for which the code contains a requirement;
 - [(F)] (B) Third party inspection for compliance with required codes; and
 - [(G)] (C) One (1) copy of detailed **manufacturer's** installation instructions for the assembly of the modular components for each modular unit shall be furnished with each modular unit to the [dealer/selling agent] **dealer or selling agent**, and one (1) set shall be submitted with each model plan for approval, such instruction shall reflect detailed instructions for the assembly of the unit(s), including the fastening of dormers if applicable, roof installation details, floor fastening, end wall fastening, king post installation, and any other on-site assembly of manufacturer supplied components.

In addition, Staff recommends minor wording changes to subsections (3), (4), (7), and (8), to eliminate unnecessary restrictive language. These subsections as modified now read:

(3) Approval of a manufacturing program shall be evidenced by the [director's] manager's stamp of approval on the quality control manual and detailed plans which comprise the program. Upon approval of a manufacturing program the [director] manager will [shall] return to the manufacturer a copy of the plan approval form for the quality control manual and any plans approved which bear the [director's] manager's stamp of approval. A copy of the original of such approved quality control manual and detailed plans shall be retained at each location where the manufacturing program which they comprise is implemented.

...

(4) Within ten (10) working days of the submission to the [director] manager of the [required] registration fee and the information [necessary] in Sections (1)-(3) above for the [director] manager to consider a request for approval of a manufacturing program, the [director] manager will [shall approve or refuse to approve the request. A notice of refusal [shall] will specify the reason for refusal.

. . .

(7) The [director] manager [shall] will file with the commission a request to withdraw approval of a manufacturing program if the [director] manager finds:

...

- (8) The commission may withdraw approval of a manufacturing program if the commission finds:
 - (A) A manufacturer fails to comply with annual registration requirements; and
- (B) A manufacturer fails to renew plans of units produced under the manufacturing program.
- (C) If the commission finds there are unapproved modifications or variances from a commission-approved plan.

Staff supports the proposed section as modified.

4 CSR 240-123.050 Inspection of Manufacturer's Books, Records, Inventory and Premises

This section proposes adding language to outline the length of time a manufacturer must maintain a copy of the bill of sale when it sells directly to a consumer, which was not previously addressed in the rule.

Staff recommends minor wording changes to subsection (1) to remove unnecessary restrictive language. Subsection (1) with modifications now reads:

(1) The **manager may inspect the** books, records, including a copy of the data plate and all service records for each modular unit, inventory and premises of a manufacturer [shall] from time-to-time during normal business hours [be subject to an inspection by the director] to ascertain—

Staff supports the proposed section as modified.

4 CSR 240-123.060 Inspection of Dealer's Books, Records, Inventory and Premises

This section proposes adding language requiring a dealer to maintain records for the purpose of inspection.

Staff recommends minor wording changes to subsection (1) to remove unnecessary restrictive language. Subsection (1) with modifications now reads:

(1) The **manager may inspect the** books, records, inventory and premises of a dealer [shall] from time-to-time during normal business [hours be subject to an inspection by the director] to ascertain if grounds exist under section 700.100, RSMo (1986) to file a **complaint with the commission** to reject an application for registration filed under section 700.090, RSMo (1986) or to refuse to renew, suspend, revoke or place on probation a registration which has been made under section 700.090, RSMo (1986).

Staff supports the proposed section as modified.

4 CSR 240-123.065 Modular Unit Dealer or selling Agent Setup Responsibilities

This section proposes changing the time frame, from five years to two years, for disciplining a dealer's registration for failure to arrange for proper initial setup. Also the reporting period for new residential units, and new or used classroom units, sold has been extended from 48 hours to five days; this change is consistent with the proposed change in 4 CSR 240-120.065. With the extended reporting period, the proposed amendment imposes a mandatory late fee assessed to dealers. Sections have been proposed describing the reporting responsibility of the manager after inspections have been performed.

Staff suggests wording changes to subsections (2)(A)1. to remove the mandatory nature of the fees and include a provision requiring consultation with the Staff Director. Subsection (2)(A)1., with proposed modifications, now reads:

1. The manager, after consultation with the commission staff director, may assess a fifty dollar (\$50) per home inspection fee to dealers who fail to submit the property locator within five (5) business days from the due date.

Staff also recommends minor wording changes to subsections (2)(D) and (2)(E) to remove unnecessarily restrictive language. These subsections, with modifications, now read:

(D) A copy of an inspection report from a routine inspection of a modular unit that occurs prior to the occupation by a purchaser, and does not arise from a consumer complaint, will be transmitted to the manufacturer, installer, or dealer, or each responsible entity, within ten (10) days from the date of the inspection. Should an inspection occur as a result of a consumer complaint, copies of the inspection report will be provided to the complainant and to the manufacturer or dealer, or each responsible entity, within ten (10) days from the date of the inspection.

. . .

(E) Should an initial inspection identify no code violations, or any re-inspection verify corrections have been made to address code violations identified on an initial inspection report, the manager will issue a notice of completion indicating no outstanding issues remain to be addressed. Such notice will be issued to each responsible entity. A complainant will also be issued a notice of completion should an initial inspection occur subsequent to a consumer complaint. Such notice shall be issued within twenty (20) days from the date of the final inspection or re-inspection. This notice is intended to notify parties when the manager has completed an inspection process, and will not serve to indemnify any responsible party from any future liability.

Staff supports the proposed section as modified.

4 CSR 240-123.070 Monthly Report Requirements for Registered Modular Unit Dealers

This section proposes a mandatory fee charged to the registered dealers for monthly sales reports filed sixty (60) days after the due date, this fee was previously charged at the discretion of the manager. The amendment clarifies that the manager may reject incomplete monthly sales reports, and dealers' registration may be suspended and/or revoked for failure to submit monthly sales reports. Also a section has been added to describe the request for waiver process.

Staff recommends amending the website address listed in subsection (2) to be consistent with other sections of the rules, and recommends removing new subsection (5), former subsection (7) of this rule as it lists the required information for monthly reporting; the rule already states that monthly reports must be completed using the department's form, and that the Manager may reject incomplete reports. Subsection (2) as modified now reads:

(2) [Monthly sales reports may be filed only upon] The modular unit dealer shall only use the commission's monthly sales reports form. Sales report forms may be obtained from the Missouri Public Service Commission, PO Box 360,Jefferson City, MO 65102[.], or at the website www.//psc.mo.gov.

Staff also suggests wording changes to subsections (7) to remove the mandatory nature of the fees, include a provision requiring consultation with the Staff Director. Subsection (7), with proposed modifications, now reads:

(7) The manager, after consultation with the commission staff director, my assess a late submission fee of fifty dollars (\$50) against a modular unit dealer for each monthly sales report filed sixty (60) days after the due date.

Staff recommends a minor wording change to subsection (9), to include more accurate language. Subsection (9) of the rule, with modifications, now reads:

(9) Failure to submit timely and complete monthly sales reports within ninety (90) days of the due date and/or to pay any assessed fees could result in revocation of the dealer's registration under section 700.098, RSMo.

Finally, Staff recommends removing new subsection (10), as the fee is no longer mandatory, and any good cause will be considered when the Manager consults with the Staff Director.

Staff supports this section as modified.

4 CSR 240-123.080 Code for Modular Units

This section proposes changes that more accurately reflect the building code that is used to regulate modular buildings. Also the rule has been updated to include a more recent edition of the building codes that are used by this department.

Staff supports this proposed section as originally published.

4 CSR 240-123.090 Complaints and Review of Director Manager's Actions

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule.

Staff supports this proposed section as originally published.

4 CSR 240-123.095 Re-Inspection and Re-inspection Fee

This section has been separated into two sections which outline the processes for routine inspections, and formal complaint inspections. The fee schedule is outlined to alleviate discrepancies, and clearly define what constitutes grounds for the issuance of a fee. Additionally a section is proposed which stipulates suspension of registration for failure to pay re-inspection fees and make corrective action. This has been proposed to prevent consumer complaints remaining open for long periods of time with no corrective action being taken by the registered parties. A section has also been added describing the process for a request for a waiver of fees.

Staff recommends wording changes to subsections (1)(B), (1)(C), and (2)(B) to remove unnecessary restrictive language, remove the mandatory nature of fees, and include language requiring the Manager to consult with the Staff Director prior to assessing fees. The modified subsections now read:

(1)...

- (B) The manager will not assess the dealer, installer, or the manufacturer, or each entity, a fee for the first re-inspection.
- (C) The manager, after consultation with the commission staff director, may assess re-inspection fee(s) for any re-inspection subsequent to the first re-inspection. The fee is charged to the dealer, installer, or the manufacturer who was responsible for making the corrections and completing the corrections.

(2)...

(B) The manager, after consultation with the commission staff director, may assess the dealer, installer, or the manufacturer, or each entity, a fee for the reinspection(s) if the dealer, installer, or the manufacturer responsible for making the required corrections fails to complete the required corrections within sixty (60) days of receipt of a consumer complaint. The fee will not be charged to the dealer, installer, or the manufacturer who was responsible for making the required corrections if, during the re-inspection, it is found that the required corrections-have been corrected within sixty (60) days of receipt of the consumer complaint.

Staff recommends a minor wording change in subsections (3) and (4) to remove unnecessary restrictive language. The modified subsections now read:

[(4)] (3) The re-inspection will address all violations listed in the initial inspection report. A copy of the report will be forwarded to the manufacturer or dealer, or both, for corrective action. A copy will also be forwarded to the consumer, if applicable.

. . .

(4) The manufacturer and the dealer [shall] will be sent a copy of the re-inspection report within ten (10) days from the date of the re-inspection.

Staff suggests rewording the proposed subsection (6) to remove unnecessary restrictive language, and add clarity to the intent of the subsection. Subsection (6) as modified now reads:

[(9)] (6) [The fee shall be two hundred dollars (\$200) per re-inspection as outlined in section (1) to be paid by the manufacturer, dealer, or installer responsible for making the correction as identified in the original inspection report. The fee shall be submitted with a form provided by the commission. The director will make the determination of who shall be assessed the fee.] The fee per re-inspection, as outlined in section (1), is two hundred dollars (\$200), and will be assessed to the manufacturer, dealer, or installer responsible for making the correction as identified in the original inspection report. The fee must be submitted on a form provided by the manager.

Staff also suggests rewording the proposed subsection (7) to remove unnecessary restrictive language, and add clarity to the intent of the subsection. Subsection (7) as modified now reads:

[(10)] (7) [The commission shall assess an inspection fee of four hundred dollars (\$400) for all third party requests for inspections. Third party requests for inspections must be submitted in writing to the manufactured housing and modular units program and the inspection fee must accompany the request. Third parties do not include licensed manufacturers or dealers.] The manufactured housing and modular units program will assess a fee of four hundred dollars (\$400) for all inspections requested by third parties. Requests for inspections by third parties must be submitted in writing to the manufactured housing and modular units program along with the associated fee. Licensed manufacturers or dealers are not considered third parties.

Staff recommends wording changes to subsection (8) to remove unnecessary restrictive language, and remove a sentence detailing the length of the suspension. Staff believes this sentence is unnecessary, as the Commission can prescribe the length of the suspension in a subsequent order. Subsection (8) as modified now reads:

(8) If the manufacturer, installer or dealer has not paid the re-inspection fee within thirty (30) days of the prescribed date, the manager will file a complaint and the commission may suspend manufacturer, installer or dealer certificate or registration.

Staff also recommends removing the word "shall" from subsection (9), as it is unnecessary. The subsection with modifications now reads:

[(11)](9) The following situations [shall] constitute grounds for the denial, [suspension,] revocation, or placing on probation of a manufacturer, installer, or dealer certificate of registration:

Staff also recommends removing new subsection (10), as any good cause will be considered when the Manager consults with the Commission Staff Director regarding assessing fees.

Staff supports the proposed section as modified.

<u>Chapter 124 – Manufactured Home Tie-Down Systems</u>

4 CSR 240-124.010 Definitions

The section proposes removing a majority of the definitions from this chapter to be placed in chapter 127 to provide a more efficient reference.

In addition to the proposed changes, Staff further recommends deleting the word "shall" from subsection (1) of this rule, as the word is unnecessary. With the proposed modification, the subsection (1) of the rule now reads:

(1) The following definitions, as well as those set out in section 700.010, RSMo 2000, and Chapter 127 apply to this chapter:

Staff supports the proposed section as modified.

4 CSR 240-124.020 Administration and Enforcement

This section proposes adding two sections identifying the powers and responsibilities that would be delegated to the manager.

Staff supports this proposed section as originally published.

4 CSR 240-124.030 Determination of Applicable Manufactured Home System Standards

This section proposes adding the word "anchoring" before the word "standards" for added clarity.

Staff supports this proposed section as originally published.

4 CSR 240-124.040 Commission Approval of Manufactured Home Tie-Down Systems

This section proposes breaking up an existing section into multiple sections to distinguish between differing legal organizations; partnership, corporations, proprietorships, and other business organizations. Other wording changes have been made to add clarity to the existing rule. Also the time frame for inspection of newly submitted anchoring systems by the manager has been extended from eight days to fifteen days. This allows more time for follow up, and other arrangements if necessary.

Staff supports this proposed section as originally published with the exception of the change from "installation instructions" to "manufacturer's installation manual". This change was made to be consistent with the same proposed change in other sections, but in regards to anchor systems "installation instructions" is more accurate. Therefore, the change to paragraph (5)(A)3 should be rejected.

3. Strap spacing calculations are based on the fact that single disk anchors and double disk anchors have the same holding capacity if installed in accordance with the anchor [manufacturer's installation instructions] manufacturer's installation manual and in the proper soil classification.

4 CSR 240-124.045 Anchoring Standards

This section proposes removing the definitions from this chapter to be placed in chapter 127. There are other wording changes suggested throughout that are more technically accurate than the original rule as written.

After review of this section, Staff suggests it be rescinded. This rule is a restatement of Federal regulations already applicable to the anchoring of manufactured homes. Staff still recommends including the definition section of this rule in the new Chapter 127 as applicable to other rules.

4 CSR 240-124.050 Standards

This section proposes changing a code reference that was previously incorrect.

Staff supports this proposed section as originally published.

4 CSR 240-124.060 Complaints

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule.

Staff supports this proposed section as originally published.

4 CSR 240-125.010 Definitions

The section proposes removing a majority of the definitions from this chapter to be placed in chapter 127 to provide a more efficient reference.

In addition to the proposed changes, Staff further recommends deleting the word "shall" from subsection (1) of this rule, as the word is unnecessary. With the proposed modification, the subsection (1) of the rule now reads:

(1) The following definitions, as well as those set out in section 700.010, RSMo 2000, and Chapter 127 apply to this chapter:

Staff supports the proposed section as modified.

4 CSR 240-125.020 General Provisions

This section proposes changing the title of "director" to "manager."

Staff supports this proposed section as originally published.

4 CSR 240-125.040 Manufactured Home Installer License

This section proposes adding the requirement for continuing education classes for licensed installers. Also proposed are minor wording changes and grammatical corrections that are necessary for the clarification of the processes contained in this rule.

Staff recommends removing subsection (1)(A)1. and (1)(A)2., as the requirements listed are simply a restatement of the requirements listed in statute. Further, Staff recommends some minor wording changes to clarify the section, and minor restricting of the subsections. Subsection (1) of the rule as modified now reads:

- (1) Requirements for an Installer License.
- (A) To be licensed as a manufactured home installer, an applicant shall meet all of the requirements of sections 700.650 to 700.692, RSMo.[, including:
 - 1. Attending a commission-approved manufactured home installation education program;
 - 2. Receiving a passing grade on the commission-approved examination;]
 - (B). Attending certification classes every three (3) years or as otherwise required by the manager.
- [(3) Submitting an application form and one hundred fifty dollar (\$150) application fee;]
 - (C) Submitting to the manufactured housing and modular units program -
 - 1. An application form and one hundred fifty dollar (\$150) application fee;
 - 2. The certificate issued by the educational provider; and
 - 3. Proof of liability and workman's compensation insurance coverage as required pursuant to section 700.659, RSMo.
- [4. Submitting the certificate issued by the educational provider; and
- 5. Providing proof of liability and workman's compensation insurance coverage as required pursuant to section 700.659, RSMo.]
- [(B)] (D) The [commission] manager may waive the training and examination requirements for applicants who have obtained an installer license in another state, the District of Columbia, or territories of the United States pursuant to section 700.662, RSMo, if all the documentation is submitted with the license application and the application fee is paid. The certification must be current, must meet or exceed the requirements in sections 700.650 to 700.680, RSMo, and must cover all or a portion of the same time frame as the Missouri renewal period.

Staff supports the proposed section as modified.

4 CSR 240-125.050 Limited Use Installer License

This section proposes adding a requirement that a limited use installer must take and pass a commission-approved manufactured home installer exam within a period of one hundred eighty (180) days from the issuance of the limited use license. The installers are given a one-time option to reapply if they fail to pass the exam on the first attempt, with the same testing

requirement after another one hundred eighty (180) days. This section clarifies the process and requirements of the limited use installer license.

Staff recommends amending the current rule to state that applicants shall submit a completed application to the manufactured housing and modular units program. After further review of the proposal, Staff believes most of the changes to proposed amendment are unnecessary, as Section 700.665, RSMo, already contains provisions controlling what will happen if a limited use license holder takes an exam to become a licensed installer. The proposed amendment as modified now reads:

- (1) To be licensed as a manufactured home limited use installer, an applicant shall submit to the [commission] manufactured housing and modular units program a completed application, signed and dated by the applicant, together with the required one hundred fifty dollar (\$150) fee and proof of general liability and workmen's compensation insurance. A limited use installer license allows the holder to perform all of the work performed by a licensed installer under the supervision of a licensed installer.
- (2) A limited use installer license shall be valid for a period of one hundred eighty (180) days and may be renewed one (1) time.
- (3) If needed, the commission may contact any person or entity to verify the experience of an applicant.

Staff supports the proposed section as modified.

4 CSR 240-125.060 Licensing

This section proposes changing "commission" to "manufactured housing and modular units program" in regards to licensing requirements such as; submittals, notification, and other licensing requirements. A section has also been added describing the actions taken against an installer's license for failure to comply.

Staff recommends minor wording changes to subsection (3)(B). The subsection as modified now reads:

(B) The commission may suspend an installer license for up to thirty (30) days for failure to comply with the provisions of Chapter 700 RSMo, the rules promulgated thereunder, or the act or the code(s) as adopted under this chapter. If conditions have not been remedied within thirty (30) days, the manager will file,

with the commission, a complaint against the installer for failure to comply with a commission rule.

Staff supports the proposed section as modified.

4 CSR 240-125.070 Installation Decals

This section proposes minor wording changes that are necessary for the clarification of the processes contained in this rule. There is also a proposed increase in the price of installation decals from twenty-five dollars (\$25) to thirty-five dollars (\$35) to combat increasing operating costs. The Program has experienced an increase of approximately 300% in the costs to purchase decals from the supplier. To help mitigate the increase, Staff proposes an approximate 40% increase in the price.

The proposed amendment makes the late submission fee mandatory for reports filed sixty (60) days after the due date, with the option of the manager requesting a waiver of fees for good cause shown.

Staff recommends that new subsection (3)(F), former subsection (3)(H) be deleted. This section lists the required information for monthly reporting. The rule already states monthly reports must be completed using the department's form so the additional language is not necessary. Subsection (3) as modified now reads:

- (3) Monthly Installation Decal Report.
- (A) A licensed installer who has purchased installation decals directly from the [commission] manufactured housing and modular units program shall submit a monthly report with the [commission] manufactured housing and modular units program no later than the tenth of the month following the month when the decals were placed.
- (B) The report shall be filed on the [commission's] Installation Decal Report Form provided by the [commission] manufactured housing and modular units program. The forms may be obtained from the Missouri Public Service Commission, PO Box 360, Jefferson City, MO 65102 or online at www.psc.mo.gov.
- [(C) The director may reject all monthly reports that are incomplete and may assess an inspection fee of fifty dollars (\$50) per report for each report that is filed sixty (60) days after the due date.
- (D) Failure to submit a completed monthly report by the due date or failure to pay any required fees could result in suspension or revocation of the installer's license.]

- [(E)] (C) A report shall be filed for each month or part of the month for which the installer is licensed. If no decals are placed or installed in a given month, the installer shall file the usual form no later than the tenth of the following month.
- [(F)] (**D**) The licensed installer or a representative of the licensed installer shall sign the report.
 - [(G)] (E) The licensed installer shall maintain a copy of this report for his/her records.
- [(H) Each installation decal report shall include the licensed installer's name and license number, as well as the licensed installer's street address, city, state, zip code, and telephone number. In addition, the report shall provide the following information for each installation:
 - 1. The installation decal number:
 - 2. The county, home address, and phone number of the homeowner;
 - *3. The date of the installation;*
 - 4. The name of the home's manufacturer;
 - 5. The manufactured home serial number and year built;
 - 6. The size of the manufactured home;
 - 7. The dealer's name; and
 - 8. The total number of installation decals placed for the reporting period.]
- (F) The manager may reject all monthly reports that are incomplete and require the installer to submit corrected reports.
- (G) A late submission fee of fifty dollars (\$50) per report will be assessed for each report that is filed sixty (60) days after the due date.
- (H) The commission may suspend the installer's license for any report not submitted within sixty (60) days of the due date.
- (H) Failure to submit a completed monthly report within ninety (90) days of the due date or failure to pay any required fees couldresult in revocation of the installer's license.

Staff further recommends removing new subsection (4), as the fees in this section will no longer be mandatory, and any good cause for a fee to not be assessed can be discussed when the Manager consults with the Staff Director.

Staff supports the proposed section as modified.

4 CSR 240-125.090 Dispute Resolution

This section proposes adding a process of staff counsel sending a letter to any and all responsible parties if repairs are not completed by the original or duly-extended deadline. If the repairs are not completed by the date specified in the demand letter a formal complaint shall be filed with the commission.

Staff recommends removing the proposed language in subsection (7) regarding Staff Counsel sending a letter to responsible parties, and replacing it with language stating the

Manager may file a formal complaint after consulting with the Staff Director. The modified subsection subsection (7) now reads:

(7) If the repairs are not completed by the original or duly-extended deadline, the [director] manager, after consultation with the commission staff director, may file a formal complaint with the commission.

Staff supports the proposed section as modified.

4 CSR 240-126.010 Definitions

The section proposes removing a majority of the definitions from this chapter to be placed in chapter 127 to provide a more efficient reference.

In addition to the proposed changes, Staff further recommends deleting the word "shall" from subsection (1) of this rule, as the word is unnecessary. With the proposed modification, the subsection (1) of the rule now reads:

(1) The following definitions, as well as those set out in section 700.010, RSMo 2000, and Chapter 127 apply to this chapter:

Staff supports the proposed section as modified.

Chapter 126 – Manufactured Housing Consumer Recovery Fund

4 CSR 240-126.020 Consumer Recovery Fund

This section proposes adding the Manufactured Home Installation Standards, Rules, and Regulations, 24 CFR Part 3285 & 3286 to the list of governing standards that, if not followed, would constitute grounds for a claim. Language has been added to address "costs incurred as a result of a manufacturer, dealer, or installer is out-of-business, bankrupt, closed, dissolved, or no longer subject to the jurisdiction of the commission." Additionally a sixty (60) day time frame for the advisory committee to submit a recommendation to the Commission has been removed as it was unworkable in a recent recovery fund claim investigation. The word "or" has been added to section (6) to show that one of the requirements must be met, but not all of them.

Staff recommends minor wording changes to subsections (2), (4), and (5) to remove unnecessary restrictive language and to clarify the procedures of the rule. These subsections as modified now read:

(2) The advisory committee [shall] will assist the commission in the administration and investigation of all claims submitted by consumers under this rule. The advisory committee [shall] will consist of three (3) members[: two (2) employees of the commission] with one (1) member being the [program director] manager, one (1) member from the commission's [general] staff counsel's office, and one (1) member of the Missouri Manufactured Housing Association.

. . .

(4) Upon receipt of a claim form, the advisory committee [shall be responsible to] will investigate and determine whether the requirements of this rule have been met and shall present its findings to the commission in the form of a recommendation [within sixty (60) days from receipt of the claim form].

...

(5) [All recommendations] **Recommendations** of the advisory committee [and all] **for** [disbursements] **disbursement** of funds from the Recovery Fund shall be subject to the approval of the commission. [No funds shall be distributed without prior commission approval.]

Staff supports the proposed section as modified.

Chapter 127 – Manufactured Homes and Modular Units

4 CSR 240-127.010 Definitions

The purpose of this proposed rule is to combine all definitions currently applicable to chapters 120 through 126 into a single section, in order to provide for more efficient reference and to eliminate conflicting definitions.

Staff recommends a minor modification of subsection (1) to eliminate unnecessary language. Subsection (1) as modified now reads:

(1) The following definitions apply to Chapter 120, Chapter 121, Chapter 123, Chapter 124, Chapter 125, and Chapter 126:

Staff supports this proposed section as modified.

Respectfully Submitted,

/s/ Mark Johnson

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CERTIFICATE OF SERVICE

I hereby certify that true and correct copies of the foregoing were served electronically to all counsel of record this 15th day of September, 2017.

/s/ Mark Johnson

MISSOURI PUBLIC SERVICE COMMISSION DIVISION PROCEDURES

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Manufactured Housing Fee Review

Issued: X/X/2017	CS-X
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PURPOSE

This procedure describes the process for consistent assessment of Manufactured Housing fees contained in 4 CSR 240-120 through 4 CSR 240-125.

DEFINITIONS

Triggering event:

1) Event that requires assessment of a fee as defined in 4 CSR 240-120 through 4 CSR 240-125 or 2) manufacturer, dealer or installer non-compliance with a deadline required by 4 CSR 240-120 through 4 CSR 240-125, where non-compliance with such deadline results in the assessment of a fee.

PROCEDURES

- 1. Within 10 business days of a triggering event as a result of non-compliance with 4 CSR 240-120 through 4 CSR 240-125, the Manager of the Manufactured Housing Department (Manager), or his/her designee, will attempt to contact the manufacturer, dealer or installer responsible for meeting the deadline to determine the reason(s) for non-compliance.
- 2. Within 12 business days of a triggering event, the Manager will meet with the Commission Staff Director or Deputy Director to discuss the circumstances surrounding the triggering event.
- 3. The Staff Director or Deputy Director will determine whether the circumstances of the triggering event warrant assessment of the applicable fee. Such determination will be provided by the Staff Director or Deputy Director in writing and will be included in the manufacturer, dealer or installer file in the Manufactured Housing Program electronic system.

Factors for determining whether a fee will be assessed on a manufacturer, dealer or installer include but are not limited to:

- i. The frequency of the occurrence creating the triggering event
- ii. Number of reinspections required in past year;
- iii. Number of similar non-compliance issues;
- iv. Circumstance is beyond the control of the manufacturer, dealer or installer;
- v. Responsiveness of manufacturer, dealer or installer to Commission or Staff requests/requirements.

MISSOURI PUBLIC SERVICE COMMISSION DIVISION PROCEDURES



Manufactured Housing Fee Review

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- 4. If a fee is assessed, but remains unpaid 30 days after payment is due, the Manager will send a reminder notice.
- 5. If a fee remains unpaid 30 days after the date of the reminder notice, the outstanding fee request will be accelerated to the Staff Counsel's Office.

