2023 Legislative Drafting Seminar – Legislative Drafting Manual

October 4, 2022

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2701.328.2916

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Who Can Introduce Bills?

Legislator, standing committee, or the Legislative Management

Joint Rule 208:

- Executive agencies and the Supreme Court may introduce bills, other than bills making appropriations, **no later** than the close of business the day after the organizational session adjourns.
- Appropriation bills implementing governor's budget must be delivered to the Legislative Council **no later** than the close of business on the 7th day after organizational session adjourns. Those bills are not deemed to be introduced, but must be provided to the Appropriations Committees and printed in the House and Senate journals.



2023 Legislation Dates to Remember

 Deadline for agency bill filing with the Legislative Council –

5:00 p.m., Thursday, December 8, 2022.

 Deadline for delivering appropriation bills implementing the Governor's budget to the Legislative Council –

5:00 p.m., Wednesday, December 14, 2022.

• **NOTE:** See page 1 of the drafting manual.





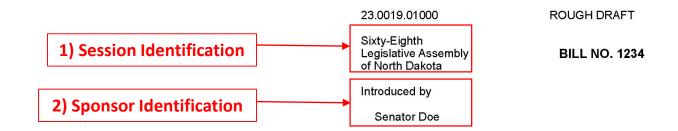
PART 2 - BILLS

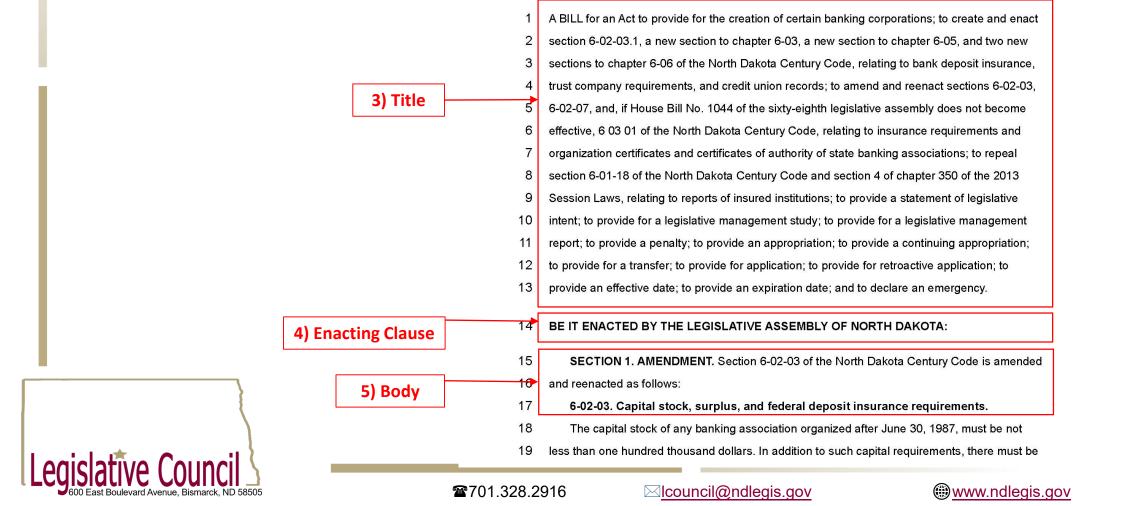
Five main parts to a bill:

- Session identification
- Sponsor identification
- Title
- Enacting clause
- Body









Title of Bill

The title of a bill describes what is in the bill

• All sections of the bill must be reflected in the title and vice versa



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Title of Bill

Section 13, Article IV, Constitution of North Dakota:

- A bill may not be amended to change its general subject matter.
- A bill may not embrace more than one subject.
- The bill title must express the subject.
- Violation of this provision results in the bill being invalid to the extent of the violation.





- The title of a bill begins with the words: **A BILL for an Act**
- Items, if contained in the bill, should be listed in the title as follows:





1. Description of the subject matter of unnumbered, unlocated, provisions.

A BILL for an Act to provide for the creation of certain banking corporations; to create and enact section 6-02-03.1, a new section to chapter 6-03, a new section to chapter 6-05, and two new sections to chapter 6-06 of the North Dakota Century Code, relating to bank deposit insurance, trust company requirements, and credit union records; to amend and reenact sections 6-02-03, 6-02-07, and, if House Bill No. 1044 of the sixty-seventh legislative assembly does not become effective, 6-03-01 of the North Dakota Century Code, relating to insurance requirements and organization certificates and certificates of authority of state banking associations; to repeal section 6-01-18 of the North Dakota Century Code and section 4 of chapter 350 of the 2013 Session Laws, relating to reports of insured institutions; to provide a statement of legislative intent, to provide for a legislative management study; to provide for a legislative management report; to provide a penalty; to provide an appropriation; to provide a continuing appropriation; to provide for a transfer; to provide for application; to provide for retroactive application; to provide an effective date; to provide an expiration date; and to declare an emergency.



2. All new, **created** numbered or located sections, subsections, subdivisions, paragraphs, and subparagraphs in numerical order.

A BILL for an Act to provide for the creation of certain banking corporations; to create and enact section 6-02-03.1, a new section to chapter 6-03, a new section to chapter 6-05, and two new sections to chapter 6-06 of the North Dakota Century Code, relating to bank deposit insurance, trust company requirements, and credit union records; to amend and reenact sections 6-02-03, 6-02-07, and, if House Bill No. 1044 of the sixty-seventh legislative assembly does not become effective, 6-03-01 of the North Dakota Century Code, relating to insurance requirements and organization certificates and certificates of authority of state banking associations; to repeal section 6-01-18 of the North Dakota Century Code and section 4 of chapter 350 of the 2013 Session Laws, relating to reports of insured institutions; to provide a statement of legislative intent, to provide for a legislative management study; to provide for a legislative management report; to provide a penalty; to provide an appropriation; to provide a continuing appropriation; to provide for a transfer; to provide for application; to provide for retroactive application; to provide an effective date; to provide an expiration date; and to declare an emergency.



The sections, subsections, subdivisions, paragraphs, and subparagraphs being amended in numerical order.

A BILL for an Act to provide for the creation of certain banking corporations; to create and enact section 6-02-03.1, a new section to chapter 6-03, a new section to chapter 6-05, and two new sections to chapter 6-06 of the North Dakota Century Code, relating to bank deposit insurance, trust company requirements, and credit union records; to amend and reenact sections 6-02-03, 6-02-07, and, if House Bill No. 1044 of the sixty-seventh legislative assembly does not become effective, 6-03-01 of the North Dakota Century Code, relating to insurance requirements and organization certificates and certificates of authority of state banking associations; to repeal section 6-01-18 of the North Dakota Century Code and section 4 of chapter 350 of the 2013 Session Laws, relating to reports of insured institutions; to provide a statement of legislative intent, to provide for a legislative management study; to provide for a legislative management report; to provide a penalty; to provide an appropriation; to provide a continuing appropriation; to provide for a transfer; to provide for application; to provide for retroactive application; to provide an effective date; to provide an expiration date; and to declare an emergency.



4. The sections, subsections, subdivisions, paragraphs, and subparagraphs being **repealed** in numerical order.

A BILL for an Act to provide for the creation of certain banking corporations; to create and enact section 6-02-03.1, a new section to chapter 6-03, a new section to chapter 6-05, and two new sections to chapter 6-06 of the North Dakota Century Code, relating to bank deposit insurance, trust company requirements, and credit union records; to amend and reenact sections 6-02-03, 6-02-07, and, if House Bill No. 1044 of the sixty-seventh legislative assembly does not become effective, 6-03-01 of the North Dakota Century Code, relating to insurance requirements and organization certificates and certificates of authority of state banking associations; to repeal section 6-01-18 of the North Dakota Century Code and section 4 of chapter 350 of the 2013 Session Laws, relating to reports of insured institutions; to provide a statement of legislative intent, to provide for a legislative management study; to provide for a legislative management report; to provide a penalty; to provide an appropriation; to provide a continuing appropriation; to provide for a transfer; to provide for application; to provide for retroactive application; to provide an effective date; to provide an expiration date; and to declare an emergency.



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- 5. Legislative intent.
- 6. Legislative Management or agency study or Legislative Management report.
- 7. Penalty.
- 8. Appropriation (regular or continuing).
- 9. A transfer.

A BILL for an Act to provide for the creation of certain banking corporations; to create and enact section 6-02-03.1, a new section to chapter 6-03, a new section to chapter 6-05, and two new sections to chapter 6-06 of the North Dakota Century Code, relating to bank deposit insurance, trust company requirements, and credit union records; to amend and reenact sections 6-02-03, 6-02-07, and, if House Bill No. 1044 of the sixty-seventh legislative assembly does not become effective, 6-03-01 of the North Dakota Century Code, relating to insurance requirements and organization certificates and certificates of authority of state banking associations; to repeal section 6-01-18 of the North Dakota Century Code and section 4 of chapter 350 of the 2013 Session Laws, relating to reports of insured institutions; to provide a statement of legislative intent, to provide for a legislative management study; to provide for a legislative management report; to provide a penalty; to provide an appropriation; to provide a continuing appropriation; to provide for a transfer; to provide for application; to provide for retroactive application; to provide an effective date; to provide an expiration date; and to declare an emergency.



10. Application.

- 11. Retroactive application.
- 12. Effective date.
- 13. Expiration date.
- 14. Declaration of emergency.

A BILL for an Act to provide for the creation of certain banking corporations; to create and enact section 6-02-03.1, a new section to chapter 6-03, a new section to chapter 6-05, and two new sections to chapter 6-06 of the North Dakota Century Code, relating to bank deposit insurance, trust company requirements, and credit union records; to amend and reenact sections 6-02-03, 6-02-07, and, if House Bill No. 1044 of the sixty-seventh legislative assembly does not become effective, 6-03-01 of the North Dakota Century Code, relating to insurance requirements and organization certificates and certificates of authority of state banking associations; to repeal section 6-01-18 of the North Dakota Century Code and section 4 of chapter 350 of the 2013 Session Laws, relating to reports of insured institutions; to provide a statement of legislative intent, to provide for a legislative management study; to provide for a legislative management report; to provide a penalty; to provide an appropriation; to provide a continuing appropriation; to provide for a transfer; to provide for application; to provide for retroactive application; to provide an effective date; to provide an expiration date; and to declare an emergency.





Format:

In the body of the bill, the listing sequence differs from that in the title.

Created and amended sections must be arranged in numerical order by Century Code section number, without regard to whether the sections are created or amended.







When creating an unnumbered section in a bill that also amends numbered sections...

The unnumbered section is placed among the numbered sections in the logical placement of the new section in the Century Code.







For example, if your bill has 3 sections:

- One amending Section 6-08-01,
- One amending Section 6-08-28, and
- One creating a new section to Chapter 6-08.

If the new section logically belongs between these two sections, it should be placed as "SECTION 2." of the bill.

The amended sections become "SECTION 1." and "SECTION 3."





Use of overstrike and underscore in amending Century Code or Session Laws:

- First rule: overstrike existing law you want to remove or replace.
- Second rule: <u>underscore</u> new language you want to add to the law.



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When replacing existing law with new language, new language follows old law.

- Correct: This is oldnew.
- Wrong: This is <u>newold</u>.



Remember to consider the existing punctuation as you overstrike or underscore.





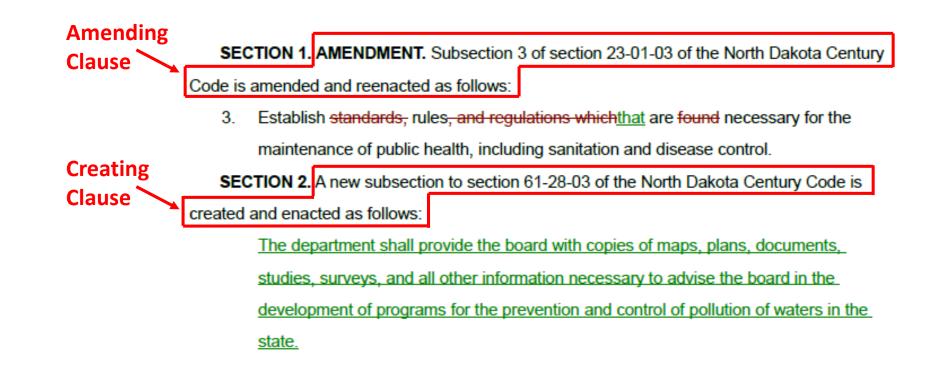
Section Identification Number

Section 1. AMENDMENT. Subsection 3 of section 23-01-03 of the North Dakota Century Code is amended and reenacted as follows: 3. Establish standards, rules, and regulations which that are found necessary for the maintenance of public health, including sanitation and disease control. Number SECTION 2. A new subsection to section 61-28-03 of the North Dakota Century Code is created and enacted as follows: The department shall provide the board with copies of maps, plans, documents, studies, surveys, and all other information necessary to advise the board in the development of programs for the prevention and control of pollution of waters in the state.



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Creating and Amending Clauses





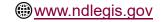
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Only language that will be removed or added to the Century Code is overstruck or underscored.

Do not underscore or overstrike:

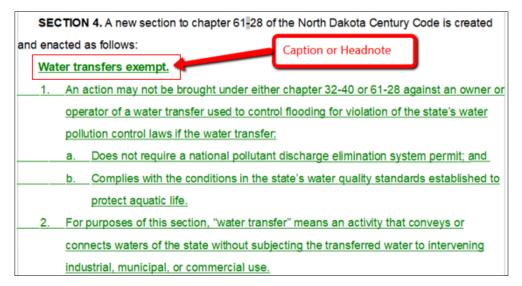
- Title
- Creating or Amending Clauses
- Any special clauses: effective/expiration date; emergency, repeal, Legislative Management studies, appropriations





Caption (headnote)

- When a new section is created, a descriptive caption should be included.
- A caption gives a brief notice of the content of a section.
- Section 1-02-12 provides that a caption is not part of the law.
- Wording of a caption is important because Century Code index entries are based on the caption.







Penalty Clause

A provision for a penalty must be noted in the title of the bill.

- Any penalty clause to be codified outside of Title12.1--the Criminal Code--must contain culpability language or the offense may be considered a strict liability offense.
- An example of a penalty clause for a law to be codified within Title 12.1 (thus not containing culpability language) is:

SECTION 2. A new section to chapter 12.11-11 of the North Dakota Century Code is created and enacted as follows:

Penalty.

Any person who violates this chapter is guilty of a class B misdemeanor.



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Repealer Clause

 Sections and chapters of the Century Code may be repealed.

SECTION 3. REPEAL. Chapter 23-19 and section 61-28-30 of the North Dakota Century Code are repealed.

- Do not repeal parts of sections such as subsections, subdivisions, paragraphs, or subparagraphs.
- The preferred method is to amend if below the section level.



Repealer Clause

- When repealing, deleting, or renumbering, check the Century Code for references that may need to be changed.
- If you are uncertain how to do this, contact the Legislative Council staff before completing the bill draft.





Special Clauses

Usually are not published as permanent law in the Century Code.

Examples:

- ➤Appropriation and transfer clauses
- Application and retroactive application clauses
- ➤Effective date clause
- ➤Expiration date clause
- Emergency clause
- Generally do not have to be underscored.



Savings or Constitutionality Clause

- A clause intended to protect the validity of certain portions of an Act is usually termed a savings, severability, or constitutionality clause.
- Do not use these clauses.
- Courts will generally hold all portions of an Act which stand alone to be constitutional even though some other portion of the Act may be unconstitutional. See *State ex rel. Link v. Olson*, 286 N.W.2d 262 (N.D. 1979).
- Also, Section 1-02-20 is a statutory savings clause.





Short Title Clauses

Short titles should not be used.

- With statutory codification, every codified section has a Century Code number and is placed with provision reflecting the subject matter involved.
- Also, a chapter caption is developed based upon the chapter's content.
- Short title clauses are not usually codified as part of the Century Code.

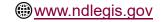


Appropriations

- An appropriation must be noted in the title.
- The standard form for a lump sum general fund appropriation is:

SECTION 1. APPROPRIATION - TO WHOM - FOR WHAT PURPOSE. There is appropriated out of any moneys in the general fund in the state treasury, not otherwise appropriated, the sum of \$(insert amount in numerals), or so much of the sum as may be necessary, to (insert name of agency) for the purpose of (insert purpose), for the biennium beginning July 1, 2023, and ending June 30, 2025.



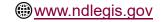


Appropriations

See other examples of appropriations on pages 19 and 20:

- Involving more than one fund, such as special funds.
- With more detail regarding estimated expenditures.
- Which include a transfer.





Application Clauses and Retroactive Application Clauses

• An application clause may be used to indicate a date or occurrence to which the bill or a portion of the bill applies.

SECTION 1. APPLICATION. This Act applies to construction contracts executed on and after the effective date of this Act.

SECTION 2. APPLICATION. Sections 1 and 2 of this Act apply to any public improvement project for which a contract or agreement for plans, drawings, or specifications is executed after the effective date of this Act.

SECTION 3. APPLICATION. The change in term limits for board members under section 1 of this Act applies to board member appointments and reappointments made after July 31, 2023.

• The application of an Act or part of an Act may be made retroactive. An emergency clause is not required.

SECTION 1. RETROACTIVE APPLICATION. This Act applies retroactively to cases arising after July 31, 2021.

SECTION 2. RETROACTIVE APPLICATION. This Act is retroactive in application.



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Effective Date Clauses

- An effective date clause is necessary ONLY if you want a date other than the date provided for by law.
- Most bills August 1, 2023.
- Bill that changes tax rates and appropriation bills July 1, 2023.
- If a bill is to become effective **BEFORE** the date it could normally become effective, the bill must have an emergency clause.





Effective Date Examples

SECTION 1. EFFECTIVE DATE. This Act is effective for taxable years beginning after December 31, 2022.

SECTION 2. EFFECTIVE DATE. This Act becomes effective on January 1, 2024.

SECTION 3. CONTINGENT EFFECTIVE DATE. This Act becomes effective on the date the governor certifies to the secretary of state and to the director of the department of transportation and the legislative council that the federal restrictions on speed limits are no longer in effect, but only if that day is before August 1, 2025.

SECTION 4. EFFECTIVE DATE. Sections 4 and 5 of this Act become effective immediately upon its filing with the secretary of state and sections 1, 2, and 3 of this Act become effective on August 1, 2023.

SECTION 5. CONTINGENT EFFECTIVE DATE. Section 4 of this Act becomes effective on the date the proposed amendment to section 21 of article X of the Constitution of North Dakota as contained in Senate Concurrent Resolution No. 4037, as agreed to by the sixty-eighth legislative assembly and approved by the electors, becomes effective.

SECTION 6. CONTINGENT EFFECTIVE DATE. This Act is contingent on the passage of Senate Concurrent Resolution No. 4002 by the sixty-eighth legislative



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Expiration Date Clause

 An expiration date clause provides a time a bill, or a specified provision of the bill, expires.

> SECTION 1. EXPIRATION DATE. This Act is effective through July 31, 2024, and after that date is ineffective.

> SECTION 2. EXPIRATION DATE - SUSPENSION. This Act is effective through July 31, 2025, and after that date is ineffective. North Dakota Century Code sections 9-10-07 and 32-03-07 are suspended from the effective date of this Act through July 31, 2025. Sections 9-10-07 and 32-03-07 as they existed on the day before the effective date of this Act become effective as of August 1, 2025.



Emergency Clause

- To be passed as an emergency measure a bill must have a reference to the emergency in its title.
- The preferred terminology is and declaring an emergency or and to declare an emergency at the end of the title.

NOTE: If a bill with an emergency clause receives a constitutional majority but fails to get the necessary 2/3 vote, the bill passes but the emergency clause will be removed.



Emergency Clause Examples

SECTION 1. EMERGENCY. This Act is declared to be an emergency measure.

SECTION 2. EMERGENCY. Sections 3 and 4 of this Act are declared to be an emergency measure.



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Example of Bill Sections in the Proper Order in the Body

SECTION 1. A new section to chapter 1-01 of the North Dakota Century Code is created and enacted as follows:

SECTION 2. AMENDMENT. Section 2-04-02 of the North Dakota Century Code is amended and reenacted as follows:

SECTION 3. A new subsection to section 3-05-01 of the North Dakota Century Code is created and enacted as follows:

SECTION 4. AMENDMENT. Subsection 2 of section 4.1-04-01 of the North Dakota Century Code is amended and reenacted as follows:

SECTION 5. REPEAL. Section 5-03-05 of the North Dakota Century Code is repealed.

SECTION 6. LEGISLATIVE MANAGEMENT STUDY - (INSERT SHORT DESCRIPTION OF STUDY TOPIC). During the 2023-24 interim, the legislative management shall consider studying (insert description of study topic). The study must include (list items the study must include). The legislative management shall report its findings and recommendations, together with any legislation necessary to implement the recommendations, to the sixty-ninth legislative assembly.

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SECTION 7. APPROPRIATION. There is appropriated out of any moneys in the general fund in the state treasury, not otherwise appropriated, the sum of \$(insert amount in numerals), or so much of the sum as may be necessary, to (insert name of agency) for the purpose of (insert purpose), for the biennium beginning July 1, 2023, and ending June 30, 2025.

SECTION 8. APPROPRIATION - TRANSFER. There is appropriated out of any moneys in the general fund in the state treasury, not otherwise appropriated, the sum of \$(insert amount in numerals), or so much of the sum as may be necessary, which the (insert name of agency) shall transfer to the (insert name of fund) during the biennium beginning July 1, 2023, and ending June 30, 2025.

SECTION 9. APPLICATION. Section 4 of this Act applies to contracts entered after July 31, 2023.

SECTION 10. RETROACTIVE APPLICATION. Section 2 of this Act applies retroactively to claims arising after July 31, 2021.

SECTION 11. EFFECTIVE DATE. Section 1 of this Act becomes effective on May 15, 2023.

SECTION 12. EXPIRATION DATE. Section 3 of this Act is effective through December 31, 2023, and after that date is ineffective.

SECTION 13. EMERGENCY. Section 1 of this Act is declared to be an emergency measure.



PART 5 – Style and Grammar Guidelines Divisions of Statutory Material

The first word in every subsection, subdivision, paragraph, and subparagraph should be capitalized. The following example illustrates the indented block style to be used when a section is broken down to less than subdivisions:

- (Subsection) 1. "Employment" includes:
- (Subdivision) (Paragraph)
- a. Service performed:
 - (1) In any calendar quarter in the employ of any organization exempt from income tax under section 501 of the federal Internal Revenue Code, if all of the following requirements are met:

(Subparagraph)

- (a) The remuneration for the service exceeds fifty dollars.
- (b) The service is not in connection with the collection of dues or premiums for a fraternal benefit society, order, or association, and is performed away from the home office.



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Statements of Intent and Definitions

Statements of intent or purpose – do not use

Definitions –

- Clear and concise. If you define a term, use it.
- Chapter 1-01 contains principles and definitions that apply throughout the Century Code.
- "Means" = exhaustive
- "Includes" = partial list

DO NOT USE: "includes, but is not limited to"

NOTE: See page 91 of the drafting manual.





Consistency, Gender, Singular and Plural

- Consistency use the same term or phrase; consistency trumps variety/creativity
- Gender avoid he/she and his/her.
 Use gender-neutral nouns: Applicant, Individual, Director
- Singular Section 1-01-35 singular includes the plural and vice versa. Use singular whenever possible
- **NOTE:** See page 92 of the drafting manual.





Active Voice

- Use the active voice for conciseness and clarity.
- Voice indicates the relationship between the verb and its subject.
- The active voice emphasizes the one performing the action and is more direct.
- The passive voice emphasizes the receiver of the action and generally results in longer sentences with greater opportunity for ambiguity.
- Begin a sentence with a subject and consider who is being authorized, directed, or prohibited to act.
- NOTE: See page 92 of the drafting manual.





Active Voice

Examples:

Passive	The fee must be paid to the commissioner.
Active	The applicant shall pay the fee to the commissioner.
. .	
Passive	An order may be issued for payment of the fee by the commissioner to the applicant.
Active	The commissioner may order the applicant to pay the fee.



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Use of Shall and Must

- **Shall** is used to qualify an active verb.
- Use **shall** when you are imposing a duty on a person or body that is the subject in the sentence.

Example: "The teacher **shall** give the debtor a copy of the signed contract."

- **Must** is used to qualify an inactive verb or an active verb in the passive voice.
- Use **must** in reference to a thing rather than a person and to express status requirements, that is, statements about what people or things must be rather than what they must do.
 - Example: "The report must contain a signature line."
 - Example: "A student must be a resident of the county."
- **NOTE:** See pages 92 and 93 of the drafting manual.



Use of May and May Not

Use may to confer a power, privilege, or right.

Examples:

"The applicant may demand (power) an extension of time."

"The applicant may renew (privilege) the application."

If a right, privilege, or power is intended to be denied, **may not** should be used.

Example:

"The applicant **may not submit** (active voice) more than one application."

NOTE: See page 93 of the drafting manual.





Use of That and Which

Use **that** to introduce a restrictive clause modifying the nearest antecedent.

• Example: "An application to renew a license that has been revoked"

Use which to introduce a nonrestrictive clause.

• **Example:** "The application, which need not be verified, must be signed by the applicant."

Use **which** to modify a remote antecedent in a restrictive clause.

• Example: "An application to renew a license which has been rejected "

NOTE: See pages 93 and 94 of the drafting manual.





Use of "fewer" or "less"

FEWER Fewer students are taking up social sciences.



People want to try and spend less time in traffic.

Less is also used with standalone numbers, especially in measurement. Her job lasted less than a decade.

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Additional Style and Grammar Rules

- Use of "such" p. 94
- If, When, Whenever, and Where p. 94
- Use of "of this Act" p. 94
- Federal Statute and Regulation References
 p. 94-95
- Citation to Constitution, Laws, and Rules
 p. 95



- Official Titles or Public Entitles p. 97-99
- Word usage keep it simple and precise

– p. 100-102

- Abbreviations and Acronyms do not use – p.102
- Capitalization when in doubt, do not capitalize p. 102-104
- Clock times spell out p. 104
- **Dollar amounts** spell out, except in appropriations bills p.105

Hyphenation

- Hyphenation do not hyphenate "ly" words used as modifiers
 - **Example:** "commonly used words" (no hyphen)
- But hyphenate when the words modify the noun
 - Example: "state-owned entity"
- **NOTE:** See pages 105-107 of the drafting manual.





Measurement, Numbers, and Spelling

- Metric equivalent required by NDCC 46-03-10 – p. 107
- Numbers spell out numbers p. 108
- Orthography preferred word spellings
 p. 108



Punctuation

We use the **Oxford comma**. Use commas to separate a series of more than two. Last two units ARE separated by comma.

With the Oxford Comma: We invited the rhinoceri, Washington, and Lincoln.



Without the Oxford Comma: We invited the rhinoceri, Washington and Lincoln.





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Assignment of Century Code Numbers

Do not assign Century Code numbers to those Century Code chapters or sections being created by a bill draft without specific prior approval of the number assignment by the Code Revisor of the Legislative Council – p. 95

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Questions?

Thank you!



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