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**Rules of**  
**Office of Administration**  
**Division 30—Division of Facilities Management,**  
**Design and Construction**  
**Chapter 2—Capital Improvement and Maintenance**  
**Budget**

<b>Title</b>	<b>Page</b>
<b>1 CSR 30-2.010</b> Capital Improvement and Maintenance Budget Rule Objectives (Rescinded June 30, 2008) .....	3
<b>1 CSR 30-2.020</b> Definitions .....	3
<b>1 CSR 30-2.030</b> Assessment Program Planning .....	3
<b>1 CSR 30-2.040</b> Budget Preparation .....	4
<b>1 CSR 30-2.050</b> Budget Form Completion and Submission .....	7



## Title 1—OFFICE OF ADMINISTRATION

### Division 30—Division of Facilities Management, Design and Construction Chapter 2—Capital Improvement and Maintenance Budget

#### 1 CSR 30-2.010 Capital Improvement and Maintenance Budget Rule Objectives (Rescinded June 30, 2008)

*AUTHORITY: sections 8.320, 8.360 and 33.220, RSMo 1986. Original rule filed July 9, 1981, effective Feb. 15, 1982. Rescinded: Filed Nov. 5, 2007, effective June 30, 2008.*

#### 1 CSR 30-2.020 Definitions

*PURPOSE: This rule defines terms and definitions of those terms, as used in the rules under this chapter for the Capital Improvement and Maintenance Budget.*

(1) Capital Improvement and Maintenance Budget. The Capital Improvement and Maintenance Budget for a department is the total of all capital improvement and maintenance/repair/renovation requirements as determined by the Office of Administration's, Division of Facilities Management, Design and Construction Division. The budget request includes the documentation to support the request for funding of the proposed budget.

(2) Categories. There are two (2) categories (capital improvement and maintenance/repair/renovation) established for the Capital Improvement and Maintenance Program. The budget submissions will be prepared in these two (2) categories, separately defined in (2) (A) and (B) to permit consideration in separate appropriation bills.

(A) Capital Improvement. A Capital Improvement is defined as work which substantially improves, increases value or capacity or extends useful life of the asset to the extent that the depreciation schedule of the facility would be adjusted. An improvement is considered as capital improvement if the footprint of the building is enlarged or the cost of the work exceeds twenty-five percent (25%) of the replacement value of the asset.

(B) Maintenance/Repair/Renovation. Maintenance/repair/renovation is defined as work which is necessary to preserve or re-establish the condition of an asset or element. Maintenance/repair/renovation work does not increase value or capacity of an asset.

(3) Complex. A complex is a group of two (2) or more sites. A complex may include indi-

vidual sites which are joined by major roads or other non-contiguous property under control of the same agencies or owners.

(4) Asset. An asset is any permanent physical structure with a condition that can be assessed (for example, buildings, real property, security elements, utility infrastructure, and roadways).

(5) Asset Assessment Report. The Asset Assessment Report is required for compliance with the appropriate sections of the *Revised Statutes of Missouri*. This annual report indicates the condition of an asset, its major components or systems and the requirements for maintenance/repair/renovation. The director, Division of Facilities Management, Design and Construction has designated the Assessment Program as the format for this annual report.

(6) Operating Budget. The operating budget is that portion of a department's annual budget which requests funding for personal property, operating expenses, personnel and other costs not included in the Capital Improvement and Maintenance Budget.

(7) Priorities. Priorities are assigned to budget items to demonstrate the order of importance or need.

(8) Real Property. Real property includes any interest of the state in land, buildings, structures, roads or other improvements.

(9) Requirement. A requirement is an asset need or a deficient condition that should be addressed, including deferred maintenance, code issues, functional requirements, and capital improvements.

(10) Site. A site is a single parcel of real property bounded on all sides by property under the control of others. A site will include all assets within the boundaries of that site.

(11) This rule will be used to supplement annual budget instructions. This rule becomes effective with the budget submission for the upcoming fiscal year.

*AUTHORITY: sections 8.320, 8.360, and 33.220, RSMo 2000.\* Original rule filed July 9, 1981, effective Feb. 15, 1982. Emergency amendment filed June 14, 1985, effective July 1, 1985, expired Oct. 29, 1985. Amended: Filed June 14, 1985, effective Aug. 26, 1985. Rescinded and readopted: Filed Nov. 5, 2007, effective June 30, 2008.*

*\*Original authority: 8.320, RSMo 1958, amended 1965; 8.360, RSMo 1958, amended 1965; and 33.220, RSMo 1939, amended 1945, 1971.*

#### 1 CSR 30-2.030 Assessment Program Planning

*PURPOSE: This rule establishes requirements and provides guidance for the assessment programs which are utilized for Capital Improvement and Maintenance funding.*

(1) General. Each department/agency must examine the duties imposed by law and the programs or policies necessary to carry out those duties. This examination will enable the department/agency to establish operational goals that can be translated into programmatic objectives and functions assigned to specific sites, complexes or institutions. These goals are to be shared with the division on a yearly basis to determine the adequacy of existing assets for programmatic use. The division will then provide a listing of requirements for each department/agency site. A careful study of these programmatic objectives and functions shall be made to identify capital improvement requirements that are necessary for support of the assigned objectives and functions. The results of the departmental study are to be submitted to the division for consideration and will be utilized in creating the capital improvement budget request.

(2) Master Plans. The master plan for an existing site/complex is the comprehensive plan for effective utilization and development of the site/complex and assets as required to support assigned programmatic objectives and functions. The master plan shall include a drawing which shows the site/complex boundaries, location of all existing facilities, proposed changes, improvements or disposal of those assets, proposed areas for site expansion, disposal, and locations for known new asset requirements. Each asset (existing or proposed) shall be identified along with the principal function it serves. The master plan also requires a written discussion of the existing asset utilization (identifying the principal function) and existing asset requirements that prevent complete support for the assigned programmatic objectives and functions. The discussion shall identify work necessary to correct the identified requirements, including construction, acquisition of real property and disposal of unneeded real property. Discussion of proposed construction or acquisition will address all changes in utilization or reassignment of functions between assets. A master plan should be examined regularly and



updated, when necessary, to reflect significant changes required to support assigned programmatic objectives and functions.

(A) Feasibility Studies. Feasibility studies may be made to determine the most effective solution for any substantial construction or maintenance/repair requirement. For each identified requirement, where acquisition or construction estimated to cost in excess of ten (10) million dollars is proposed, a feasibility study shall be made to determine the most effective solution. The study must examine forecast of needs, allocation of functions to various site/complexes and/or facilities and all practical alternatives. Funding, except for architect/engineer planning services shall not be requested for such acquisition or construction items until a feasibility study has been completed. Prior to establishing a contract for a feasibility study, the scope and requirements for a feasibility study will be coordinated with the Office of Administration, Division of Facilities Management, Design and Construction. An economic analysis is to be provided as part of the feasibility study.

1. An economic analysis is a brief resume of alternative methods of solving a problem. In this case, an economic analysis should determine the need to house a function, establish a feasible means of providing asset support, discuss the alternatives and recommend the most cost-effective solution. The analysis will include consideration of the total cost of ownership to determine the present value of owning and operating the asset or system over its economic life. The lending rate being provided by the State Treasurer's Office on short-term state securities should be used.

2. Particular attention must be given to determine the most cost-effective alternative solution. Experience shows that frequently only two (2) alternatives are compared—the way things are being done now versus the way the department/agency would like to do them, however, such a simple comparison is not acceptable. An economic analysis must include comparisons of all practical alternatives in order to provide a convincing justification for the selected alternative.

3. The extent of the analysis must be commensurate with the scope and cost of the proposed item.

4. The scope of the economic analysis considered here is intended to support the planning/justification phase of a proposed asset or system. Studies for selection of specific equipment or materials to be incorporated into the work will be made during project design. The economic justification for selection of a specific option must take into consideration not only the initial design and con-

struction cost, but operation (maintenance/repair, energy, labor and supply) costs throughout the projected life of the asset or system.

(B) Master Plan Submission. A master plan is required for each developed site with more than five (5) facilities or with facilities having total floor space of more than one hundred thousand (100,000) square feet and for undeveloped sites having an area of more than fifty (50) acres. For all sites, exempted from the requirement for a master plan, a site plan is required. The site plan shall show, as a minimum, boundaries (correlated to an easily identified reference), access, principal drives or trails, facilities, scale and north direction. Completed master plans and site plans for all sites shall be submitted to the director, Division of Facilities Management, Design and Construction, every six (6) years as a minimum. The master plan is to be updated annually, kept at the department and available for review upon request.

(3) Asset Planning Cycle. The asset planning cycle extends over a period of six (6) years. This includes the current biennium, the budget year (immediate program) and the next four (4) years. The long-range plan forecasts the asset requirements for this six (6)-year period. The immediate program is the proposed submission for the next budget year of the most urgent requirements indicated in the long-range plan.

(4) Long-Range Plan. The long-range plan, which covers the four (4)-year period beyond the immediate program, is the proposal for implementing the master plans for the individual site/complexes. The long-range plan will include all known requirements for construction and for maintenance/repair. The long-range plan must be supported with a current copy of the Asset Assessment Report on all existing facilities for which work is proposed in that plan. These reports provide the documentation for verifying requirements, integrating them into a statewide long-range plan and reporting to the general assembly in accordance with statutory requirements.

(A) Categories. Construction items will not be combined with maintenance/repair items.

(B) Priorities. The long-range plan will be prepared to show a priority order, within each of the six (6) years for the items included.

(5) The Commissioner of Administration or his/her designee shall establish the specific method of coordination for feasibility studies,

long-range plans and master plans with each department/agency.

(6) This rule will be used to supplement the annual budget instructions for the upcoming fiscal year.

*AUTHORITY: sections 8.320, 8.330, 8.360, and 33.220, RSMo 2000.\* Original rule filed July 9, 1981, effective Feb. 15, 1982. Emergency amendment filed June 14, 1985, effective July 1, 1985, expired Oct. 29, 1985. Amended: Filed June 14, 1985, effective Aug. 26, 1985. Rescinded and readopted: Filed Nov. 5, 2007, effective June 30, 2008.*

*\*Original authority: 8.320, RSMo 1958, amended 1965; 8.330, RSMo 1958, amended 1965; 8.360, RSMo 1958, amended 1965; and 33.220, RSMo 1939, amended 1945, 1971.*

### 1 CSR 30-2.040 Budget Preparation

*PURPOSE: This rule establishes requirements, organization and content for the Capital Improvement and Maintenance Budget submission.*

(1) General. The Capital Improvement and Maintenance Budget submission of a department/agency for the next budget biennium is known as the immediate program. The immediate program represents the most urgent construction or maintenance and repair requirements. Each budget item will be considered as a single priority. Specific definition and justifications are necessary for each budget item to demonstrate the urgency and the impact (favorable or adverse) on current programs and/or long range goals and objectives. The scope of work included in a budget item must be established in a logical manner. A budget item will include all work and equipment needed to satisfy a requirement (for example, all work and equipment necessary to replace a boiler and reconnect, with gauges, valves, etc.). Several options are available for smaller elements of work. All maintenance/repair work for a single asset may be combined into a single budget item or maintenance/repair work of a similar nature for several facilities may be combined into a single budget item. Similar combinations for construction work can also be established. Regardless of how the combinations are established, phasing of associated work should be limited to the biennium request.

(2) Priorities. Departmental priorities will be indicated on each budget item submitted in the immediate program.



(3) Categories. Each item in the immediate program will be submitted in one (1) of the two (2) budget categories. In general, capital improvement and maintenance/repair/renovation will not be combined in a single budget item.

(4) Capital Improvement. The capital improvement category as used in these regulations includes acquisition of real property, additions, major renovation, relocation, remodeling, site development and when appropriate, equipment purchase or replacement. All construction will conform to current codes or standards.

(A) Equipment.

1. Purchase of original installed equipment is considered capital improvement. When capacity or capability is substantially increased, replacement of installed equipment is a capital improvement. Installed equipment includes those items of fixtures and equipment in the air conditioning, electrical, heating, and plumbing or other building systems that are necessary for operation of the asset.

2. Procurement of installed function equipment may be submitted as a capital improvement and maintenance budget item only when that equipment is part of a capital improvement project or when the installation requires capital improvement, addition to or modification of utilities or environmental systems. Installed function equipment includes those items of fixed and/or heavy equipment (kitchen, laundry, printing, x-ray, welding, etc.) needed by the occupant(s) of an asset to perform required functions.

(B) Replacement. Replacement of an item, system or asset under the Capital Improvement and Maintenance Program for the purpose of improving or increasing capability/capacity is generally defined as capital improvement.

(5) Maintenance/Repair/Renovation. Maintenance/repair/renovation work will conform to current codes or standards. Maintenance/repair/renovation, as used in these regulations, includes the following:

(A) Maintenance. Maintenance is systematic day-to-day work necessary to preserve the useful life of assets and equipment. This includes work/tools/software required to prevent deterioration or damage and to sustain existing components or utility systems;

(B) Repair. Repair is the work necessary to reestablish the condition of a damaged, deteriorated or worn asset or element, so that it may be effectively used for its designated purpose. Repair work does not include substantial alteration, conversion or increase of

size/capacity, except as required to meet current codes and standards. Replacement of a damaged, deteriorated or worn item, system or asset for the purpose of reestablishing the original capacity/capability is defined as repair by replacement;

(C) Renovation. Renovation is the remodeling associated with office churn. It includes carpet replacement, office construction, painting, heating, ventilation and air conditioning (HVAC) modifications, sprinkler head relocations, etc; and

(D) Maintenance/Repair of Facilities Not Owned by the State. At a site/complex where a long-term lease, license, permit or other control has been established or where execution of lease, license, permit or other control instrument requires maintenance by the state, maintenance/repair items may be considered in the capital improvement and maintenance budget. Such items require economic justification to assure a reasonable return on investment.

(6) Un-Programmed Requirements. Un-programmed requirements are defined as unforeseen and unplanned items resulting from existing or developing conditions which are not in the state's best interest to be delayed until the next appropriation.

(A) Submission. A separate budget item is to be submitted under the maintenance/repair category for un-programmed requirements. The amount of this request will be based on recent (four to six (4–6) years) experience. The request is to include cost escalation as directed in the annual budget instructions.

(B) Un-Programmed Requirements Fund. Appropriations for un-programmed requirements will be available for new requirements but may also be used to supplement other capital improvement and maintenance appropriations, as necessary to complete the intent of the existing appropriations. Such funds will not be used to support an item as defined in an appropriation request which has been specifically denied or eliminated by the legislature.

(7) Planning/Design Budget Items. These budget items are provided for architect/engineer services, project and construction management, for master plans, feasibility or other studies, long-range plans and project design.

(A) Feasibility Studies. Funding requests for development of feasibility studies (as capital improvement and maintenance items) are to be included in the construction category.

(B) Master Plans. Funding requests for the development of master plans are to be included in the construction category of the capital improvement and maintenance budget. The

request for each site/complex will be a separate budget item with a separate priority.

(C) Project Design. Normally, funding for project design is to be requested as a budget item within the project. For projects estimated to cost in excess of five (5) million dollars, design, management or planning funds may be requested one (1) fiscal year prior to requesting funds for accomplishing the work. Justification data is to be included with the request for early appropriation of design and management funding.

(8) Budget Request Justification. The detail of the justification must be commensurate with the scope and cost of the item or subitem. The justification is to establish the need and the urgency of the request. Facts presented are to clearly demonstrate that the item is essential to support current and future functions. Each justification element must be organized so as to be easily read and understood. The use of vague, indefinite or unnecessary technical terms should be avoided. Meaningful facts and figures must be provided, but statistics shall be limited to significant totals or trends. Repetition of statements or data in more than one (1) justification element is seldom productive.

(A) Maintenance/Repair/Renovation Items. For most maintenance/repair items, the justification will be a brief summary. While this must be concise, the following (at a minimum) will be addressed:

1. Define the requirement;
2. Explain the effect of delaying correction of the requirement;
3. Indicate the alternatives considered;
4. When appropriate, indicate:
  - A. Requirements of federal regulations, funding or support programs;
  - B. Unusual circumstances;
  - C. Reasons for apparent inconsistencies between various entries of the budget submission;
  - D. Relationship to prior and/or future appropriation;
  - E. Requirements for improving quality or capacity; or
  - F. Environmental effects;

5. When substantial cost is to be incurred for repair, the economics of repairs versus replacement will be examined. Repair items, estimated to cost more than fifty percent (50%) of the cost for replacing that element or system will be supported with an analysis of cost and expected life for repairs versus replacement; and

6. When the estimated cost of repairs to an item, system or asset exceeds twenty-five percent (25%) of the replacement cost of the asset involved and exceeds one (1) million



dollars (a major maintenance/repair project) the complete eleven (11)-paragraph supplemental justification, indicated in this chapter is to be provided in addition to the summary justification.

(B) Capital Improvement Items. The summary justification indicated under "Maintenance/Renovation/Repair Item" will be provided for all capital improvement items. For energy conservation projects, the estimated economic return will be added to the summary justification. For a new capital improvement budget item estimated to cost more than one (1) million dollars and for construction work on an existing asset with estimated cost exceeding twenty-five percent (25%) of the replacement cost of the asset involved and exceeding one (1) million dollars (a major construction project), the complete eleven (11)-paragraph supplemental justification indicated in this rule will be provided in addition to the summary justification.

(C) Supplemental Justification. The eleven (11)-paragraph justification when required in accordance with this rule will be provided in its entirety as indicated in the following. If a paragraph is not applicable, list the paragraph number and title with the notation "N.A."

1. Analysis of requirements. Evaluate the facilities and describe the physical deficiencies and how they limit performance. Describe deficiencies identified (if any) as a result of the requirements of federal regulations and/or federally funded or supported programs and indicate the regulation(s) or supported program(s) involved. Describe the impact of delaying or eliminating this item. Be specific.

2. Consideration of alternative facilities. Provide a list of the facilities that were considered in an effort to meet the requirement through existing assets. Indicate the extent of examination of these existing facilities, including those at another site/complex, which could be used to satisfy the requirements. Examination of existing facilities should include the cost for addition, alteration, rehabilitation or repair. When another site/complex or asset was considered and rejected, identify those considered and the reason for rejection.

3. Relationship to other programs. If the item is directly related to other items in prior year budget programs, the current budget programs or future budget programs show the relationship clearly. Explain the effect of delay or cancellation of this item or proposed future items.

4. Economic considerations/savings. Cost savings in operational expense, economies in design and other cost savings are to be identified when applicable. If reduc-

tion in operating expense is a primary element in the justification, an economic analysis should be provided.

5. Energy requirements. For maintenance/repair projects, state the present annual energy consumption for each type of energy (electricity, natural gas, fuel oil, etc.) used at the site or asset affected and the estimated annual increase or decrease in energy consumption which is estimated to occur when the work is completed and explain any increases. Also describe any realistic alternative measures which can be taken to reduce consumption and the estimated cost of these measures. For capital improvement projects, briefly describe the applicable types of heating and air conditioning systems, water supply and sewage disposal systems and the electrical distribution system and connected equipment being considered. State the estimated annual energy consumption by type of energy for each system. Describe any realistic alternative types of systems or equipment for each system which could be used to reduce energy consumption and the estimated cost of each alternative.

6. Utility support requirement/changes. Provide information on related utility support. Projects which are programmed or under construction (for utility support of the proposed asset), if any, should be addressed. Compare available capacity of these projects and/or existing utility systems with requirements of the budget item being justified. If completion of the proposed budget item will require additional utility capacity, indicate planned work to provide the additional capacity. Indicate source of work or funding to support the work to provide the additional capacity.

7. Criteria for proposed construction.

A. All major or new construction requires data to support the proposed scope. The request is to state how size and capacity of the proposed asset is related to the overall requirement for the function. Define the workload in terms of permanent personnel, clients served, functions performed or other appropriate factors.

B. For air and water pollution abatement projects provide the federal, state, regional or local standards upon which design is to be based.

C. For laboratory, research and other technical facilities, list the specific functions which the asset will support. The function must be clearly explained in terms understandable by laymen.

D. State whether or not the requirement is derived from a new or expanded function. If so, the nature and scope of new function and its relation to the budget item

are to be identified.

E. State any security requirements that will affect the design of the asset.

F. Specific requirements established by federal regulations and/or federally funded or supported programs must be spelled out and identified with the federal regulation and/or federally funded or supported program involved.

8. Disposal of present assets. If a new asset has been justified as a replacement for an existing asset, indicate proposed methods of disposal for the replaced asset. If a new asset has been justified as a replacement for an existing asset and the replaced asset is to be retained, a statement must be provided as to the specific intended use of the replaced asset. Use of the replaced asset for purposes not directly related to the functional program of the agency, for example, storage, will not be permitted.

9. Summary of environmental considerations. An environmental assessment will be prepared for those items which may have significant environmental impact. An environmental impact is any foreseeable or predictable change (beneficial or adverse) on the quality of the human or natural environment. An environmental assessment is an informal review of the work on a project to determine whether or not there is potential for a significant impact on the natural environment. The assessment determines potential only and requires no review or approval. By contrast, an environmental impact statement is a detailed study of specific effects on specific environmental elements. The environmental impact statement must be reviewed and approved by appropriate state and federal agencies. Work on an existing asset which involves significant emissions or discharges from the asset, will be considered for an environmental assessment. All budget items for new or major construction, sewer and water systems or treatment plants, stream diversion or impoundment or paving will be considered for environmental assessments.

A. If the environmental assessment determines that the work is likely to have a significant adverse impact on the quality of the human or natural environment, an environmental impact statement will be made and processed in accordance with current applicable state/federal regulations. Approval of the environmental impact statement by the appropriate state/federal agencies will be required prior to contracting for construction.

B. If the environmental assessment determines that the work is not likely to have a significant adverse impact on the quality of the human or natural environment, that fact will be indicated with one (1) of the



following statements as appropriate:

(I) An environmental assessment for this work has determined that there will be no significant adverse impact on the quality of the human or natural environment; and

(II) An environmental assessment for this work has determined that there may be a minimal adverse environmental impact in the area(s) of cultural or historic sites, air, water, noise, solid waste, radiation or hazardous materials. Indicate only the applicable area(s) of impact and provide a brief explanation to include measures for reducing or eliminating the potential impact. If the impact is temporary indicate the anticipated time period of the impact.

10. Provisions for the disabled. Every asset should be designed to assure access for the physically disabled, unless it can be positively stated that its function is such as to make it inappropriate or hazardous to provide such access. If provisions are not made for access by the disabled, indicate the statute, regulation or other basis for this omission.

11. Program for related furnishings and equipment. The purpose of this paragraph is to direct attention to furnishings and equipment funded from some other appropriation and intended for installation in the proposed asset. Indicate the relationship between delivery schedules and the construction schedule and the effect of delay in equipment delivery or construction schedules.

(9) Exceptions. Exceptions to the requirements of this rule may be granted by the commissioner of administration or his/her designee upon presentation of satisfactory justification for such exceptions. The Coordinating Board for Higher Education is exempted from the requirements of this rule.

(10) This will be used to supplement annual budget instructions for the upcoming fiscal year.

*AUTHORITY: sections 8.320, 8.360, and 33.220, RSMo 2000.\* Original rule filed July 9, 1981, effective Feb. 15, 1982. Emergency amendment filed June 14, 1985, effective July 1, 1985, expired Oct. 29, 1985. Amended: Filed June 14, 1985, effective Aug. 26, 1985. Rescinded and readopted: Filed Nov. 5, 2007, effective June 30, 2008.*

*\*Original authority: 8.320, RSMo 1958, amended 1965; 8.360, RSMo 1958, amended 1965; and 33.220, RSMo 1939, amended 1945, 1971.*

### **1 CSR 30-2.050 Budget Form Completion and Submission**

*PURPOSE: This rule sets forth the format for completing the Capital Improvement and Maintenance Budget Forms.*

(1) General. This rule exists to provide the web address and related instructions for completion and submission of capital improvement and maintenance budget forms and requests. The web address is: <https://apps1.mo.gov/Cibr/Request/General.aspx>. The form number and date are: MO-300-1033 (1/01). All readers are directed to the above-referenced site to obtain the forms, together with requisite instructions for completion, if necessary. The Division of Facilities Management, Design and Construction should be consulted prior to the submission and completion of any capital improvement and maintenance budget forms.

*AUTHORITY: sections 8.320 and 8.360, RSMo Supp. 2014, and section 33.220, RSMo 2000.\* Original rule filed July 9, 1981, effective Feb. 15, 1982. Emergency amendment filed June 14, 1985, effective July 1, 1985, expired Oct. 29, 1985. Amended: Filed June 14, 1985, effective Aug. 26, 1985. Rescinded and readopted: Filed Nov. 5, 2007, effective June 30, 2008. Non-substantive change filed April 19, 2016, published June 30, 2016.*

*\*Original authority: 8.320, RSMo 1958, amended 1965, 2014; 8.360, RSMo 1958, amended 1965, 2014; and 33.220, RSMo 1939, amended 1945, 1971.*