# Rules of
Office of Administration
Division 15—Administrative Hearing Commission
Chapter 2—Licensing Cases

<table>
<thead>
<tr>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 CSR 15-2.010  Definitions (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.020  Powers and Duties (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.030  Practice by Attorneys (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.035  Expedited Filing (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.040  Complaints (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.050  Answers and Supplementary Pleadings (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.060  Petition for Stay (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.070  Prehearing Conferences (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.080  Discovery (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.090  Hearing (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.100  Final Decisions (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.110  Judicial Review (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.120  Availability of Commission's Rules (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.130  Waiver of Hearing (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.140  Dismissal (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.150  Disposition of Contested Case Without Hearing (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.160  Bench Rulings and Memorandum Decisions (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>1 CSR 15-2.170  Applications for Attorney's Fees (Rescinded February 6, 1992)</td>
<td>3</td>
</tr>
<tr>
<td>Section</td>
<td>Title</td>
</tr>
<tr>
<td>---------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>1 CSR 15-2.210</td>
<td>Definitions</td>
</tr>
<tr>
<td>1 CSR 15-2.230</td>
<td>Computation of Time; Extensions of Time</td>
</tr>
<tr>
<td>1 CSR 15-2.250</td>
<td>Practice by a Licensed Attorney; When Required</td>
</tr>
<tr>
<td>1 CSR 15-2.270</td>
<td>Service of Filings Other Than the Original Complaint</td>
</tr>
<tr>
<td>1 CSR 15-2.290</td>
<td>Filing of Documents; Fax Filing</td>
</tr>
<tr>
<td>1 CSR 15-2.320</td>
<td>Stays or Suspensions of Agency Action</td>
</tr>
<tr>
<td>1 CSR 15-2.350</td>
<td>Complaints</td>
</tr>
<tr>
<td>1 CSR 15-2.380</td>
<td>Answers and Other Responsive Pleadings</td>
</tr>
<tr>
<td>1 CSR 15-2.390</td>
<td>Intervention</td>
</tr>
<tr>
<td>1 CSR 15-2.410</td>
<td>Closing of Case Records and Hearings</td>
</tr>
<tr>
<td>1 CSR 15-2.420</td>
<td>Discovery</td>
</tr>
<tr>
<td>1 CSR 15-2.430</td>
<td>Dismissal</td>
</tr>
<tr>
<td>1 CSR 15-2.450</td>
<td>Determination of Cases Without Hearing</td>
</tr>
<tr>
<td>1 CSR 15-2.470</td>
<td>Prehearing Conferences</td>
</tr>
<tr>
<td>1 CSR 15-2.480</td>
<td>Hearings on Motions</td>
</tr>
<tr>
<td>1 CSR 15-2.490</td>
<td>Hearings on Complaints</td>
</tr>
<tr>
<td>1 CSR 15-2.510</td>
<td>Transcripts</td>
</tr>
<tr>
<td>1 CSR 15-2.530</td>
<td>Bench Rulings and Memorandum Decisions</td>
</tr>
<tr>
<td>1 CSR 15-2.560</td>
<td>Fees and Expenses</td>
</tr>
<tr>
<td>1 CSR 15-2.580</td>
<td>Certifications of Records</td>
</tr>
</tbody>
</table>
**Chapter 2—Licensing Cases**

### Title 1—OFFICE OF ADMINISTRATION
Division 15—Administrative Hearing Commission
Chapter 2—Licensing Cases

<table>
<thead>
<tr>
<th>Title</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 CSR 15-2.010 Definitions</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.020 Powers and Duties</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.030 Practice by Attorneys</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.035 Expedited Filing</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.040 Complaints</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
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<td>(Rescinded February 6, 1992)</td>
</tr>
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<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
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<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.080 Discovery</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.090 Hearing</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.100 Final Decisions</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
<tr>
<td>1 CSR 15-2.110 Judicial Review</td>
<td>(Rescinded February 6, 1992)</td>
</tr>
</tbody>
</table>

### Definitions

**PURPOSE:** This rule sets out the definitions of terms used in the rules of the Administrative Hearing Commission.

1. **Agency**—any governmental entity subject to the jurisdiction of the commission;
2. **Aggrieved person**—any person, other than an agency, the attorney general, a licensee or an applicant, whom the law allows to file a complaint relating to a license;
3. **Applicant**—any person who has been denied the opportunity to be examined upon his/her qualifications for licensure by an agency, or who has passed an examination for licensure, or who possesses the qualifications for licensure without an examination and has been denied a license or license renewal by an agency;
4. **Commission**—the Administrative Hearing Commission or any commissioner;
5. **Commissioner**—any administrative hearing commissioner, including any acting commissioner;
6. **Commission’s office**—the Administrative Hearing Commission’s official residence in Jefferson City, MO 65101;
1 CSR 15-2.250 Practice by a Licensed Attorney; When Required

PURPOSE: This rule states when and how a party must be represented by a licensed attorney.

(1) Any individual may represent him/herself without a licensed attorney.

(2) Any individual may file a complaint on behalf of any other person, including a corporation, who is not an applicant.

(3) Except as provided in section (2) of this rule, only a licensed attorney may represent any other person, including a corporation.

1 CSR 15-2.270 Service of Filings Other Than the Original Complaint

PURPOSE: This rule requires that anyone filing anything other than a complaint with the commission send copies to all parties.

(1) Unless otherwise provided by these rules or by other law, any party to a proceeding before the commission or any person who seeks to become a party shall serve upon all attorneys of record and unrepresented parties a copy of any document or item the party files.

(2) Methods of Service.
(A) A person may serve a document on an attorney by—
1. Delivering it to the attorneys;
2. Leaving it at the attorney’s office with a secretary, clerk or attorney associated with or employed by the attorney served;
3. Mailing it to the attorney’s last known address; or
4. Facsimile transmitting (faxing) it to the attorney’s last known fax number.
(B) A person may serve a document on an unrepresented party by—
1. Delivering it to the party;
2. Mailing it to the party’s last known address; or
3. Faxing it to the party’s last known fax number.
(C) Service by mailing is complete upon placing in the mail. Service by fax is complete upon its transmission.
(3) Any document or item filed shall contain or be accompanied by a certification of how and when the filing party has met the provisions of section (1) of this rule.

1 CSR 15-2.290 Filing of Documents; Fax Filing

PURPOSE: This rule establishes procedures for filing documents and when they are deemed filed.

(1) A party may file a document by—
(A) Registered or Certified Mail. A document filed by registered or certified mail is deemed filed on the date shown on the United States Post Office records;
(B) Electronic Facsimile Transmission (Fax). A document filed by fax is deemed filed at the time the commission receives a fax of the document. If a document arrives by fax after 5:00 p.m. and before 12:00 midnight or on a Saturday, Sunday or legal holiday, it is filed on the commission’s next business day, unless the commission orders otherwise; or
(C) Any Other Method. A document filed by any method other than registered mail, certified mail or fax is deemed filed on the date the commission receives the document.
(2) A party filing by fax shall—
(A) Notify the commission in advance, if possible, of its intention to file the document by fax;
(B) Fax the document to the commission’s dedicated fax number;
(C) Fax the document, if possible, to all other parties having electronic facsimile equipment. If unable to fax, a party shall notify all other parties of its intention to file the document by fax. The notice need not be in writing. A good faith attempt at compliance shall satisfy the requirements of this subsection;
(D) If the commission so orders, send the original signed document to the commission;
(E) Certify in the documents—
1. The method of notice used to fulfill the requirements of subsection (2)(C) of this rule; and
2. Compliance with the requirements of subsection (2)(D) of this rule; and
(F) Send a copy of the document to all parties as provided in 1 CSR 15-2.270. The commission may order the party to send a copy of the document to any party by overnight mail.

1 CSR 15-2.320 Stays or Suspensions of Agency Action

PURPOSE: This rule describes the form and content of a motion for stay or suspension of any agency action, the number of copies required and who is served with a stay order.

(1) Content.
(A) All motions for stay of an agency action shall be in writing.
(B) The movant shall include in the motion:
1. The full name, address and telephone number of movant, any attorney representing movant and respondent;
2. Suitable space in the caption for the commission to affix a case number;
3. A clear heading, Motion for Stay;
4. Facts showing why the commission should grant the stay, set forth in numbered paragraphs, each of which shall contain, as far as practical, a single set of circumstances; and
5. A copy of the agency’s order which the movant requests to have stayed.
(C) The movant or movant’s legal counsel shall sign the motion.

(2) The movant shall file the original and one (1) copy of the motion for stay with the commission.

(3) Liquor Control Cases. The commission, with or without the filing of a motion, shall stay any suspension or revocation order of the
Chapter 2—Licensing Cases

1 CSR 15-2.350 Complaints

PURPOSE: This rule describes the form and content of the complaints, the number of copies required, and how the complaints are served and how they are amended.

(1) Content in General.

(A) All complaints shall be in writing.

(B) Petitioner shall include in the complaint:

1. The full name, address and telephone number of:
   A. Petitioner;
   B. Any attorney representing petitioner; and
   C. Each respondent that is not a state agency;

2. Suitable space in the caption for the commission to affix a case number;

3. Facts in numbered paragraphs, each of which shall contain, as far as practical, a single set of circumstances.

(C) Petitioner or petitioner's legal counsel shall sign the complaint.

(2) Content of Complaints by Certain Petitioners.

(A) An agency's complaint shall set forth—

1. What licenses the licensee holds from the agency and whether they are in good standing;

2. Any act the licensee has committed that is cause for discipline, with sufficient specificity to enable the licensee to defend against the charge at hearing, and

3. Any provisions of law that render these acts cause for discipline.

(B) An applicant's complaint shall—

1. Set forth the facts which show that the applicant is entitled to be licensed or to be examined for licensure; and

2. Include a copy of the agency's decision or order of which the applicant seeks review.

(C) A licensee's or an aggrieved person's complaint shall—

1. Identify the agency's decision or order for which review is sought; and

2. Include a copy of the agency's decision or order of which petitioner seeks review.

(D) The complaint of a licensee may contain a motion for stay.

(3) Petitioner shall file the original of the complaint at the commission's office with sufficient copies for all parties.

(4) Notice. The commission shall serve notice of and a copy of the complaint on each party. If the attorney general is the petitioner, the commission shall serve the agency which issued the license sought to be disciplined and permit the agency to intervene in the action.

(5) Petitioner may amend the complaint without the commission's leave any time before respondent serves a responsive pleading, except as provided in section (6) of this rule. After respondent serves a responsive pleading, petitioner shall amend the complaint only with the commission's leave.

(6) When petitioner is an agency which bears the burden of proof and respondent fails to appear for the hearing, petitioner shall not amend its complaint at hearing with additional allegations against the licensee, unless petitioner shows that it served an amended complaint with the additional allegations on respondent at least fourteen (14) days before the hearing.

(7) The commission shall construe the provisions of this rule liberally if the petitioner has prepared the complaint without legal counsel.

(8) The provisions of this rule, except section (4), apply to amended complaints.

1 CSR 15-2.380 Answers and Other Responsive Pleadings

PURPOSE: This rule describes who is required to file a responsive pleading, how it shall be filed, the form and content of the answer and how an answer is amended.

(1) Respondent shall file an answer.

(2) An answer shall—

(A) Be in writing;

(B) Admit those portions of the complaint respondent believes are true and deny those portions of the complaint respondent believes are not true;

(C) Assert as a defense any specific failure of the complaint to comply with 1 CSR 15-2.350 or waive that defense by not asserting it;

(D) Deny any affirmative defense including a concise statement of the facts upon which that defense is based; and

(E) Be signed by respondent or his/her attorney.

(3) An answer filed by an agency, in addition to the requirements of section (2) of this rule, shall—

(A) Describe any conduct that is cause for license discipline or denial of an application for licensure with sufficient specificity to enable petitioner to prepare for hearing;

(B) State which provisions of law provide legal basis for discipline or denial;

(C) Include a copy of the agency order or notice of which petitioner seeks review; and

(D) Set forth facts which show that the agency has complied with any provisions of law requiring it to provide notice of its actions.

(4) Respondent shall file any responsive pleading no later than thirty (30) days after receiving the notice of complaint.

(5) The filing of a responsive pleading, other than an answer, that requests the commission shall increase the time in which respondent shall file an answer, as set by section (4) of this rule, as follows, unless the commission orders otherwise:

(A) If the commission denies the request, respondent shall file the answer no later than ten (10) days after the commission so orders;
(B) If the commission issues an order postponing its ruling on the request until hearing, respondent shall file the answer no later than ten (10) days after the commission so orders;
(C) If the commission issues an order granting the request, but the order does not dispose of the entire complaint, respondent shall file the answer no later than ten (10) days after the commission so orders; and
(D) If the commission orders petitioner to amend the complaint, respondent shall file the answer no later than ten (10) days after service of the amended complaint. In any case, the time allowed for filing an answer shall be no less than the time which remained when the responsive pleading was filed.

(6) Respondent shall file an answer to an amended complaint within ten (10) days after service of the amended complaint or within the time remaining for filing an answer to the original complaint, whichever is longer, unless the commission orders otherwise.

(7) Otherwise, respondent shall amend the answer only with the commission’s leave.

(8) Failure to File.
(A) The commission, on its own motion or that of any party, may order a remedy for respondent’s failure to file an answer or other responsive pleading, or failure to otherwise comply with this rule.
(B) Petitioner shall file the motion not fewer than thirty (30) days before the date the complaint or the motion shall be waived.
(C) Remedies under this section may include an order that respondent is deemed to have
1. Admitted the facts pleaded in the complaint;
2. Waived any defense to the complaint; and
3. Defaulted on any issue raised in the complaint.
(D) The commission may dispose of any issue on which it deems respondent to have defaulted. The commission shall determine the appropriate remedy based on the facts of the case. Respondent’s failure to file an answer or other responsive pleading or otherwise comply with this rule shall not constitute the admission of any facts or entitle petitioner to the relief requested in the complaint unless the commission so orders.

1 CSR 15-2.390 Intervention
PURPOSE: This rule describes who may intervene in an action and how to intervene.

(1) The commission may permit any person to intervene if the person—
(A) Files a motion for intervention within such time as not to delay unduly the hearing on the complaint; and
(B) Has an interest in the action which is different from the general public interest and which cannot be represented adequately by the parties.

(2) A motion to intervene shall—
(A) Be in writing;
(B) Set forth facts showing that the person is entitled to intervene;
(C) Be signed by the person or his/her attorney;
(D) Be accompanied by a pleading.

Auth: section 621.198, RSMo (1986).* 


1 CSR 15-2.410 Closing of Case Records
and Hearings
PURPOSE: This rule describes the procedure for closing records or a hearing in a particular case.

Any party to a case may move to close any record or hearing in that case. The party shall make the motion in writing and file it no fewer than fourteen (14) days before the date the party wants the matter closed.

Auth: section 621.198, RSMo (1986).* 


1 CSR 15-2.420 Discovery
PURPOSE: This rule explains the manner in which discovery may be obtained.

(1) Any party may obtain discovery in the same manner, upon or under the same conditions and upon the same notice and other requirements, as is or may be provided for with respect to discovery in civil actions by rule of the Supreme Court of Missouri for use in the circuit court.

Auth: section 621.198, RSMo (1994).* 


The party shall file a copy of the certificate with the commission. The party shall file interrogatories or requests for document production or inspection with the commission unless the commission so orders. The party may file requests for admissions with the commission. The party shall serve the original discovery on the interrogated party’s counsel or on an unrepresented interrogated party, and copies on all other counsel or unrepresented parties.

(2) Requests for admission and interrogatories shall include appropriate spaces for answers or objections.

(C) The party responding to requests for admissions or interrogatories shall complete them by typewriting or printing the answer or objection to each question in the space provided. If the space is insufficient, the party shall reply by affidavit, clearly indicating so in the space provided and attach the affidavit to the interrogatories or requests for admissions. Each response shall include a certificate of service in substantially the following form:

I served the original of these completed (interrogatories/requests for admissions) (name of party) this day of , 19 .

Attorney
The responding party shall file the certificate of service with the commission and shall not file the response unless the commission so orders. The responding party shall serve the original completed response on the interrogating party and copies on all other parties.

(3) Whenever a party files a motion to compel compliance with any discovery request, to sanction another party for failing to respond or responding inadequately to any discovery request, or alleging violation of any discovery rule, the moving party shall certify in its motion that it has made reasonable efforts to contact the party who is the subject of the motion and inform the commission as to what steps the moving party has taken to resolve informally the discovery dispute or alleged discovery rule violation. The party seeking
relief shall attach a copy of any disputed discovery to that motion.

(4) No discovery or response to discovery shall be considered as evidence unless it is admitted into evidence at hearing, or authenticated and attached to a motion for disposition without hearing, as an exhibit.


1 CSR 15-2.430 Dismissal

PURPOSE: This rule describes how a case may be dismissed with or without prejudice.

(1) The commission may dismiss with or without prejudice any complaint for petitioner's failure to—

(A) Comply with any of these rules;

(B) Comply with any order of the commission;

(C) Keep the commission apprised of a current mailing address; or

(D) Appear at the hearing on the complaint, if petitioner has the burden of proof.

(2) Petitioner may dismiss the complaint without prejudice without the commission's leave any time before the introduction of evidence at the hearing. After the introduction of evidence, petitioner may dismiss the action without prejudice only with leave of the commission or with written consent of the adverse party. The commission shall grant leave freely when justice so requires.

(3) The commission shall allow a party who has dismissed its complaint and after that filed another complaint upon the same claim to dismiss the complaint without prejudice only—

(A) With the signed consent of the opposing party; or

(B) By leave of the commission. The commission shall make such an order only upon the party's motion. The motion shall state the reason for the dismissal.

(4) If the parties settle their dispute on the condition that petitioner dismiss his/her case with prejudice, petitioner shall file a motion to that effect. The motion may include a copy of any document embodying the settlement terms.

(5) The commission may treat any respondent's motion to dismiss that includes matters outside the pleadings as a motion for summary determination under 1 CSR 15-2.450(4).


1 CSR 15-2.450 Determination of Cases Without Hearing

PURPOSE: This rule provides for disposition of a contested case by stipulation, agreed settlement or by disposition in the nature of default judgment, judgment on the pleadings or summary judgment as required by section 596.079, RSMo (Cum. Supp. 1990).

(1) Stipulation. The parties may waive hearing before the commission or consent to a finding of any fact.

(A) The parties may file a stipulation of facts. The parties or their attorneys shall sign the stipulation. The stipulation may include suggested conclusions of law. The stipulation shall contain sufficient facts to support the conclusions of law.

(B) The commission's findings of fact and conclusions of law may incorporate the parties' stipulation.

(2) Failure to Appear at Hearing.

(A) If it is shown that the party with the burden of proof fails to appear at hearing, the party with the burden of proof may present evidence in support of its position which shall constitute the sole evidentiary basis for disposition and the party without the burden of proof shall have waived any objections to the evidence.

(B) A respondent with the burden of proof who fails to appear at hearing shall be deemed to have abandoned its argument.

(3) Determination on the Pleadings.

(A) Any party may move for determination on the pleadings no fewer than thirty (30) days before a hearing on the complaint, or ten (10) days after respondent files an amended answer, whichever is later. The motion shall state, for purposes of the motion, all factual allegations of the opposing party's pleadings and show that under the law the moving party is entitled to relief.

(B) The commission shall give the opposing party a reasonable time within which to file suggestions in opposition to the motion. If the party amends its pleadings in response to the motion, it shall accompany the amended pleadings by suggestions showing how the pleadings, as amended, cure the deficiencies alleged in the motion for determination on the pleadings.

(C) A party may file, with the commission's leave, further written arguments. If a party presents matters outside of the pleadings and the commission does not exclude those matters, the commission shall dispose of the motion as one for summary determination. The commission shall give all parties reasonable opportunity to present all matters pertinent to this motion. Matters which may be raised in a motion for determination on the pleadings may include those set forth in Supreme Court Rule 55.27(n).

(D) The provisions of 1 CSR 15-2.480 govern whether the commission will hear oral argument or evidence on the motion.

(4) Summary Determination.

(A) For Petitioner. Petitioner may move for a summary determination on all or any part of the complaint. Petitioner may so move after the time has passed for respondent to file a responsive pleading or in response to this motion filed by respondent.

(B) For Respondent. A respondent upon whom a notice of complaint has been served may move for summary determination on all or any part of the complaint.

(C) Motion and Proceedings. The movant shall move for summary determination upon an adverse party no fewer than thirty (30) days before the time fixed for hearing on the complaint. The opposing party may serve opposing affidavits before the day of any hearing on the motion. The commission shall grant the motion if the pleadings and evidence on file show that there is no genuine issue as to any material fact and that the party is entitled to relief as a matter of law as to all or any part of the complaint. The commission may order summary determination against the moving party.

(D) Case Not Fully Adjudicated on Motion. If the commission grants the motion, but not as to the entire complaint, it shall issue an order finding facts. Those facts shall be established for purposes of the hearing on the complaint.

(E) Form of Affidavits—Further Testimony. A party filing a motion under this section may file with or without affidavits. The commission may permit a party to supplement or oppose affidavits by depositions or further affidavits. Affidavits filed by any party shall be made on personal knowledge, shall set forth facts which would be admissible in evidence and shall show affirmatively that the affiant is competent to testify to the matters stated. The affiant
shall attach sworn or certified copies of all
documents referred to in the affidavit.

(F) Defense Required. When a party sup-
pports a motion under this section with affidav-
its or other evidence, the adverse party shall
not rest upon the mere allegations or denial of
its own pleadings. The adverse party’s
response shall set forth specific facts showing
that there is a genuine issue of material fact for
hearing and support these by affidavit or other
evidence. If the adverse party does not so
respond, the commission shall enter summary
determination, if appropriate, against it.

(G) The provisions of 1 CSR 15-2.480 govern
whether the commission will hear oral argu-
ment or evidence on the motion.


1 CSR 15-2-490 Hearings on Complaints

PURPOSE: This rule describes the pro-
cedures for the setting of, continuation of and order of proof in hearings on
complaints.

(1) Notice. The commission shall serve the
initial notice of the place, date and time upon
which it will hold the hearing on an agency’s
complaint on all parties by certified mail or by
personal delivery. The commission may serve
any other notice of hearing, or any notice
resetting the hearing, by certified mail, regular
mail, personal delivery, or any other method
provided by law.

(2) Location. The commission will hold all
hearings in Jefferson City, Missouri, except as
otherwise provided by statute or when one (1)
of the parties shows good cause to hold the
hearing elsewhere within the state.

(3) Date. (A) First Setting. Unless otherwise provided
by statute or with the consent of the parties, the
commission shall hold no hearing fewer than
twenty (20) days after the first issuance of
notice.

(B) Resettings. If the commission resets the
hearing, it shall send out an amended notice. If
the reset date is later than the first setting, the
commission may hold the hearing fewer than
twenty (20) days from the date of the issuance
of the amended notice.

(4) Continuances. The commission may con-
continue the hearing date upon notice to the
parties. Any party may move for a con-
continuance. The motion shall state good cause for the
continuance.

(5) Order of Proof. Regardless of which party
has the burden of proof, the parties shall
present evidence in the following order unless the
commission orders otherwise:

(A) In any case in which an applicant is a
party, the applicant shall present evidence
first; and

(B) In any other case, the agency shall
present evidence first.


1 CSR 15-2.510 Transcripts

PURPOSE: This rule sets forth pro-
cedures for the availability and correction of a transcript and when the hearing
reporter may destroy records.

(1) The parties may request, or the commission
may order, that the hearing reporter make
a transcript of the hearing. The hearing reporter
shall file the transcript with the commission.
Any person may purchase a copy of the
transcript through the hearing reporter.

(2) Any party may move to correct the trans-
script no more than ninety (90) days after the
hearing reporter files the transcript. The
commission on its own motion may order the
hearing reporter to correct the transcript any
time before the commission finally disposes of
the case.

(3) The hearing reporter may destroy any
short-hand notes, audio tapes or both of a
hearing in any case in which neither the
commission nor any party has—

(A) Requested that a transcript be made
within sixty (60) days after the commission
finally disposes of the case; or

(B) Moved to correct the transcript as
provided in section (2) of this rule within ninety
(90) days after the court reporter files the
transcript.


1 CSR 15-2.530 Bench Rulings and
Memorandum Decisions

PURPOSE: This rule establishes a pro-
cedure for parties to obtain a bench
ruling or a memorandum decision, as
provided by section 536.068, RSMo (Cum.

(1) As used in this rule, a bench ruling is an
announcement of the ultimate disposition of
the case. As used in this rule, a memorandum
decision is a writing setting forth the ultimate
disposition of the case and the legal analysis
supporting the disposition.
(2) The parties may move for either a bench ruling or a memorandum decision to dispose of all or any part of the case. The motion shall be in writing, shall be made jointly by all parties and shall include a waiver by all parties of the provisions of section 536.090, RSMo (1986), relating to the rendering of Findings of Fact and Conclusions of Law. The motion shall be accompanied by a brief from each party setting forth the operative facts the party expects to show, the issues those facts raise and the authority which support the conclusion the party seeks.

(3) The commission may issue a bench ruling orally on the record. The commission shall issue a written form of the bench ruling no later than seven (7) days after the conclusion of the hearing or seven (7) days after the motion is filed, whichever is later. The commission shall deliver or send by certified mail to each party the written form of the bench ruling. The date of issuance is the date issued orally on the record or, if not issued orally, the date of the writing.

(4) The commission shall issue a memorandum decision no later than seven (7) days after the conclusion of the hearing or seven (7) days after the motion is filed, whichever is later. The commission shall deliver or send by certified mail a copy to each party.

PURPOSE: This rule establishes a procedure to allow parties to make application for fees and expenses when authorized by statute or other law.

(1) Any party authorized by law to be awarded fees or expenses by the commission may apply for an award by filing a complaint with the commission no later than thirty (30) days after the final disposition of the case, unless a different procedure or time period is provided by law.

(2) The complaint shall identify the party against whom the award is sought, the commission action in which the party incurred the fees or expenses, and the provision of law which authorizes the award, and state in detail the facts which support the award including any relevant conduct by the agency.

(3) An action under this regulation shall be a contested case. The commission shall assign a separate case number to the action for fees and expenses. The provisions of this chapter, except 1 CSR 15-2.350(3)(C), shall apply to an action under this regulation.

(4) Any party may file a motion with the commission for an amended certification. The commission may file an amended certification to include specified matters omitted from the certification. The commission shall not file an amended certification deleting matters included in the certification.

1 CSR 15-2.580 Certifications of Records

PURPOSE: This rule sets forth the content of the record and the procedure by which the commission shall cause the record to be certified to a court or to a licensing agency.

(1) Record Defined.
(A) As used in this rule, the term record has the meaning set forth in section 536.130.1(3), RSMo (1986), unless the parties agree otherwise as provided by section 536.130.1(2) or (3), RSMo.
(B) Unless a party specifically and in writing requests otherwise before the commission has certified the record, the record shall not include:
   1. Briefs;
   2. Proposed findings of fact; and
   3. Proposed conclusions of law.

(2) Agencies. In any case under section 621.110, RSMo (1986) in which the commission finds that there is cause for discipline, the commission shall cause the record to be certified to the agency on the day it renders its findings of fact and conclusions of law.

(3) Courts. The commission shall file the record with the appropriate court.
(A) The commission shall cause the record to be certified to a circuit court as provided in Supreme Court Rule 100.01 within thirty (30) days of the date on which it receives a copy of the petition for judicial review, as set forth in section 536.110, RSMo (1986).
(B) The commission shall cause the record to be certified to an appellate court as provided in Supreme Court Rule 100.02 within ninety (90) days of the date on which it receives notice that a party has sought judicial review in the appellate court.