

**Title 4—DEPARTMENT OF ECONOMIC
DEVELOPMENT
Division 240—Public Service Commission
Chapter 4—Standards of Conduct**

4 CSR 240-4.020 Ex Parte and Extra-Record Communications

PURPOSE: To set forth the standards to promote the public trust in the commission with regard to pending filings and cases. This rule regulates communication between the commission, technical advisory staff, and presiding officers, and anticipated parties, parties, agents of parties, and interested persons regarding substantive issues that are not part of the evidentiary record.

(1) Definitions.

(A) Anticipated contested case—Any case that a person anticipates, knows, or should know will be filed before the commission within sixty (60) days and that such person anticipates or should anticipate will be or become a contested case.

(B) Anticipated party—A person who anticipates, knows, or should know that such person will be a party to a contested case.

(C) Contested case—Shall have the same meaning as in section 536.010(4), RSMo.

(D) Commission—Means the Missouri Public Service Commission as created by Chapter 386, RSMo.

(E) Commissioner—Means one (1) of the members of the commission.

(F) Discussed case—Each contested case or anticipated contested case whose substantive issues are the subject of an extra-record communication regulated under this rule.

(G) Ex parte communication—Any communication outside of the contested case hearing process between the commission, a commissioner, a member of the technical advisory staff, or the presiding officer assigned to the proceeding and any party or anticipated party, or the agent or representative of a party or anticipated party, regarding any substantive issue. Ex parte communications shall not include a communication regarding general regulatory policy allowed under section 386.210.4, RSMo, communications listed in section (3) of this rule, or communications that are de minimis or immaterial.

(H) Extra-record communication—Any communication outside of the contested hearing process between the commission, a commissioner, a member of the technical advisory staff, or the presiding officer assigned to the proceeding and any individual interested in a contested case or anticipated contested case regarding any substantive issue. Extra-record communications shall not include communications that are de minimis or immaterial.

(I) Finally adjudicated—A decision of the commission in a contested case which is no longer subject to appeal.

(J) General regulatory policy— Any topic that is not specific to a single entity regulated by the commission and such topic is not reasonably believed by

any person who is a party to the communication to be a subject within a contested case or anticipated contested case of which the person or such person's principal is or will be a party. Any communication regarding the merits of an administrative rule, whether a concept or a pending rulemaking, or legislation, whether a concept or a pending piece of legislation, shall at all times be considered a communication regarding a general regulatory policy allowed under section 386.210.4, RSMo.

(K) Party—Any applicant, complainant, petitioner, respondent, or intervenor in a contested case before the commission. Commission staff and the public counsel are also parties unless they file a notice of their intention not to participate in the relevant proceeding within the period of time established for interventions by commission rule or order, or where staff serves in an advisory capacity pursuant to any commission rule.

(L) Person—Any individual, partnership, company, corporation, cooperative, association, political subdivision, entity regulated by the commission, party, or other entity or body that could become a party to a contested case.

(M) Presiding officer—means a commissioner, or a law judge licensed to practice law in the state of Missouri and appointed by the commission to preside over a case.

(N) Public counsel—Shall have the same meaning as in section 386.700, RSMo.

(O) Substantive issue—The merits, specific facts, evidence, claims, or positions which have been or are likely to be presented or taken in a contested case. The term substantive issue does not include procedural issues, unless those procedural issues are contested or likely to materially impact the outcome of a contested case.

(P) Technical advisory staff—Shall have the same meaning as in section 386.135, RSMo.

(2) Ex Parte Communications

(A) No party or anticipated party shall initiate, participate in, or undertake, directly or indirectly, an ex parte communication.

(B) A commissioner, technical advisory staff, or the presiding officer assigned to a proceeding shall not initiate, participate in, or undertake, directly or indirectly, an ex parte communication regarding a contested case or anticipated contested case. However, it shall not constitute participation in or undertaking an ex parte communication if such person:

1. Does not initiate the communication;
2. Immediately terminates the communication, or immediately alerts the initiating person that the communication is not proper outside the hearing process and makes a reasonable effort to terminate the communication; and
3. Files notice in accordance with section (5) of this rule, as applicable.

(C) Should an ex parte communication occur, the party or anticipated party involved in such communication shall file a notice in the case file if such exists or if not, with the secretary of the commission. Such notice shall provide the information required in section (5) of this rule.

(D) The secretary of the commission shall create a repository for any notice of ex parte communication filed in advance of an anticipated contested case. Once such a case has been filed, the secretary shall promptly file any such notices in the official case file for each discussed case.

(3) The following communications shall not be prohibited by or subject to the disclosure and notice requirements of section (2) of this rule, if such communication would otherwise be an ex parte communication, or subject to section (14) of this rule:

(A) Communications between the commission, a commissioner, or a member of the technical advisory staff and a public utility or other regulated entity that is a party to a contested case, or an anticipated party to an anticipated contested case, notifying the commission, a commissioner, a member of the technical advisory staff, or the presiding officer assigned to the proceeding of:

1. An anticipated or actual interruption or loss of service;
2. Damage to or an incident or operational problems at a utility's facility;
3. An update regarding efforts to restore service after an interruption, loss of service, damages, or an incident or problems referred in paragraphs (3)(A)1 and 2;
4. Security or reliability of utility facilities;
5. Issuance of public communications regarding utility operations, such as the status of utility programs, billing issues, security issuances, or publicly available information about a utility's finances. These communications may also include a copy of the public communication, but should not contain any other communications regarding substantive issues;
6. Information regarding matters before state or federal agencies and committees including but not limited to state advisory committees, the Federal Communications Commission, the Federal Energy Regulatory Commission, and the Nuclear Regulatory Commission;
7. Information regarding a regional transmission organization;
8. Labor matters not part of a pending case; or
9. Matters related to the safety of personnel.

(B) Communications between the commission, a commissioner, or a member of the technical advisory staff and any employee of the commission relating to exercise of the commission's investigative powers as established under Missouri law. If the communication concerns an anticipated case, notice shall be given in accordance with section (6) upon the filing of the case.

(C) Communications between the commission, a commissioner, a member of the technical advisory staff or the presiding officer and a party or anticipated party concerning an issue or case in which no evidentiary hearing has

been scheduled made at a public agenda meeting of the commission where such matter has been posted in advance as an item for discussion or decision.

(D) Communications between the commission, a commissioner, a member of the technical advisory staff or the presiding officer and a party or anticipated party concerning a case in which no evidentiary hearing has been scheduled made at a forum where representatives of the public utility affected thereby, the office of public counsel, and all other parties to the case are present.

(E) Communications between the commission, a commissioner, a member of the technical advisory staff or the presiding officer and a party or anticipated party concerning a case in which no evidentiary hearing has been scheduled made outside a public agenda meeting or forum where representatives of the parties are present when disclosed as provided in section 386.210.3(3), RSMo.

(4) Unless properly admitted into evidence in subsequent proceedings, an extra-record communication shall not be considered as part of the record on which a decision is reached by the commission, a commissioner, or presiding officer in a contested case.

(5) A person who initiates an extra-record communication regarding a pending case shall within three (3) business days following such communication give notice of that communication as follows:

(A) If the communication is written, the initiating person or party shall file a copy of the written communication in the official case file for each discussed case and serve the copy of the written communication upon all parties of record in those discussed cases; or

(B) If the communication is not written, the initiating person shall file a memorandum disclosing the communication in the official case file for each discussed case and serve such memorandum on all parties of record in those discussed cases. The memorandum must contain a list of all participants in the communication; the date, time, location, and duration of the communication; the means by which the communication took place; and a summary of the substance of the communication and not merely a listing of the subjects covered. Alternatively, a recording or transcription of the communication may be filed, as long as that recording or transcription indicates all participants and the date, time, location, duration, and means of communication.

(6) A person who initiates an extra-record communication regarding an anticipated contested case that is not a pending case shall within three (3) business days of the later of becoming a party to the contested case or the conversion of the case to a contested case, give notice of the extra record communication. The notice shall be made in the manner set forth in subsections (5)(A) and (B).

(7) In addition to sections (5) or (6) of this rule, if an extra-record communication regarding a pending case is initiated by a person not a party to the discussed

case, the commissioner, the technical advisory staff, or the presiding officer assigned to the discussed case shall give notice of the extra-record communication in the manner set forth in subsections (5)(A) and (B) as soon as practicable after learning of the person's failure to file such notice.

(8) The commission may issue an order to show cause why sanctions should not be ordered against any party or anticipated party, or the agent or representative of a party or anticipated party, engaging in an ex parte communication in violation of sections (2) or (15) of this rule or a failure to file notice or otherwise comply with sections (5), (6) or (14) of this rule. The commission may also issue an order to show cause why sanctions should not be ordered against any attorney who knowingly violates section (9) of this rule.

(9) An attorney, or any law firm the attorney is associated with, appearing before the commission shall:

(A) Make reasonable efforts to ensure that the attorney and any person whom the attorney represents avoid initiating, participating in, or undertaking an ex parte communication prohibited by section (2) or a communication prohibited by section (15);

(B) Make reasonable efforts to ensure that the attorney and any person whom the attorney represents gives notice of any communication as directed in sections (5), (6), (14) or (15);

(C) Prepare a notice in accordance with sections (5), (6), (14) or (15) when requested to do so by the commission, a commissioner, technical advisory staff, or the presiding officer assigned to a contested case;

(D) Make reasonable efforts to notify the secretary when a notice of ex parte communication is not transferred to a case file as set forth in subsection (2)(D);

(E) Comply with all the Missouri Rules of Professional Conduct;

(F) During the pendency of an administrative proceeding before the commission, not make or participate in making a statement, other than a quotation from or reference to public records, that a reasonable person would expect to be disseminated by means of public communication if it is made outside the official course of the proceeding and relates to any of the following:

1. Evidence regarding the occurrence or transaction involved;
2. The character, credibility or criminal record of a party, witness or prospective witness;
3. Physical evidence, the performance or results of any examinations or tests or the refusal or failure of a party to submit to examinations or tests;
4. The attorney's opinion as to the merits of the claims, defenses or positions of any interested person; and
5. Any other matter which is reasonably likely to interfere with a fair hearing; and

(G) Exercise reasonable care to prevent the client, its employees and the attorney's associates from making a statement that the attorney is prohibited from making.

(10) Any regulated entity that intends to file a case likely to be a contested case shall file a notice with the secretary of the commission a minimum of sixty (60) days prior to filing such case. Such notice shall detail the type of case and issues likely to be before the commission.

(A) Any case filed which is not in compliance with this section shall not be permitted and the secretary of the commission shall reject any such filing.

(B) A party may request a waiver of this section for good cause.

(11) It is improper for any person interested in a case before the commission to attempt to sway the judgment of the commission by undertaking, directly or indirectly, outside the hearing process to bring pressure or influence to bear upon the commission, its employees or the presiding officer assigned to the proceeding.

(12) No person who has served as a commissioner, presiding officer or commission employee shall, after termination of service or employment with or on the commission, appear before the commission in relation to any case, proceeding, or application with respect to which that person was directly involved or in which that person personally participated or had substantial responsibility during the period of service or employment with the commission.

(13) Each commissioner shall include a public calendar on the commission's website which shall provide notice of communications required to be disclosed by section (14), regarding regulatory issues occurring after the effective date of this rule with representatives of entities regulated by the commission, regardless of whether a contested case is pending. However, communications which are de minimis or immaterial are not required to be disclosed. A commissioner's technical advisory staff shall note any such communications on his/her commissioner's public calendar.

(14) Any communication, other than public statements at a public event or de minimis or immaterial communications, between a commissioner or technical advisory staff and any regulated entity regarding regulatory issues, including but not limited to issues of general regulatory policy under subsection 386.210.4, RSMo, if not otherwise disclosed pursuant to this rule, shall be disclosed in the following manner:

(A) If the communication is written:

1. If no contested case or anticipated contested case is pending, no notice is required; or

2. If a contested case or anticipated contested case is pending, notice of extra record communication shall be filed in accordance with section (5) of this rule. However, any information which is designated by the communicator

as highly confidential or proprietary, under federal or state law, or commission rule, shall not be subject to disclosure.

(B) If the communication is oral:

1. If no contested case or anticipated contested case is pending, the regulated entity shall provide a document to such commissioner or technical advisory staff detailing the participants in the communication, date, approximate time, location, means by which the communication took place and the subjects covered; or

2. If a contested case or anticipated contested case is pending, notice shall be filed in the case file and posted on the commissioner's public calendar forty-eight (48) hours prior to such conversation. A representative of the office of the public counsel shall be provided an opportunity to attend the meeting in person or by other reasonable means.

A. Following such communication, a notice of extra record communication shall be filed by the person who initiated the communication in accordance with section (5) of this rule; and

B. Inadvertent communication, or any communication which becomes subject to this subparagraph, shall be terminated immediately and a notice of extra record communication shall be filed by the person initiating the communication in accordance with section (5) of this rule.

(15) No person who is likely to be a party to a future case before the commission shall attempt to communicate with any commissioner or member of the technical advisory staff regarding any substantive issue that is likely to be an issue within a future contested case, unless otherwise allowed under this rule. Should such a communication occur, the person involved in the communication shall file a notice with the secretary of the commission. Such notice shall provide the information required in section (5) of this rule. Once such a case has been filed, the secretary shall promptly file any such notices in the official case file for each discussed case.

(16) Notwithstanding any provision of this rule to the contrary, once a contested case has been finally adjudicated, the commission, a commissioner, a member of the technical advisory staff, or the presiding officer may communicate with any person regarding any procedural or substantive issues related to such case within thirty (30) days of the case being finally adjudicated, unless the same regulated entity has a contested case or anticipated contested case pending before the commission which includes such issues.