

CHAPTER 2021  
ENFORCEMENT PROCEEDINGS AGAINST UNLICENSED PERSONS  
[Prior to 6/10/26, see Real Estate Commission[193E] Ch 21]

Chapter rescission date pursuant to Iowa Code section 17A.7: 5/22/29

**481—2021.1(17A,543B) Civil penalties against unlicensed persons.**

**2021.1(1)** *Commission authority.* The commission is authorized to issue a cease and desist order and to impose a civil penalty as authorized by Iowa Code section 543B.34(3) against any person who is not licensed by the commission but who acts in the capacity of a real estate broker or salesperson.

**2021.1(2)** *Unlicensed person.* An “unlicensed person” includes any individual or business entity that has never been licensed by the commission, has voluntarily surrendered a license issued by the commission, or has allowed a license issued by the commission to lapse and the time in which the license could have been reinstated pursuant to rule 481—2003.6(272C,543B) or 481—2004.6(272C,543B) has passed.

[ARC 7783C, IAB 4/17/24, effective 5/22/24; Editorial change: IAC Supplement 6/10/26]

**481—2021.2(17A,543B) Unlawful practices.** Practices by unlicensed persons that are subject to civil penalties include but are not limited to:

1. Acts or practices by unlicensed persons that need licensure pursuant to Iowa Code sections 543B.1, 543B.3, 543B.6, and 543B.56A and that do not fall into the exceptions listed in Iowa Code section 543B.7.
2. Violating Iowa Code section 543B.1.
3. Violating one or more of the provisions of Iowa Code section 543B.34 as they relate to acts or practices by unlicensed persons.
4. Use or attempted use of a licensee’s license or an expired, suspended, revoked, or nonexistent license.
5. Falsely impersonating a licensed real estate professional.
6. Providing false or forged evidence of any kind to the commission in obtaining or attempting to obtain a license.
7. Knowingly aiding or abetting an unlicensed person in any activity identified in this rule.

[ARC 7783C, IAB 4/17/24, effective 5/22/24; ARC 9251C, IAB 5/14/25, effective 6/18/25; Editorial change: IAC Supplement 6/10/26]

**481—2021.3(17A,543B) Investigations.** The commission is authorized by Iowa Code sections 17A.13(1) and 543B.34(3) to conduct such investigations as are needed to determine whether grounds exist to issue a cease and desist order and to impose civil penalties against an unlicensed person. Such investigations conform to the procedures outlined in 481—Chapter 503 and 481—Chapter 2018. Complaint and investigatory files concerning unlicensed persons are not confidential except as may be provided in Iowa Code chapter 22.

[ARC 7783C, IAB 4/17/24, effective 5/22/24; Editorial change: IAC Supplement 6/10/26]

**481—2021.4(17A,543B) Subpoenas.** Pursuant to Iowa Code sections 17A.13(1) and 543B.34, the commission is authorized in connection with an investigation of an unlicensed person to issue subpoenas to compel persons to produce books, papers, records and any other real evidence, whether or not privileged or confidential under law, which the commission deems necessary as evidence in connection with the civil penalty proceeding or relevant to the decision of whether to initiate a civil penalty proceeding. Commission procedures concerning investigatory subpoenas are set forth in rule 481—503.5(17A,272C).

[ARC 7783C, IAB 4/17/24, effective 5/22/24; Editorial change: IAC Supplement 6/10/26]

**481—2021.5(17A,543B) Notice of intent to impose civil penalty.** Prior to issuing a cease and desist order and imposing a civil penalty against an unlicensed person, the commission provides the unlicensed person written notice and the opportunity to request a contested case hearing. Notice of the commission’s intent to issue a cease and desist order and to impose a civil penalty are served by certified mail, return receipt

requested, or personal service in accordance with Iowa Rule of Civil Procedure 1.305. Alternatively, the unlicensed person may accept service personally or through authorized counsel. The notice includes the following:

1. A statement of the legal authority and jurisdiction under which the proposed cease and desist order would be issued and the civil penalty would be imposed.
2. Reference to the particular sections of the statutes and rules involved.
3. A short, plain statement of the alleged unlawful practices.
4. The dollar amount of the proposed civil penalty and the nature of the intended order to obligate compliance with Iowa Code chapter 543B.
5. Notice of the unlicensed person's right to a hearing and the time frame in which hearing is requested.
6. The address to which written request for hearing is made.

[ARC 7783C, IAB 4/17/24, effective 5/22/24; Editorial change: IAC Supplement 6/10/26]

**481—2021.6(17A,543B) Requests for hearings.**

**2021.6(1)** Unlicensed persons request a hearing within 30 days of the date the notice is received if served through certified mail, or within 30 days of the date of service if service is accepted or made in accordance with Iowa Rule of Civil Procedure 1.305. A request for hearing is in writing and is deemed made on the date of the nonmetered United States Postal Service postmark or the date of personal service.

**2021.6(2)** If a request for hearing is not timely made, the commission chair or the chair's designee may issue an order imposing a civil penalty and compliance with Iowa Code chapter 543B, as described in the notice. The order may be mailed by regular first-class mail or served in the same manner as the notice of intent to impose civil penalty.

**2021.6(3)** If a request for hearing is timely made, the commission issues a notice of hearing and conducts a contested case hearing in the same manner as applicable to disciplinary cases against licensees. Rules governing such hearings may be found in 481—Chapter 506 and 481—Chapter 2018.

**2021.6(4)** An unlicensed person who fails to timely request a contested case hearing has failed to exhaust "adequate administrative remedies" as that term is used in Iowa Code section 17A.19(1).

**2021.6(5)** An unlicensed person who is aggrieved or adversely affected by the commission's final decision following a contested case hearing may seek judicial review as provided in Iowa Code section 17A.19.

**2021.6(6)** An unlicensed person may waive the right to hearing and all attendant rights and enter into a consent order imposing a civil penalty and compliance with Iowa Code chapter 543B at any stage of the proceeding upon mutual consent of the commission.

**2021.6(7)** The notice of intent to issue an order and the order are public records available for inspection and copying in accordance with Iowa Code chapter 22. Copies may be published as provided in 481—subrule 506.31. Hearings are open to the public.

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**481—2021.7(17A,543B) Alternative procedure.** The commission may, as an alternative to the notice and request for hearing procedures described in rules 481—2021.5(17A,543B) and 481—2021.6(17A,543B), issue a statement of charges and notice of hearing in a format similar to that used for licensee discipline.

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**481—2021.8(17A,543B) Factors to consider.** The commission may consider the following when determining the amount of civil penalty to impose, if any:

1. Whether the amount imposed will be a substantial economic deterrent to the violation.
2. The circumstances leading to the violation.
3. The severity of the violation and the risk of harm to the public.
4. The economic benefits gained by the violator as a result of noncompliance.
5. The interest of the public.
6. The time lapsed since the unlawful practice occurred.
7. Evidence of reform or remedial actions.

8. Whether the violation is a repeat offense following a prior warning letter or other notice of the nature of the infraction.
9. Whether the violation involved an element of deception.
10. Whether the unlawful practice violated a prior order of the commission, court order, cease and desist agreement, consent order, or similar document.
11. The clarity of the issue involved.
12. Whether the violation was willful and intentional.
13. Whether the unlicensed person acted in bad faith.
14. The extent to which the unlicensed person cooperated with the commission.

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**481—2021.9(17A,543B) Enforcement options.** In addition, or as an alternative, to the administrative process described in these rules, the commission may seek an injunction in district court, enter into a consent agreement with the unlicensed person, or issue an informal cautionary letter.

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These rules are intended to implement Iowa Code chapters 17A and 543B.

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