Volume 1

CHAPTER 1. WHAT IS ADMINISTRATIVE LAW ABOUT?

§ 1:1 Definition

A. BUILDING A LEGAL DISCIPLINE

- § 1:10 Administrative law as a legal discipline
- § 1:11 Evolution of administrative law as a legal discipline
- § 1:12 Survey of substantive administrative law
- § 1:13 Administrative law in a federal system
- § 1:14 American administrative law in global context

B. SOME BASIC INFORMATION

- § 1:20 The vocabulary of administrative law
- § 1:21 Researching administrative law

PART I. THE INTERNAL PROCESSES

CHAPTER 2. SOURCES OF ADMINISTRATIVE PROCEDURE

§ 2:1 Overview

A. BASIC CLASSIFICATION OF PROCEDURES

- § 2:10 A system of four basic procedural categories
- § 2:11 Distinction between adjudication and rulemaking
- § 2:12 The choice between adjudication and rulemaking
- § 2:13 Deriving procedural norms

B. CONSTITUTIONAL REQUIREMENTS

§ 2:20 Procedural due process

- § 2:21 Finding a "due process interest"
- § 2:22 Elements of a due process interest
- § 2:23 Constitutionally adequate procedural design
- § 2:24 A modern due process jurisprudence
- § 2:25 Remedies for due process violation

C. PROCEDURES REQUIRED BY STATUTE

- § 2:30 Overview of the statutory requirements
- § 2:31 Evolution of administrative procedure act
- § 2:32 Coverage of Federal Administrative Procedure Act
- § 2:33 Incorporation of the four basic procedural models
- § 2:34 Judicial modification of statutorily mandated procedures
- § 2:35 Procedures established by the agency
- § 2:36 Studies and scholarship as sources
- § 2:37 Summary

D. STATE LAW

- § 2:41 Classifying procedures in state administrative law [correspondence: subchapter A]
- § 2:42 Procedural rights under state constitutions [correspondence: subchapter B]
- § 2:43 Statutory requirement in the states [correspondence: subchapter C]
- § 2:44 Judicial modification of statutory procedures [correspondence: § 2:34]
- § 2:45 Local governments

CHAPTER 3. INVESTIGATIVE AND INFORMATION GATHERING POWERS

- § 3:1 Overview
- § 3:10 Power to initiate an investigation
- § 3:11 Investigative hearings
- § 3:12 Compulsory process
- § 3:13 Searches and inspections
- § 3:14 Reporting requirements
- § 3:15 Freedom of Information Act as a discovery device
- § 3:16 Discovery privileges in administrative law
- § 3:20 State law relating to investigatory and information gathering powers

CHAPTER 4. RULEMAKING

§ 4:1 Overview

A. COVERAGE OF RULEMAKING PROCEDURES

- $\S~4{:}10~$ Procedural norms and the concept of "legislative" rules
- § 4:11 Exception for guidance documents
- § 4:12 Exception for procedural rules
- § 4:13 Good cause for avoiding procedures
- § 4:14 Exception for specified subject matter
- § 4:15 Procedural requirements in the face of the exceptions
- § 4:16 Consequences of the failure to follow the correct rulemaking procedures

B. IMPACT OF RULES ON GOVERNMENT AND PRIVATE CONDUCT

- § 4:20 Relationship to judicial review
- § 4:21 Use of rules by the agency
- § 4:22 Binding effect on the agency
- § 4:23 Effect of rules on the public
- § 4:24 Preemption: effect of federal rules on state law
- § 4:25 Retroactive effect of rules

C. THE SYSTEM OF PUBLIC PARTICIPATION

- § 4:30 Foundation of public participation procedures
- § 4:31 Initiation of rulemaking
- § 4:32 Notice
- § 4:33 Opportunity for public comment
- § 4:34 Trial-like participatory processes
- § 4:35 Hybrid procedures
- § 4:36 Rulemaking through negotiation

D. THE DECISION

- § 4:40 Theories of decisionmaking in rulemaking
- § 4:41 The decisionmaking process
- § 4:42 The rulemakers
- § 4:43 The final rule
- § 4:44 The rulemaking record
- § 4:45 Statement explaining and justifying the rule
- § 4:46 Notice of the final rule

E. IMPACT ANALYSIS

§ 4:50 Overview

§ 4:51 § 4:52 § 4:53	Cost/benefit analysis requirements Fundamentals of Cost/Benefit Analysis Analysis of other types of impact		
F. P	OST-ISSUANCE PROCESSES		
§ 4:60 § 4:61 § 4:62 § 4:63	Reconsideration, amendment and repeal Interpretation Sunset or periodic agency review Enforcement and application procedures		
G. STATE LAW			
§ 4:70	Coverage in the states [correspondence: subchapter A]		
§ 4:71	Impact of a rule in the states [correspondence: subchapter B]		
§ 4:72	Public participation [correspondence: subchapter C]		
§ 4:73	Rulemaking decisions [correspondence: subchapter D]		
§ 4:74	Impact analysis in the states [correspondence: subchapter E]		
§ 4:75	Post-issuance processes [correspondence: subchapter F]		

Volume 2

CHAPTER 5. ADJUDICATION

§ 5:1 Overview

A. GENERAL CONCEPTS

§ 5:10	Examples of classic adjudicative processes
§ 5:11	Rules of practice
§ 5:12	Practice observations
§ 5:13	General principles regarding the opportunity to participate in administrative adjudications
§ 5:14	Requirement of a hearing prior to a determination
§ 5:15	Special categories of adjudication
§ 5:16	Alternative dispute resolution
§ 5:17	Individual guidance and declaratory orders
xiv	

§ 5:18 Administrative jurisdiction

R	Δ	\mathbf{C}	$\Gamma \Omega$	R	C
D.	\boldsymbol{H}			n.	$\overline{}$

§ 5:20	Private participants
§ 5:21	Representation
§ 5:22	The adjudicating staff advocacy function
§ 5:23	General principles for adjudicative decisionmakers
§ 5:24	The structure of the administrative judge function
§ 5:25	Responsibilities of the administrative judges at the hearing
§ 5:26	Administrative judge's decision
§ 5:27	Administrative review authority
§ 5:28	Decision by the principal agency authority
§ 5:29	Split function: separate agencies for adjudication and policymaking

C. INITIAL STAGES

- § 5:30 Initiation by the government
- § 5:31 Initiation by the public
- § 5:32 Notice requirements
- § 5:33 Pleading
- § 5:34 Location and timing of the proceeding
- § 5:35 Answer

D. PREHEARING PRACTICE

- § 5:40 Application of discovery and investigative powers to individual adjudications
- § 5:41 Prehearing process
- § 5:42 Judgement prior to resolution of the hearing
- § 5:43 Settlement

E. HEARING

- § 5:50 The structure of the hearing process
- § 5:51 Burden of proof
- § 5:52 Evidence
- § 5:53 Presentation
- § 5:54 The right to confrontation and rebuttal
- § 5:55 Official or administrative notice

F. THE DECISION

§ 5:60	The nature of administrative decisionmaking
§ 5:61	Notice of the decision
§ 5:62	Reasoning
§ 5:63	The administrative record
§ 5:64	Factfinding
§ 5:65	Application of statutory law
§ 5:66	Application of judgemade law
§ 5:67	Impact of administrative decisions
§ 5:68	Impact of agency regulations on its adjudicatory

§ 5:69 Issuance of the final order

G. IMPLEMENTATION OF AN ADJUDICATIVE DECISION

	20101011	
§ 5:70	Compliance with law enforcement orders	
§ 5:71	Reconsideration or reopening	

§ 5:71 Reconsideration of reopening § 5:72 Collateral consequences of an administrative decision

H. STATE LAW

§ 5:80	Overview [correspondence: § 5:1]
§ 5:81	Adjudicative concepts in the states [correspondence: subchapter A]
§ 5:82	Actors [correspondence: subchapter B]
§ 5:83	Initial stages [correspondence: subchapter C]
§ 5:84	Prehearing [correspondence subchapter D]
§ 5:85	Hearing [correspondence: subchapter E]
§ 5:86	The decision [correspondence subchapter F]
§ 5:87	Implementation of an adjudicative decision [correspondence: subchapter G]

CHAPTER 6. INTEGRITY IN THE ADMINISTRATIVE PROCESS

§ 6:1 Overview

A. DISTORTION OF THE DECISION

§ 6:10	Bias and prejudgment
§ 6:11	Separation of functions
§ 6:12	Ex parte

§ 6:13 Improper influence

B. GOOD GOVERNMENT

- § 6:20 Ethics
- § 6:21 Whistleblowing
- § 6:22 Professional responsibility
- § 6:23 Agency control over representatives
- § 6:24 Representation by non-lawyers

C. STATE LAW

- § 6:31 Distortion of the decisions [correspondence: subchapter A]
- § 6:32 Good Government [correspondence: subchapter B]

Volume 3

PART II. CONTROL OF THE ADMINISTRATIVE PROCESS

CHAPTER 7. IMPACT THROUGH OVERSIGHT

§ 7:1 Overview

A. THE BASIC SYSTEM

- § 7:10 Coordination of powers
- § 7:11 The distinction between executive agencies and independent agencies
- § 7:12 The context for administrative policymaking
- § 7:13 Regulation of lobbying as applied to the bureaucracy

B. LEGISLATIVE CONTROLS

- § 7:20 Introduction
- § 7:21 Structured controls
- § 7:22 The budget process
- § 7:23 Informal controls
- § 7:24 The General Accountability Office
- § 7:25 Relations with the executive branch

C. EXECUTIVE CONTROLS

§ 7:30	Introduction
§ 7:31	Executive orders
§ 7:32	Executive oversight institutions
§ 7:33	Relationship between the bureaucracy and
	executive leadership
§ 7:34	Control of agency policymakers via appointments
	and removals
§ 7:35	Attorney General opinions
§ 7:36	Central control of government litigation

D. ALTERNATIVE EXTERNAL CONTROL DEVICES

§ 7:40	Inspector General Systems
§ 7:41	Special investigative counsels
§ 7:42	Independent supervision of rulemaking
§ 7:43	Controls devices in other administrative law
	systems

H. STATE LAW

- § 7:50 The basic governmental system [correspondence: subchapter A]
 § 7:51 Legislative controls [correspondence: subchapter B]
- § 7:52 Executive [correspondence: subchapter C]

CHAPTER 8. LITIGATION WITH THE GOVERNMENT

- $\S~8:1~$ Evolution of the judicial role in the administrative process
- § 8:2 Administrative practice in court

A. THE STRUCTURE OF THE JUDICIAL PROCESS

§ 8:10	The fundamental system
§ 8:11	Determining the proper court
§ 8:12	Courts of special jurisdiction
§ 8:13	Higher court's treatment of lower court's review
§ 8:14	Subject matter jurisdiction
§ 8:15	Jurisdiction over the case

xviii

B. MECHANICS

§ 8:20	Forms of proceeding
§ 8:21	Litigation initiated by the government
§ 8:22	Pleading
§ 8:23	Parties and intervention in judicial proceedings
	relating to agencies
§ 8:24	Timing technicalities
$\S 8:25$	Interlocutory review
§ 8:26	Interim relief and stays
§ 8:27	Record for review
§ 8:28	Discovery in litigation with the government

C. REMEDIES

- § 8:30 Overview
 § 8:31 Types of remedies in review
 § 8:32 Factors considered in fashioning a remedy against the government
 § 8:33 Monetary remedies
 § 8:34 Actions for attorneys' fees
- § 8:35 Settlement

D. ACTIONS AGAINST GOVERNMENT EMPLOYEES

§ 8:40 The special nature of suits against employees
§ 8:41 Immunity for government employees
§ 8:42 Special statutory protection
§ 8:43 Federal employees in state court

E. ADMINISTRATIVE LAW IN PRIVATE LITIGATION

§ 8:50 Private right of action
 § 8:51 Citizen actions as part of administrative enforcement schemes
 § 8:52 Collateral effect of agency decisions and findings on courts
 § 8:53 Use of administrative decisions in private actions

F. STATE LAW

§ 8:60 The structure of the judicial process [correspondence: subchapter A]

§ 8:61 Mechanics [correspondence: subchapter B]
 § 8:62 Remedies [correspondence: subchapter C]
 § 8:63 Actions against government employees [correspondence: subchapter D]
 § 8:64 Administrative law in private litigation [correspondence: subchapter E]

CHAPTER 9. SYSTEM FOR ALLOCATING DECISIONMAKING

§ 9:1 Overview

A. EMBEDDED VALUES

§ 9:10 Constitutional principles Capturing the advantage of administrative § 9:11 decisionmaking § 9:12 Sense of comity restrains judicial interference Presumption of regularity § 9:13 § 9:14 Expertise and experience restrains judicial interference Probing the mind of administrative officials § 9:15 § 9:16 The inherent political aspect to many administrative decisions Recognition that administrative decisions result § 9:17 from a community of decisionmakers § 9:18 Federalism § 9:19 Optimizing judicial review as an empirical question

B. THE LANGUAGE OF JUDICIAL REVIEW AND THE STANDARDS OF REVIEW

§ 9:20	Deference versus controlling effect
§ 9:21	Overview of the standards of review
§ 9:22	De novo review or agreement review
§ 9:23	Clearly erroneous
§ 9:24	Reasonableness and substantial evidence
§ 9:25	Arbitrariness
§ 9:26	Hard look
§ 9:27	Abuse of Discretion
§ 9:28	Preponderance or weight of the evidence as a
	standard of review
§ 9:29	Harmless error

§ 9:30 Transference of standards from other systems

C. STATE LAW

- § 9:40 Embedded values [correspondence: subchapter A]
- § 9:41 The standards systems in the states [correspondence: subchapter B]

CHAPTER 10. REVIEW ACCORDING TO THE INTERNAL ADMINISTRATIVE PROCESS

- § 10:1 Overview
- § 10:2 The general impact of procedural formality on review

A. ADJUDICATION

- § 10:10 General principles
- § 10:11 Review of formal, trial-like adjudication
- § 10:12 Review of informal adjudications
- § 10:13 Review of administrative settlement agreements
- § 10:14 Review of reopening and reconsideration
- § 10:15 Review of orders

B. RULEMAKING

- § 10:20 General principles
- § 10:21 Review of legislative rules
- § 10:22 Review of guidance documents
- § 10:23 Review of the rulemaking process
- § 10:24 Review of rules guided by the nature of the controverted issues
- § 10:25 Relationship between the rule and the statute
- § 10:26 Review of interpretations of rules
- § 10:27 Review of amendment or repeal
- § 10:28 Review of a rule at enforcement or implementation
- § 10:29 Court action regarding a defective rule

C. OTHER

- § 10:40 Review of reasons
- § 10:41 Review of declaratory orders and advisory opinions

Administrative Law and Practice

§ 10:42 Review of other types of administrative decisionmaking

D. STATE LAW

§ 10:50	Review of adjudication [correspondence:
	subchapter A]
§ 10:51	Review of rules [correspondence: subchapter B]
§ 10:52	Review of other actions [correspondence:
	subchapter Cl

Volume 4

CHAPTER 11. LITIGATION OVER SPECIFIC TYPES OF ISSUES

§ 11:1 Issue driven review system

A. CONSTITUTIONAL QUESTIONS

§ 11:10	Overview
§ 11:11	Constitutional review in general
§ 11:12	Separation of powers and the relationship among the three branches of government and the federal bureaucracy
§ 11:13	Delegation of authority
§ 11:14	Special application of substantive due process in the administrative process
§ 11:15	Administrative agencies in a federal form of government
§ 11:16	Other constitutional challenges

B. FACTS

§ 11:20	Concept of limited review of factfinding
§ 11:21	Fundamental principle: Assuring a rational nexus between the factual conclusions and th administrative judgments
§ 11:22	Application of the standards of review
§ 11:23	Relationship between review of facts and other issues
§ 11:24	Evaluating findings of fact
§ 11:25	Special restraint for technical findings
§ 11:26	Constitutional facts and jurisdictional facts

xxii

C. POLICY AND LAW

§ 11:30	Review of discretionary action—an overview
§ 11:30.05	Evolution of arbitrariness review
§ 11:30.10	The Chenery principle on contemporaneous rationales
§ 11:30.15	Evolution of "Hard Look" review
§ 11:30.20	Modern arbitrariness review—State Farm synthesis
§ 11:30.25	Review of policy changes
§ 11:31	Standards of review for issues of law—Overview
§ 11:32	Pre-Chevron twentieth-century deference
§ 11:33	The Chevron opinion and its two-step
§ 11:34	Chevron step zero—Overview
§ 11:34.05	—Agency authority to administer the statute
§ 11:34.10	-Mead, Barnhart, and procedural formality
§ 11:34.15	—Major questions limitation
§ 11:34.20	—Defective procedures
§ 11:34.25	(Not) Chevron step zero—Chevron's interaction with stare decisis
§ 11:34.30	(Not) Chevron step-zero—Chevron and
	"jurisdictional" statutory constructions
§ 11:34.35	Chevron step zero—Worth the trouble?
§ 11:35	Chevron step one
§ 11:36	Chevron step two
§ 11:37	Skidmore deference to statutory and regulatory interpretations
§ 11:38	Auer deference to agency regulatory interpretations

D. PROCEDURE

- § 11:40 Scope of category
- § 11:41 Nature of the judicial role
- $\$ 11:42 Review of agency compliance with existing procedures
- § 11:43 Remedies for improper procedures

E. FAILURE TO ACT

- § 11:50 Overview
- § 11:51 Inaction
- § 11:52 Delay

F. STATE LAW

§ 11:60 Issue-driven system in state law [correspondence: § 11:1]

§ 11:61	Constitutional review [correspondence:
0.44.00	subchapter A]
§ 11:62	Review of facts in the states [correspondence: subchapter B]
§ 11:63	Review of policy and law in the states [correspondence: subchapter C]
§ 11:64	Procedural review in the states [correspondence: subchapter D]
§ 11:65	Failure to act [correspondence: subchapter E]

CHAPTER 12. THRESHOLD LIMITATIONS ON JUDICIAL REVIEW

A. REVIEWABILITY

§ 12:10	Fundamental issues
§ 12:11	Review precluded by statute
§ 12:12	Unreviewable discretion created by the absence
	of a meaningful basis for review
§ 12:13	Unreviewable discretion created by operation of
	law
§ 12:14	Judicial function in the face of unreviewability

B. FINAL AGENCY ACTION

§ 12:20	Finality
§ 12:21	Exhaustion of administrative remedies
§ 12:22	Issue exhaustion
§ 12:23	Primary jurisdiction
§ 12:24	Practical impact of the difference between
	exhaustion and primary jurisdiction

C. SOVEREIGN IMMUNITY

§ 12:30	Overview
§ 12:31	Historical perspective
§ 12:32	Foundation
§ 12:33	Flow and ebb of the doctrine in federal law
§ 12:34	Protection for state governments
§ 12:35	Protection for local governments
§ 12:36	Equitable estoppel

D. STATE LAW

§ 12:40 Unreviewability [correspondence: subchapter A]

xxiv

§ 12:41 Final agency action in the states [correspondence: subchapter B]
§ 12:42 Sovereign immunity [correspondence: subchapter C]

CHAPTER 13. JUSTICIABILITY FOR REVIEW OF ADMINISTRATIVE DECISIONS

§ 13:1 The concept of justiciability

A. STANDING

§ 13:9 "Standing"—One term for three doctrines Overview of constitutional standing § 13:10 § 13:11 Injury in fact § 13:12 Causal connection between the injury and the administrative decision § 13:13 Redressibility § 13:14 Prudential considerations § 13:15 Statutory standing and the "zone of interests" § 13:16 Standing for entities

B. RIPENESS

- § 13:20 General background
- § 13:21 Ripeness for individual decisions
- § 13:22 Ripeness for rulemaking

C. MOOTNESS

- § 13:30 Background principles § 13:31 Exceptions to mootness
- § 13:32 Review of moot administrative action

D. POLITICAL QUESTION

- § 13:40 The political question doctrine
- § 13:41 Political question doctrine applied to administrative action

E. STATE LAW

- § 13:50 Standing [correspondence: subchapter A]
- § 13:51 Prudential considerations [correspondence: § 13:14]

§ 13:52 Power of the legislatures to confer standing [correspondence: § 13:15]
 § 13:53 Standing for entities [correspondence: § 13:16]
 § 13:54 Ripeness [correspondence: subchapter B]
 § 13:55 Mootness [correspondence: subchapter C]

CHAPTER 14. GOVERNMENT INFORMATION: ACCESS AND CONTROL

A. GOVERNMENT PUBLICATIONS AND INFORMATION SERVICES

§ 14:10	Federal publication systems
-	Common law right of access to public records
-	Information compilation and distribution
-	Publicity as an enforcement device
-	Archives of the United States
§ 14:15	Electronic materials

B. FREEDOM OF INFORMATION ACT

§ 14:20	Introduction
§ 14:21	History
§ 14:22	Overview of the structure
§ 14:23	Publication and "available for public inspection in an
	electronic format"
§ 14:24	General access
§ 14:25	Judicial review
§ 14:26	How to make a request
§ 14:27	How to protect information submitted to the
	government

C. EXEMPTION FROM DISCLOSURE UNDER THE FREEDOM OF INFORMATION ACT

§ 14:30	The exemptions generally
§ 14:31	State secrets: Exemption 1
§ 14:32	Internal management information: Exemption 2
§ 14:33	Special statutes: Exemption 3
§ 14:34	Confidential business information: Exemption 4
§ 14:35	Internal government information: Exemption 5
§ 14:36	Individual information in government files:
	Exemption 6
§ 14:37	Law enforcement files: Exemption 7

xxvi

§ 14:38	Special protection for financial institutions:
	Exemption 8
8 14.00	0:1 1

§ 14:39 Oil wells: Exemption 9

D. OTHER OPENNESS LEGISLATION

§ 14:50	Privacy Act
§ 14:51	Trade Secret Act
§ 14:52	Open meetings legislation
§ 14:53	The Advisory Committee Act

E. STATE LAW

§ 14:60	Government publication and information
	services [correspondence: subchapter A]
§ 14:61	State public information legislation
	[correspondence: subchapter B]
§ 14:62	Exemptions [correspondence: subchapter C]
§ 14:63	State open meetings statutes [correspondence:
	§ 14:52]
	0 3

Volume 5

APPENDICES

Appendix I.	The Constitution of the United States of America
Appendix II.	Federal Administrative Procedure Act
Appendix III.	Freedom of Information Act
Appendix IV.	Privacy Act of 1974
Appendix V.	Government in the Sunshine Act
Appendix VI.	Federal Advisory Committee Act
Appendix VII.	Regulatory Flexibility Act
Appendix VIII.	Administrative Dispute Resolution Act
Appendix IX.	Negotiated Rulemaking Act
Appendix X.	Ethics in Government Act
Appendix XI.	Equal Access to Justice Act
Appendix XII.	Executive Orders
Appendix XIII.	Model State Administrative Procedure Act (1961)

xxvii

Administrative Law and Practice

Appendix XIV. Model State Administrative Procedure

Act (1981)

Appendix XV. Model State Administrative Procedure

Act (2010)

Table of Laws and Rules

Table of Cases

Index