

Table of Contents

PART I. ADMINISTRATIVE LAW IN MASSACHUSETTS—A GENERAL OVERVIEW OF FUNDAMENTAL PRINCIPLES, PRACTICES AND PROCEDURES

CHAPTER 1. THE ORIGINS, DEVELOPMENT, AND PRESENT STATUS OF ADMINISTRATIVE LAW IN MASSACHUSETTS

- § 1:1 The nature of administrative law
- § 1:2 Administrative law in the Commonwealth—The colonial period
 - § 1:3 —The late 18th century
 - § 1:4 —The 19th century
 - § 1:5 — —Railroad regulation
 - § 1:6 —The 1885 Opinion of the Justices sanctioning delegation and administrative agency rulemaking
 - § 1:7 —The late 19th century and the early 20th century
- § 1:8 Article Sixty-Six of the Amendments to the Massachusetts Constitution
- § 1:9 Article Eighty-Seven of the Amendments to the Massachusetts Constitution
- § 1:10 The initial filing and publication requirements for agency rules and regulations
- § 1:11 The movement for uniform and comprehensive administrative procedure acts
- § 1:12 The Massachusetts Administrative Procedure Act
- § 1:13 Informal administrative agency action
- § 1:14 Local administrative law—No standard administrative procedure act for municipal administrative agencies and officials
- § 1:15 The Secretary of the Executive Office of Administration and Finance
- § 1:16 Governmental agencies independent of the Governor's Cabinet structure
- § 1:17 The Lieutenant Governor
- § 1:18 The Executive Council
- § 1:19 The Office of Attorney General—History of the Office
- § 1:20 —The present statutory structure
- § 1:21 The Office of the Attorney General—Primary control over all litigation involving the interests of the Commonwealth

- § 1:22 The Attorney General—Advisory Opinions
- § 1:23 The Office of the Attorney General—Initiative petition process
- § 1:24 The Office of the Secretary of State
- § 1:25 The Office of the Treasurer and Receiver General
- § 1:26 The Office of the State Auditor
- § 1:27 The Office of the Inspector General
- § 1:28 Boards, commissions, and agencies within the judicial department

CHAPTER 2. THE DOCTRINE OF SEPARATION OF POWERS

- § 2:1 The doctrine of separation of powers
- § 2:2 Article 30 of the Massachusetts Declaration of Rights
- § 2:3 The Supreme Judicial Court and the doctrine of separation of powers
- § 2:4 Legislative encroachment upon executive power
- § 2:5 Legislative encroachment upon judicial power
- § 2:6 Legislative vetoes—In general
- § 2:7 —In Massachusetts—Appropriations, expenditures, and state personnel
- § 2:8 — —Administrative agency or official rules and regulations
- § 2:9 Special legislation
- § 2:10 Executive encroachment upon legislative power
- § 2:11 Executive encroachment upon judicial power
- § 2:12 Executive veto—In general
- § 2:13 —appropriations
- § 2:14 Executive orders—In general
- § 2:15 The Supreme Judicial Court's review of executive orders
- § 2:16 Executive privilege
- § 2:17 Writs of Mandamus against the Governor and the Legislature
- § 2:18 Judicial encroachment upon legislative power
- § 2:19 Judicial encroachment upon executive power
- § 2:20 Advisory opinions of the Supreme Judicial Court
- § 2:21 Inherent, implied, incidental, ancillary, and auxiliary power

CHAPTER 3. DELEGATION OF POWER—THE CREATION OF THE ADMINISTRATIVE AGENCY

- § 3:1 Delegation of powers—In general
- § 3:2 The enabling act
- § 3:3 Ultra vires exercise of delegated power
- § 3:4 The separation of powers challenge to delegation
- § 3:5 Earliest delegations of legislative power—To towns and cities
- § 3:6 Earliest delegations of legislature power—Power to regulate and control streets, highways, and sidewalks
- § 3:7 Earliest delegations of legislative power—Power to protect public health
- § 3:8 —Power to protect public morals

TABLE OF CONTENTS

§ 3:9	—Power to apportion costs of large-scale public improvements and betterments
§ 3:10	Delegation and municipal police power
§ 3:11	Early delegations of governmental power to private persons and groups
§ 3:12	Delegation and the doctrine of the police power of the state
§ 3:13	Late 19th century state delegation developments
§ 3:14	The emergence of the modern doctrine of nondelegation
§ 3:15	The requirement of statutory standards
§ 3:16	Delegations in local zoning
§ 3:17	Delegation without statutory standards sustained—Judicial willingness to imply standards
§ 3:18	—Judicial derivation of standards from examination of purposes and provisions of the statute
§ 3:19	Delegation of criminal penalty-making power
§ 3:20	Delegation to private persons or groups
§ 3:21	Delegation of the power of eminent domain
§ 3:22	Delegation of the power to establish and impose a license fee
§ 3:23	Delegation of the power to tax
§ 3:24	Delegation of the power to impose a civil penalty
§ 3:25	Delegation of public trust rights
§ 3:26	Delegation of judicial or adjudicatory power
§ 3:27	Subdelegation
§ 3:28	The Supreme Judicial Court and the Davis theory of delegation

CHAPTER 4. ADMINISTRATIVE AGENCY COMPULSORY ACQUISITION OF INFORMATION

I. ADMINISTRATIVE AGENCY SUBPOENAS

§ 4:1	The need for compulsory acquisition of information
§ 4:2	Administrative subpoenas
§ 4:3	Federal constitutional review of administrative agency power of investigation
§ 4:4	Administrative agency power of investigation in Massachusetts—In general
§ 4:5	Administrative agency power of compulsory process—The need for statutory authority
§ 4:6	Rights of witnesses—In general
§ 4:7	Constitutional right to resist unreasonable administrative subpoenas
§ 4:8	Privilege against self-incrimination and administrative agency subpoenas
§ 4:9	Immunity from prosecution and state administrative agencies
§ 4:10	Administrative agency proceedings and the taking of testimony under oath or affirmation
§ 4:11	Administrative agency proceedings and perjury
§ 4:12	The Massachusetts Administrative Procedure Act and subpoenas—In general

- § 4:13 —Statutory right of parties in adjudicatory proceedings to subpoena
- § 4:14 —Summoning witnesses and payment of fees
- § 4:15 —Agency power to vacate or modify subpoenas
- § 4:16 —Subdelegation of power to issue subpoenas
- § 4:17 Enforcement of state administrative agency subpoenas—In general
- § 4:18 —Two-stage procedure
- § 4:19 —Statutory authority of courts to compel compliance
- § 4:20 —Scope of judicial inquiry
- § 4:21 —Contempt

II. ADMINISTRATIVE AGENCY INSPECTIONS

- § 4:22 In general
- § 4:23 Police power in Massachusetts
- § 4:24 Complaints, area physical inspections, and code enforcement
- § 4:25 Licensing of business activities
- § 4:26 Need for search warrant where consent not given
- § 4:27 Knowledgeable and informed consent
- § 4:28 State licensing and implied consent to inspection
- § 4:29 Exigent circumstances exception to warrant requirement
- § 4:30 Special needs exceptions to warrant requirement
- § 4:31 Pervasively regulated industries exception to warrant requirement
- § 4:32 Search warrants and the standard of diminished probable cause
- § 4:33 Administrative inspection warrants in Massachusetts—Controlled substances and the inspection of pharmacies
- § 4:34 —Other problem areas

III. THE REQUIRED RECORDS DOCTRINE

- § 4:35 The required records doctrine—In general
- § 4:36 —In Massachusetts

CHAPTER 5. PROCEDURAL DUE PROCESS AND THE DEMISE OF THE RIGHT-PRIVILEGE DISTINCTION

- § 5:1 The right-privilege distinction at common law—In general
- § 5:2 —In Massachusetts
- § 5:3 The demise of the right-privilege distinction—The United States Supreme Court, the procedural due process explosion, and *Goldberg v. Kelly*
- § 5:4 The United States Supreme Court's protected interest doctrine—*Board of Regents v. Roth*, *Perry v. Sindermann*, and *Morrissey v. Brewer*
- § 5:5 The United States Supreme Court's bifurcated due process analysis—An overview

TABLE OF CONTENTS

- § 5:6 The United States Supreme Court and procedural due process—The retrenchment of protected liberty or property interests
- § 5:7 The United States Supreme Court and the determination of what process is due—The *Mathews v. Eldridge* balancing test
- § 5:8 Procedural due process in Massachusetts—The Supreme Judicial Court's avoidance of *Goldberg v. Kelly* (1970–1972)
- § 5:9 —The Supreme Judicial Court's reluctance to accept the United States Supreme Court's expansion of procedural due process (1973–1976)
- § 5:10 —The Supreme Judicial Court and procedural due process for public employees
- § 5:11 —A critical review of the present status of the right-privilege distinction in Massachusetts law
- § 5:12 —The Massachusetts Sex Offender Registry Law
- § 5:13 Procedural due process and summary action by administrative agencies

PART II. THE CONDUCT OF ADMINISTRATIVE AGENCY PROCEEDINGS

CHAPTER 6. EVIDENCE AND THE PROCESS OF PROOF

- § 6:1 Evidence and agency proceedings—Introduction
- § 6:2 Adjudicatory proceedings—Formal rules of evidence not applicable
- § 6:3 —Preponderance of evidence
- § 6:4 The substantial evidence rule—Pre-Administrative Procedure Act
- § 6:5 —The Administrative Procedure Act
- § 6:6 —Post-Administrative Procedure Act
- § 6:7 —The entire record requirement applied
- § 6:8 The legal residuum rule—In general
- § 6:9 The legal residuum rule in Massachusetts—The *Moran* decision
- § 6:10 —The *Sinclair* decision
- § 6:11 —The Administrative Procedure Act
- § 6:12 —The rule in question
- § 6:13 —The demise of the rule

CHAPTER 7. OTHER EVIDENTIARY MATTERS

- § 7:1 Observance of rules of privilege, not formal rules of evidence
- § 7:2 Unduly repetitious evidence
- § 7:3 Standards of admissibility of evidence in adjudicatory proceedings
- § 7:4 Judicial notice by state administrative agencies

- § 7:5 Official notice by state administrative agencies
- § 7:6 Burden of proof in adjudicatory proceedings
- § 7:7 Burden of production of evidence, or burden of going forward,
in adjudicatory proceedings
- § 7:8 The measure of persuasion in an adjudicatory proceeding
- § 7:9 Adjudicatory proceedings and the exclusionary rule in
Massachusetts—The admissibility of evidence illegally seized
or obtained
- § 7:10 Admissibility of evidence in state administrative agency
adjudicatory proceeding—The failure to admit appropriate
evidence
- § 7:11 Inadmissibility of evidence in state administrative agency
adjudicatory proceeding—The admission of inadmissible
evidence
- § 7:12 Evidentiary rulings—Offers of proof
- § 7:13 Written evidentiary submissions and paper hearings
- § 7:14 Inferences, presumptions, and prima facie evidence in
Massachusetts adjudicatory proceedings
- § 7:15 The presumption of regularity of official proceedings
- § 7:16 Experts and adjudicatory proceedings
- § 7:17 The attorney-client privilege
- § 7:18 The attorney work product doctrine

CHAPTER 8. BIAS, PREJUDICE, OR INTEREST IN ADMINISTRATIVE AGENCY ADJUDICATIONS

- § 8:1 In general
- § 8:2 Disqualification or recusation of administrative agency officials
for invalidating bias, prejudice, or interest
- § 8:3 The state constitutional requirement of an impartial tribunal
- § 8:4 Invalidating bias—Prejudgment of adjudicative facts
- § 8:5 Possible invalidating bias—Personal prejudice or hostility to a
party or counsel for a party
- § 8:6 Invalidating interest—A significant personal financial stake or
pecuniary interest in the outcome
- § 8:7 Invalidating relationships—A potential for favoritism
- § 8:8 Non-invalidating bias—Prejudgment of law, public policy, and
legislative facts
- § 8:9 —The combination of governmental functions
- § 8:10 The Rule of Necessity
- § 8:11 Procedure and time for asserting disqualification or recusation

CHAPTER 9. HEARING OFFICERS, THE DIVISION OF ADMINISTRATIVE LAW APPEALS, AND THE CONDUCT OF ADMINISTRATIVE AGENCY ADJUDICATIONS

- § 9:1 Hearing officers and the conduct of administrative agency
adjudications—In general
- § 9:2 Hearing officers in Massachusetts—The utilization of a variety
of approaches for conducting adjudicatory proceedings

TABLE OF CONTENTS

- § 9:3 —The designation of a member of a collegial body to conduct a hearing in place of the agency, board, or commission
- § 9:4 —The agency staff and internal separation approach
- § 9:5 —The agency staff and the single function approach
- § 9:6 —The impartial or disinterested outsider, or the external hearing officer approach
- § 9:7 —The central panel approach and the Division of Administrative Law Appeals
- § 9:8 Administrative court proposals in Massachusetts—The judicialization of the agency adjudicatory process
- § 9:9 The Division of Administrative Law Appeals—An overview
- § 9:10 Traditional relationship of hearing officer to agency, board, or commission
- § 9:11 The hearing officer's report—Generally
- § 9:12 —An essential part of the entire proceedings or record in an adjudicatory proceeding
- § 9:13 —Weight to be given report by reviewing court
- § 9:14 —Duty to make subsidiary findings of fact

CHAPTER 10. ADJUDICATORY PROCEEDINGS

I. NATURE AND SCOPE

- § 10:1 The legislative-adjudicative fact distinction—Rulemaking v. adjudication generally
- § 10:2 Investigations by state administrative agencies
- § 10:3 Rights of parties in state administrative agency investigation
- § 10:4 The nature of adjudicatory proceedings under M.G.L. c. 30A, §§ 10, 11, and 12—In general
- § 10:5 —Requirement of opportunity for full and fair hearing
- § 10:6 The nature of a full and fair hearing under M.G.L. c. 30A, § 10
- § 10:7 Responsibility for requesting a hearing under M.G.L. c. 30A, § 10
- § 10:8 Informal disposition under M.G.L. c. 30A, § 10
- § 10:9 Limitation of issues to be heard or variation of procedures prescribed by M.G.L. c. 30A, § 11 under M.G.L. c. 30A, § 10
- § 10:10 Intervention as a party under M.G.L. c. 30A, § 10
- § 10:11 Intervention for limited purpose under M.G.L. c. 30A, § 10
- § 10:12 Opportunity for more than one hearing under M.G.L. c. 30A, § 10—Only last available must comply with M.G.L. c. 30A
- § 10:13 Opportunity to obtain agency hearing followed by one or more record appeals under M.G.L. c. 30A, § 10—Only M.G.L. c. 30A, §§ 11(7) and (8) applicable to appeal procedure
- § 10:14 Adjudicatory proceedings under M.G.L. c. 30A—Inapplicable where direction of agency or request of person for hearing not made as required by provision of law
- § 10:15 Intervention where damage to environment at issue—Proceedings under M.G.L. c. 30A, § 10A

§ 10:16 Parties to adjudicatory proceedings under M.G.L. c. 30A

II. CONDUCT OF ADJUDICATORY PROCEEDINGS

- § 10:17 Proceedings under M.G.L. c. 30A, § 11—In general
- § 10:18 Proceedings under M.G.L. c. 30A, § 11(1)—Reasonable notice of hearing
- § 10:19 —Agency inability or delay in fully stating issues
- § 10:20 Proceedings under M.G.L. c. 30A, § 11(2)—Evidentiary requirements
- § 10:21 Proceedings under M.G.L. c. 30A, § 11(3)—Right to call and examine witnesses
- § 10:22 —Right to introduce exhibits
- § 10:23 —Right to cross-examine witnesses who testify
- § 10:24 —Right to submit rebuttal evidence
- § 10:25 Proceedings under M.G.L. c. 30A, § 11(4)—Evidence in possession of state administrative agency
- § 10:26 —Documentary evidence
- § 10:27 —Exclusiveness of the record
- § 10:28 Proceedings under M.G.L. c. 30A, § 11(5)—Judicial notice
- § 10:29 —Official notice
- § 10:30 —Agency utilization of experience, technical competence, and specialized knowledge
- § 10:31 Proceedings under M.G.L. c. 30A, § 11(6)—The agency record
- § 10:32 —Requests for transcripts of official record
- § 10:33 —The contents of the official record
- § 10:34 Proceedings under M.G.L. c. 30A, § 11(7)—Tentative or proposed decision where majority of agency officials who are to render final decision have neither heard nor read the evidence
- § 10:35 —Agency requirement by regulation of written request in advance for tentative or proposed decisions
- § 10:36 Proceedings under M.G.L. c. 30A, § 11(8)—The agency's final decision, including reasons and findings
- § 10:37 —The statement of reasons
- § 10:38 —Findings of fact and rulings of law
- § 10:39 —The agency's duty to make subsidiary findings of fact
- § 10:40 —Notification to parties of agency decision and right to review or appeal
- § 10:41 —Receipt of a copy of the decision and of the statement of reasons
- § 10:42 Proceedings under M.G.L. c. 30A, § 11C—Hearings in municipalities
- § 10:43 Order of proceedings, appearances, and preliminary motions
- § 10:44 The power of state administrative agencies to enter nunc pro tunc decisions and orders
- § 10:45 Agency authority to enter cease and desist orders
- § 10:46 No right to counsel
- § 10:47 Right of non-lawyers to act as representatives of parties
- § 10:48 The award of attorneys' fees by state administrative agencies

TABLE OF CONTENTS

§ 10:49	Consistency and stare decisis in agency adjudicatory proceedings
§ 10:50	Summary judgment for failure to demonstrate compliance with agency's threshold requirements
§ 10:51	The choice between adjudication and rulemaking in the development of agency policy
§ 10:52	Resolution of inter-agency conflict by Governor and council under M.G.L. c. 30, § 5
§ 10:53	State administrative agencies and constitutional challenges to statutes or regulations
§ 10:54	Advisory rulings under M.G.L. c. 30A, § 8
§ 10:55	Reliance on administrative agency advice or statement of position and the doctrine of equitable estoppel
§ 10:56	The defense of entrapment
§ 10:57	The Ashbacker Doctrine, consolidation of proceedings, and comparative hearings
§ 10:58	Res judicata (claim preclusion), collateral estoppel (issue preclusion), and the preclusive effects of administrative agency adjudications
§ 10:59	Appeals to state administrative agencies of decision of local regulatory bodies
§ 10:60	Ex parte communications and contacts in adjudicatory proceedings

Table of Contents

PART II. THE CONDUCT OF ADMINISTRATIVE AGENCY PROCEEDINGS (CONTINUED)

CHAPTER 11. THE STANDARD RULES OF PRACTICE AND PROCEDURE IN ADJUDICATORY PROCEEDINGS

I. DIVERSITY AND UNIFORMITY IN THE CONDUCT OF ADJUDICATORY PROCEEDINGS

- § 11:1 The adoption of the Massachusetts Administrative Procedure Act and agency procedural diversity
- § 11:2 The desire for uniformity—Initial efforts
- § 11:3 —The 1977–1978 legislative amendments to the Massachusetts Administrative Procedure Act
- § 11:4 The promulgation of the Standard Adjudicatory Rules of Practice and Procedure
- § 11:5 General overview of the Standard Adjudicatory Rules of Practice and Procedure
- § 11:6 The right to an adjudicatory hearing

II. SCOPE AND CONSTRUCTION OF RULES

- § 11:7 Scope and construction of the Formal Rules
- § 11:8 Scope and construction of the Informal/Fair Hearing Rules

III. INITIAL STEPS IN AN ADJUDICATORY PROCEEDING UNDER THE FORMAL RULES

- § 11:9 The initiation of an adjudicatory proceeding under the Formal Rules—In general
- § 11:10 —Form, content, and timing of notice of claim for an adjudicatory proceeding
- § 11:11 —Nature and timing of answer
- § 11:12 —Filing and signing of papers
- § 11:13 —Form, size, copies, and service of papers filed

IV. INITIAL STEPS IN AN ADJUDICATORY PROCEEDING UNDER THE INFORMAL/FAIR HEARING RULES

- § 11:14 The initiation of an adjudicatory proceeding under the Informal/Fair Hearing Rules—In general

- § 11:15 —Form, content, and timing of notice of action and of request for an adjudicatory hearing
- § 11:16 —No provision for answer
- § 11:17 —Form, signing, and filing of papers under Informal/Fair Hearing rules

V. CONSIDERATION OF TIME UNDER THE FORMAL AND THE INFORMAL/FAIR HEARING RULES

- § 11:18 Timely filing and computation of time under the Formal Rules
- § 11:19 Extension of time under the Formal Rules
- § 11:20 Timely filing and computation of time under the Informal/Fair Hearing Rules
- § 11:21 Extension of time under the Informal/Fair Hearing Rules

VI. REPRESENTATION AND APPEARANCES

- § 11:22 Representation and appearance under the Formal Rules
- § 11:23 Representation and appearance under the Informal/Fair Hearing Rules

VII. BENEFITS AND ASAPS UNDER THE INFORMAL/FAIR HEARING RULES

- § 11:24 The ASAP exception to the initiation of an adjudicatory proceeding under the Informal/Fair Hearing Rules
- § 11:25 The continuation of benefits pending appeal under the Informal/Fair Hearing Rules
- § 11:26 The termination of continued benefits under the Informal/Fair Hearing Rules

VIII. MOTIONS AND SPECIAL REQUESTS

- § 11:27 Motions under the Formal Rules—In general
- § 11:28 —Action on motions
- § 11:29 —Factual bases
- § 11:30 —Motion for more definite statement
- § 11:31 —Motion to strike
- § 11:32 —Motion to continue hearing
- § 11:33 —Motion to change venue
- § 11:34 —Motion for a speedy hearing
- § 11:35 —Motion to dismiss
- § 11:36 —Motion for summary decision
- § 11:37 —Motion for substitution of parties
- § 11:38 —Motion for consolidation of proceedings
- § 11:39 —Motions to reopen and for reconsideration
- § 11:40 Special requests under the Informal/Fair Hearing Rules

IX. DISCOVERY

- § 11:41 Discovery under the Formal Rules—In general

TABLE OF CONTENTS

- § 11:42 —Requests for documents
- § 11:43 —Depositions—When permitted
- § 11:44 — —Scope and conduct
- § 11:45 —Use of interrogatories
- § 11:46 —Answers to interrogatories
- § 11:47 —Objections and protective orders
- § 11:48 —Motion for order compelling discovery
- § 11:49 Discovery under the Informal/Fair Hearing Rules

X. INTERVENTION

- § 11:50 Intervention—In general
- § 11:51 Intervention and participation under the Formal Rules—
Initiation, form, content, and filing of petition
- § 11:52 —Rights of intervenors and participants
- § 11:53 —Intervention to protect the environment
- § 11:54 Permissive reference

XI. HEARINGS AND CONFERENCES UNDER THE FORMAL RULES

- § 11:55 Hearings and conferences under the Formal Rules—In
general
- § 11:56 —Pre-hearing conferences
- § 11:57 —Stipulations
- § 11:58 —Submission without a hearing
- § 11:59 —Conduct of hearings
- § 11:60 —The order of proceedings
- § 11:61 —Presentation of evidence
- § 11:62 —Objections to evidentiary and procedural rulings
- § 11:63 —Subpoenas
- § 11:64 —Administrative notice
- § 11:65 —Transcripts of proceedings
- § 11:66 —Hearing briefs
- § 11:67 —Settling the record

XII. HEARINGS UNDER THE INFORMAL/FAIR HEARING RULES

- § 11:68 Hearings under the Informal/Fair Hearing Rules—Group
hearings
- § 11:69 —Adjustment of matters related to hearings
- § 11:70 —Submission without a hearing
- § 11:71 —Notice of hearings
- § 11:72 —Dismissal for failure to appear
- § 11:73 —Dismissal for failure to prosecute
- § 11:74 —Presiding officer's duties and powers
- § 11:75 —Rights and duties of parties
- § 11:76 —Rights and duties of the agency
- § 11:77 —Evidence

- § 11:78 —Subpoenas
- § 11:79 —Scheduling
- § 11:80 —The hearing record
- § 11:81 —Continuances

XIII. POST-HEARING ACTIONS UNDER THE FORMAL RULES

- § 11:82 Decisions under the Formal Rules
- § 11:83 Tentative decisions under the Formal rules
- § 11:84 Final decisions under the Formal Rules
- § 11:85 Unavailability of decision maker under the Formal Rules
- § 11:86 Notice of decision under the Formal Rules
- § 11:87 Further appeals under the Formal Rules
- § 11:88 Withdrawal of exhibits and recording media under the Formal Rules

XIV. POST-HEARING ACTIONS UNDER THE INFORMAL/FAIR HEARING RULES

- § 11:89 Decisions under the Informal/Fair Hearing Rules
- § 11:90 Appeals under the Informal/Fair Hearing Rules

XV. MISCELLANEOUS PROVISIONS UNDER THE FORMAL AND THE INFORMAL/FAIR HEARING RULES

- § 11:91 Miscellaneous provisions applicable to all adjudicatory proceedings
- § 11:92 Amendments to the Standard Adjudicatory Rules of Practice and Procedure
- § 11:93 Severability of rules
- § 11:94 Exemptions from the Standard Adjudicatory Rules of Practice and Procedure
- § 11:95 Conflict of interest provisions of the Standard Adjudicatory Rules of Practice and Procedure
- § 11:96 Ex parte communications

XVI. CONDUCT OF MEDIATION AT THE DIVISION OF ADMINISTRATIVE LAW APPEALS

- § 11:97 Conduct of mediation at DALA—In general
- § 11:98 Referral of DALA cases to mediation
- § 11:99 The mediation process

CHAPTER 12. ADMINISTRATIVE AGENCY RULES AND RULEMAKING

I. RULES, REGULATIONS, AND RULEMAKING

- § 12:1 Rules, Regulations, and Rulemaking—In general

TABLE OF CONTENTS

- § 12:2 Authority to promulgate rules or regulations
- § 12:3 Definition of regulation under M.G.L. c. 30A, § 1(5)
- § 12:4 Legal effect of valid rule or regulation
- § 12:5 Agency bound by its own rules and regulations

II. PROCEDURES FOR RULEMAKING

- § 12:6 Procedures for rulemaking—In general
- § 12:7 Drafting Regulations
- § 12:8 The preparation of draft regulations
- § 12:9 Executive Order 145
- § 12:10 The Executive Office for Administration and Finance and regulations
- § 12:11 Notice under M.G.L. c. 30A, § 2
- § 12:12 Notice under M.G.L. c. 30A, § 3
- § 12:13 Publishing of notices in the Massachusetts Register by the Secretary of State
- § 12:14 Requirement of public hearing under M.G.L. c. 30A, § 2
- § 12:15 Nature of public hearing under M.G.L. c. 30A, § 2
- § 12:16 Emergency regulations under M.G.L. c. 30A, § 2
- § 12:17 Participation of interested persons required under M.G.L. c. 30A, § 3
- § 12:18 Emergency regulations under M.G.L. c. 30A, § 3
- § 12:19 Rulemaking under M.G.L. c. 30A—No relief from specific statutory approval provisions
- § 12:20 —The Secretary of State’s regulatory authority
- § 12:21 —Exceptions to regulatory requirements under 950 CMR 20.06
- § 12:22 Filing of regulations
- § 12:23 Petition of interested persons for adoption, amendment, or repeal of regulations
- § 12:24 Summary of timelines for issuing regulations
- § 12:25 Summary of timelines for issuing emergency regulations

III. GROUNDS FOR INVALIDITY OF RULE OR REGULATION

- § 12:26 Presumption of validity of rule or regulation same as deference to validity of statute
- § 12:27 Ultra vires or in excess of statutory authority
- § 12:28 Irregularity for failure to adopt in compliance with statutory procedural requirements
- § 12:29 Inconsistent with other rules or regulations of the agency
- § 12:30 Inconsistent with, or repugnant to, statutes
- § 12:31 No rational relationship to objective sought to be accomplished by enabling or organic act
- § 12:32 Arbitrary, capricious, or unreasonable
- § 12:33 Subject fully regulated by statute
- § 12:34 Unconstitutionality

IV. CONSTRUCTION AND INTERPRETATION OF RULES OR REGULATIONS

- § 12:35 Agency authority to define or interpret statutory terms
- § 12:36 Agency interpretation of its own rules or regulations
- § 12:37 Contemporaneous and long-standing agency interpretation of a statute, or participation in drafting a statute
- § 12:38 Specific statutory rulemaking authority no bar to consistent action under general statutory rulemaking authority
- § 12:39 Reinterpretation of reasoning behind application of existing rules

V. CHOICE BETWEEN RULEMAKING AND ADJUDICATION

- § 12:40 The development of agency policy

VI. PUBLICATION AND AVAILABILITY OF ADMINISTRATIVE AGENCY RULES AND REGULATIONS

- § 12:41 Publication and availability of administrative agency rules and regulations—In general
- § 12:42 —Historical overview in Massachusetts
- § 12:43 —Filing and publication in the Massachusetts Register

VII. THE MASSACHUSETTS REGISTER

- § 12:44 Creation of the Massachusetts Register
- § 12:45 Contents of the Massachusetts Register—Under M.G.L. c. 30A, § 6
- § 12:46 —Other materials
- § 12:47 Emergency regulations
- § 12:48 Rebuttable presumption of regularity by publication
- § 12:49 Matters excluded from definition of regulation under M.G.L. c. 30A, § 6
- § 12:50 Judicial notice of contents
- § 12:51 Availability of the Massachusetts Register

VIII. THE CODE OF MASSACHUSETTS REGULATIONS

- § 12:52 The Code of Massachusetts Regulations—Origins
- § 12:53 —Organization of the Code
- § 12:54 —Alphabetical listing of agencies
- § 12:55 —Emergency regulations
- § 12:56 Determining whether a specific rule or regulation remains current

IX. JUDICIAL REVIEW OF STATE ADMINISTRATIVE AGENCY RULES OR REGULATIONS

- § 12:57 Availability of declaratory relief under M.G.L. c. 30A, § 7

TABLE OF CONTENTS

- § 12:58 Rules or regulations reviewable under M.G.L. c. 30A, § 7
- § 12:59 No collateral attack permissible
- § 12:60 Guiding principles
- § 12:61 Reviewability of agency fiscal impact statements
- § 12:62 Ex parte communications and contacts in rulemaking proceedings

CHAPTER 13. STATE LICENSING

I. LICENSES AND LICENSING

- § 13:1 Licenses and licensing—In general
- § 13:2 Licenses and licensing in Massachusetts—In general
- § 13:3 Licenses and the Massachusetts Administrative Procedure Act—Definition
- § 13:4 Initial issuance of a license
- § 13:5 Revocation, refusal to renew, or suspension of a license
- § 13:6 Inapplicability of licensing provisions and requirements of M.G.L. c. 30A, § 13
- § 13:7 Judicial review of license revocation, failure to renew, or suspension
- § 13:8 The proliferation of state licensing

II. PROFESSIONAL AND OCCUPATIONAL LICENSING

- § 13:9 Professional and occupational licensing—In general
- § 13:10 The Division of Professional Licensure
- § 13:11 The boards of registration and examination
- § 13:12 The composition of boards of registration and examination
- § 13:13 The police power, the right to pursue a lawful vocation, and procedural due process
- § 13:14 Registration of certain professions and occupations under M.G.L. c. 112
- § 13:15 The definition of the scope of practice
- § 13:16 The unlicensed practitioner
- § 13:17 Approval of schools and curriculum
- § 13:18 Entrance into the profession or occupation
- § 13:19 Denial of license for failure to pass examination
- § 13:20 Denial of license for lack of citizenship status
- § 13:21 The setting of standards for continuance in the profession or occupation
- § 13:22 Grounds for the suspension, revocation, or cancellation of licenses
- § 13:23 Defining gross misconduct in professional or occupational practice
- § 13:24 Defining unprofessional conduct in professional or occupational practice
- § 13:25 Offenses against the laws of the Commonwealth relating to the practice of the profession as grounds for suspension, revocation, or cancellation of license

- § 13:26 Suspension, revocation, or cancellation of licenses for commission of a crime
- § 13:27 False statements in application for a license
- § 13:28 No prohibitions on advertising or disseminating truthful information
- § 13:29 Hearing on suspension, revocation, or cancellation of license under M.G.L. c. 112, § 62
- § 13:30 Informal or probationary sanctions as a matter of implied powers
- § 13:31 Disciplinary sanctions applicable to boards under the supervision of the Division of Professional Licensure
- § 13:32 Judicial deference to boards of registration and licensure regarding the imposition of disciplinary sanctions
- § 13:33 Judicial review of suspension, revocation, or cancellation of professional or occupational licenses
- § 13:34 No court order staying or superseding a suspension, revocation, or cancellation decision of a board of registration pending judicial review
- § 13:35 Acquittal on criminal charges not a double jeopardy bar to disciplinary sanctions
- § 13:36 Pendency of action before criminal court or board and no continuances of court trial or board hearings
- § 13:37 Reciprocity in licensing with other states

III. THE LICENSING AND REGULATION OF LAWYERS IN MASSACHUSETTS

- § 13:38 The licensing and regulation of lawyers in Massachusetts—In general
- § 13:39 The inherent judicial function of admission of members to the bar
- § 13:40 The Board of Bar Examiners
- § 13:41 Requirements for admission to the bar by written examination
- § 13:42 Requirements for admission to the bar on motion
- § 13:43 The requirement of good moral character—The United States Supreme Court decisions
- § 13:44 —In Massachusetts
- § 13:45 The Board of Bar Overseers, the Bar Counsel, and hearing committees
- § 13:46 Grounds for discipline
- § 13:47 Types of discipline
- § 13:48 Investigation of complaints against lawyers
- § 13:49 Admonitions
- § 13:50 Formal disciplinary hearings
- § 13:51 Expedited hearings
- § 13:52 Review by Board of Bar Overseers
- § 13:53 Review by single justice of Supreme Judicial Court of public reprimand, suspension, or disbarment determinations of the Board of Bar Overseers

TABLE OF CONTENTS

§ 13:54	Disbarment by consent
§ 13:55	Immunity for complainants and for disciplinary officials
§ 13:56	Disciplinary matters involving related pending civil, criminal, or administrative proceedings
§ 13:57	Lawyers convicted of crimes
§ 13:58	Certificate of conviction of a crime by a lawyer
§ 13:59	Proceedings where an attorney poses a threat of substantial harm to clients
§ 13:60	Disability inactive status
§ 13:61	Reinstatement of lawyer from disability inactive status
§ 13:62	Refusal of complainant to proceed, and settlement, compromise, or restitution need not abate complaint
§ 13:63	Resignations by lawyers under disciplinary investigation
§ 13:64	Reciprocal discipline of other jurisdictions
§ 13:65	Action by attorneys after disbarment, suspension, resignation, or transfer to disability inactive status
§ 13:66	Confidentiality of disciplinary investigations and proceedings
§ 13:67	Subpoena power and oaths in disciplinary investigations and proceedings
§ 13:68	Costs of disciplinary proceedings
§ 13:69	The Supreme Judicial Court and the nature of disbarment proceedings
§ 13:70	Reinstatement
§ 13:71	Case law on the reinstatement of disbarred or suspended attorneys in Massachusetts prior to 1975
§ 13:72	The reinstatement of Alger Hiss
§ 13:73	Case law on the disbarment and suspension of attorneys after the <i>Hiss</i> decision
§ 13:74	Periodic registration and assessment of attorneys
§ 13:75	Attorneys desiring to assume inactive status and discontinue practice of law
§ 13:76	Attorneys desiring to retire and discontinue practice of law
§ 13:77	Pro bono status
§ 13:78	The Clients' Security Board and the Clients' Security Fund
§ 13:79	Claims by clients for reimbursement of losses from the Clients' Security Fund
§ 13:80	Powers and duties of the Clients' Security Board
§ 13:81	Interpretations by Supreme Judicial Court of powers and duties of the Board of Bar Overseers and the Clients' Security Board
§ 13:82	Powers of Supreme Judicial Court under Chapter Four may be exercised by Single Justice
§ 13:83	Residency requirement for admission of non-resident lawyer to Massachusetts bar on motion violates the Privileges and Immunities Clause
§ 13:84	Pro hac vice appearances of out-of-state counsel

PART III. PUBLIC OFFICERS, EMPLOYEES, AND INSTRUMENTALITIES IN THE EXERCISE OF STATE POWER

CHAPTER 14. PUBLIC OFFICERS AND EMPLOYEES IN STATE GOVERNMENT

I. PUBLIC OFFICE AND PUBLIC EMPLOYMENT

- § 14:1 The nature of public office and public employment
- § 14:2 The appointment and removal of public officers in state government—In general
- § 14:3 The appointment of public officers in state government—The Governor or other public officer as the appointing authority
- § 14:4 The removal of public officers in state government—The Governor's power of removal
- § 14:5 The term of office and qualification of public officers
- § 14:6 Filling vacancies in public offices appointed by the Governor
- § 14:7 De facto public officers
- § 14:8 The public officer as a holdover in public office

II. THE CIVIL SERVICE SYSTEM AND PUBLIC EMPLOYEES

- § 14:9 Purpose of the Civil Service System
- § 14:10 The Civil Service Commission
- § 14:11 The Personnel Administrator
- § 14:12 Types of positions and employees
- § 14:13 The Personnel Administrator's rules and rulemaking
- § 14:14 Appointments and requisitions
- § 14:15 Performance evaluation system
- § 14:16 Employee disagreement with performance evaluation and appeal
- § 14:17 Provisional appointments
- § 14:18 Examinations
- § 14:19 Passing requirements of examinations and requests for review
- § 14:20 Appeals to the Civil Service Commission from the Personnel Administrator's review decision
- § 14:21 Eligibility lists and certification
- § 14:22 Order of persons on eligible lists and veteran's preference
- § 14:23 Appointment, promotion, and manner of selection
- § 14:24 The state's labor service
- § 14:25 The official service
- § 14:26 Probationary periods
- § 14:27 Unauthorized leaves of absence and separation from employment

TABLE OF CONTENTS

- § 14:28 Separation of permanent employees from employment for lack of work or money, or because of abolition of position
- § 14:29 Discharge, removal, suspension for more than five days, transfer, abolition of position, or reduction of rank or pay of tenured employee
- § 14:30 Suspension for just cause for five days or less
- § 14:31 Discharge of provisional employee on allegations of personal character or work performance
- § 14:32 Hearings and appeals of decisions to discharge, remove, or suspend civil service employees
- § 14:33 Hearing before disinterested hearing officer
- § 14:34 Complaints, hearings, and civil actions for failure to follow the requirements of M.G.L. c. 31, § 41
- § 14:35 Hearings before the Civil Service Commission
- § 14:36 Judicial review of decisions of the Civil Service Commission
- § 14:37 Reimbursement for defense expenses
- § 14:38 Reinstatement and hearing on Personnel Administrator's failure to approve a reinstatement
- § 14:39 Persons ineligible for civil service employment
- § 14:40 Inspection of records and examinations
- § 14:41 Investigations, subpoenas, summoning of witnesses, administering oaths, taking testimony, and witness fees
- § 14:42 Violations of the Civil Service Law and rules, notice, and writs in the nature of mandamus

III. PUBLIC EMPLOYEES AND PUBLIC EMPLOYERS— LABOR RELATIONS

- § 14:43 Right of public employees to organize and bargain collectively
- § 14:44 The Department of Labor Relations
- § 14:45 The Commonwealth's bargaining units
- § 14:46 Prohibited practices and strikes
- § 14:47 Complaints, investigation, hearings, cease and desist orders, and judicial review of prohibited practices

IV. PUBLIC OFFICERS OR EMPLOYEES IN STATE GOVERNMENT

- § 14:48 Suspension of public officers or employees under indictment for misconduct in office—M.G.L. c. 30, § 59, the Perry Law
- § 14:49 Public employees—Protection for the complaining whistleblower
- § 14:50 —The Fourteenth Amendment equal protection rights of aliens
- § 14:51 —Political patronage and partisan dismissals
- § 14:52 —The privilege against self-incrimination

V. PUBLIC OFFICERS AND EMPLOYEES IN MASSACHUSETTS—FROM COMMON LAW LIABILITY TO IMMUNITY

- § 14:53 Common law tort liability of public officers—Miller v. Horton

- and liability of public officers for commission of unauthorized act
- § 14:54 Common law tort liability of public officers and employees—Discretionary v. ministerial conduct
- § 14:55 Immunity of public officers and employees for negligent or wrongful acts or omissions—The Massachusetts Tort Claims Act
- § 14:56 Tort liability of public officers and employees—Intentional torts under the Massachusetts Tort Claims Act
- § 14:57 Indemnification of public officers and employees—The Massachusetts Tort Claims Act
- § 14:58 Common law immunity of public officers and employees—Absolute v. qualified immunity—In general
- § 14:59 Qualified immunity for executive officials and employees
- § 14:60 Qualified immunity for libel and slander
- § 14:61 Common law immunity of public officers and employees—Judicial immunity
- § 14:62 Immunity for administrative agency officials performing adjudicatory functions
- § 14:63 Immunity for witnesses in adjudicatory proceedings
- § 14:64 State officials in federal civil rights actions under § 1983 in state courts
- § 14:65 Tort liability of public officers and employees—The doctrine of constitutional torts
- § 14:66 Immunity for state officials in federal civil rights actions under § 1983 in state courts
- § 14:67 Immunity for state officials in state civil rights actions under M.G.L. c. 12, § 11I

CHAPTER 15. ADMINISTRATIVE LAW AND STATE PUBLIC AUTHORITIES

- § 15:1 The public authority—In general
- § 15:2 The public authority in Massachusetts—In general
- § 15:3 —Efforts at reform
- § 15:4 The development of the public purpose doctrine in Massachusetts—The expanding nature of public use
- § 15:5 The public and private aspects of the public authority device in Massachusetts
- § 15:6 The public authority, delegation, and statutory standards
- § 15:7 The public authority and other state laws—Conflicts with the authority enabling act
- § 15:8 Legislative powers of revocation or amendment of public authority enabling act—No impairment of contract
- § 15:9 The public authority and binding contracts—Legislative impairment of the obligation of contract
- § 15:10 Subsequent legislative enactments and the revenue bonds of public authorities—Impairment of obligation of bond contract and deprivation of property
- § 15:11 Judicial review of public authority decisions or actions—In general

TABLE OF CONTENTS

- § 15:12 —Unreviewability of managerial discretion, business judgment, or economic soundness
- § 15:13 —Arbitrary, capricious, illegal, or bad faith authority decisions or actions
- § 15:14 The Governor's power to remove members of state public authorities
- § 15:15 Running state government like a business—Beyond public authorities

PART IV. POPULAR CONSTRAINTS UPON THE EXERCISE OF POWER BY ADMINISTRATIVE AGENCIES, PUBLIC OFFICIALS, AND PUBLIC EMPLOYEES

CHAPTER 16. PUBLIC RECORDS AND FREEDOM OF INFORMATION

I. PUBLIC RECORDS IN MASSACHUSETTS

- § 16:1 Historical overview
- § 16:2 Relationship to the Federal Freedom of Information Act
- § 16:3 Definition of public record
- § 16:4 Public Records Law not applicable to legislative or executive branches
- § 16:5 Statutory presumption of public record—Burden on agency to overcome presumption by proving an exemption by a preponderance of the evidence
- § 16:6 The attorney-client privilege and public records
- § 16:7 The attorney work product doctrine and public records

II. STATUTORY EXEMPTIONS FROM PUBLIC DISCLOSURE OF RECORDS

- § 16:8 The statutory exemptions—In general
- § 16:9 Exemption A—Exemption from disclosure by specific statute
- § 16:10 Exemption B—Internal personnel rules and practices
- § 16:11 Exemption C—Personnel and medical files or information and unwarranted invasions of personal privacy
- § 16:12 Exemption D—The deliberative process exemption
- § 16:13 Exemption E—Personal notebooks and other materials
- § 16:14 Exemption F—Investigatory materials prejudicial to effective law enforcement
- § 16:15 Exemption G—Trade secrets or commercial or financial information
- § 16:16 Exemption H—Proposals and bids for contracts or agreements exemption
- § 16:17 Exemption I—Appraisals of real property

- § 16:18 Exemption J—Names and addresses in firearms applications, identification cards, licenses, transfers, and sales
- § 16:19 Exemption K—Identity of borrowers from public libraries
- § 16:20 Exemption L—Licensing examination materials
- § 16:21 Exemption M—Health care contracts
- § 16:22 Exemption N—Public safety
- § 16:23 Exemptions O and P—Personal information regarding public employees
- § 16:24 Exemption Q—Adoption information
- § 16:25 Exemption R—Information and records obtained by the Office of the Child Advocate
- § 16:26 Exemption S—Other trade secrets and confidential information
- § 16:27 Exemption T—Statement of Financial Interest filed by public retirement board members
- § 16:28 Exemption U—University of Massachusetts trade secrets and other proprietary information
- § 16:29 Other statutory exemptions and inclusions

III. OBTAINING RECORDS UNDER THE PUBLIC RECORDS LAW

- § 16:30 The records access officer
- § 16:31 The definitions of agency and municipality under the amended Public Records Law
- § 16:32 Responding to public records requests
- § 16:33 Denying or modifying public records requests
- § 16:34 Extending the time to respond to requests for public records
- § 16:35 Frivolous, intimidating, and harassing requests for public records
- § 16:36 Fees for production of public records
- § 16:37 Documenting requests for public records

IV. THE SUPERVISOR OF PUBLIC RECORDS

- § 16:38 The Supervisor of Public Records
- § 16:39 Appeals to the Supervisor of Public Records
- § 16:40 Failure to comply with determinations by the Supervisor of Public Records
- § 16:41 Documenting appeals filed under M.G.L. c. 66, § 10A

V. JUDICIAL PROCEEDINGS REGARDING THE PUBLIC RECORDS LAW

- § 16:42 Exhaustion of administrative remedies not required
- § 16:43 Proceedings in Superior Court
- § 16:44 In camera inspections by the court
- § 16:45 Judicial remedies for violations of the Public Records Law
- § 16:46 Punitive damages for violations of the Public Records Law
- § 16:47 Actions by the Attorney General

TABLE OF CONTENTS

- § 16:48 No right to enjoin agency disclosure under Public Records Law

VI. ACCESS TO AND PRESERVATION OF PUBLIC RECORDS

- § 16:49 Electronic records
- § 16:50 Protection of public records
- § 16:51 The Records Conservation Board

VII. THE RELATIONSHIP OF THE PUBLIC RECORDS LAW TO OTHER STATUTES

- § 16:52 The Public Records Law and the Open Meetings Law
- § 16:53 The Public Records Law and the Fair Information Practices Act

CHAPTER 17. INFORMATIONAL PRIVACY AND CONFIDENTIALITY

I. PRIVACY AND INFORMATIONAL PRIVACY

- § 17:1 Governmental collection, maintenance, and dissemination of private information and data—Informational privacy in general
- § 17:2 The right of privacy in Massachusetts—In general

II. THE FAIR INFORMATION PRACTICES ACT

- § 17:3 The statutory scheme
- § 17:4 Definition of key terms
- § 17:5 General duties of holders of personal data
- § 17:6 Duty of holders to prevent access to or to release personal data
- § 17:7 Duty of holders to comply with notice requirements of M.G.L. c. 30, § 63
- § 17:8 Duty of holders to maintain audit trails
- § 17:9 Duty of holders to make available to data subjects uses made of data and identity of persons and organizations accessing data
- § 17:10 Duty of holders to inform individuals upon request whether they are data subjects
- § 17:11 Duty of holders to establish procedures to correct or amend incorrect personal data
- § 17:12 Duty of holders to notify data subjects of compulsory process demands
- § 17:13 Duty of holders to collect and maintain only reasonably necessary data
- § 17:14 Rules and regulations
- § 17:15 Rights of data subjects—In general
- § 17:16 Statutory rights of data subjects

- § 17:17 Statutory rights of individuals
- § 17:18 Exempt personal data
- § 17:19 Judicial remedies
- § 17:20 Statute of limitations for judicial remedies

III. THE CRIMINAL OFFENDER RECORD INFORMATION AND DATA SYSTEM

- § 17:21 The Criminal Offender Record System—In general
- § 17:22 —Definition of key terms
- § 17:23 The Department of Criminal Justice Information Services
- § 17:24 The Criminal History Systems Board
- § 17:25 The Criminal Record Review Board
- § 17:26 Probation and parole records
- § 17:27 Firearms records
- § 17:28 Crime reports—Post-secondary schools
- § 17:29 Regulations
- § 17:30 Applicant's right to his or her criminal offender record information
- § 17:31 Subject's right to inspect, copy, and correct criminal offender record information
- § 17:32 Other persons entitled to access criminal offender record information
- § 17:33 Obtaining criminal offender record information
- § 17:34 Relying on criminal offender record information
- § 17:35 Employer protection from liability
- § 17:36 Dissemination of criminal offender record information
- § 17:37 Department logs and self-audits
- § 17:38 Fees
- § 17:39 Access and monitoring of criminal offender record information for program research
- § 17:40 De novo judicial appeal
- § 17:41 Civil actions for violations of the Criminal Offender Record Information Act
- § 17:42 Criminal sanctions for violations of the Criminal Offender Record Information Act
- § 17:43 Use of criminal offender record information to commit crime or harass
- § 17:44 Rights of victims of crime, witnesses, or family members of homicide victims to obtain criminal offender record information
- § 17:45 Death of offender
- § 17:46 The Supreme Judicial Court, the right of privacy, sealed records, and judicial purging or expungement of records
- § 17:47 Criminal records and applications for employment
- § 17:48 The right to seal criminal records
- § 17:49 Sealing delinquency files or records
- § 17:50 Sealing in certain criminal cases involving findings of not guilty, no bill, no probable cause, nolle prosequi, or dismissal

TABLE OF CONTENTS

- § 17:51 The Fair Information Practices Act and the Criminal Offender Record Information Act

IV. MISCELLANEOUS PRIVACY AND CONFIDENTIALITY MATTERS

- § 17:52 Data Security Breaches
- § 17:53 The confidentiality of Massachusetts tax returns
- § 17:54 Inter-agency access to personal data

CHAPTER 18. THE OPEN MEETING LAW—GOVERNMENT IN THE SUNSHINE

I. OPENNESS IN GOVERNMENT

- § 18:1 Government in the sunshine—In general

II. THE NATURE AND SCOPE OF THE OPEN MEETING LAW

- § 18:2 The Open Meeting Law and public bodies
- § 18:3 Agencies subject to the Open Meeting Law
- § 18:4 Agencies not subject to the Open Meeting Law
- § 18:5 Definitions of meeting, deliberation, and quorum
- § 18:6 Presumption of openness

III. THE OPEN MEETING LAW—PROCEDURES

- § 18:7 Certification by persons serving on public bodies
- § 18:8 Notice
- § 18:9 Emergency meetings
- § 18:10 Remote participation in open meetings
- § 18:11 Public access to open meetings
- § 18:12 Maintenance of open session records
- § 18:13 Maintenance of executive session records

IV. THE EXECUTIVE SESSION

- § 18:14 Procedures for executive session
- § 18:15 Limited purposes of executive session—In general
- § 18:16 —To discuss personal and professional matters
- § 18:17 —To discuss strategies for negotiations with nonunion personnel or to conduct collective bargaining
- § 18:18 —To discuss strategies for collective bargaining or litigation
- § 18:19 —To discuss deployment of security personnel or devices, or strategies
- § 18:20 —To investigate charges of criminal misconduct or to consider filing criminal complaints
- § 18:21 —To consider the purchase, exchange, lease, or value of real property
- § 18:22 —To comply with, or act under the authority of, any general or special law or federal grant-in-aid requirements

- § 18:23 —To consider or interview applicants for employment or appointment
- § 18:24 —To meet or confer with a mediator
- § 18:25 —To discuss certain trade secrets or confidential, competitively-sensitive, or other proprietary information

V. ENFORCEMENT OF THE OPEN MEETING LAW

- § 18:26 The role of the Attorney General
- § 18:27 Investigation by the Attorney General
- § 18:28 Notice of investigation by the Attorney General
- § 18:29 Complaint for enforcement of the Open Meeting Law
- § 18:30 Alternative procedure to enforce the Open Meeting Law
- § 18:31 Appeal of order issued by the Attorney General
- § 18:32 Judicial enforcement of the Open Meeting Law

VI. THE DIVISION OF OPEN GOVERNMENT

- § 18:33 The Division of Open Government—In general
- § 18:34 Educational and training requirements
- § 18:35 The Open Meeting Law Advisory Commission
- § 18:36 The Open Meeting Law annual report

CHAPTER 19. CONFLICTS OF INTEREST AND LOBBYING

I. CONFLICTS OF INTEREST

- § 19:1 Conflicts of interest in state government—In general
- § 19:2 The Massachusetts Conflict of Interest Law—In general
- § 19:3 The federalization of the Massachusetts Conflict of Interest Law

II. THE CONFLICT OF INTEREST STATUTE

- § 19:4 Definition of key and essential terms
- § 19:5 Corrupt gifts, offers, or promises to influence official acts or witness testimony
- § 19:6 Gifts, offers, or promises for official acts performed or to be performed, or for witness testimony
- § 19:7 Other compensation for state officer or employee, including compensation for acting as agent or attorney
- § 19:8 Former state employees and their partners acting as agents or attorneys, or receiving private compensation
- § 19:9 Financial interest of state employees, their relatives, and their associates
- § 19:10 Candidates for employment as state employees
- § 19:11 State officers or employees and financial interests in contracts of state agencies
- § 19:12 State officers or employees and the procurement of surety bonds or insurance

TABLE OF CONTENTS

- § 19:13 Members of state commissions or boards and prohibited appointments
- § 19:14 Additional remedies and civil action for damages
- § 19:15 The Code of Ethics of the Conflict of Interest Law
- § 19:16 Employee education
- § 19:17 Suspension of state officers or employees indicted for misconduct in office

III. THE FINANCIAL DISCLOSURE ACT

- § 19:18 Popular discontent with the Conflict of Interest Law—The quest for more effective enforcement through financial disclosure
- § 19:19 Definition of key and essential terms
- § 19:20 Creation, composition, and operation of State Ethics Commission
- § 19:21 Powers and duties of State Ethics Commission
- § 19:22 Investigations by the State Ethics Commission
- § 19:23 Statements of financial interests
- § 19:24 Gifts from legislative or executive agents
- § 19:25 Penalties for violation of confidentiality and for perjury

IV. THE MASSACHUSETTS LOBBYING LAW AND STATE ADMINISTRATIVE AGENCIES

- § 19:26 Lobbying and state administrative agencies—In general
- § 19:27 Periodic reforms of the Massachusetts Lobbying Law
- § 19:28 Definitions of legislative and executive agent and lobbyist entity
- § 19:29 The Secretary of State and executive and legislative agents and lobbyist entities
- § 19:30 Contingent fee agreements
- § 19:31 Periodic statements of expenditures by executive and legislative agents
- § 19:32 Periodic statements of expenditures by employers of executive and legislative agents
- § 19:33 Periodic statements of expenditures and contributions by groups or organizations not employing executive or legislative agents
- § 19:34 Gifts by executive and legislative agents to public officials, public employees, or their immediate families
- § 19:35 Violations of the Lobbying Law
- § 19:36 Penalties and enforcement procedures
- § 19:37 Civil proceedings to compel filing of proper statements of expenditures

Table of Contents

PART V. JUDICIAL REVIEW OF ADMINISTRATIVE AGENCY ACTION

CHAPTER 20. JUDICIAL REVIEW UNDER MASSACHUSETTS ADMINISTRATIVE PROCEDURE ACT

- § 20:1 Review under M.G.L. c. 30A, § 14—In general
- § 20:2 —The appropriate appellate forum
- § 20:3 —Requirement of final decision in an adjudicatory proceeding
- § 20:4 —Nonreviewability of interlocutory, intermediate, or preliminary agency actions
- § 20:5 —Persons aggrieved
- § 20:6 —Final decision affirmative or negative in form
- § 20:7 —Judicial review where other statutory form of review or appeal is provided
- § 20:8 —Right to judicial review by means of civil action
- § 20:9 —Waiver of right to judicial review
- § 20:10 —Superior Court Standing Order 1-96
- § 20:11 Review under M.G.L. c. 30A, § 14(1)—Jurisdiction
- § 20:12 —Venue
- § 20:13 —Time for filing civil action for judicial review
- § 20:14 —Petition for agency rehearing
- § 20:15 Review under M.G.L. c. 30A, § 14(2)—Service upon parties
- § 20:16 —Intervention
- § 20:17 Review under M.G.L. c. 30A, § 14(3)—Commencement of civil action not automatic stay of enforcement of agency decision
- § 20:18 Review under M.G.L. c. 30A, § 14(4)—The agency answer
- § 20:19 —The agency record
- § 20:20 —Expense of preparation of the agency record
- § 20:21 —Corrections or additions to the record
- § 20:22 Review under M.G.L. c. 30A, § 14(5)—Scope of review
- § 20:23 —Taking of testimony of alleged irregularities in procedure not shown on record
- § 20:24 Review under M.G.L. c. 30A, § 14(6)—Application for leave to present additional evidence
- § 20:25 Review under M.G.L. c. 30A, § 14(7)—Prejudice to substantial rights of any party and the doctrine of harmless error
- § 20:26 —Courses of action available for reviewing court on judicial review
- § 20:27 —Remand to agency—Interlocutory decree

- § 20:28 —Compelling any action unlawfully withheld or
unreasonably delayed
- § 20:29 —Standards of review generally
- § 20:30 Review under M.G.L. c. 30A, § 14(7)(a)—Decision in violation
of constitutional provisions
- § 20:31 Review under M.G.L. c. 30A, § 14(7)(b)—Decision in excess of
statutory authority or jurisdiction of the agency
- § 20:32 Review under M.G.L. c. 30A, § 14(7)(c)—Decision based upon
an error of law
- § 20:33 Review under M.G.L. c. 30A, § 14(7)(d)—Decision made upon
unlawful procedure
- § 20:34 Review under M.G.L. c. 30A, § 14(7)(e)—Decision
unsupported by substantial evidence
- § 20:35 Review under M.G.L. c. 30A, § 14(7)(f)—Decision
unwarranted by facts on the record as submitted or
amplified where the court is constitutionally required to
make independent findings of fact
- § 20:36 Review under M.G.L. c. 30A, § 14(7)(g)—Decision arbitrary or
capricious, an abuse of discretion, or otherwise not in
accordance with law
- § 20:37 Determinations to be based on agency record
- § 20:38 Determinations to accord due weight to experience, technical
competence, specialized knowledge, and discretionary
authority of agency
- § 20:39 Reinstatement with no loss of compensation to employee
because of unjustified action of appointing authority
- § 20:40 Concurrent jurisdiction of Supreme Judicial Court and
Appeals Court
- § 20:41 The Supreme Judicial Court's power to make and amend
supplementary rules of pleading, practice, and procedure
- § 20:42 Judicial review of administrative agency adjudicatory
proceedings—Probing the mind of administrative
decision-makers—In general
- § 20:43 — —In Massachusetts

CHAPTER 21. THE SCOPE OF JUDICIAL REVIEW

- § 21:1 Administrative agencies and the courts
- § 21:2 The law-fact distinction in judicial review of administrative
agency action
- § 21:3 Questions of law—In general
- § 21:4 —In Massachusetts
- § 21:5 Questions of fact—In general
- § 21:6 —In Massachusetts
- § 21:7 Mixed questions of law and fact—In general
- § 21:8 —In Massachusetts
- § 21:9 The demise of the law-fact distinction—In general
- § 21:10 —In Massachusetts
- § 21:11 Administrative expertise and judicial deference—The role of
experts in decision-making—In general

TABLE OF CONTENTS

- § 21:12 — —In Massachusetts
- § 21:13 Traditional judicial review of administrative agency action—
Reasonableness, not rightness—In general
- § 21:14 — —In Massachusetts
- § 21:15 The constitutional fact doctrine—In general
- § 21:16 —In Massachusetts
- § 21:17 The jurisdictional fact doctrine—In general
- § 21:18 —In Massachusetts
- § 21:19 Scope of review standards in Massachusetts—substantial
evidence, clearly erroneous, de novo, and arbitrary or
capricious

CHAPTER 22. STANDING

- § 22:1 The law of standing—In general
- § 22:2 Federal law of standing to secure judicial review of
administrative agency action prior to 1970
- § 22:3 Federal law of standing to secure judicial review of
administrative agency action after 1970
- § 22:4 Law of standing to secure judicial review of state
administrative agency action in Massachusetts prior to 1970
- § 22:5 Law of standing to secure judicial review of state
administrative agency action in Massachusetts after 1970
- § 22:6 The traditional law of standing and economic competition
- § 22:7 Standing to secure judicial review of administrative agency
adjudicatory proceedings under M.G.L. c. 30A, § 14
- § 22:8 Standing to secure judicial review of administrative agency
regulations
- § 22:9 Standing to intervene in adjudicatory proceeding before
agency and standing to secure judicial review of agency
action—In general
- § 22:10 Standing to intervene in adjudicatory proceedings before
agency and standing to secure judicial review of agency
action—In Massachusetts
- § 22:11 Standing to secure judicial review of administrative agency
action as private attorney general—In general
- § 22:12 The litigation of public rights in Massachusetts by private
citizens with no direct private interest in the outcome
- § 22:13 Standing to challenge the constitutionality of a statute
- § 22:14 Lack of standing to challenge constitutionality where benefits
of statute accepted
- § 22:15 Governmental entities lack standing to challenge
constitutionality of state statutes or acts of state agencies
- § 22:16 Associational standing

CHAPTER 23. INTERVENTION

- § 23:1 Intervention—In general
- § 23:2 —Regulatory v. adjudicative proceedings
- § 23:3 Intervention in regulation or rulemaking proceedings under
the Massachusetts Administrative Procedure Act

- § 23:4 Formal intervention as a party in adjudicatory proceedings under the Massachusetts Administrative Procedure Act
- § 23:5 Limited intervention in adjudicatory proceedings under the Massachusetts Administrative Procedure Act
- § 23:6 Implied intervention under Massachusetts case law
- § 23:7 Intervention in adjudicatory proceedings under the Standard Adjudicatory Rules of Practice and Procedure
- § 23:8 Intervention as party in adjudicatory proceeding involving damage to the environment
- § 23:9 Intervention as party in adjudicatory proceeding involving damage to the environment under the Standard Adjudicatory Rules of Practice and Procedure

CHAPTER 24. THE TIMING OF JUDICIAL REVIEW—THE DOCTRINES OF EXHAUSTION OF ADMINISTRATIVE REMEDIES, PRIMARY JURISDICTION OR PRIOR RESORT, RIPENESS, MOOTNESS, AND FINALITY

- § 24:1 The timing of judicial review—In general
- § 24:2 The doctrine of exhaustion of administrative remedies—In general
- § 24:3 —In Massachusetts
- § 24:4 The doctrine of primary jurisdiction or prior resort—In general
- § 24:5 —In Massachusetts
- § 24:6 The doctrine of ripeness or the denial of premature judicial review—In general
- § 24:7 —In Massachusetts
- § 24:8 The doctrine of mootness—In general
- § 24:9 —In Massachusetts
- § 24:10 —The capable of repetition, yet evading review exception in Massachusetts
- § 24:11 —The Massachusetts exception for disputes likely to recur between the same parties
- § 24:12 —Class action suits in Massachusetts
- § 24:13 The final order doctrine—In general
- § 24:14 —In Massachusetts
- § 24:15 Commencement of civil action for judicial review of agency decision not a stay of enforcement under M.G.L. c. 30A, § 14(3)

CHAPTER 25. UNREVIEWABILITY OF STATE ADMINISTRATIVE AGENCY ACTION

- § 25:1 Unreviewability of administrative agency action—In general
- § 25:2 Administrative finality statutes as judicially interpreted at Massachusetts common law
- § 25:3 Statutory preclusion of judicial review
- § 25:4 The presumption of reviewability

TABLE OF CONTENTS

- § 25:5 Statutory right of judicial review of final decision of agency in adjudicatory proceeding
- § 25:6 No review of preliminary, procedural, intermediate, or interlocutory agency action or ruling
- § 25:7 Non-adjudicatory proceeding where rights, duties, and privileges of specifically named persons not involved
- § 25:8 Non-adjudicatory proceeding where no statutory right to a hearing exists
- § 25:9 Non-adjudicatory proceeding where no constitutional right to a hearing exists
- § 25:10 The political question doctrine and the branch banking cases
- § 25:11 No judicial review of agency preliminary inquiry or exercise of prosecutorial discretion
- § 25:12 No constitutional right to judicial review

CHAPTER 26. EQUITY AND STATE ADMINISTRATIVE AGENCIES

I. INTRODUCTION

- § 26:1 Equitable relief and administrative law—In general

II. EQUITABLE INJUNCTIONS AGAINST STATE ADMINISTRATIVE AGENCIES

- § 26:2 Equitable injunctions—In general
- § 26:3 Specific statutory provisions expressly providing for injunctive relief
- § 26:4 Injunctive relief based on general equitable principles
- § 26:5 General principles of judicial discretionary restraint
- § 26:6 Exhaustion of administrative remedies requirement

III. INJUNCTIONS UNDER MASSACHUSETTS RULES OF CIVIL PROCEDURE

- § 26:7 In general
- § 26:8 Temporary restraining orders under Rule 65(a)
- § 26:9 Preliminary injunction under Rule 65(b)
- § 26:10 Security for temporary restraining orders or preliminary injunctions under Rule 65(c)
- § 26:11 Form and scope of injunction and restraining order under Rule 65(d)

IV. STANDARDS FOR ISSUANCE OF PRELIMINARY INJUNCTION

- § 26:12 In general—*Packaging Industries Group, Inc. v. Cheney*

V. APPELLATE REVIEW OF INTERLOCUTORY APPEALS

- § 26:13 In general

- § 26:14 The appropriate judicial forum
- § 26:15 Standard of appellate review

VI. THE ATTORNEY GENERAL AND INJUNCTIVE RELIEF

- § 26:16 To enforce a regulation, decision, or order, whether final or interlocutory, of a state administrative agency
- § 26:17 To compel a person preliminarily determined to be subject to agency authority to participate in administrative proceedings designed to make final determination of such authority

VII. TAXPAYERS' SUITS

- § 26:18 In general
- § 26:19 To restrain the expenditure of public funds—In general
- § 26:20 To restrain illegal expenditures or obligations of state funds—The 24 taxable inhabitants requirement
- § 26:21 —Qualifications of taxable inhabitants seeking to sue
- § 26:22 —Nature of suits
- § 26:23 —Equitable defenses available

VIII. EQUITABLE REMEDIES AND PUBLIC INSTITUTIONAL REFORM

- § 26:24 In general
- § 26:25 The traditional view of the limits of equitable relief
- § 26:26 Amenability of public officials to affirmative injunctions
- § 26:27 From injunctions to neoreceiverships to receiverships
- § 26:28 The authority of the judge supervising the receivership to enter supplementary implementing orders

IX. CONTEMPT OF EQUITABLE INJUNCTIONS OR JUDICIAL ORDERS

- § 26:29 Compensatory fines for civil contempt
- § 26:30 Prospective, coercive fines for civil contempt
- § 26:31 Standards to be applied in measuring amount of prospective, coercive fine
- § 26:32 Proceedings for civil contempt under Rule 65.3

CHAPTER 27. DECLARATORY JUDGMENTS AND MASSACHUSETTS STATE ADMINISTRATIVE AGENCIES

I. INTRODUCTION

- § 27:1 Declaratory judgments—In general
- § 27:2 The Declaratory Judgment Act—An overview

TABLE OF CONTENTS

II. REQUIREMENTS FOR MAINTAINING DECLARATORY JUDGMENT ACTION

- § 27:3 Existence of actual controversy
- § 27:4 The three tests for determining the existence of an actual controversy—The conflicting assertions test
- § 27:5 —The definite interest test
- § 27:6 —The unavoidable litigation test
- § 27:7 Legal standing to challenge administrative agency action—In general
- § 27:8 —No general taxpayer standing
- § 27:9 —Economic injury from business competition ordinarily confers no standing
- § 27:10 Willingness of court to exercise discretion
- § 27:11 Exercise of judicial discretion in determining that entry of decree will not remove uncertainty or terminate controversy
- § 27:12 Joinder of all persons having any claim or interest as parties
- § 27:13 Notification to Attorney General if question of constitutionality involved in any proceeding
- § 27:14 Exhaustion of administrative remedies
- § 27:15 Agency acting under unconstitutional statute or beyond its jurisdiction exception to exhaustion requirement
- § 27:16 Authority of agency to promulgate regulations exception to exhaustion requirement
- § 27:17 Special circumstances exception to exhaustion requirement
- § 27:18 Validity of tax liens or assessments as special circumstances exception to exhaustion requirement
- § 27:19 Inadequacy or futility of resort to administrative remedy exception to exhaustion requirement

III. OTHER MATTERS

- § 27:20 Declaratory judgments and administrative agency actions which are neither rulemaking nor adjudication
- § 27:21 The Declaratory Judgment Act and the 1974 amendments—Judicial review of allegedly illegal or unconstitutional administrative agency practices or procedures consistently repeated
- § 27:22 —Administrative agency or official in contempt
- § 27:23 —Class actions and contempt proceedings
- § 27:24 Declaratory judgment actions and non-exclusivity of other statutory remedies
- § 27:25 Declaratory judgment action when time for appeal under statute providing other remedy has run
- § 27:26 Declaratory judgment and injunctive relief—Major differences
- § 27:27 —Reservation of injunctive relief and granting of declaratory relief in actions against public officers or administrative agency officials

CHAPTER 28. THE EXTRAORDINARY WRITS AND MASSACHUSETTS ADMINISTRATIVE LAW

- § 28:1 The extraordinary or prerogative writs at common law—In general
- § 28:2 —In Massachusetts
- § 28:3 The extraordinary or prerogative writs and the adoption of the Massachusetts Administrative Procedure Act
- § 28:4 The extraordinary or prerogative writs and the Massachusetts Rules of Civil Procedure
- § 28:5 The discretionary and equitable character of judicial review in the nature of the extraordinary writs
- § 28:6 The writ of mandamus at common law
- § 28:7 The civil action in the nature of mandamus
- § 28:8 The writ of certiorari at common law
- § 28:9 The civil action in the nature of certiorari
- § 28:10 A civil action in the nature of quo warranto
- § 28:11 The writ of habeas corpus
- § 28:12 A civil action in the nature of prohibition

CHAPTER 29. CLASS ACTION SUITS AND ADMINISTRATIVE AGENCIES

- § 29:1 Class actions and administrative agencies—In general
- § 29:2 Class action suits in Massachusetts—In general
- § 29:3 Requirements for maintaining class action
- § 29:4 Judicial discretion and requirements of predominance and superiority
- § 29:5 Certification of the class
- § 29:6 Appeals from denial of certification of the class
- § 29:7 Denial of class action status where alternative procedural devices and methods of deciding issues exist
- § 29:8 The test or model case as an alternative
- § 29:9 Dismissal or compromise of class action
- § 29:10 Judicial orders to protect the interests of the class and to insure adequate representation
- § 29:11 Notice to members of the class
- § 29:12 Judicial role in manageability of class actions
- § 29:13 The binding effect of a judgment upon absent members of the class
- § 29:14 No opportunity for exclusion or opting-out of class
- § 29:15 Continuation of suit after mootness of representative's individual claim
- § 29:16 Class actions before state administrative agency
- § 29:17 Construction and interpretation of Rule 23 of the Massachusetts Rules of Civil Procedure

TABLE OF CONTENTS

CHAPTER 30. SOVEREIGN IMMUNITY AND THE MASSACHUSETTS TORT CLAIMS ACT

I. BACKGROUND

- § 30:1 The origins of the doctrine of sovereign immunity in English law
- § 30:2 The acceptance and rejection of the doctrine of sovereign immunity in the United States
- § 30:3 Tribal sovereign immunity
- § 30:4 Sovereign immunity in Massachusetts—At common law
- § 30:5 The Supreme Judicial Court’s assault on sovereign immunity

II. THE MASSACHUSETTS TORT CLAIMS ACT

- § 30:6 The Massachusetts Tort Claims Act—In general
- § 30:7 —Definition of terms
- § 30:8 The nature and extent of the liability of the state
- § 30:9 Presentation of claims and statute of limitations
- § 30:10 Procedure for arbitrating, compromising, or settling a civil action
- § 30:11 Procedure for arbitrating, compromising, or settling a claim
- § 30:12 Legal effect of acceptance of award, compromise, or settlement of claim or civil action
- § 30:13 The due care exception to state liability
- § 30:14 The discretionary function exception to state liability
- § 30:15 The intentional tort exception to state liability
- § 30:16 The tax and lawful detention of goods exception to state liability
- § 30:17 The additional 1993 exceptions to state liability
- § 30:18 The permit, license, certificate, approval, order, or similar authorization exception to state liability
- § 30:19 The failure to inspect exception to state liability
- § 30:20 The fire protection service exception to state liability
- § 30:21 The police protection service exception to state liability
- § 30:22 The release, parole, furlough, or escape of any person exception to state liability
- § 30:23 The third person liability exception to state liability
- § 30:24 Insurance
- § 30:25 Recovery of costs by state where judgment based on frivolous or bad faith claim
- § 30:26 Final judgment as bar to other or further action
- § 30:27 Liberal construction mandated
- § 30:28 Venue and jurisdiction
- § 30:29 Indemnity of public employees
- § 30:30 Legal representation and indemnity of various police officers

APPENDICES

- Appendix A. Massachusetts Administrative Procedure Act—M.G.L. C. 30A

ADMINISTRATIVE LAW AND PRACTICE

Appendix B. 801 CMR: Executive Office for Administration and
Finance

Appendix C. Code of Massachusetts Regulations Correspondence
Table

Table of Laws and Rules

Table of Cases

Index