

TABLE OF CONTENTS

PREFACE	III
Chapter 1. Introductory Overview	1
Chapter 2. Delegation of Power to Agencies.....	7
A. Constitutional Limits on the Power to Delegate Policymaking.....	7
B. Constitutional Limits on the Power to Delegate Adjudication	12
Chapter 3. Adjudication	21
A. Introductory Overview	21
B. Formal Adjudication.....	23
C. Informal Adjudication	27
D. Influence of Due Process	31
1. Scope of Due Process	32
2. Procedures Required by Due Process	36
E. Judicial Review	44
1. Procedural Errors	44
2. Substantial Evidence.....	44
3. Arbitrary and Capricious	46
4. Errors of Law	49
5. Record on Review.....	50
6. De Novo Review	51
F. Estoppel, Res Judicata, Collateral Estoppel, and Agency Non-Acquiescence in Judicial Decisions	52
1. Equitable Estoppel.....	52
2. Res Judicata and Collateral Estoppel	53
3. Agency Non-Acquiescence in Circuit Court Decisions.....	54
G. Maintaining Consistency	56
Chapter 4. Rules and Rulemaking.....	61
A. Introductory Overview	61
B. Legislative Rules	63
1. Formal Rulemaking.....	64
2. Informal Rulemaking	65
a. Advantages of Informal Rulemaking.....	65
b. Judicial Interpretations of Notice	68
c. Judicial Interpretations of Statement of Basis and Purpose.....	71
d. Procedures Added by Congress	73
e. Procedures Added by Presidents.....	73
3. Negotiated Rulemaking.....	74
4. Agency Interpretations of Legislative Rules.....	74
5. Petitions for Rulemaking	75
6. Mandatory Rulemaking.....	76
7. Retroactive Rules	78

C.	Interpretative Rules	78
D.	Policy Statements	82
E.	Procedural Rules.....	83
F.	Other Exempt Rules.....	84
G.	Judicial Review of Rules	85
1.	Procedural Errors	85
2.	Arbitrary and Capricious	86
3.	The Record on Review	90
Chapter 5. Statutory Construction in the Administrative State.....		93
A.	The Pre- <i>Chevron</i> Law.....	93
B.	The <i>Chevron</i> Two-Step	94
C.	Effects of <i>Chevron</i>	95
D.	Scope of <i>Chevron</i>	97
E.	The Future of <i>Chevron</i>	98
Chapter 6. Agency Delay		99
A.	The Problem.....	99
B.	Legal Remedies for Delay	99
1.	The APA Remedy	99
2.	Statutory Deadlines.....	100
3.	Forbidden Remedies	101
Chapter 7. Reviewability		103
A.	Presumption of Reviewability.....	103
1.	Statutory Preclusion of Review.....	105
2.	Committed to Agency Discretion by Law	105
B.	Presumption of Unreviewability of Agency Inaction.....	106
Chapter 8. Timing of Review		109
A.	Introductory Overview	109
B.	Final Agency Action	110
C.	Ripeness	112
D.	Exhaustion of Administrative Remedies	118
1.	Common Law Exhaustion	118
2.	Statutory Exhaustion	121
3.	Intra-Agency Appeals	121
4.	Issue Exhaustion	122
E.	Primary Jurisdiction	122
Chapter 9. Standing		125
A.	Introductory Overview	125
B.	Constitutional Limits on Standing.....	126
1.	Injury in Fact	126
2.	Causation	127
3.	Redressability	128
4.	Standing of Associations	129
5.	Injury, Causation, and Redressability in Context.....	130
a.	Economic Injuries	130
b.	Environmental Injuries	130

TABLE OF CONTENTS

vii

c.	Informational Injuries	136
d.	Procedural Injuries	138
e.	Future Injuries.....	138
f.	Injuries to States.....	139
C.	Political Polarity and Nationwide Injunctions	140
D.	Statutory Prerequisites of Standing.....	141
Chapter 10. Political Controls		145
A.	Legislative Controls.....	145
1.	Statutes	145
2.	Less Formal Means of Control	147
3.	Constitutional Limits on Legislative Power	148
a.	Due Process	148
b.	Legislative Vetoes	148
c.	Agencies Controlled by Congress	150
B.	Executive Controls.....	150
1.	The Appointment Power.....	150
2.	The Removal Power	152
a.	The Landmark Decisions.....	152
b.	The Potential for Future Changes	157
3.	Informal Influence	159
4.	Systematic Controls.....	159
Chapter 11. Agency Power to Investigate.....		163
A.	Introductory Overview	163
B.	Mandatory Reports and the Subpoena Power	163
C.	Agency Inspections	164
Chapter 12. Freedom of Information Act and Other Open Government Acts.....		167
A.	The Freedom of Information Act	167
1.	Disclosure to Any Person	167
2.	Timing and Cost of Disclosure	167
3.	Exemptions.....	169
a.	Exemption One: National Security	170
b.	Exemption Two: Internal Personnel Rules	170
c.	Exemption Three: Information Exempted by Other Statutes.....	170
d.	Exemption Four: Trade Secrets	170
e.	Exemption Five: Inter-Agency and Intra-Agency Memoranda	171
f.	Exemption Six: Personal Privacy.....	171
g.	Exemption Seven: Law Enforcement Records	172
h.	Exemption Eight: Records of Financial Institutions	172
i.	Exemption Nine: Oil Well Data	172
j.	Exemption Ten: Critical Infrastructure	173
B.	The Privacy Act.....	173
C.	Sunshine Act	173
D.	Advisory Committee Act	174

Chapter 13. Private Rights of Action for Violations of Agency Administered Statutes	177
A. Express Private Rights of Action.....	178
B. Implied Private Rights of Action	179
C. Rights Enforceable Through § 1983	181
Chapter 14. Tort Actions Against Agencies and Agency Officials.....	183
A. Federal Tort Claims Act.....	183
B. <i>Bivens</i> Actions.....	186
C. Section 1983 Actions.....	187
TABLE OF CASES	189
INDEX	195