Accounting systems, power of agencies to prescribe, 142.
Administrative adjudications, technique of decision making, 211.
Administrative agencies characteristics
  biased interpretation of evidence, 235.
  broadening policy of statute, 225.
  effect of discovery powers, 125.
  eliminating hearings, 236.
  enlarging agency jurisdiction, 225.
  interest in result, 20.
  keeping criteria of decision secret, 261.
  reliance on discretion, 21, 224.
  reliance on private consultations, 237.
  reluctance to furnish bills of particulars, 108.
  reluctance to give notice and hearing, 55.
functions
  conducting social experiments, 16.
  continuity of supervision, 19.
  execution of preventive legislation, 14.
  uniform application of policies, 19.

history
  general, 7.
  United States, 10.
Administrative functions
  courts will not exercise, 33.
  not judicially reviewable, 33, 308.
Administrative law, definitions, 4.
Administrative officers, personal liability, 337.
Administrative rules. See Rule making; Rules.
Alien proceedings
  judicial review, 342.
  notice and hearing, 63.
Bias and prejudice
  interest in result typical of administrative agencies, 20.
  personal or pecuniary interest, 157.
  personal prejudice, 158.
  type of partiality that disqualifies, 157.
Bills of particulars, 103, 108.
Burden of proof, in administrative proceedings, 189.
Certiorari, judicial review by certiorari, 332.
Collateral attack, on administrative orders, 336.
Constitutional fact questions, scope of review, 314.
Crimes, violation of rules as crimes, 283.
Cross-examination, right to, 171.
INDEX

Declaratory judgments, use in administrative proceedings, 336.

Delegation of powers

crimes, delegation of power to define, 42, 283.

limits

cases where constitutional limits are nonexistent, 45.

stricter where judicial power delegated, 44.

subdelegation

practical problems, 49.

validity, 48.

tests of validity

discretion in executing law as against power to make law, 37.

effect of broad judicial review, 44.

effect of provision for notice and hearing, 43.

need for expertness, 43.

power to determine facts as against power to make policy, 38.

precluding delegation of administrative duties to courts, 33.

preserving essential independence of governmental departments, 31.

preventing delegation of uncontrolled discretionary powers, 34.

relationship of standard to establish legal concepts, 41.

subordinate rules within prescribed limits, 38.

sufficiency of statutory standard, 36.

tradition, effect of, 41.

Discovery. See Examination of books and records; Inspection of premises; Physical inspections; Reports; Subpoenas.

Discretionary powers

general

effect on judicial review, 345.

tendency to rely on discretion, 21.

limits

cases where unlimited discretionary powers may be delegated, 45.

effect of separation of powers doctrine, 34.

Due process. See also Procedural due process.

notice and hearing, 56.

Eminent domain, necessity of notice and hearing, 64.

Estoppel for failure to exhaust administrative remedy, principle analyzed, 326.

Evidence. See also Official notice.

burden of proof

on agency, 189.

shifting to respondent, 189.

common-law rules

not binding, 180, 182.

tendency to follow, 180.

exclusion of proper evidence, 185.

exclusionary rules

following equity rules, 181.

immaterial evidence, 181.

irrelevant evidence, 181.

power to exclude evidence, 181.

general tendency to follow common-law rules, 180.
Evidence (continued)
  hearsay
deprivation of cross-examination, 184.
inferences
  contradictory inferences equally balanced, 190.
legal residuum rule, 192.
practice of agencies, 186.
  presumptions
    agency power to make, 189.
    presumption statutes, 190.
  privilege
    rules followed, 184.
  receipt of incompetent evidence
    ordinarily permissible, 182.
    sometimes reversible error, 184.
substantial evidence rule. See also Judicial review.
necessity of residuum of legal evidence, 192.
rational basis for decision, 197.
tests of substantiality, 195.
use of record in another proceeding, 204.
written evidence, 188.
Examination of books and records. See also Subpoenas.
  consent of respondent required, 127.
  statutes, effect of, 127.
Exhausting administrative remedies
  application of doctrine, 322.
estoppel for failing to exhaust remedies, 326.
historical basis for rule, 320.
indication of adverse decision, 326.
jurisdiction of agency, 323.
motion for rehearing, 324.
reasons for rule, 318.
unconstitutionality of agency action, 324.
when are remedies exhausted
  indications of adverse decision, 326.
motions for rehearing, 324.
unreasonable delay, 326.

Fact questions, distinguished from questions of law, 339.
Fair trial
  agency rules, 167.
cross-examination of witnesses, 171.
departure from agency rules, 167, 286.
findings, necessity of, 221.
  following agency rules, 167.
  general requirements, 149.
  hearing officer, 176.
  impartiality of tribunal
    general requirement, 154.
    interest in result immaterial, 154.
    personal or pecuniary interest, 157.
    personal prejudice, 158.
    where all officers prejudiced, 161.
information as to nature of charge, 105.
interference with presentation of evidence, 159.
necessity of intermediate report, 220.
private hearings, 164.
representation by counsel, 165.
right to examine opposing evidence, 170.
Fair trial (continued)
right to introduce evidence, 174.
right to meet agency's case, 169.
rule that he who decides must hear case
difficulties of enforcing rule, 219.
extent of mastery of record required, 217.
general, 215.
terrogatories to agency members, 219.
methods of determining whether agency has followed rule, 219.
need not read record, 218.
time of hearing, 163.
timeliness of hearing, 174.
Federal Administrative Procedure Act
bias and prejudice, 158.
cross-examination, 172.
examination of books and records, 127.
hearing officers, 177, 215.
judicial review
issues of law, 312.
otice and hearing, 83.
official notice, 206.
petitions for adoption of rules, 266.
pleading, 103.
prehearing conferences, 124.
public participation in rule making, 264.
presentation of rules, 262.
recommended decision by hearing officer, 211.
representation by counsel, 166.
rule making, 254, 256.
subpoenas, 145.
substantial evidence rule, 197.
time of hearing, 163.
Federal Communications Commission, rule of evidence, 186.
Federal Register Act, publication of rules, 273.
Federal Trade Commission
consent orders, 121.
judicial review, scope of, 360.
rule of evidence, 187.
Findings
in connection with rule making, 267.
requirement that findings support decision, 221.
Hearing. See Fair trial; Notice and hearing.
Hearing officers
powers, 176.
qualifications, 177.
responsibilities, 177.
Injunctions, method of judicial review, 336.
Inspection of premises, power to inspect, 142.
Intermediate reports
agency may eliminate, 220.
general procedure, 213.
terrogatories, to members of agency, limits on, 219.
Interstate Commerce Commission
judicial review, scope of, 370.
rules of evidence, 186.
Judge-prosecutor combination
permitted under Constitution, 50.
practical results, 51, 221.
Judicial functions
limits on quasi-judicial powers, 32.
INDEX 465

Judicial functions (continued)
necessity of notice and hearing, 57.
scope of review, 343.

Judicial notice. See Official notice.

Judicial power, definition, 28.

Judicial review
administrative procedure
affecting scope of review, 346.
collateral attack, 336.
constitutional facts
reviewability, 314.
constitutional limitations. See Judicial review, limits on.
discretionary functions
scope of review, generally, 345.
estoppel preventing review.
See Estoppel.
exhausting administrative remedy. See Exhausting administrative remedies.

fact questions
artificiality of distinction between fact and law, 339.
reviewability of, 339.

fair trial
claim of denial reviewable, 149.

Federal Trade Commission
cases
scope of review, 360.
functions
generally, 305.
injunctions, 336.

Interstate Commerce Commission cases
scope of review, 370.
issues of law
distinguished from questions of fact, 339.

generally reviewable, 310.
what are, 312.
when not reviewable, 311.
jurisdictional facts
history of doctrine, 313.
not always reviewable, 314.

legislative functions
scope of review, generally, 343.

limits on
administrative determination not reviewable, 33, 308.
delay as limiting factor, 306.
generally, 305.

methods of review
actions for restitution, 338.
certiorari, 332.
collateral attack, 336.
damage action against officers, 337.
effect on scope of review, 331.
injunctions, 336.
mandamus, 333.
prohibition, 335.
statutory methods, 331.

National Labor Relations Board cases
scope of review, 377.
prior resort to administrative remedy. See Prior resort.
questions reviewed. See Scope of review.

rule-making functions
scope of review, generally, 293, 343.

scope of review
discretionary powers, 345.
experience of agency a factor, 347.
Judicial review (continued)  
discretionary powers, 345, 358, 365, 374, 381.  
experience of agency, 347, 364, 370, 379, generally, 330.  
legislative v. judicial functions, 343, 366, 371, 381.  
likelihood of fair trial, 348.  
public v. private business, 341, 354, 361, 373, 382.  
Federal Trade Commission cases, 360.  
Interstate Commerce Commission cases, 370.  
judicial functions, 343.  
legislative functions, 343.  
National Labor Relations Board cases, 377.  
rule-making functions, 293, 343.  
tax cases, 354.  
workmen's compensation cases, 350.  
substitute for notice and hearing, 85.  
tax cases, 354.  
workmen's compensation, 350.  
Jurisdictional facts scope of review, 313.  

Jurisprudence of administrative agencies  
broadening policy of statute, 228.  
enlarging agency jurisdiction, 225.  
evaluation of evidence, 235.  
generally, 223.  
reliance on discretion, 224.  
reliance on private consultations, 237.  
res judicata, 241.  
stare decisis, 238.  
statutory interpretation, 225.  

Legislation  
drafting  
problem of limiting agency discretion, 46.  
preventive role of administrative agencies, 14.  

Legislative functions  
limits on delegation of, 28.  
necessity of notice and hearing, 57.  
scope of judicial review, 343.  

Legislative power, definition, 28.  
Liabilities, of officers for erroneous decisions, 337.  

Licenses  
granting notice and hearing, 76.  
revocation notice and hearing, 78.  

Mandamus as method of judicial review, 333.  
Monopolies and unfair competition judicial review of decisions concerning, 360.
INDEX

National Labor Relations Board consent orders, 122.
judicial review, scope of, 377.
Notice and hearing
form of notice, 94.
necessity of giving alien proceedings, 63
history of doctrine, 55.
licensing proceedings, 76.
not dependent on legislative or judicial nature of function, 57, 67, 71, 72.
public safety cases, 74.
rate cases, 71.
removal of public officers, 64.
rule making, 67.
tax cases, 59.
tests availability of judicial review as excusing, 60, 85.
balancing public and private interests, 64, 75, 82, 88.
discretionary powers, basis for omitting notice, 59, 78, 88.
hearing v. objective tests, 59, 77, 89.
legislative v. judicial functions, 57, 67, 71, 72.
number of persons involved, 59, 62, 64, 70, 72.
substantiality of property interests involved, 59, 64, 66, 75, 80.
tendency to require where few involved, 59, 64, 89.
tradition in particular field, 58, 81, 87.
service of notice, 90.
statutory requirements effect of failure of statute to require notice, 84.
general, 83.
substitutes for general effect, 57.
judicial review as substitute, 60, 85.
sufficiency tax cases, 60.
waiver, 87.
who entitled to notice, 91.

Official notice defined, 206.
freely permitted in certain cases, 208.
general problem, 199.
litigation facts not noticed, 202.
making inferences distinguished, 200.
modern rule, 206.
refusal to believe testimony distinguished, 201.
use of record in another proceeding, 204.
where agency exercises legislative function, 205.

Opportunity to be heard. See Notice and hearing.

Orders, necessity of findings, 221.

Physical inspections, limits on use of, 142.

Pleading amendments, 110.
answers, 112.
bills of particulars, 108.
general rules, 102.
Pleading (continued)
- statutory provisions, 103.
- variances, 110.
Post-office orders, notice and hearing, 65.
Practice before agencies
- general role of counsel, 23.
Presumptions, effect on burden of proof, 189.
Pre-trial hearings. See Procedure.
Primary jurisdiction doctrine.
- See Prior resort doctrine.
Prior resort doctrine
- application of rule, 318.
- history of rule, 317.
- limitation on judicial review, 316.
- reasons for rule, 318.
Procedural due process, information as to nature of charge, 105.
Procedural rules, 281.
Procedure
character of administrative procedure affecting scope of review, 346.
prehearing procedure
- disposal of cases by consent, 121.
- narrowing of issues, 119.
- need for regulation, 116.
- purposes, 114.
- utility to respondent, 115.
rehearing
- where original order not based on hearing, 124.
Prohibition, use of to review administrative proceedings, 335.
Public officers
- removal
- notice and hearing, 64.
Public safety cases, notice and hearing, 74.
Quasi-judicial power, distinction from judicial power fictitious, 29, 36.
Quasi-legislative power, distinction from legislative power fictitious, 29, 35.
Questions of constitutional fact, scope of review, 314.
Questions of fact, difficulty of defining, 339.
Questions of jurisdiction, scope of review, 313.
Questions of law, distinguished from questions of fact, 339.
Rate cases, notice and hearing, 71.
Re-enactment without change, effect on rules, 280.
Regulations. See Rules and Rule making.
Reports, power of agencies to require reports, 141.
Res judicata
administrative recognition of doctrine, 247.
cases involving grant, 242.
generally, 241.
onrecurring factual situations, 242.
orders affecting continuing course of conduct, 244.
Rule making
deferred effective date, 270.
defined, 254.
drafting of rules, 270.
findings
- necessity of, 267.
statutory requirements, 268.
Rule making (continued)

- hearing on proposed rules
  - constitutional necessity, 67.
  - general practice, 262.
  - nature of hearing, 265.
  - history of rule-making powers, 253.
  - interpretative rules
    - defined, 256.
  - investigation re proposed rule, 264.
  - legislative rules
    - defined, 256, 276.
  - legislative survey of rules, 271.
  - notice of hearing
    - constitutional necessity, 67.
  - petitions for adoption of rules, 266.
  - public participation, 264.
  - publication of proposed rules, 264.
  - publication of rules, 259, 272.
  - submission of rules to legislature, 271.

Rules

- criminal penalties for violation of rules, 283.
- deferred effective date, 270.
- disregard of, by agency, 286.
  - effect as "laws"
    - generally, 275.
  - interpretative rules, 279.
  - legislative rules, 277.
  - procedural regulations, 281.
    - statutory provisions, 277.
  - interpretative rules
    - defined, 256.
  - judicial review of rules. See Judicial review.
  - legal effect, generally, 275.
  - legality. See Tests of validity.

- legislative rules
  - defined, 256, 276.
  - procedural rules, 281.
  - publication, 259, 272.
  - "re-enactment without change" doctrine, 280.
  - reliance on rules, effect of, 284.
  - retroactive application, 285.
  - suspension of, 286.
  - tests of validity
    - arbitrary rules, 297.
    - character of statute involved, 299.
    - conduct of public business, 301.
    - conflict with statute, 293.
    - due process violated, 297.
    - exceeding authority conferred, 293.
    - extending statute, 294.
    - legalistic view, 291.
    - modifying statute, 294.
    - need for administrative discretion, 298.
    - restriction of private rights, 300.
    - tax cases, 301.
    - unreasonableness, 297.
    - unrelated to statutory purpose, 296.

Separation of powers. See also

Delegation of powers.

- combination of legislative, judicial, and executive functions, 50.

Standards

- necessity, in delegating legislative power, 36.
  - relationship to established legal concepts, 41.

Stare decisis

- attitude of agencies, 238.
Statutes
  interpretation
    agency rules of statutory
    construction, 225.
    economic interpretation,
      232.
    invalid where statute ex­
    tended, 230.
Subpoenas
  documents in possession of
    third party, 138.
  enforcement
    application to court, 130.
    contempt proceedings, 129.
  privileged matters, 132.
  remedy against improper de­
    mand, 140.
  right of respondent to sub­
    poena
    generally, 143.
    power of agency to limit,
      145.
    subpoena to agency repre­
    sentatives, 147.
statutes
  control issuance of sub­
    poenas, 128.
  tests of validity
    balancing private and public
    interests, 136.
    description of documents,
      131.
    form of demand, 136.
    invasion of privacy, 133.
    jurisdiction of agency, 132.
    nature of proceeding, effect
    of, 134.
    relevancy, 131.
Substantial evidence rule. See
  Evidence.
Suit for damages, liability of ad­
  ministrative officers, 337.
Taxation
  notice and hearing in tax
    cases, 59.
  scope of judicial review in tax
    cases, 354.
Witnesses. See Evidence.
Workmen's compensation cases,
  judicial review, 350.