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#### ADMINISTRATIVE CONFERENCE OF THE UNITED STATES

# **Public Availability of Information About Agency Adjudicators**

## **Committee on Adjudication**

## Proposed Recommendation | December 17, 2020

1 Federal agency officials throughout the country preside over hundreds of thousands of adjudications each year. As the Administrative Conference has previously observed, litigants, 2 their lawyers, and other members of the public benefit from having ready online access to 3 procedural rules, decisions, and other key materials associated with adjudications.<sup>2</sup> They also 4 benefit from having ready online access to the policies and practices by which agencies appoint 5 and oversee administrative law judges and other adjudicators. The availability of these policies 6 7 and practices helps inform the public about, among other things, any actions agencies have taken to ensure the impartiality of administrative adjudicators<sup>3</sup> and promotes an understanding of 8 adjudicators' constitutional status under the Appointments Clause and other constitutional 9 provisions.4 10

Agencies may benefit from disclosures about agency adjudicators because it allows them to compare their own policies with those made publicly available by other agencies. Agencies' proactive disclosures, which may sometimes already be required under the Freedom of

<sup>&</sup>lt;sup>1</sup> See Admin. Conf. of the U.S., Recommendation 2016-2, Aggregate Agency Adjudication, 81 Fed. Reg. 40,260, 40,260 (June 21, 2016).

<sup>&</sup>lt;sup>2</sup> Admin. Conf. of the U.S., Recommendation 2018-5, *Public Availability of Adjudication Rules*, 84 Fed. Reg. 2142 (Feb. 6, 2019); Admin. Conf. of the U.S., Recommendation 2017-1, *Adjudication Materials on Agency Websites*, 82 Fed. Reg. 31,039 (July 5, 2017).

<sup>&</sup>lt;sup>3</sup> Cf. Admin. Conf. of the U.S., Recommendation 2018-4, Recusal Rules for Administrative Adjudicators, 84 Fed. Reg. 2139 (Feb. 6, 2019).

<sup>&</sup>lt;sup>4</sup> See, e.g., Lucia v. SEC, 138 S. Ct. 2044 (2018); Arthrex v. Smith & Nephew, 941 F.3d 1320 (Fed. Cir. 2019), cert. granted, \_\_ S. Ct. \_\_ (Oct. 13, 2020) (No. 19-1434).



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Information Act and the E-Government Act, may also be more cost-effective than agencies' responding to individual requests for information.<sup>5</sup>

Like other recent recommendations regarding adjudicators,<sup>6</sup> this Recommendation addresses officials who preside over (1) hearings governed by the formal hearing provisions of the Administrative Procedure Act (APA)<sup>7</sup> and (2) hearings that are not governed by those provisions but are required by statute, regulation, or executive order. It also addresses officials (agency heads excluded) who review hearing-level adjudicators' decisions on appeal. For ease of reference, this Recommendation refers to the covered adjudicators as either "administrative law judges" (ALJs) or "administrative judges" (AJs).<sup>8</sup> Agencies may decide to include the disclosures identified in this Recommendation about other adjudicators, depending on the level of formality of the proceedings over which they preside and whether they serve as full-time adjudicators. Agencies may also decide to make similar disclosures with respect to agency heads if their websites do not already provide sufficient information.

This Recommendation is concerned with policies and practices relating to adjudicators that agencies should disclose, including those addressing appointment and qualifications; compensation (including salaries, bonuses, and performance incentives); duties and responsibilities; supervision and assignment of work; position within agencies' organizational hierarchies; methods of evaluating performance; limitations on ex parte communications and other policies ensuring the separation between adjudicative and enforcement functions; recusal and disqualification; the process for review of adjudications; and discipline and removal.

<sup>5</sup> FOIA Improvement Act of 2016, Pub. L. No. 114-185, § 2, 130 Stat. 538, 538 (amending 5 U.S.C. § 552(a)(2)); E-Government Act of 2002, Pub. L. No. 140-347, § 206, 116 Stat. 2899, 2916 (amending 44 U.S.C. § 3501).

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<sup>&</sup>lt;sup>6</sup> See, e.g., Admin. Conf. of the U.S., Recommendation 2018-4, Recusal Rules for Administrative Adjudicators, 84 Fed. Reg. 2139 (Feb. 6, 2019).

<sup>&</sup>lt;sup>7</sup> See 5 U.S.C. §§ 554, 556–557.

<sup>&</sup>lt;sup>8</sup> The vast majority of ALJs work at the Social Security Administration. AJs work at many different agencies under a variety of titles, including not only "Administrative Judge" but also, by way of example, "Hearing Officer," "Immigration Judge," "Veterans Law Judge," "Administrative Patent Judge," and "Administrative Appeals Judge."



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Many of the policies and practices applicable to ALJs governing these matters are already publicly available because they reside in in the APA, Office of Personnel Management rules, and other legal authorities. Nevertheless, agencies that employ ALJs can take steps to improve the public's access to this information.

ALJs, in any case, make up a small portion of federal adjudicators. There are many more AJs than ALJs. <sup>10</sup> AJs are regulated by a complex mix of statutory provisions, including civil service laws, agency rules codified in the *Code of Federal Regulations*, and agency-specific policies that take a variety of forms. Many types of information about AJs reside in these sources, but they may be difficult to find. <sup>11</sup> Some relevant sources may not be publicly available, including internal administrative and personnel manuals, position descriptions, and labor agreements. This is particularly true with respect to certain kinds of policies, such as those relating to compensation and performance incentives. <sup>12</sup> Of course, the Administrative Conference recognizes that some of these agency policies and practices may qualify for an exemption under the Freedom of Information Act, <sup>13</sup> Privacy Act, <sup>14</sup> or other laws and executive-branch policies.

Agency websites are the most helpful location for agencies to make relevant policies and practices publicly available. Individuals most naturally seek information about administrative policies and practices on agencies' websites. Agencies can situate information about their adjudicators in a logical and easily identifiable place on their websites and structure their

<sup>&</sup>lt;sup>9</sup> 5 U.S.C. §§ 554, 557, 3105, 4301, 5372, 7521; 5 C.F.R. part 930, subpart B; Exec. Order No. 13,843, 83 Fed. Reg. 32,755 (July 13, 2018) (issued July 10, 2018).

<sup>&</sup>lt;sup>10</sup> Kent Barnett et al., Non-ALJ Adjudicators in Federal Agencies: Status, Selection, Oversight, and Removal 1 (Sept. 24, 2018) (report to the Admin. Conf. of the U.S.), https://www.acus.gov/report/non-alj-adjudicators-federal-agencies-status-selection-oversight-and-removal-1.

<sup>&</sup>lt;sup>11</sup> Leigh Anne Schriever, Public Availability of Information About Adjudicators 10 (Nov. 23, 2020) (report to the Admin. Conf. of the U.S.).

<sup>&</sup>lt;sup>12</sup> *Id.* at 7.

<sup>&</sup>lt;sup>13</sup> 5 U.S.C. § 552.

<sup>&</sup>lt;sup>14</sup> 5 U.S.C. § 552a.



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websites to synthesize policies in plain language and link to information from many different
 sources.<sup>15</sup>

This Recommendation encourages agencies to provide clear and readily accessible descriptions on their websites of the policies governing the appointment and oversight of ALJs and AJs and to include links to relevant legal documents. How, exactly, they should do so will of course depend on the specific features of their adjudicative programs and their institutional needs.

#### RECOMMENDATION

- 1. Each adjudicative agency should prominently display on its website a short, straightforward description of all generally applicable policies and practices governing the appointment and oversight of ALJs and AJs, including, as applicable, those that address:
  - a. Procedures for assessing, selecting, and appointing candidates for adjudicator positions and the legal authority under which the appointments are made;
  - b. Placement of adjudicators within agencies' organizational hierarchies;
  - c. Compensation structure and performance incentives, such as bonuses, nonmonetary awards, and promotions;
  - d. Procedures for assigning cases;
  - e. Assignment, if any, of non-adjudicative duties to adjudicators;
  - f. Limitations on ex parte communications, including between adjudicators and other agency officials, related to the disposition of individual cases, as well as other policies ensuring a separation of adjudication and enforcement functions;
  - g. Standards for recusal by and disqualification of adjudicators;
  - h. Administrative review of adjudicators' decisions;
- i. Supervision of adjudicators by higher-level officials;

<sup>15</sup> Cf. Admin. Conf. of the U.S., Recommendation 2017-3, *Plain Language in Regulatory Drafting*, 82 Fed. Reg. 61,728 (Dec. 29, 2017).



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- j. Evaluation of adjudicators, including quantitative and qualitative methods for appraising adjudicators' performance, such as case-processing goals, if any; and
- k. Discipline and removal of adjudicators.

Agencies may choose not to provide access to policies covered by a Freedom of Information Act exemption or may be required not to disclose information otherwise protected by law.

- 2. On the same webpage as the information described in Paragraph 1 appears, each adjudicative agency should provide links to key legal documents or, when links are not available, citations to such documents. These documents may include (a) federal statutes, including relevant provisions of the APA and other laws applicable to ALJs and AJs; (b) agency-promulgated rules regarding adjudicators, including Office of Personnel Management rules applicable to ALJs; (c) publicly available agency-promulgated guidance documents relating to adjudicators, including manuals, bench books, and other explanatory materials; and (d) delegations of authority. To the extent that some policies concerning adjudicators may be a matter of custom, such as assignment of non-adjudicative duties, each adjudicative agency should consider documenting those policies in order to make them publicly accessible to the extent practicable.
- 3. The webpage containing the information described in Paragraphs 1 and 2 should present the materials in a clear, logical, and comprehensive fashion. One possible method of presenting this information appears in Appendix A. The appendix gives one example for ALJs and another for AJs.
- 4. If an agency's mission consists exclusively or almost exclusively of conducting adjudications, the agency should provide a link to the webpage containing the information described in Paragraphs 1 and 2 on the agency's homepage. If conducting adjudications is merely one of an agency's functions, the agency should provide a link to these materials from a location on the website that is both dedicated to adjudicative materials and logical in terms of a user's likelihood of finding the documents in the selected location. One example would be an enforcement or adjudication page or the homepage for the component in which a particular category of adjudicators works.



106	Citations to agency webpages that currently provide this information in a way that makes
107	it easy for the public to locate, as well as descriptions of how to find those pages on
108	agency websites, appear in Appendix B.



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#### APPENDIX A

109 Sample Website Text for Administrative Law Judges 110 **About Our Administrative Law Judges** 111 Administrative Law Judges (ALJs) at [agency name] conduct hearings and decide cases under [insert name of authorizing act]. They are part of the [agency component in which ALJs are 112 113 located], which is directed by [title of office head] and has offices in [cities]. Visit [link to 114 agency organization chart] to see how [office] relates to other offices at [agency]. 115 [Agency name] is committed to ensuring that all hearings and appeals are conducted in a fair and equitable manner. Parties are entitled to a due process hearing presided over by an impartial, 116 117 qualified ALJ. ALJs resolve cases involving [kinds of cases ALJs hear] in a fair, transparent, and accessible manner. Our ALJs are appointed by [agency official], and are [describe 118 119 qualifications]. ALJs are paid according to the [pay scale for ALJs with link to the scale] scale (with cost-of-living adjustments for ALJs' locations) set by another agency, the Office of 120 121 Personnel Management. 122 Cases are assigned to ALJs [in each geographic office] in rotation so far as practicable. The ALJ 123 assigned to your case is responsible for [job duties, like taking evidence, hearing objections, 124 issuing decisions]. ALJs are required by statute to perform their functions impartially. 5 U.S.C. 125 § 556(b). To ensure impartiality, they do not take part in investigative or enforcement activities, nor do they report to officials in the [agency]'s investigative or enforcement components. 5 126 127 U.S.C. §§ 554(d); 3105. The ALJ assigned to your case may not communicate privately about the facts of your case with other agency officials. [More details on [agency name]'s rules about 128 communicating with ALJs are available [location of agency-specific ex parte prohibitions]]. 129 130 By law, [agency] does not reward or discipline ALJs for their decisions. [Agency] does not

evaluate ALJs' performance and can only discipline or remove an ALJ from office if another



132	agency, the Merit Systems Protection Board, decides after a hearing that good cause supports	
133	doing so. 5 U.S.C. §§ 4301, 7521.	
134	The agency has adopted rules of recusal [link] that allow a participant to request that the ALJ in	
135	charge of his or her case be disqualified if the participant believes the ALJ cannot fairly and	
136	impartially decide the cases.	
137	If you are dissatisfied with an ALJ's decision, you can request reconsideration from the ALJ or	
138	appeal that decision to [agency office/official]. Visit [link] for information on appealing an AL	
139	decision. [Agency office/official] may also review your case on [its/his or her] own initiative if	
140	there is an issue with the ALJ's decision.	
141	For Further Information:	
142	Hiring process: [link]	
143	• Pay rates: [link]	
144	<ul> <li>How cases are assigned to ALJs: [link]</li> </ul>	
145	• Communicating with ALJs (ex parte communications): [link]	
146	<ul> <li>Process for addressing allegations that an ALJ has a conflict of interest (recusal and</li> </ul>	
147	disqualification procedures): [link]	
148	How to appeal an ALJ decision: [link]	
149	• Case processing goals: [link]	
150	• Process for addressing allegations of ALJ misconduct: [link]	
151	See also:	
152	• Statutory provisions governing ALJs: 5 U.S.C. §§ 554, 557, 3105, 4301, 5372, 7521	
153	• OPM's regulations governing ALJs: 5 C.F.R. §§ 930.205, 930.206, 930.207, 930.211	
154	• MSPB's regulations governing ALJs: 5 C.F.R. §§ 1201.127–1201.142	
155	• [Additional legal provisions governing ALJs]	



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• Executive Orders pertaining to ALJs: <u>EO 13,843</u> (giving agencies control over the hiring process of ALJs) [add other pertinent EOs]



158 **Sample Website Text for Administrative Judges** 159 If agencies have different kinds of adjudicators, they should consider providing a separate 160 webpage for each. 161 **About Our [Insert Adjudicator Title]** [Adjudicator title] at [agency name] [conduct hearings and decide cases/review appeals] under 162 163 [name of authorizing act(s)]. They are part of the [agency component in which adjudicators are 164 located], which is directed by [title of office head] and has offices in [cities]. Visit [link to agency organization chart] to see how [office] relates to other offices at [agency]. 165 [Agency name] is committed to ensuring that all hearings and appeals are conducted in a fair and 166 167 equitable manner. Parties are entitled to a due process hearing presided over by an impartial, 168 qualified [adjudicator title]. [Adjudicator title] resolve cases involving [kinds of cases] in a fair, 169 transparent, and accessible manner. Our [adjudicator title] are appointed pursuant to [authorizing statute] by [agency official] [for terms of [number of years] years], and are [describe 170 171 qualifications]. [Adjudicator title] are paid according to the [pay scale for adjudicator with link to 172 the scale] scale set [by another agency, the Office of Personnel Management/by [agency title]], 173 and they [are/are not] eligible to receive bonuses or other performance incentives. 174 Cases are [describe how cases are assigned]. The [adjudicator title] assigned to your case is 175 responsible for [job duties, like taking evidence, hearing objections, issuing decisions]. 176 [Description of policies (if any exist) that ensure the agency component or adjudicators remain 177 independent from investigative or enforcement activities]. [Description of rules about ex parte 178 communications, if any exist]. 179 [Agency official or body] is responsible for evaluating the quality of [adjudicator title] decisions, 180 and [agency official or body] conducts performance reviews of [adjudicator title]. [Agency official/entity from another agency may remove the [adjudicator title] or [agency official or 181 182 body/other entity] may discipline the [adjudicator title] by [kinds of discipline] when warranted.



183	The agency has adopted rules of recusal [link] that allow a participant to request that the
184	[adjudicator title] in charge his or her case be disqualified if the participant believes the
185	[adjudicator title] cannot fairly and impartially decide the case.
186	If you are dissatisfied with an [adjudicator title] decision, you can request reconsideration from
187	the [adjudicator title] or appeal that decision to [agency office/official]. Visit [link] for
188	information on appealing an [adjudicator title] decision. [Agency office/official] may also review
189	your case on [its/his or her] own initiative if there is an issue with the [adjudicator title]'s
190	decision.
191	For Further Information:
192	Hiring process: [link]
193	• Pay rates: [link]
194	<ul> <li>Bonuses and performance incentives: [link]</li> </ul>
195	<ul> <li>How cases are assigned to [adjudicator title]: [link]</li> </ul>
196	• Communicating with [adjudicator title] (ex parte communications): [link]
197	<ul> <li>Process for addressing allegations that an [adjudicator title] has a conflict of interest</li> </ul>
198	(recusal and disqualification procedures): [link]
199	<ul> <li>How to appeal an [adjudicator title] decision: [link]</li> </ul>
200	• Case processing goals: [link]
201	• Process for addressing allegations of [adjudicator title] misconduct: [link]
202	See also:
203	• Statutory provisions regarding [adjudicator title], including the appointment authority:
204	[statutory citations]
205	• Agency regulations governing [adjudicator title]: [C.F.R. provisions]



#### **APPENDIX B**

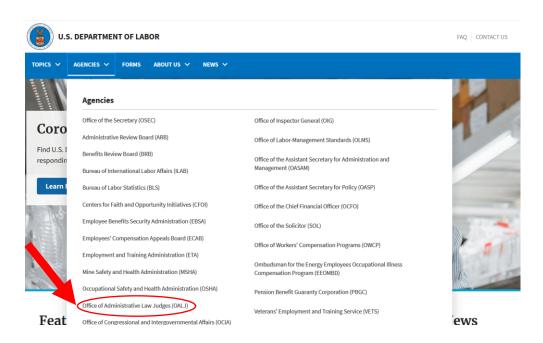
- 206 Example 1 Department of Labor's Office of Administrative Law Judges
- 207 The website of the Office of Administrative Law Judges provides an example of how agencies
- 208 can intuitively place information about adjudicators on their websites in plain-language text with
- citations. It is easy to find because a link to it is placed on the home page for the Office of
- 210 Administrative Law Judges.
- 211 Citation: About the Office of Administrative Law Judges, U.S. DEP'T OF LABOR,
- 212 https://www.dol.gov/agencies/oalj/about/ALJMISSN (last visited Nov. 9, 2020).
- 213 How to Find:

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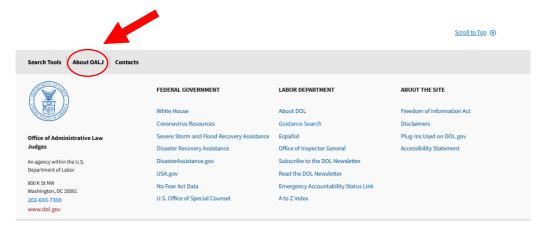
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 Go to the Department of Labor Website (<u>www.dol.gov</u>) and click on the "Agencies Tab," which should bring up a drop-down menu. Click on "Office of Administrative Law Judges (OALJ)."





2. Scroll down to the bottom of the OALJ page and click on "About OALJ."



3. The "About the Office of Administrative Law Judges" page includes information about the locations of administrative law judges (ALJs), the authority under which they are appointed, and the kinds of cases heard by ALJs.



# About the Office of Administrative Law Judges

The Office of Administrative Law Judges (OALJ) is the administrative trial court for the United States Department of Labor. OALJ conducts hearings nationwide. The Department of Labor has the third largest administrative law judge (ALJ) office in the Federal government. OALJ is headquartered in Washington, DC, and has judges and staff located in eight district offices. ALJs are appointed under the U.S. Const. art. U.S.2 cl. 2 and the Administrative Procedure Act. SLIS.C. 6.3105.

#### Mission

OALJ's mission is to provide a neutral forum to resolve labor-related administrative disputes before the Department of Labor in a fair, transparent and accessible manner, and to promptly issue sound decisions correct in law and fact.

Department of Labor ALJs adjudicate complaints and claims in a wide variety of cases. Cases where individuals seek benefits under the Black Lung Benefits Act, the Longshore and Harbor Workers' Compensation Act and the Defense Base Act constitute the largest part of the office's workload. ALJs also hear and decide cases arising from over 80 other labor-related statutes, Executive Orders, and regulations, including such diverse subjects as: whistleblower complaints involving corporate fraud and violations of transportation, environmental and food safety statutes; alien labor certifications; actions involving the working conditions of migrant farm laborers; grants administration relating to preparation of workers and job seekers to attain needed skills and training; prohibition of workplace discrimination by government contractors; minimum wage disputes; child labor violations; mine safety variances; OSHA formal rulemaking proceedings; federal contract disputes; civil fraud in federal programs; certain recordkeeping required by ERISA; and standards of conduct in union elections.

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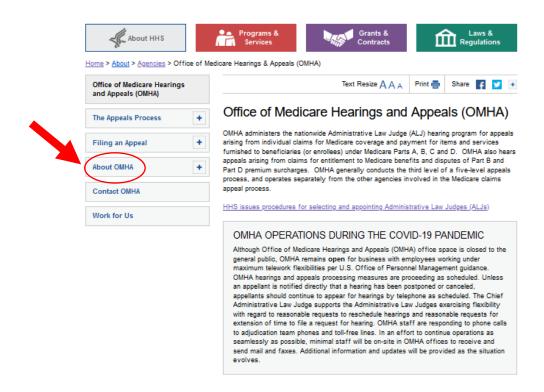


- 224 Example 2 Department of Health and Human Service's Office of Medicare Hearings and
- 225 Appeals
- The website of the Office of Medicare Hearings and Appeals shows a clear and intuitive way
- agencies can organize information about adjudicators. The link to the "About OMHA" page is
- 228 easy to find from the main page for the Office of Medicare Hearings and Appeals, which
- 229 contains a link to it.
- 230 Citation: About OMHA, U.S. DEP'T OF HEALTH & HUMAN SERVS.,
- 231 https://www.hhs.gov/about/agencies/omha/about/index.html (last visited Nov. 9, 2020).
- 232 How to Find:

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1. Go to the main page for OMHA (<a href="https://www.hhs.gov/about/agencies/omha/index.html">https://www.hhs.gov/about/agencies/omha/index.html</a>) and click on "About OMHA" on the left side.

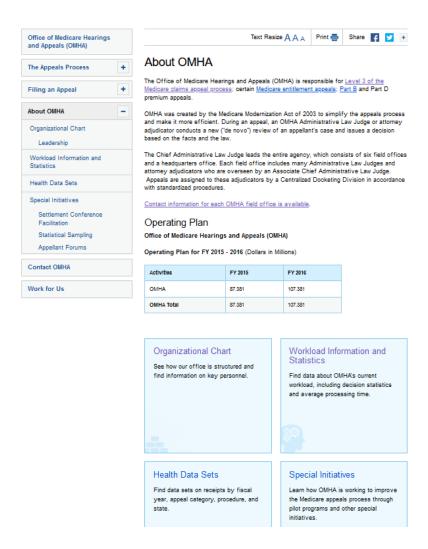




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2. The "About OMHA" page includes information about what cases ALJs at OMHA hear and the organization of the agency.





- 239 Example 3 Internal Revenue Service's Independent Office of Appeals
- 240 The website of the Independent Office of Appeals presents an example of how agencies can use
- 241 website text to reassure the public about their adjudicators' independence and impartiality in
- 242 plain language. The IRS website has a link to the Independent Office of Appeals webpage on its
- 243 main page. The first sentence of the Office's homepage includes a hyperlink to a page containing
- 244 more information about its adjudications, including details about ex parte communications and
- 245 the separation of adjudicative functions from other agency functions.
- 246 Citation: Appeals An Independent Organization, I.R.S., https://www.irs.gov/appeals/appeals-
- 247 <u>an-independent-organization</u> (last visited Nov. 9, 2020).
- 248 How to Find:
- 1. Go to the IRS's home page (<u>www.irs.gov</u>) and scroll down to the bottom. Click on "Independent Office of Appeals."

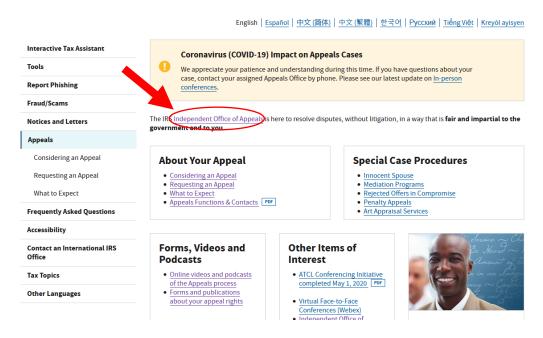






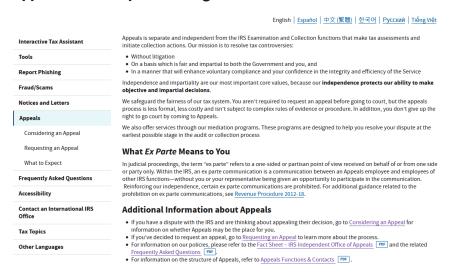
252 2. Click on "Independent Office of Appeals" in the first sentence on the webpage.

#### **Appeals**



3. The "Appeals – An Independent Organization" page includes information about the agency's relationship with other agency components and provides an explanation about the rules around ex parte communications.

#### **Appeals - An Independent Organization**



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- 258 Example 4 Federal Labor Relations Authority
- 259 The website of the Federal Labor Relations Authority provides a good example of how agencies
- 260 can create an easily-located page that is accessible from the main page and that provides
- information about the appointment and job duties of the adjudicators.
- 262 Citation: Office of Administrative Law Judges, FED. LABOR RELATIONS AUTH.,
- 263 https://www.flra.gov/components-offices/offices/office-administrative-law-judges (last visited
- 264 Nov. 9, 2020).
- 265 How to Find:
- 1. Go to the FLRA website (<u>www.flra.gov</u>) and click on "Components & Offices."





2. Click on "Office of Administrative Law Judges."

# **Components & Offices**

The FLRA is organized into three statutory components – the Authority, the Office of the General Counsel (OGC), and the Federal Service Impasses Panel (FSIP) – each with unique adjudicative or prosecutorial roles. The agency also provides full program and staff support to two other organizations – the Foreign Service Impasse Disputes Panel and the Foreign Service Labor Relations Board.



FEATURED TOPICS

Is the FLRA hiring?

Find a listing of all of the FLRA's current job openings.

Contact Us

Find a listing of FLRA contacts that

you can call for more information.

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3. The "Office of Administrative Law Judges" page includes information about office location, the authority for the appointment of ALJs, and descriptions of the kinds of cases ALJs hear.

# Office of Administrative Law Judges

#### What we do

FLRA Administrative Law Judges conduct hearings and issue recommended decisions on cases involving alleged unfair labor practices. Administrative Law Judges also render recommended decisions involving applications for attorney fees filed under the Back Pay Act and the Equal Access to Justice Act.

The Authority appoints Administrative Law Judges under  $\underline{6.7105(d)}$  of the Federal Service Labor-Management Relations Statute.

To learn more, please see our page on <u>procedures</u> relevant to cases before Administrative Law Judges, and our page on the <u>Settlement Judge Program</u>.

#### Contact information

Office of Administrative Law Judges

Federal Labor Relations Authority 1400 K Street, NW Washington, DC 20424 Phone: (202) 218-7950

Fax: (202) 482-6629

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