
TABLE OF CONTENTS

PREFACE.....	V
ACKNOWLEDGMENTS.....	VII
TABLE OF CASES.....	XXI
TABLE OF AUTHORITIES	XXXV
Chapter 1. Introduction.....	1
A. The Study of Administrative Law.....	1
1. What Is Administrative Law?	1
2. Why Study Administrative Law?	4
B. What Is an Agency?	5
1. Statutory Definitions	5
Citizens for Responsibility and Ethics in Washington v. Office of Administration	8
Notes and Questions	11
Discussion Problem	12
2. Executive Branch and Independent Agencies.....	13
3. Agencies and the Three Branches.....	15
4. Quasi-Judicial and Quasi-Legislative versus Bureaucratic Actions	17
C. The History of Administrative Law	18
1. The Early Republic.....	18
2. The Progressive Era and the New Deal.....	20
3. The Administrative Procedure Act	22
4. The 1960s and 1970s.....	24
5. The Modern Era	25
Chapter 2. Congress and Agencies.....	29
A. The Constitutionality of Delegating Policymaking Authority	29
1. The Nondelegation Doctrine.....	30
Panama Refining Co. v. Ryan.....	32
A.L.A. Schechter Poultry Corp. v. United States	37
Notes and Questions	41
a. The Decline of the Nondelegation Doctrine	42
b. Renewed Interest in the Nondelegation Doctrine in the 1970s and 1980s	44
Industrial Union Dept., AFL-CIO v. American Petroleum Institute (the Benzene Case)	46
Notes and Questions	51
c. A “New” Nondelegation Doctrine?.....	55
Whitman v. American Trucking Ass’ns, Inc.	58
Notes and Questions	62
Michigan v. Environmental Protection Agency.....	63
Notes and Questions	67
d. Renewed Interest in Replacing the Intelligible Principle Standard	68
Gundy v. United States.....	68

	Notes and Questions	84
e.	Subdelegation	85
	Jennifer Nou, Subdelegating Powers	86
	Notes and Questions	90
	United States Telecom Association v. Federal Communications Commission	91
	Notes and Questions	97
f.	Privatization	98
	National Horsemen's Benevolent & Protective Ass'n v. Black	100
	Notes and Questions	111
	Emily S. Bremer, Incorporation by Reference in an Open- Government Age	113
	Notes and Questions	125
2.	If Broad Delegations Are a Problem, Are Detailed Instructions the Answer?	126
a.	The Food Stamp Program	126
	U.S. Department of Agriculture v. Murry	127
	Notes and Questions	129
b.	The Delaney Clause	130
	Les v. Reilly	132
	Notes and Questions	133
B.	The Constitutionality of Delegating Adjudicatory Power	133
	Crowell v. Benson	135
	Notes and Questions	140
	Northern Pipeline Const. Co. v. Marathon Pipe Line Co.	141
	Notes and Questions	149
	Commodity Futures Trading Commission v. Schor	150
	Notes and Questions	159
	Granfinanciera v. Nordberg	160
	Notes and Questions	165
	Discussion Problem	167
C.	Other Means Through Which Congress Influences Agencies	168
1.	Other Statutes	168
a.	Administrative Procedure Act	168
b.	Freedom of Information Act	169
c.	National Environmental Policy Act	171
d.	Civil Service Act	172
e.	Information Quality Act	173
f.	Congressional Review Act	174
2.	Allocation of Litigating Authority	175
3.	The Confirmation Process	175
4.	The Appropriations Process	176
5.	The Oversight Process	177
6.	Casework	177
D.	Limits on Congressional Power	178
1.	Due Process	178
	Pillsbury Co. v. Federal Trade Commission	178
	Notes and Questions	184

2.	The Procedures Required to Legislate	184
a.	The Legislative Veto.....	185
	Immigration & Naturalization Service v. Chadha	185
	Notes and Questions	193
	Discussion Problem	195
b.	Gramm-Rudman-Hollings and the Comptroller General	195
	Bowsher v. Synar	196
	Notes and Questions	204
	Discussion Problem	205
Chapter 3. Presidential Control of Agencies.....		207
Formalism versus Functionalism		207
Gary Lawson, Territorial Governments and the Limits of Formalism		208
Harold H. Bruff, The Incompatibility Principle.....		209
John F. Manning, Separation of Powers as Ordinary Interpretation		209
A.	The Power to Appoint	211
1.	Who Is an Officer of the United States?	212
	Buckley v. Valeo	212
	Notes and Questions	216
	Lucia v. Securities & Exchange Commission	220
	Notes and Questions	228
	Discussion Problem	230
2.	What Kind of Officer: Principal or Inferior?	230
	Morrison v. Olson	231
	Notes and Questions	237
	Edmond v. United States.....	238
	Notes and Questions	243
3.	Kind of Officer and Final Decisionmaking Authority.....	243
	United States v. Arthrex.....	243
	Notes and Questions	268
	Discussion Problem	269
4.	Who Is Head of a Department?	270
	Freytag v. Commissioner of Internal Revenue	270
	Notes and Questions	278
5.	Alternatives to the Senate Confirmation Process	280
a.	Recess Appointments	281
b.	Acting Agency Leaders.....	283
B.	The Power to Remove	284
	Myers v. United States	285
	Notes and Questions	294
	Humphrey’s Executor v. United States	295
	Notes and Questions	298
	Wiener v. United States	299
	Notes and Questions	301
	Morrison v. Olson.....	302
	Notes and Questions	305
	Free Enterprise Fund v. Public Company Accounting Oversight Board.....	306
	Notes and Questions	321

Seila Law LLC v. Consumer Financial Protection Bureau.....	322
Notes and Questions.....	340
C. Other Presidential Attempts to Control Agencies.....	341
1. The Nature and Scope of Presidential Authority.....	341
Youngstown Sheet & Tube Co. v. Sawyer.....	342
Notes and Questions.....	348
Discussion Problems.....	351
2. Tools Presidents Use to Control Agencies.....	351
Presidential Signing Statements.....	353
Executive Orders.....	354
OMB and OIRA.....	355
Executive Order 12866 Regulatory Planning and Review.....	357
Notes and Questions.....	370
Major Changes and Additions to Executive Order 12866.....	371
Peter L. Strauss, Overseer, or “The Decider”? The President in Administrative Law.....	373
Other Presidential Efforts to Influence Rulemaking.....	379
Ad Hoc Jawboning.....	380
Chapter 4. Adjudication.....	383
A. The Role of the Due Process Clause.....	383
1. When Due Process Applies.....	384
a. Adjudication versus Rulemaking.....	384
Londoner v. Denver.....	385
Bi-Metallic Investment Co. v. State Board of Equalization.....	386
Notes and Questions.....	387
Explaining the <i>Londoner/Bi-Metallic</i> Distinction.....	389
Discussion Problem.....	392
b. Life, Liberty, or Property.....	392
Goldberg v. Kelly.....	393
Notes and Questions.....	401
Discussion Problems.....	404
Wisconsin v. Constantineau.....	405
Notes and Questions.....	406
Board of Regents of State Colleges v. Roth.....	406
Perry v. Sindermann.....	412
Notes and Questions.....	415
Paul v. Davis.....	416
Notes and Questions.....	419
Discussion Problem.....	421
Kerry v. Din.....	421
Notes and Questions.....	429
Discussion Problem.....	430
2. Procedures Required by Due Process.....	430
Mathews v. Eldridge.....	434
Notes and Questions.....	442
Discussion Problem.....	444
The Bitter with the Sweet Model.....	445

	Cleveland Board of Education v. Loudermill	446
B.	Statutes as a Source of Procedural Requirements.....	452
1.	Formal Adjudication	452
	Dominion Energy Brayton Point, LLC v. Johnson	454
	Notes and Questions	458
2.	Informal Adjudication.....	460
	Citizens to Preserve Overton Park, Inc. v. Volpe.....	460
	Pension Benefit Guaranty Corp. v. LTV Corp.	464
	Notes and Questions	467
3.	The New World of Agency Adjudication	468
C.	Permissible Decisionmaking Structures and Impermissible Bias	469
1.	Judicial Models: Separation of Functions and Split- Enforcement	469
	Withrow v. Larkin.....	471
	Notes and Questions	475
	The Split-Enforcement Model	478
2.	The Judicial Model versus the Bureaucratic Model	478
	Nash v. Bowen.....	480
	Notes and Questions	483
	Ongoing Issues with ALJs in the Social Security Disability System.....	485
	Notes and Questions	487
	The Bureaucratic Model	488
3.	Public versus Private Adjudicators.....	489
	Gibson v. Berryhill	489
	Notes and Questions	493
	Schweiker v. McClure	493
	Notes and Questions	500
D.	Judicial Review of Agency Adjudications	501
1.	Judicial Review of Agency Fact Finding.....	502
	Universal Camera Corp. v. NLRB	502
	Notes and Questions	506
	Richardson v. Perales	509
	Notes and Questions	516
	Biestek v. Berryhill	518
	Notes and Questions	525
	Fact-Finding in Informal Adjudication.....	527
	Ass’n of Data Processing Serv. Organizations, Inc. v. Board of Governors of the Federal Reserve System	528
	Notes and Questions	532
2.	Judicial Review of Issues of Law and of the Agency Reasoning Process	533
	Chapter 5. Rules and Rulemaking	537
A.	Why Rulemaking?.....	538
1.	Agency Power to Issue Rules.....	538
	National Petroleum Refiners Ass’n v. FTC	539
	Notes and Questions	543

	Kristin E. Hickman & Richard J. Pierce, Jr., The Many Advantages of Rules and Rulemaking	544
	Discussion Problem	546
2.	The Functional Relationship Between Rules and Adjudications	547
	Heckler v. Campbell	548
	Notes and Questions	550
	Yetman v. Garvey	552
	Notes and Questions	557
	Discussion Problem	558
3.	Making “Rules” Through Adjudication	558
	SEC v. Chenery Corp. (“Chenery II”)	559
	Notes and Questions	565
	Bowen v. Georgetown University Hospital	567
	Notes and Questions	572
B.	APA Rulemaking Procedures	573
1.	The Decline of Formal Rulemaking	574
	United States v. Florida East Coast Ry. Co.	575
	Notes and Questions	580
2.	The Evolution of Informal Rulemaking	581
a.	Oral Hearings in Informal Rulemaking	583
	Vermont Yankee Nuclear Power Corp. v. NRDC	583
	Notes and Questions	588
	Discussion Problem	589
b.	The Notice Requirement	590
	Shell Oil Co. v. EPA	590
	Notes and Questions	594
	Discussion Problems	595
	Portland Cement Ass’n v. Ruckelshaus	596
	Notes and Questions	599
	American Radio Relay League, Inc. v. FCC	601
	Notes and Questions	607
c.	The “Concise” Statement of Basis and Purpose	607
	United States v. Nova Scotia Food Products Corp.	608
	Notes and Questions	612
	Discussion Problem	613
d.	Ex Parte Communications in Rulemakings	613
	Sierra Club v. Costle	613
	Notes and Questions	620
e.	Impermissible Bias in Rulemakings	623
	Association of National Advertisers v. FTC	623
	Notes and Questions	632
	Discussion Problem	633
3.	Exemptions from APA Rulemaking Procedures	634
a.	Subject Matter Exemptions	634
b.	The Good Cause Exemption	635
	Mack Trucks, Inc. v. Environmental Protection Agency	636
	Discussion Problem	641
	Interim-Final Rules and Post-Promulgation Procedures	642

Little Sisters of the Poor Saints Peter & Paul Home v. Pennsylvania.....	643
Notes and Questions	651
c. The Procedural Rule Exemption	651
Mendoza v. Perez.....	654
Discussion Problem	657
d. The Interpretative Rule Exemption.....	658
American Mining Congress v. Mine Safety & Health Administration.....	660
Notes and Questions	664
e. The Policy Statement Exemption.....	666
Pacific Gas & Electric Co. v. Federal Power Commission ...	667
Notes and Questions	671
Community Nutrition Institute v. Young.....	672
Notes and Questions	674
Discussion Problems	675
The Practically Binding Standard.....	675
C. Arbitrary and Capricious (“Hard Look”) Review	677
National Tire Dealers & Retreaders Ass’n, Inc. v. Brinegar.....	680
Notes and Questions	685
Motor Vehicle Manufacturers Ass’n of U.S., Inc. v. State Farm Mutual Auto. Insurance Co.	686
Notes and Questions	696
FCC v. Fox Television Stations, Inc.....	698
Notes and Questions	709
Hard Look Review and Pretextual Reasoning	711
D. Ossification and Responses	713
Negotiated Rulemaking.....	716
Direct Final Rulemaking.....	718
Remand Without Vacatur.....	718
Chapter 6. Statutory Interpretation in Administrative Law	721
A. The Pre- <i>Chevron</i> Approach	722
NLRB v. Hearst Publications.....	723
Notes and Questions	729
Skidmore v. Swift & Co.	730
Notes and Questions	733
Discussion Problem: <i>Benzene</i> Revisited.....	735
B. The <i>Chevron</i> “Revolution”	738
Chevron U.S.A. Inc. v. Natural Resources Defense Council, Inc.	739
Notes and Questions	746
Debating the Theory of <i>Chevron</i>	747
Antonin Scalia, Judicial Deference to Administrative Interpretations of Law	747
Lisa Schultz Bressman, <i>Chevron’s</i> Mistake	751
Christopher J. Walker, Attacking <i>Chevron</i> and <i>Auer</i> Deference: A Literature Review	753
1. The “Tools” of Step One Analysis	757
Department of Housing & Urban Development v. Rucker.....	761

	General Dynamics Land Systems, Inc. v. Cline	765
	Notes and Questions	776
2.	<i>Chevron</i> and Substantive Canons	777
	Solid Waste Agency of Northern Cook County v. United States Army Corps of Engineers	777
	Notes and Questions	782
	Babbitt v. Sweet Home Chapter of Communities for a Great Oregon	783
	Notes and Questions	793
	Carter v. Welles-Bowen Realty, Inc.	794
	Notes and Questions	801
3.	<i>Chevron</i> Step Two: What's Left?	802
	AT&T Corp. v. Iowa Utilities Board	803
	Notes and Questions	810
	Rapanos v. United States	812
	Notes and Questions	826
	Hard Look Review and <i>Chevron</i> Step Two	829
	Encino Motorcars, LLC v. Navarro	831
	Notes and Questions	837
4.	<i>Chevron's</i> Impact and Continued Vitality	838
C.	<i>Chevron's</i> Scope and the <i>Mead</i> Counter-Revolution	841
	Christensen v. Harris County	842
	Notes and Questions	848
	United States v. Mead Corp.	849
	Notes and Questions	861
	Barnhart v. Walton	862
	Notes and Questions	868
	The Modern <i>Skidmore</i> Doctrine	869
D.	<i>Chevron</i> and Stare Decisis	870
	National Cable & Telecomm. Ass'n v. Brand X Internet Services	871
	Notes and Questions	880
	United States v. Home Concrete & Supply, LLC	881
	Notes and Questions	893
E.	<i>Chevron</i> and Jurisdictional Questions	894
	City of Arlington, Tex. v. FCC	895
	Notes and Questions	910
F.	Major Questions Doctrine	911
	King v. Burwell	912
	Notes and Questions	915
	West Virginia v. EPA	916
	Notes and Questions	937
G.	Agency Interpretations of Agency Regulations	938
	Auer v. Robbins	939
	Talk America, Inc. v. Michigan Bell Telephone Co.	947
	Kisor v. Wilkie	949
	Notes and Questions	966

Chapter 7. Prerequisites to Judicial Review967

A. Reviewability..... 967

 1. Preclusion 968

 a. Express Preclusion 968

 Johnson v. Robison 969

 Notes and Questions 970

 Discussion Problem 971

 b. Implied Preclusion 972

 Block v. Community Nutrition Institute 972

 Bowen v. Michigan Academy of Family Physicians 977

 Notes and Questions 983

 2. Committed to Agency Discretion..... 984

 Citizens to Preserve Overton Park, Inc. v. Volpe..... 984

 Notes and Questions 989

 Webster v. Doe..... 994

 Notes and Questions 999

 Discussion Problem 1001

 Lincoln v. Vigil 1001

 Notes and Questions 1005

 Discussion Problem 1006

 3. Agency Inaction 1006

 Dunlop v. Bachowski..... 1007

 Notes and Questions 1011

 Heckler v. Chaney 1013

 Notes and Questions 1020

 American Horse Protection Ass’n, Inc. v. Lyng..... 1021

 Notes and Questions 1024

 Discussion Problem 1026

B. The Timing of Judicial Review..... 1027

 1. Final Agency Action 1028

 Franklin v. Massachusetts 1029

 Notes and Questions 1032

 Bennett v. Spear..... 1034

 Notes and Questions 1036

 United States Army Corps of Engineers v. Hawkes Co., Inc. ... 1037

 Notes and Questions 1042

 Discussion Problem 1042

 2. Ripeness for Judicial Review..... 1042

 Abbott Laboratories v. Gardner 1044

 Notes and Questions 1048

 National Organization of Veterans’ Advocates, Inc. v. Secretary of Veterans Affairs 1051

 Notes and Questions 1054

 Reno v. Catholic Social Services, Inc. 1056

 Notes and Questions 1067

 3. Duty to Exhaust Administrative Remedies..... 1067

 McKart v. United States 1068

 Notes and Questions 1071

 McCarthy v. Madigan 1072

	Notes and Questions	1079
	Discussion Problem	1081
	Statutory Exhaustion	1082
	Issue Exhaustion	1084
	Carr v. Saul	1086
	Notes and Questions	1091
4.	Agency Delay	1092
	Discussion Problem	1096
5.	Primary Jurisdiction	1097
C.	Standing to Obtain Judicial Review	1099
	Association of Data Processing Service Organizations, Inc. v. Camp	1100
1.	Constitutional Standing	1103
	Allen v. Wright	1103
	Notes and Questions	1105
	FEC v. Akins	1106
	Notes and Questions	1112
	TransUnion LLC v. Ramirez	1114
	Notes and Questions	1131
a.	Standing in Environmental Cases	1133
	Lujan v. National Wildlife Federation	1134
	Notes and Questions	1137
	Lujan v. Defenders of Wildlife	1138
	Notes and Questions	1147
	Steel Co. v. Citizens for a Better Environment	1149
	Notes	1152
	Friends of the Earth, Inc. v. Laidlaw Environmental Services	1153
	Notes	1159
b.	Standing of States	1160
	Massachusetts v. EPA	1160
	Notes and Questions	1170
2.	Statutory Standing and the “Zone of Interests”	1173
	National Credit Union Administration v. First National Bank & Trust Co.	1176
	Notes and Questions	1180
	Match-E-Be-Nash-She-Wish Band of Pottawatomi Indians v. Patchak	1181
	Notes and Questions	1183
	Appendix A. The Constitution of the United States	1187
	Appendix B. Administrative Procedure Act	1205
	INDEX	1219