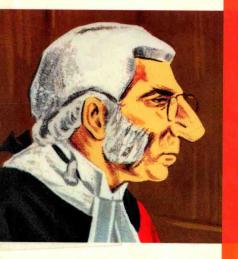
ASPEN PUBLISHERS

emanuel CrunchTime®

Your Exam Study Partner



Administrative Law

Jack M. Beermann

Contains

- Flow Charts
 - Capsule Summary
 - Exam Tips
 - Short-Answer Q&As
- Multiple-Choice Q&As
- Essay Q&As



ASPEN PUBLISHERS

19170.712 B415-3

ADMINISTRATIVE LAW

Third Edition

Jack M. Beermann

Professor of Law, Boston University School of Law

The CrunchTime Series



© 2010 Jack M. Beermann Published by Aspen Publishers. All Rights Reserved. www.AspenLaw.com

No part of this publication may be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopy, recording, or any information storage and retrieval system, without permission in writing from the publisher. Requests for permission to make copies of any part of this publication should be mailed to:

Aspen Publishers Attn: Permissions Department 76 Ninth Avenue, 7th Floor New York, NY 10011-5201

To contact Customer Care, e-mail customer.service@aspenpublishers.com, call 1-800-234-1660, fax 1-800-901-9075, or mail correspondence to:

Aspen Publishers Attn: Order Department PO Box 990 Frederick, MD 21705

Printed in the United States of America.

1234567890

ISBN 978-0-7355-9011-3

Library of Congress Cataloging-in-Publication Data

Beermann, Jack M.
Administrative law / Jack M. Beermann.—3rd ed.
p. cm. — (Crunchtime series)
Includes index.
ISBN 978-0-7355-9011-3

1. Administrative law—United States—Outlines, syllabi, etc. I. Title.

KF5402.B44 2010b 342.73'06076—dc22

2010038429

This book is intended as a general review of a legal subject. It is not intended as a source for advice for the solution of legal matters or problems. For advice on legal matters, the reader should consult an attorney.

Siegel's, Emanuel, the judge logo, Law in a Flash and design, CrunchTime and design, Strategies & Tactics and design, and The Professor Series are registered trademarks of Aspen Publishers.

About Wolters Kluwer Law & Business

Wolters Kluwer Law & Business is a leading provider of research information and workflow solutions in key specialty areas. The strength of the individual brands of Aspen Publishers, CCH, Kluwer Law International and Loislaw are aligned within Wolters Kluwer Law & Business to provide comprehensive, in-depth solutions and expertauthored content for the legal, professional and education markets.

CCH was founded in 1913 and has served more than four generations of business professionals and their clients. The CCH products in the Wolters Kluwer Law & Business group are highly regarded electronic and print resources for legal, securities, antitrust and trade regulation, government contracting, banking, pension, payroll, employment and labor, and healthcare reimbursement and compliance professionals.

Aspen Publishers is a leading information provider for attorneys, business professionals and law students. Written by preeminent authorities, Aspen products offer analytical and practical information in a range of specialty practice areas from securities law and intellectual property to mergers and acquisitions and pension/benefits. Aspen's trusted legal education resources provide professors and students with high-quality, up-to-date and effective resources for successful instruction and study in all areas of the law.

Kluwer Law International supplies the global business community with comprehensive English-language international legal information. Legal practitioners, corporate counsel and business executives around the world rely on the Kluwer Law International journals, loose-leafs, books and electronic products for authoritative information in many areas of international legal practice.

Loislaw is a premier provider of digitized legal content to small law firm practitioners of various specializations. Loislaw provides attorneys with the ability to quickly and efficiently find the necessary legal information they need, when and where they need it, by facilitating access to primary law as well as state-specific law, records, forms and treatises.

Wolters Kluwer Law & Business, a unit of Wolters Kluwer, is headquartered in New York and Riverwoods, Illinois. Wolters Kluwer is a leading multinational publisher and information services company.

Preface

Thank you for buying this book.

The *CrunchTime* Series is intended for people who want Emanuel quality but don't have the time to use the full-length *Emanuel Law Outline* on a subject. We've designed the series to be used in the last few weeks (or even less) before your final exams.

This book includes the following features, most of which have been extracted from the corresponding *Emanuel Law Outline:*

- Flow Charts—We've reduced many of the principles of Administrative Law to a series of 13 flow charts, created specially for this book and never published elsewhere. We think these will be especially useful on open-book exams. The flow charts begin on p. 1.
- Capsule Summary—This is a 30-page or so summary of the subject. We've carefully crafted it to cover the things you're most likely to be asked on an exam. The Capsule Summary starts on p. 39.
- Exam Tips—We've compiled these by reviewing dozens of actual essay and multiple-choice questions asked in past law-school and bar exams, extracting the issues and "tricks" that surface most often on exams. The Exam Tips start on p. 73.
- Short-Answer Questions and Answers—These questions are generally in a yes-or-no format, with a "mini-essay" explaining each one. The questions start on p. 95.
- Multiple-Choice Questions and Answers—New to this edition, these questions will help you quickly test your knowledge of some basic principles. The questions begin on p. 125.
- Essay Exam Questions and Answers—These questions are actual ones asked on law-school exams. They start on p. 133.

We hope you find this book helpful and instructive.

Good luck.

Jack M. Beermann Boston, Massachusetts September 2010

Summary of Contents

Preface xi
FLOW CHARTS 1
CAPSULE SUMMARY
EXAM TIPS
SHORT-ANSWER QUESTIONS 95
ANSWERS TO SHORT-ANSWER QUESTIONS
MULTIPLE-CHOICE QUESTIONS AND ANSWERS 125
ESSAY EXAM QUESTIONS AND ANSWERS
Table of Cases
Index

Table of Contents

Preface	X1
FLOW CHARTS	
APPOINTMENT OF ADMINISTRATIVE OFFICIALS	. 5
REMOVAL OF EXECUTIVE OFFICIALS	. 8
AVAILABILITY OF JUDICIAL REVIEW	10
STANDING	13
STANDARDS OF JUDICIAL REVIEW OF AGENCY ACTION	16
JUDICIAL REVIEW OF AGENCY STATUTORY	
CONSTRUCTION: CHEVRON	
CHOICE OF AGENCY PROCEDURE	
INFORMAL RULEMAKING PROCEDURES	
DUE PROCESS AND ADJUDICATION	
INFORMATION GATHERING AND INSPECTIONS	
FEDERAL TORT CLAIMS	31
CONSTITUTIONAL DAMAGES LIABILITY OF FEDERAL	2.4
OFFICIALS FREEDOM OF INFORMATION	
FREEDOM OF INFORMATION	31
CAPSULE SUMMARY	
ADMINISTRATIVE LAW FUNDAMENTALS.	43
SEPARATION OF POWERS AND DISTRIBUTION OF	
ADMINISTRATIVE POWER	44
THE AVAILABILITY OF JUDICIAL REVIEW OF	1.0
ADMINISTRATIVE DECISIONS	
JUDICIAL REVIEW OF ADMINISTRATIVE DECISIONS	
AGENCY CHOICE OF PROCEDURAL MODE	
APA RULEMAKING PROCEDURES.	
AGENCY ADJUDICATION AND DUE PROCESS	
SUBSTANTIVE POLICYMAKING IN AGENCIES	
AGENCY ENFORCEMENT AND LICENSING	
AGENCY INFORMATION GATHERING	
PRIVATE ENFORCEMENT OF REGULATORY NORMS	67

LIABILITY OF AGENCIES AND OFFICIALS FREEDOM OF INFORMATION AND OPEN MEETINGS	68 70
EXAM TIPS	
ADMINISTRATIVE LAW FUNDAMENTALS	77
Sources of law	77
Public choice and public interest theories	77
SEPARATION OF POWERS AND DISTRIBUTION OF ADMINISTRATIVE POWER	77
Nondelegation	77
Separation of powers	78
Appointment and removal	78
Constitutionality of agency adjudication	78
THE AVAILABILITY OF JUDICIAL REVIEW OF	
ADMINISTRATIVE DECISIONS	79
Jurisdiction vs. reviewability	79
General reviewability issues	79
Statutory preclusion of review	
Committed to agency discretion by law	79
Standing	80
Ripeness and exhaustion	
JUDICIAL REVIEW OF ADMINISTRATIVE DECISIONS	
Standards of review	81
Issues of law: Chevron	82
Arbitrary and capricious	
AGENCY CHOICE OF PROCEDURAL MODE	
Rulemaking vs. adjudication	
Rulemaking exceptions	
Agency decisions without a formal process	
APA RULEMAKING PROCEDURES	
APA and rulemaking	83
Bias and ex parte contacts	
Rulemaking procedures	
Vermont Yankee	84
Formal rulemaking	
AGENCY ADJUDICATION AND DUE PROCESS	
Public rights vs. private rights	85
Property and liberty interests	
What process is due?	85

Bias vs. prejudgment	86
Statutory right to a hearing	86
SUBSTANTIVE POLICYMAKING IN AGENCIES	86
Cost-benefit analysis	86
National Environmental Policy Act	86
Post-decision support	87
Clarity requirements	87
Estoppel and nonacquiescence	87
AGENCY ENFORCEMENT AND LICENSING	87
Prosecutorial discretion	87
Discriminatory enforcement	88
Occupational and business licensing	88
FCC licensing	88
Ratemaking	88
AGENCY INFORMATION GATHERING	89
Inspections	89
Drug testing	89
Subpoena enforcement	89
PRIVATE ENFORCEMENT OF REGULATORY NORMS	
AND PREEMPTION	
Citizens' suits	90
Implied private rights of action	90
Preemption	90
Judicial remedies agency jurisdiction	90
LIABILITY OF AGENCIES AND OFFICIALS	90
Federal Tort Claims Act	91
	0.1
Liability of officials	91
Liability of officials	
•	91
Municipal liability	91 92
Municipal liability	91 92 92
Municipal liability	91 92 92 92
Municipal liability FREEDOM OF INFORMATION AND OPEN MEETINGS Standing Freedom of Information Act	91 92 92 92 93
Municipal liability FREEDOM OF INFORMATION AND OPEN MEETINGS Standing Freedom of Information Act Discovery against the government Sunshine Act SHORT-ANSWER QUESTIONS	91 92 92 92 93 93
Municipal liability FREEDOM OF INFORMATION AND OPEN MEETINGS Standing. Freedom of Information Act Discovery against the government Sunshine Act	91 92 92 92 93 93
Municipal liability FREEDOM OF INFORMATION AND OPEN MEETINGS Standing. Freedom of Information Act Discovery against the government Sunshine Act SHORT-ANSWER QUESTIONS ANSWERS TO SHORT-ANSWER QUESTIONS	91 92 92 92 93 93
Municipal liability FREEDOM OF INFORMATION AND OPEN MEETINGS Standing Freedom of Information Act Discovery against the government Sunshine Act SHORT-ANSWER QUESTIONS ANSWERS TO SHORT-ANSWER QUESTIONS MULTIPLE-CHOICE QUESTIONS AND ANSWERS	91 92 92 93 93 95 111
Municipal liability FREEDOM OF INFORMATION AND OPEN MEETINGS Standing Freedom of Information Act Discovery against the government Sunshine Act SHORT-ANSWER QUESTIONS ANSWERS TO SHORT-ANSWER QUESTIONS MULTIPLE-CHOICE QUESTIONS AND ANSWERS ESSAY EXAM QUESTIONS AND ANSWERS	91 92 92 93 93 95 111 125

FLOW CHARTS

FLOW CHARTS

SUMMARY OF CONTENTS

Figure 1	APPOINTMENT OF ADMINISTRATIVE OFFICIALS	5
Figure 2	REMOVAL OF EXECUTIVE OFFICIALS	8
Figure 3	AVAILABILITY OF JUDICIAL REVIEW 1	0
Figure 4	STANDING	3
Figure 5	STANDARDS OF JUDICIAL REVIEW OF AGENCY ACTION	6
Figure 6	JUDICIAL REVIEW OF AGENCY STATUTORY CONSTRUCTION: CHEVRON	8
Figure 7	CHOICE OF AGENCY PROCEDURE 2	0
Figure 8	INFORMAL RULEMAKING PROCEDURES 2	2
Figure 9	DUE PROCESS AND ADJUDICATION 2	5
Figure 10	INFORMATION GATHERING AND INSPECTIONS $\dots 2$	8
Figure 11	FEDERAL TORT CLAIMS	1
Figure 12	CONSTITUTIONAL DAMAGES LIABILITY OF FEDERAL OFFICIALS	4
Figure 13	FREEDOM OF INFORMATION	7

FIGURE 1

APPOINTMENT OF ADMINISTRATIVE OFFICIALS

Use this chart to analyze the constitutionality of the appointment of federal officials.

Start here

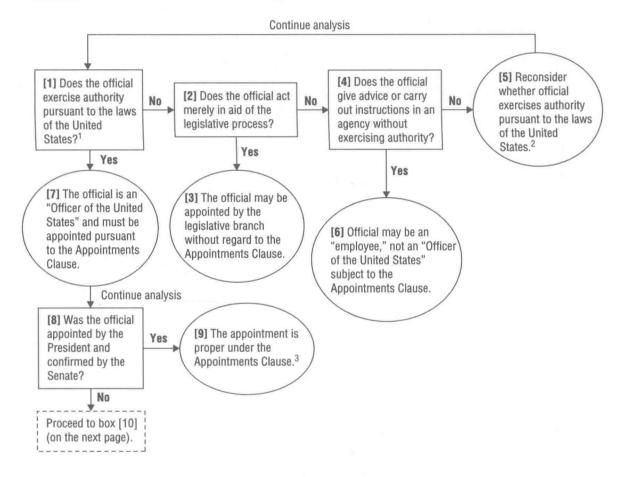
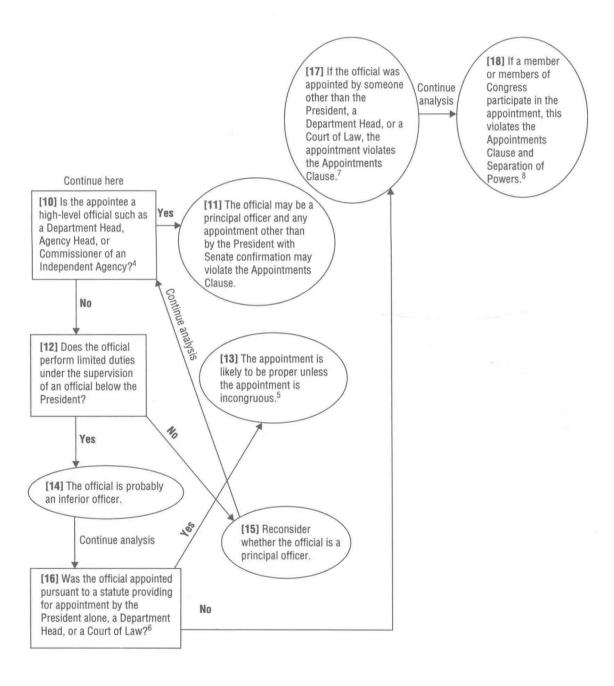


FIGURE 1 (cont.)

APPOINTMENT OF ADMINISTRATIVE OFFICIALS



Notes to Figure 1

APPOINTMENT OF ADMINISTRATIVE OFFICIALS

- ¹ This is the standard for determining whether an official is an "Officer of the United States" who may be appointed only pursuant to the Appointments Clause. *See Buckley v. Valeo*, 424 U.S. 1 (1976).
- There are two categories of federal officials to whom the Appointments Clause does not apply: those acting merely in aid of the legislative process (who may be appointed by Congress or a subset of its members) and those who have no actual authority but rather are merely government "employees." A federal official not in one of those two categories is probably an Officer of the United States to whom the Appointments Clause applies.
- ³ Absent legislation to the contrary, the model in the Appointments Clause for appointing all Officers of the United States is appointment by the President and confirmation by the Senate. See U.S. Const., Art. II, §2, cl. 2.
- ⁴ High-level officials such as Department Heads and Independent Agency Commissioners are "Principal" or "Superior" Officers, and they must be appointed by the President with Senate confirmation. If an official has limited responsibilities and is under the supervision of an executive branch official below the President, the official is probably an Inferior Officer for whom the

- Appointments Clause allows an alternative method of appointment. See Morrison v. Olson, 487 U.S. 654 (1988), Edmond v. United States, 520 U.S. 651 (1997).
- The Supreme Court has stated that a statute providing for the appointment of an inferior officer by someone other than the President or that officer's Department Head may be void if there is incongruity between the identity of the appointing official and the duties of the appointee, for example, if Congress designates the Secretary of the Interior as the official with authority to appoint Assistant United States Attorneys.
- 6 The Appointments Clause allows Congress to specify by statute that Inferior Officers may be appointed by the President alone, by a Department Head, or by a Court of Law. In the absence of such a statute, presidential appointment with Senate confirmation is required.
- Only those officials named in the Appointments Clause may participate in the appointment of inferior officers.
- As a corollary to the note above, because Congress or any subset of Congress is not named in the Appointments Clause, a member or members of Congress may not participate in the appointment of Inferior Officers. In addition, it probably would violate separation of powers for Congress to participate in the appointment of Executive Branch officials.

FLOW CHARTS

FIGURE 2

REMOVAL OF EXECUTIVE OFFICIALS

Use this chart to analyze whether restrictions on the removal of officers of the United States are constitutional.

