Table of Contents

DEDICATION ........................................................................................................ iii

PREFACE TO FIRST EDITION ........................................................................ v

PREFACE TO SECOND EDITION ................................................................. ix

PREFACE TO THIRD EDITION ...................................................................... xi

ACKNOWLEDGMENTS ....................................................................................... xiii

HYPOTHEticalS AND QUEStIONS FOR CLASS DISCUSSION ........................... xxxvii

TAble OF CASES ............................................................................................... xxxix

TAble OF scholarshiP, statuTes, AND OTHER AUTHORITYs ..................... lxxv

COPYRIGHT PERMISSION FOR SELECT scholarshiP AND OTHER MATERIALS ... cxxi

CHAPTER 1 AN INTRODUCTION TO ADMINISTRATIVE LAW ...................... 1

I. OVERVIEW .................................................................................................. 1

II. TRADITIONAL ARGUMENTS FAVORING AGENCY GOVERNANCE .......... 6
   A. CONTINUITY ............................................................................................ 6
   B. FLEXIBILITY ........................................................................................... 8
   C. SPECIALIZATION AND EXPERTISE ..................................................... 9
   D. ESSENTIAL VALUES .............................................................................. 9
   E. EMERGENCIES .................................................................................... 10
   F. VOLUME ................................................................................................. 10
G. ONGOING SUPERVISION ...........................................10
H. ECONOMIC JUSTIFICATION ....................................10
I. PUBLIC SAFETY ....................................................10
J. DISSEMINATION OF INFORMATION ..........................11

III. TRADITIONAL ARGUMENTS DISFAVORING AGENCY GOVERNANCE ........11
A. INCOMPETENCE ..................................................11
B. FAVORITISM .......................................................11
C. CAPTURE ............................................................12
D. LOSS OF MARKET FORCES ....................................12
E. COMPROMISED PRIVACY .....................................12

IV. BEYOND THE PROS AND CONS: PRIVATIZATION AND RE-REGULATION ....13
A. POLITICAL ..........................................................13
B. RE-REGULATION ................................................13
C. PRIVATIZATION ..................................................13

V. THE PROCESS OF REGULATION – THE INTRODUCTORY CASES ............15
LONDONER v. CITY AND COUNTY OF DENVER ..................16
75 Acres, LLC v. Miami-Dade County (2003) ....................19
FCC v. WJR, The Goodwill Station, Inc. (1949) ................20
BI-METALLIC INVESTMENT COMPANY v. STATE BOARD OF
EQUALIZATION OF COLORADO .................................24
Pro-Eco v. Board of Commissioners (1995) .....................29
Common Cause of Pennsylvania v. Commonwealth of Pennsylvania
(2006) ..................................................................30
HYPOTHETICAL ......................................................31

VI. INDEPENDENT OR EXECUTIVE? ................................32
MYERS v. UNITED STATES .......................................33
HYPOTHETICAL ......................................................43
HUMPHREY’S EXECUTOR v. UNITED STATES ..................44
HYPOTHETICAL ......................................................51
FREE ENTERPRISE FUND v. PUBLIC COMPANY ACCOUNTING
OVERSIGHT BOARD ................................................52
WIENER v. UNITED STATES .......................................58
HYPOTHETICAL ......................................................63
DOMINIQUE CUSTOS, THE RULEMAKING POWER OF INDEPENDENT
REGULATORY AGENCIES ........................................63
# Table of Contents

VII. THE APA: A BRIEF HISTORICAL PERSPECTIVE .......................................................... 65

WALTER GELLHORN, THE ADMINISTRATIVE PROCEDURE ACT:
    THE BEGINNINGS ......................................................................................... 67
GEORGE B. SHEPHERD, FIERCE COMPROMISE: THE ADMINISTRATIVE
    PROCEDURE ACT EMERGES FROM NEW DEAL POLITICS ........................... 68

CHAPTER 2 RULEMAKING AT THE AGENCY ................................................................. 71

I. THE NEED FOR RULES ......................................................................................... 71

II. THE NATURE AND SUBSTANCE OF RULES ..................................................... 72

    RICHARD J. PIERCE, JR., THE FIFTIETH ANNIVERSARY OF THE ADMINISTRATIVE
        PROCEDURE ACT: PAST AND PROLOGUE: RULEMAKING AND THE
        ADMINISTRATIVE PROCEDURE ACT .................................................... 73
    PETER L. STRAUSS, THE RULEMAKING CONTINUUM ................................. 73
    LISA SCHULTZ BRESSMAN, PROCEDURES AS POLITICS IN ADMINISTRATIVE LAW ... 75

III. THE PRIMARY SECTIONS OF THE APA PERTAINING TO RULEMAKING .......... 77

    HYPOTHETICAL ......................................................................................... 81

IV. FORMAL RULEMAKING ..................................................................................... 81

    UNITED STATES v. FLORIDA EAST COAST RAILWAY COMPANY ...... 83
    CITY OF WEST CHICAGO, ILLINOIS v. UNITED STATES
        NUCLEAR REGULATORY COMMISSION .............................................. 88
        Environmental Defense Fund v. Costle (1980) ................................... 93
        Hemp Industries Association v. Drug Enforcement Administration
            (2004) .............................................................................................. 94

V. NOTICE AND COMMENT RULEMAKING ......................................................... 96

    CHOCOLATE MANUFACTURERS ASSOCIATION OF THE
        UNITED STATES v. BLOCK ................................................................. 98
    MICHAEL S. ROSENWALD, CHOCOLATE PURISTS ALARMED BY PROPOSAL TO
        FUDGE STANDARDS; LINES DRAWN OVER COCOA BUTTER (2007) ........ 103
    HYPOTHETICAL ......................................................................................... 105
    VICTOR B. FLATT, NOTICE AND COMMENT FOR
        NONPROFIT ORGANIZATIONS (2002) ............................................... 105

VI. NOTICE AND COMMENT PROCESS DERIVED FROM OTHER STATUTES .... 108

    TRIPOLI ROCKETRY ASSOCIATION, INC. v. UNITED STATES
        BUREAU OF ALCOHOL, TOBACCO AND FIREARMS ........... 108
SUGAR CANE GROWERS COOPERATIVE OF FLORIDA v. VENEMAN .................................................111
Kristin E. Hickman, Coloring Outside the Lines: Examining Treasury’s (Lack of) Compliance with Administrative Procedure Act Rulemaking Requirements (2007) ........................................114
MACK TRUCKS, INC. v. EPA .................................................................................................116
U.S. v. DEAN ...........................................................................................................................121
MORTON v. RUIZ ET UX. ........................................................................................................126
Port of Jacksonville Maritime Ad Hoc Committee v. United States Coast Guard (1986) .................................................................131
Lewis v. Weinberger (1976) ....................................................................................................132
Cutlip v. Commissioner of Social Security Administration (1999) ........................................132

VII. RULEMAKING, RECORDS, AND REVIEW .........................................................................135

MOTOR VEHICLE MANUFACTURERS ASSOCIATION OF THE UNITED STATES, INC. v. STATE FARM MUTUAL AUTOMOBILE INSURANCE COMPANY .................................................................135
Northwest Environmental Defense Center v. Bonneville Power Administration (2007) .......................................................................147
UNITED STATES OF AMERICA v. NOVA SCOTIA FOOD PRODUCTS CORPORATION .................................................................150
Hypothetical .............................................................................................................................156
Hypothetical .............................................................................................................................157

VIII. A CONCISE GENERAL STATEMENT OF BASIS AND PURPOSE .............................................158

CALIFORNIA HOTEL AND MOTEL ASSOCIATION v. INDUSTRIAL WELFARE COMMISSION .................................................................160
United Mine Workers of America v. Dole (1989) ......................................................................163
Hypothetical .............................................................................................................................164

IX. EX PARTE COMMUNICATION IN RULEMAKING ..................................................................165

SIERRA CLUB v. COSTLE ..........................................................................................................165
Ammex, Inc. v. United States (1999) .......................................................................................170
Hypothetical .............................................................................................................................171
Electric Power Supply Ass’n v. FERC (2004) ........................................................................172
# Chapter 3 Judicial Review of Legislative Rulemaking: Deference to Agency Action

## I. The Basic Limitation on Judicial Review

- **Vermont Yankee Nuclear Power Corporation v. Natural Resources Defense Council, Inc.**
  - Page 176

- **Baltimore Gas & Electric Co. v. Natural Resources Defense Council, Inc.**
  - Page 183

- **City of Alexandria v. Slater (1999)**
  - Page 184

- **Nutraceutical Corp. v. Von Eschenbach (2007)**
  - Page 185

## II. Deference and Judicial Review

- **Chevron, U.S.A., Inc. v. Natural Resources Defense Council**
  - Page 187

- **Cass R. Sunstein, Law and administration After Chevron (1990)**
  - Page 195

- **Michael Herz, The Rehnquist Court and Administrative Law (2004)**
  - Page 196

- **Kathryn A. Watts, Adapting to Administrative Law’s Erie Doctrine (2007)**
  - Page 198

- **Arnett v. Commissioner of Internal Revenue (2007)**
  - Page 199

- **Global Crossing Telecommunications, Inc. v. Metrophones Telecommunications (2007)**
  - Page 200

- **Auer v. Robbins**
  - Page 201

- **Stephen M. Johnson’s Bringing Deference Back (But for How Long?): Justice Alito, Chevron, Auer, and Chenery in the Supreme Court’s 2006 Term**
  - Page 205

- **Newton v. Federal Aviation Administration (2006)**
  - Page 205

- **United States v. Ward (2001)**
  - Page 206

- **Christopher v. SmithKline Beecham Corp.**
  - Page 207

- **Christensen v. Harris County**
  - Page 211

- **Decker v. Northwest Environmental Defense Center**
  - Page 215

## III. Deference or Respect?

- **Skidmore v. Swift & Co.**
  - Page 225

- **Jim Rossi, Respecting Deference: Conceptualizing Skidmore Within the Architecture of Chevron (2001)**
  - Page 227

- **Wilton Indus. v. United States (2007)**
  - Page 228

- **United States v. Mead Corporation**
  - Page 230

- **Nat’l Cable & Telecomms. Ass’n v. Brand X Internet Servs. (2005)**
  - Page 237

  - Page 238

- **De La Mota v. United States Department of Education**
  - Page 238

- **Hypothetical**
  - Page 243
<table>
<thead>
<tr>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hypothetical ................................................................. 244</td>
</tr>
<tr>
<td>Hypothetical ................................................................. 245</td>
</tr>
<tr>
<td>IV. Improving or Maturing Deference? ........................................ 245</td>
</tr>
<tr>
<td>NATIONAL CABLE &amp; TELECOMMUNICATIONS ASSOCIATION v. BRAND X INTERNET SERVICES ................................................. 246</td>
</tr>
<tr>
<td>MARGUERITE REARDON, What is Brand X Really About (2005) .......... 255</td>
</tr>
<tr>
<td>KING v. BURWELL .................................................................... 257</td>
</tr>
<tr>
<td>LONG ISLAND CARE AT HOME, LTD. v. COKE .................................. 265</td>
</tr>
<tr>
<td>CITY OF ARLINGTON, TEX. v. FCC ............................................. 271</td>
</tr>
<tr>
<td>V. Interpretative Rules, Guidances, and Beyond .............................. 276</td>
</tr>
<tr>
<td>PACIFIC GAS &amp; ELECTRIC COMPANY v. FEDERAL POWER COMMISSION ................................................................. 277</td>
</tr>
<tr>
<td>STEPHEN M. JOHNSON, Good Guidance, Good Grief! (2007) ............ 282</td>
</tr>
<tr>
<td>CHARLES H. KOCH, Policymaking by the Administrative Judiciary (2005) ................................................................. 284</td>
</tr>
<tr>
<td>AMERICAN HOSPITAL ASSOCIATION v. BOWEN .............................. 286</td>
</tr>
<tr>
<td>HOCTOR v. UNITED STATES DEPARTMENT OF AGRICULTURE ............. 293</td>
</tr>
<tr>
<td>DAN L. BURK, The Milk Free Zone: Federal and Local Interests in Regulating Recombinant BST (1997) ................................. 297</td>
</tr>
<tr>
<td>Perez v. Ashcroft (2002) ............................................................ 298</td>
</tr>
<tr>
<td>VI. A Second Look at Judicial Review ........................................ 298</td>
</tr>
<tr>
<td>DISMAS CHARITIES, INC. v. UNITED STATES DEPARTMENT OF JUSTICE, FEDERAL BUREAU OF PRISONS ................................. 299</td>
</tr>
<tr>
<td>CENTER FOR AUTO SAFETY v. NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION ......................................................... 304</td>
</tr>
<tr>
<td>Crowley’s Yacht Yard, Inc. v. Pena (1995) ....................................... 309</td>
</tr>
<tr>
<td>CropLife America v. Environmental Protection Agency (2003) ........... 310</td>
</tr>
<tr>
<td>GONZALEZ v. OREGON .............................................................. 311</td>
</tr>
</tbody>
</table>
Table of Contents

JACOB E. Gersen, Overlapping and Underlapping Jurisdiction in Administrative Law (2006) .............................................................. 319


Federal Communications Commission v. FOx television stations, inc. .................................................. 321

Connecticut State Medical Society v. Connecticut Board of Examiners in Podiatry ................................................. 330

Tennessee Medical Ass’n v. Board of Registration in Podiatry (1995) ..... 332


Chapter 4 Basic Reviewability Concerns ............................................. 337

I. Review and Basic Jurisdictional Requirements: Standing .................. 338

Association of Data Processing Service Organizations, inc. v. Camp ............................................................. 340

Parker v. District of Columbia (2007) .............................................................. 344

Canadian Lumber Trade Alliance v. United States (2008) .............................................................. 344

Barlow v. Collins (1970) ........................................................................ 345

Steel Co. v. Citizens for a Better Env’t (1990) ........................................................................ 346

Match-e-be-nash_She-Wish band of Pottawomi Indians v. Patchak ............................................................. 347

Lexmark Int’l v. Static Control Components ........................................................................ 351

Lujan v. Defenders of WildLife ........................................................................ 355


Flast v. Cohen (1968) ........................................................................ 363

Summers v. Earth Island Institute ........................................................................ 366

Hypothetical .................................................................................. 372

II. Standing: Redressability .................................................................. 372

Simon v. Eastern Kentucky Welfare Rights Organization ............................................................. 372


Frank Krasner Enterprises v. Montgomery County, Maryland (2005) .............................................................. 380

Duke Power Co. v. Carolina Environmental Study Group, inc. ............................................................. 381
BENNETT v. SPEAR .................................................................393

III. Ripeness .............................................................................401
ABBOTT LABORATORIES v. GARDNER ......................................401
TOILET GOODS ASSOCIATION, INC. v. GARDNER ................406
Hypothetical ..............................................................................409
National Park Hospitality Ass’n v. DOI (2003) .........................409
Hypothetical ..............................................................................410
AT&T Corp. v. FCC (2003) .........................................................412
Shays v. FEC (2005) ..................................................................413
Texas Independent Producers & Royalty Owners Ass’n v. EPA (2005) .....................................................................414

IV. Finality ................................................................................415
NATIONAL ASSOCIATION OF HOMEBUILDERS v. UNITED STATES
ARMY CORPS OF ENGINEERS ..................................................416
SEC v. Medical Committee for Human Rights (1972) ................419

V. Preclusion of Judicial Review .................................................421
BOWEN v. MICHIGAN ACADEMY OF FAMILY PHYSICIANS ....423
Giesse v. Sec’y of the HHS (2008) ..............................................426
Trustees in Bankruptcy of North American Rubber Thread Co. v.
United States (2006) .................................................................427
BLOCK v. COMMUNITY NUTRITION INSTITUTE ......................428
LINCOLN v. VIGIL ..................................................................433
Castellini v. Lappin (2005) .........................................................337
WEBSTER v. DOE ..................................................................438

VI. Review of Agency Inaction ..................................................443
HECKLER v. CHANEY ................................................................445
Hypothetical ..............................................................................452
Drake v. Federal Aviation Administration (2002) ......................454
Sierra Club v. Whitman (2001) ...................................................454

VII. Agency Action Without Written Opinion ..........................456
NGURE v. ASHCROFT ..............................................................456
Jessica R. Hertz, Appellate Jurisdiction Over the Board of Immigration Appeals’s Affirmance Without Opinion Procedure (2006) ....459
Table of Contents

Martin S. Krezalek, How to Minimize the Risk of Violating Due Process Rights While Preserving the BIA’s Ability to Affirm Without Opinion (2007) .......................................................... 459

VIII. Extraordinary Remedies for Inaction .......................................................... 461

MASSACHUSETTS v. ENVIRONMENTAL PROTECTION AGENCY ... 461
Dru Stevenson, Special Solicitude for State Standing:
Massachusetts v. EPA (2007) ........................................................................... 466

NAT’L JOURNAL’S CONGRESS DAILY, Waxman Accuses White House
of Thwarting EPA on CO₂ (2008) ................................................................. 468
Sidney A. Shapiro, OMB and the Politicization of Risk Assessment ..... 469
Sierra Club v. Larson (1989) ......................................................................... 469
Intermodal Techs., Inc. v. Mineta (2006) ......................................................... 471

IN RE BLUEWATER NETWORK & OCEAN ADVOCATES ............... 472
Sayyadinejad v. Chertoff (2007) .................................................................. 475
Marathon Oil Company v. Lujan (1991) ......................................................... 476

IX. Judicial Review of Retroactive Agency Action ........................................ 477

SECURITIES & EXCHANGE COMMISSION v.
CHENERY CORPORATION ........................................................................ 478
Utah Environmental Congress (UEC) v. Richmond (2007) ................. 484
Utah Environmental Congress v. Troyer (2007) ............................................. 486
BOWEN v. GEORGETOWN UNIVERSITY HOSPITAL ......................... 486
Pauly v. United States Department of Agriculture (2003) .............. 491
AT&T v. FCC (2006) .................................................................................. 492

LANDGRAF v. USI FILM PRODUCTS ........................................ 493
IMMIGRATION AND NATURALIZATION SERVICE v. ST. CYR ...... 498
Fadiga v. United States (2007) ............................................................... 502

Chapter 5 Rulemaking – Delegation, Limitations,
And Alternatives .......................................................................................... 505

I. Expansion/Limitation of Agency Control and Power ..................... 505

PANAMA REFINING COMPANY v. RYAN ........................................... 507
A. L. A. SCHECHTER POULTRY CORP. v. UNITED STATES ........ 513
Carter v. Carter Coal Co. (1936) ............................................................. 515
<table>
<thead>
<tr>
<th>Reference</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sacha M. Coupet, <em>The Subtlety of State Action in Privatized Child...</em></td>
<td>516</td>
</tr>
<tr>
<td><strong>HYPOTHETICAL</strong></td>
<td>520</td>
</tr>
<tr>
<td>DEPARTMENT OF TRANSPORTATION v. ASSOCIATION OF AMERICAN RAILROADS</td>
<td>521</td>
</tr>
<tr>
<td>INDUSTRIAL UNION DEPARTMENT, AFL-CIO v. AMERICAN PETROLEUM INSTITUTE</td>
<td>524</td>
</tr>
<tr>
<td>UTILITY AIR REGULATORY GROUP v. ENVIRONMENTAL PROTECTION AGENCY</td>
<td>531</td>
</tr>
<tr>
<td>FOOD AND DRUG ADMINISTRATION v. BROWN &amp; WILLIAMSON TOBACCO CORPORATION</td>
<td>539</td>
</tr>
<tr>
<td><em>Perry v. McDonald</em> (2001)</td>
<td>547</td>
</tr>
<tr>
<td><em>American Library Association v. Federal Communications Commission</em></td>
<td>549</td>
</tr>
<tr>
<td><strong>WYETH v. LEVINE</strong></td>
<td>550</td>
</tr>
<tr>
<td>Robin S. Conrad, <em>The Roberts Court and the Myth of a Pro-Business Bias</em></td>
<td>556</td>
</tr>
<tr>
<td>WHITMAN v. AMERICAN TRUCKING ASSOCIATIONS</td>
<td>557</td>
</tr>
<tr>
<td><em>Lead Industries Association v. Environmental Protection Agency</em> (1980)</td>
<td>561</td>
</tr>
<tr>
<td><strong>II. PRESIDENTIAL POWER</strong></td>
<td>565</td>
</tr>
<tr>
<td>THE OFFICE OF INFORMATION AND REGULATORY AFFAIRS:</td>
<td>567</td>
</tr>
<tr>
<td>MYTHS AND REALITIES</td>
<td>567</td>
</tr>
<tr>
<td>DOES OIRA IMPROVE THE RULEMAKING PROCESS? CASS SUNSTEIN’S INCOMPLETE DEFENSE</td>
<td>572</td>
</tr>
<tr>
<td><em>CLINTON v. CITY OF NEW YORK</em></td>
<td>575</td>
</tr>
<tr>
<td>NLRB v. NOEL CANNING</td>
<td>586</td>
</tr>
<tr>
<td><strong>III. RULEMAKING BY ADJUDICATION – WHEN IS IT AN OPTION?</strong></td>
<td>593</td>
</tr>
<tr>
<td>NATIONAL LABOR RELATIONS BOARD v. BELL AEROSPACE COMPANY</td>
<td>594</td>
</tr>
<tr>
<td><em>SEC v. Chenery Corp.</em> (1947)</td>
<td>596</td>
</tr>
<tr>
<td><em>Clark-Cowlitz Joint Operating Agency v. FERC</em> (1987)</td>
<td>596</td>
</tr>
<tr>
<td>NATIONAL LABOR RELATIONS BOARD v. WYMAN-GORDON CO.</td>
<td>598</td>
</tr>
</tbody>
</table>
### Table of Contents

*Association of Data Processing Organization v. Board of Governors (1984)* ................................................................. 603
*Shell Offshore, Inc. v. Babbitt (2001)* ................................................................. 603
*ALLENTOWN MACK SALES & SERVICE, INC. v. NATIONAL LABOR RELATIONS BOARD* .................................................... 604

**IV. Negotiated Rulemaking** ................................................................................. 610

*USA GROUP LOAN SERVICES v. RILEY* .......................................................... 611
Professor William Funk, *Bargaining Toward the New Millennium: Regulatory Negotiation and the Subversion of the Public Interest* (1997) ................................................................. 614
City of Portland v. Environmental Protection Agency (2007) ................................................................. 615
Raymond Profitt Foundation v. Environmental Protection Agency (1996) ................................................................. 616

---

**Chapter 6 Adjudication – Basic Principles and Entitlements** ................................................................. 629

**I. An Overview of the Adjudicatory Process** ................................................................. 629

1. **When is a Formal Hearing Required?** ................................................................. 630
2. **Basic Deference and Substantial Evidence** ................................................................. 631
3. **Right to Counsel?** ................................................................. 632
   *Montilla v. INS* (1991) ................................................................. 634
   *Lassiter v. Department of Social Services* (1981) ................................................................. 634

**II. Due Process: Individual Interests and Procedural Entitlements** ................................................................. 635

*CAFETERIA & RESTAURANT WORKERS UNION v. MCELROY* ................................................................. 637
*GOLDBERG v. KELLY* ................................................................. 643

Judge Friendly, Some Kind of Hearing (1975) ........................................649

Lucie E. White, Symposium: The Legacy of Goldberg v. Kelly:
A Twenty Year Perspective: Goldberg v. Kelly on the Paradox
of Lawyering for the Poor (1990) ............................................................650


OBERGEFELL v. HODGES .....................................................................653

BOARD OF REGENTS OF STATE COLLEGES v. ROTH ......................662

Minch v. City of Chicago (2007) .............................................................668

Holthaus v. Board of Education, Cincinnati Public Schools (1993) .......669

Merritt v. Mackey (1987) ....................................................................670

Ulrich v. City and County of San Francisco (2002) ...............................670

PERRY v. SINDERMANN .....................................................................671

Neva v. Multi Agency Communications Center (2005) .........................675


Sizemore v. City of Dallas (2006) ...........................................................677


HYPOTHETICAL ...................................................................................680


MATHEWS, SECRETARY OF HEALTH, EDUCATION, AND
WELFARE v. ELDRIDGE .....................................................................682

Joint Anti-Fascist Refugee Committee v. McGrath (1951) ......................687


HYPOTHETICAL ...................................................................................693

CLEVELAND BOARD OF EDUCATION v. LOUDERMILL .........................693


Barry v. Barchi (1979) ...........................................................................701

III. Basic Agency Obligations in the Adjudicatory Process .....................703

1. DUE PROCESS, A RECORD, AND EXCEPTIONS ................................703

THE STREAMLINING EXAMPLE ............................................................703

CITIZENS TO PRESERVE OVERTON PARK v. VOLPE .................705

Serena M. Williams, Sustaining Urban Green Spaces:
Can Public Parks be Protected Under the Public Trust
Doctrine? (2002) ...................................................................................710

Peter L. Strauss, Revisiting Overton Park: Political and
Judicial Controls Over Administrative Actions Affecting
the Community (2002) ...........................................................................711
<table>
<thead>
<tr>
<th>Table of Contents</th>
</tr>
</thead>
</table>

- *Port of Jacksonville Maritime Ad Hoc Committee, Inc. v. U.S. Coast Guard* (1986) ........................................... 712

**PENSION BENEFIT GUARANTY CORPORATION v. LTV CORPORATION** .................................................. 714

**HORNSBY v. ALLEN** .................................................. 721

**NORTH AMERICAN COLD STORAGE COMPANY v. CITY OF CHICAGO** .................................................. 726

**BOWLES v. WILLINGHAM** .................................................. 732
- *Chevron USA, Inc. v. Cayetano* (2000) ........................................... 737
- *Federal Home Loan Mortgage Corp. (FHLMC) v. New York State Division of Housing & Community Renewal* (1996) ........................................... 737

**HECKLER v. CAMPBELL** .................................................. 738

**LUJAN v. G & G FIRE SPRINKLERS, INC.** .................................................. 744
- *Suburban Mortgage v. HUD* (2007) ........................................... 747

2. **THE MYSTERY OF PRESENT ENTITLEMENT** .................................................. 748

**OFFICE OF COMMUNICATION OF THE UNITED CHURCH OF CHRIST v. FEDERAL COMMUNICATIONS COMMISSION** .................................................. 750
Commodity Carriers, Inc. v. Fed. Motor Carrier Safety Admin  
(2006)...............................................................756
Envirocire of Utah, Inc. v. Nuclear Regulatory Commission  
(1999)................................................................756

CHAPTER 7 JUDICIAL REVIEW OF FACTS, LAW, AND AGENCY POLICY IN  
ADJUDICATION ..............................................................759

I. THE EXHAUSTION REQUIREMENT ...........................................759

MCCARTHY v. MADIGAN ..................................................759
Booth v. Churner (2001) ..................................................762
Jones v. Zenk (2007) ......................................................763
Zhong v. United States Department of Justice (2007) ........765
DARBY v. CISNEROS ......................................................766
Ahmed v. AG of United States (2007) ...........................770
McQueen v. Colorado Springs School District No. 11 (2007) ...772

II. JUDICIAL REVIEW STANDARDS ...........................................775

UNIVERSAL CAMERA CORP. v. NATIONAL LABOR RELATIONS BOARD .................................................776
Environmental Defense Fund v. Ruckelshaus (1971) ..........780
Claire R. Kelly, The Dangers of Daubert Creep in the Regulatory Realm .........................................................781

NATIONAL LABOR RELATIONS BOARD v.  
HEARST PUBLICATIONS, INC. ........................................782
Penasquitos Village, Inc. v. National Labor Relations Board (1977) ........787
Garcia-Quintero v. Gonzales (2006) .................................792
Navarro v. Pfizer Corp. (2001) ..........................................792
Singh v. Gonzales (2006) ..............................................793
G&T Terminal Packaging Co., Inc. v. United States Department of Agriculture (2006) ...........................................794

IMMIGRATION AND NATURALIZATION SERVICE v.  
CARDOZA-FONSECA ..................................................795
<table>
<thead>
<tr>
<th>Case Titles</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Wildlife Federation v. Nat'l Marine Fisheries</td>
<td>801</td>
</tr>
<tr>
<td>Chen v. Ashcroft (2004)</td>
<td>802</td>
</tr>
<tr>
<td>SEACOAST ANTI-POLLUTION LEAGUE v. COSTLE</td>
<td>803</td>
</tr>
<tr>
<td>1. SEA COAST AND THE PROBLEM OF EXTRA-RECORD</td>
<td>808</td>
</tr>
<tr>
<td>information</td>
<td></td>
</tr>
<tr>
<td>Connecticut Natural Gas Corporation v. Public Utilities</td>
<td>809</td>
</tr>
<tr>
<td>Control Authority (1981)</td>
<td></td>
</tr>
<tr>
<td>2. DOES “PUBLIC HEARING” MEAN FORMAL HEARING?</td>
<td>810</td>
</tr>
<tr>
<td>Union of Concerned Scientists v. NRC (1984)</td>
<td>811</td>
</tr>
<tr>
<td>CHEMICAL WASTE MANAGEMENT, INC. v. U.S. ENVIRONMENTAL PROTECTION AGENCY</td>
<td>812</td>
</tr>
<tr>
<td>Friends of Earth v. Reilly (1992)</td>
<td>816</td>
</tr>
<tr>
<td>DOMINION ENERGY BRAYTON POINT, LLC v. JOHNSON</td>
<td>817</td>
</tr>
<tr>
<td>CHAPTER 8 ADMINISTRATIVE JUDGING</td>
<td>827</td>
</tr>
<tr>
<td>MORGAN v. UNITED STATES</td>
<td>827</td>
</tr>
<tr>
<td>Gomes v. University of Maine (2005)</td>
<td>830</td>
</tr>
<tr>
<td>De la Llana-Castellon v. INS (1994)</td>
<td>831</td>
</tr>
<tr>
<td>Bates v. Sponberg (1976)</td>
<td>831</td>
</tr>
<tr>
<td>NASH v. BOWEN</td>
<td>833</td>
</tr>
<tr>
<td>Grant v. Shalala (1993)</td>
<td>836</td>
</tr>
<tr>
<td>James E. Moliterno, The Administrative Judiciary’s Independence Myth</td>
<td>837</td>
</tr>
<tr>
<td>(2006)</td>
<td></td>
</tr>
<tr>
<td>WONG YANG SUNG v. MCGRATH</td>
<td>838</td>
</tr>
<tr>
<td>Jonal Corp. v. District of Columbia (1976)</td>
<td>840</td>
</tr>
<tr>
<td>WITHROW v. LARKIN</td>
<td>842</td>
</tr>
<tr>
<td>Wildberger v. AFGE (1996)</td>
<td>847</td>
</tr>
<tr>
<td>Nightlife Partners, Ltd. v. City of Beverly Hills (2003)</td>
<td>848</td>
</tr>
<tr>
<td>CHENEY v. UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA</td>
<td>849</td>
</tr>
<tr>
<td>In re Cheney (2003)</td>
<td>854</td>
</tr>
<tr>
<td>Bunnell v. Barnhart (2003)</td>
<td>855</td>
</tr>
<tr>
<td>Board of Trustees of the University of Arkansas v. Secretary of Health</td>
<td>856</td>
</tr>
<tr>
<td>and Human Services (2005)</td>
<td></td>
</tr>
<tr>
<td>SCHWEIKER v. MCCLURE</td>
<td>857</td>
</tr>
</tbody>
</table>
CHAPTER 9 EVIDENCE: BEFORE, BEYOND, AND IN THE RECORD .........879

I. DISCOVERY ..............................................................................879

McClelland v. Andrus (1979) .........................................................880
Bender v. Dudas (2006) .................................................................882
Dorris v. Federal Deposit Insurance Corporation (1994) ..................883

II. BEYOND THE RECORD: EX PARTE COMMUNICATION .................884

PROFESSIONAL AIR TRAFFIC CONTROLLERS ORGANIZATION v. FEDERAL LABOR RELATIONS AUTHORITY .................885
Ortiz v. Eichler (1985) ................................................................893
Appeal of Atlantic Connections, Ltd. (New Hampshire Public Utilities Commission) (1992) ..........................................................893
### Table of Contents

#### III. Estoppel

- **SCHWEIKER v. HANSEN** ................................................................. 896
  - *Moser v. United States* (1951) ................................................... 899
  - *Socop-Gonzalez v. Immigration and Naturalization Service (INS)* (2001) ................................................................. 901

#### IV. Evidence in Adjudicatory Proceedings

- **CARROLL v. KNICKERBOCKER ICE COMPANY** ....................... 904
  - *Altschuller v. Bressler* (1943) ................................................... 906
- **RICHARDSON v. PERALES** ........................................................ 907
  - *Munyori v. Division of Long Term Care Residents Protection* (2005) 917
  - *Cowan v. Bunting Glider Co.* (1946) .......................................... 921
- **BROCK v. ROADWAY EXPRESS, INC.** ........................................ 922

#### Chapter 10 Adjudication and Separation of Powers

- **IMMIGRATION AND NATURALIZATION SERVICE v. CHADHA** ...... 943
### Chapter 11 Administrative Hearings in Select Fields

#### I. Administrative Hearings and Public Employment

<table>
<thead>
<tr>
<th>Case</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>PAUL v. DAVIS</td>
<td>983</td>
</tr>
<tr>
<td>Robinson v. County of Lancaster (2005)</td>
<td>991</td>
</tr>
<tr>
<td>Chilingirian v. Boris, Jr. (1989)</td>
<td>992</td>
</tr>
<tr>
<td>Pickering v. Board of Education (1968)</td>
<td>993</td>
</tr>
<tr>
<td>Baranowski v. Waters (2008)</td>
<td>994</td>
</tr>
<tr>
<td>ARNETT v. KENNEDY</td>
<td>995</td>
</tr>
<tr>
<td>Piscottano v. Murphy (2007)</td>
<td>998</td>
</tr>
<tr>
<td>Curran v. Cousins (2007)</td>
<td>999</td>
</tr>
</tbody>
</table>

#### II. Detention, Immigration, and Administrative Hearings

<table>
<thead>
<tr>
<th>Case</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>HAMDI v. RUMSFELD</td>
<td>1001</td>
</tr>
<tr>
<td>Santos v. Mukasey (2008)</td>
<td>1012</td>
</tr>
<tr>
<td>Pulisir v. Mukasey (2008)</td>
<td>1012</td>
</tr>
<tr>
<td>Vasha v. Gonzales (2005)</td>
<td>1012</td>
</tr>
<tr>
<td>Blanco v. Mukasey (2008)</td>
<td>1012</td>
</tr>
<tr>
<td>Munaf v. Geren (2008)</td>
<td>1014</td>
</tr>
</tbody>
</table>
### Table of Contents

<table>
<thead>
<tr>
<th>Case</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khourzam v. Hogan (2008)</td>
<td>1015</td>
</tr>
<tr>
<td>Hamdan v. Rumsfeld (2006)</td>
<td>1016</td>
</tr>
<tr>
<td>III. Administrative Hearings and Prosecutorial Discretion</td>
<td>1019</td>
</tr>
<tr>
<td>DESHANEY v. WINNEBAGO COUNTY DEPARTMENT OF SOCIAL SERVICES</td>
<td>1019</td>
</tr>
<tr>
<td>Pappas v. City of Lebanon (2004)</td>
<td>1024</td>
</tr>
<tr>
<td>Kallstrom v. City of Columbus (1998)</td>
<td>1024</td>
</tr>
<tr>
<td>Ye v. United States (2007)</td>
<td>1028</td>
</tr>
<tr>
<td>TOWN OF CASTLE ROCK, COLORADO v. GONZALES</td>
<td>1029</td>
</tr>
<tr>
<td>Hudson v. Hudson (2007)</td>
<td>1037</td>
</tr>
<tr>
<td>Moore v. Board of County Commissioners (2007)</td>
<td>1038</td>
</tr>
<tr>
<td>IV. Administrative Hearings and Schools</td>
<td>1039</td>
</tr>
<tr>
<td>GOSS v. LOPEZ</td>
<td>1039</td>
</tr>
<tr>
<td>C.B. by and through Breeding v. Driscoll (1996)</td>
<td>1044</td>
</tr>
<tr>
<td>Flaim v. Medical College of Ohio (2005)</td>
<td>1046</td>
</tr>
<tr>
<td>Nash v. Auburn University (1987)</td>
<td>1046</td>
</tr>
<tr>
<td>Board of Curators of the University of Missouri v. Horowitz (1978)</td>
<td>1047</td>
</tr>
<tr>
<td>INGRAHAM v. WRIGHT</td>
<td>1050</td>
</tr>
<tr>
<td>Neal v. Fulton County Board of Education (2000)</td>
<td>1056</td>
</tr>
<tr>
<td>V. Administrative Hearings and Prisoners</td>
<td>1059</td>
</tr>
<tr>
<td>SANDIN v. CONNER</td>
<td>1059</td>
</tr>
<tr>
<td>Staples v. Casperson (2001)</td>
<td>1063</td>
</tr>
<tr>
<td>Sims v. Artuz (2000)</td>
<td>1064</td>
</tr>
<tr>
<td>Austin v. Terhune (2004)</td>
<td>1064</td>
</tr>
<tr>
<td>VI. Search, Investigation, and Administrative Process</td>
<td>1067</td>
</tr>
<tr>
<td>1. Applicability of the Fourth Amendment to Civil Searches</td>
<td>1069</td>
</tr>
</tbody>
</table>
CAMARA v. MUNICIPAL COURT OF THE CITY &
COUNTY OF SAN FRANCISCO ........................................... 1069
United States v. Stewart (2007) ........................................... 1075
Dearmore v. City of Garland (2005) ........................................ 1076
The People of the State of Illinois v. Lewis (2006) .................... 1076
United States v. Pulido-Baquerizo (1986) ............................... 1078
United States v. Marquez (2005) ....................................... 1079
2. STATE WARRANTS ............................................................... 1082
BLACK v. VILLAGE OF PARK FOREST ....................................... 1082
People v. Bifulco (2003) ................................................ 1084
People v. Bessler (1989) .................................................. 1085
Kyllo v. United States (2001) ............................................ 1086
Taylor v. Michigan Department of Natural Resources (2007) .... 1086
Olmstead v. United States (1928) ......................................... 1087
BLACKIE’S HOUSE OF BEEF, INC. v. CASTILLO ............... 1087
Raquel Aldana, Rights and Remedies: Of Katz and “Aliens”:
Privacy Expectations and the Immigration Raids (2008) ....... 1091
WIDGREN v. MAPLE GROVE TOWNSHIP ................................. 1093
Taylor v. Michigan Department of Natural Resources (2007)... 1098
3. REGULATED INDUSTRIES ....................................................... 1100
MARSHALL v. BARLOW’S, INC. ........................................... 1100
Bruce v. Beary (2007) ................................................ 1104
Wal Juice Bar, Inc. v. City of Oak Grove (2008) ................... 1105
Rush v. Obledo (1985) .................................................... 1106
Shoemaker v. Handel (1985) ............................................. 1107
DONOVAN v. DEWEY ............................................................ 1108
Pennsylvania Steel Foundry & Machine Company v.
Secretary of Labor (1987) ................................................ 1111
United States v. Delgado (2007) ........................................ 1113
4. FIRE SEARCHES ................................................................. 1115
MICHIGAN v. CLIFFORD ...................................................... 1115
Bruce v. Beary (2007) ................................................ 1119
United States of America v. Parr (1983) ............................... 1121
# Table of Contents

- United States v. Martinez-Fuerte (1976) ............................ 1123
- City of Indianapolis v. Edmond (2000) ............................... 1123

5. Consent Searches .......................................................... 1125
- Wyman v. James ............................................................... 1125
- Calabretta v. Floyd (1999) ................................................. 1131
- Smith v. Los Angeles County Board of Supervisors (2002) .................. 1132
- United States v. Moon (2008) ........................................... 1134
- Sanchez v. County of San Diego (2006) ............................ 1134

# Chapter 12 The Freedom of Information Act and the Government in the Sunshine Act .................. 1137

I. FOIA Overview .............................................................. 1137

II. Public – But Unavailable .................................................. 1143
- Kissinger v. Reporters Committee for Freedom of the Press ........................................... 1143
- Hypothetical ................................................................. 1153
- Hypothetical ................................................................. 1153

III. The Vaughn Index ........................................................... 1156
- Campaign for Responsible Transplantation (CRT) v. FDA (2007) ................. 1157
- Judicial Watch, Inc. v. Food & Drug Administration ......... 1159

IV. The Exemptions – and the Process .................................... 1164
- National Archives & Records Administration v. Favish ......................... 1168
- News-Press v. DHS (2007) .............................................. 1181
NATIONAL LABOR RELATIONS BOARD v. SEARS, ROEBUCK & COMPANY ........................................................................................................... 1183
Mayer, Brown, Rowe & Maw LLP v. IRS (2008) ......................................................... 1191
Diemert, Jr. & Associates v. Federal Aviation Administration (2007) ......................................................... 1192
Boyd v. United States Department of Justice (2007) ......................................................... 1192
Wolf v. CIA (2007) .................................................................................. 1195
Davis v. Department of Justice (2006) ........................................................................ 1198

V. REVERSE FOIA ACTIONS .................................................................................. 1201
CHRYSLER CORPORATION v. BROWN ........................................................... 1201
OSHA Data/CIH, Inc. v. United States Department of Labor (2000) ... 1207

VI. THE GOVERNMENT IN THE SUNSHINE ACT ............................................. 1209
Federal Communications Commission v. ITT World Communications, Inc. (1984) ............................................................... 1211

INDEX .................................................................................................................. 1215