

12th Edition

Roger LeRoy Miller

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Roger LeRoy Miller

Institute for University Studies Arlington, Texas





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The study of business law and the legal environment has universal applicability. A student entering any field of business must have at least a passing understanding of business law in order to function in the real world. *Business Law Today*, Twelfth Edition, provides the information in an interesting and contemporary way. The Twelfth Edition continues its established tradition of being the most up-to-date text on the market.

Instructors have come to rely on the coverage, accuracy, and applicability of *Business Law Today*. This best-selling text engages your students, solidifies their understanding of legal concepts, and provides the best teaching tools available. I have spent a great deal of effort making this edition more contemporary, exciting, and visually appealing than ever before. Special pedagogical devices within the text focus on legal, ethical, global, and corporate issues, while addressing core curriculum requirements.

The Twelfth Edition incorporates the latest legal developments and United States Supreme Court decisions. It also includes more than fifty new features and sixty new cases, hundreds of new examples and case examples, new exhibits, learning objectives, margin definitions, and case problems.

New and Updated Features

The Twelfth Edition of *Business Law Today* is filled with exciting new and updated features designed to cover current legal topics of high interest.

- Entirely New Business Web Log features underscore the importance of the text material to real-world businesses. Each of these features discusses a major U.S. company that is engaged in a dispute involving a topic covered in the chapter. Some examples include:
 - Samsung and Forced Arbitration (Chapter 4)
 - Amazon Faces Fake Products (Chapter 7)
 - Facebook and Google in a World of Antitrust Law (Chapter 31)
- 2. Entirely New Business Law Analysis features appear in numerous chapters of the text. These features are useful tools to help students master the legal analysis skills that they will need to answer questions and case problems in the book, on exams, and in business situations. Subjects include:
 - Deciding If a Court Would Impose a Quasi Contract (Chapter 10)
 - Enforceability of Liquidated Damages Provisions (Chapter 15)
 - When Will a Court Order the Dissolution of an LLC? (Chapter 28)
- 3. Entirely New Hypotheticals in many chapter introductions provide a real-world link that generates student interest and highlights specific legal concepts that will be discussed in the chapter. These hypotheticals—often based on real cases or business situations—help to introduce and illustrate legal issues facing managers, companies, and even industries.
- 4. Adapting the Law to the Online Environment features examine cutting-edge cyberlaw topics, such as:
 - Does Everyone Have a Constitutional Right to Use Social Media? (Chapter 2)
 - Using Twitter to Cause Seizures—A Crime? (Chapter 9)
 - Programs That Predict Employee Misconduct (Chapter 29)

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- 5. **Ethical Issue** features focus on the ethical aspects of a topic being discussed in order to emphasize that ethics is an integral part of a business law course. Examples include:
 - How Enforceable Are Click-on Agreements to Donate Funds to Charity? (Chapter 11)
 - Is It Ethical (and Legal) to Brew "Imported" Beer Brands Domestically? (Chapter 19)
 - Is It Fair to Classify Uber and Lyft Drivers as Independent Contractors? (Chapter 23)
- 6. Beyond Our Borders features illustrate how other nations deal with specific legal issues to give students a sense of the global legal environment. Topics include:
 - Does Cloud Computing Have a Nationality? (Chapter 29)
 - Can a River Be a Legal Person? (Chapter 32)
- Managerial Strategy features emphasize the management aspects of business law and the legal environment, such as:
 - Marriage Equality and the Constitution (Chapter 2)
 - The Criminalization of American Business (Chapter 9)
 - The SEC's New Pay-Ratio Disclosure Rule (Chapter 30)
- 8. Landmark in the Law features discuss a landmark case, statute, or development that has significantly affected business law. Examples include:
 - Palsgraf v. Long Island Railroad Co. (Chapter 5)
 - The Bankruptcy Abuse Prevention and Consumer Protection Act (Chapter 22)
 - Changes to Regulation A: "Reg A+" (Chapter 30)
- 9. Linking Business Law to [one of the six functional fields of business] features appear in select chapters to underscore how the law relates to other fields of business. For instance, Chapter 1 has a feature titled, Linking Business Law to Corporate Management: Dealing with Administrative Law.

New Emphasis on Making Ethical Business Decisions—The IDDR Approach

The ability of businesspersons to reason through ethical issues is now more important than ever. For the Twelfth Edition of *Business Law Today*, I have created a completely new framework for helping students (and businesspersons) make ethical decisions—the IDDR Approach, which is presented in Chapter 3. This systematic approach provides students with a clear step-by-step process to analyze the legal and ethical implications of decisions that arise in everyday business operations. The IDDR Approach uses four logical steps:

- Step 1: Inquiry
- Step 2: Discussion
- Step 3: Decision
- Step 4: Review

Students can remember the first letter of each step easily by using the phrase "I Desire to Do Right." A **completely revised Chapter 3** (Ethics in Business) details the goals of each IDDR step and then provides a Sample Scenario to show students how to apply this new approach to ethical decision making. In addition to introducing the IDDR Approach, I have made Chapter 3 more current and more practical and reduced the amount of theoretical ethical principles it presents. The text now focuses on real-life application of ethical principles.

After Chapter 3, to reinforce the application of the IDDR Approach, students are asked to use its various steps when answering each chapter's *A Question of Ethics*. To challenge

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students in analyzing the ethical angles in today's business legal environment, all of the *A Question of Ethics* problems have been updated and are based on a 2017 case. In addition, the Twelfth Edition retains the *Ethical Issue* feature in most chapters, many of which have been refreshed with timely topics involving the ever-evolving technologies and trends in business.

New Cases and Case Problems

The Twelfth Edition of *Business Law Today* has new cases and case problems from 2018 and 2017 in every chapter. The new cases have been carefully selected to illustrate important points of law and to be of high interest to students and instructors. I have made it a point to find recent cases that enhance learning and are straightforward enough for business law students to understand.

Certain cases and case problems have been carefully chosen as good teaching cases and are designated as *Spotlight Cases* and *Spotlight Case Problems*. Some examples include *Spotlight on Apple, Spotlight on Beer Labels, Spotlight on Nike*, and *Spotlight on the Seattle Mariners*. Instructors will find these *Spotlight* decisions useful to illustrate the legal concepts under discussion, and students will enjoy studying the cases because they involve interesting and memorable facts. Other cases have been chosen as *Classic Cases* because they establish a legal precedent in a particular area of law.

Each case concludes with a section, called *Critical Thinking*, that includes at least one question. Each question is labeled *Ethical*, *Economic*, *Legal Environment*, *Political*, *Social*, or *What If the Facts Were Different?* In addition, *Classic Cases* include an *Impact of This Case on Today's Law* section that clarifies how the case has affected the legal environment. Suggested answers to all case-ending questions can be found in the *Solutions Manual* for this text.

Many New Highlighted and Numbered Case Examples

Many instructors use cases and examples to illustrate how the law applies to business. This edition of *Business Law Today* offers hundreds of highlighted and consecutively numbered *Examples* and *Case Examples*. *Examples* illustrate how the law applies in a specific situation, and *Case Examples* present the facts and issues of an actual case and then describe the court's decision and rationale.

New to this edition are *Spotlight Case Examples*, which deal with especially high-interest cases, and *Classic Case Examples*, which discuss older, landmark decisions. The numbered *Examples* and *Case Examples* features are integrated throughout the text to help students better understand how courts apply legal principles in the real world.

Critical Thinking and Legal Reasoning Elements

For this edition of *Business Law Today*, I have included a discussion of legal reasoning in Chapter 1. The all-new *Business Law Analysis* features that can be found throughout the text emphasize legal reasoning skills as well. Critical thinking questions conclude most of the features and cases in this text. Also, at the end of each chapter, a *Debate This* question requires students to think critically about the rationale underlying the law on a particular topic.

Answers to all *Critical Thinking* questions, as well as to the *Business Scenarios and Case Problems* at the end of every chapter, are presented in the Twelfth Edition's *Solutions Manual*. In addition, the answers to one case problem in each chapter, called the *Business Case Problem with Sample Answer*, appear in *Appendix E*.

The chapter-ending materials also include a separate section of questions that focus on critical thinking and writing. This section always includes a *Time-Limited Group Assignment*

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and may also include a *Critical Legal Thinking* question requiring students to think critically about some aspect of the law discussed in the chapter or a *Business Law Writing* question requiring students to compose a written response.

Other Pedagogical Devices within Each Chapter

- Learning Objectives (questions listed at the beginning of each chapter and repeated in the margins of
 the text provide a framework of main chapter concepts for the student).
- Margin definitions of each boldfaced Key Term.
- Quotations and Know This (margin features).
- · Exhibits (in most chapters).
- Photographs (with critical-thinking questions) and cartoons.

Chapter-Ending Pedagogy

- Practice and Review (in every chapter).
- Debate This (a statement or question at the end of Practice and Review).
- Key Terms (with appropriate page references to their margin definitions).
- Chapter Summary (in table format).
- Issue Spotters (in every chapter with answers in Appendix D).
- Business Scenarios and Case Problems (including in every chapter, a Business Case Problem with Sample Answer that is answered in Appendix E; in selected chapters, a Spotlight Case Problem; and in every chapter, a new A Question of Ethics problem—based on a 2017 case—that applies this Twelfth Edition's all-new IDDR Approach to business ethics).
- Critical Thinking and Writing Assignments (including a Time-Limited Group Assignment in every chapter, and a Business Law Writing or a Critical Legal Thinking question in selected chapters).

Unit-Ending Pedagogy

Each of the seven units in the Twelfth Edition of *Business Law Today* concludes with a *Task-Based Simulation*. This feature presents a hypothetical business situation and then asks a series of questions about how the law applies to various actions taken by the firm. To answer the questions, the student must apply the laws discussed throughout the unit. (Answers are provided in the *Solutions Manual*.)

Supplements

Business Law Today, Twelfth Edition, provides a comprehensive supplements package designed to make the tasks of teaching and learning more enjoyable and efficient. The following supplements are available for instructors.

MindTap Business Law for Business Law Today, Twelfth Edition

MindTap™ is a fully online, highly personalized learning experience built on authoritative Cengage Learning content. By combining readings, multimedia, activities, and assessments into a singular Learning Path, MindTap Business Law guides students through their course with ease and engagement. Instructors personalize the Learning Path by customizing

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Cengage Learning resources and adding their own content via apps that integrate into the *MindTap* framework seamlessly with Learning Management Systems.

The MindTap Business Law product provides a four-step Learning Path, Case Repository, Adaptive Test Prep, and an Interactive eBook designed to meet instructors' needs while also allowing instructors to measure skills and outcomes with ease. Each and every item is assignable and gradable. This gives instructors knowledge of class standings and students' mastery of concepts that may be difficult. Additionally, students gain knowledge about where they stand—both individually and compared to the highest performers in class.

Cengage Testing Powered by Cognero

Cengage Testing Powered by Cognero is a flexible online system that allows instructors to do the following:

- Author, edit, and manage Test Bank content from multiple Cengage Learning solutions.
- · Create multiple test versions in an instant.
- · Deliver tests from their Learning Management System (LMS), classroom, or wherever they want.

Start Right Away! *Cengage Testing Powered by Cognero* works on any operating system or browser.

- · Use your standard browser; no special installs or downloads are needed.
- Create tests from school, home, the coffee shop—anywhere with Internet access.

What Instructors Will Find

- Simplicity at every step. A desktop-inspired interface features drop-down menus and familiar, intuitive tools that take instructors through content creation and management with ease.
- Full-featured test generator. Create ideal assessments with a choice of fifteen question
 types—including true/false, multiple choice, opinion scale/Likert, and essay. Multi-language
 support, an equation editor, and unlimited metadata help ensure instructor tests are complete
 and compliant.
- Cross-compatible capability. Import and export content into other systems.

Instructor's Companion Website

The Instructor's Companion Website contains the following supplements:

- Instructor's Manual. Includes sections entitled "Additional Cases Addressing This Issue" at the end of selected case synopses.
- Solutions Manual. Provides answers to all questions presented in the text, including the Learning
 Objectives, the questions in each case and feature, the Issue Spotters, the Business Scenarios
 and Case Problems, Critical Thinking and Writing Assignments, and the unit-ending Task-Based
 Simulation features.
- Test Bank. A comprehensive test bank contains multiple choice, true/false, and short essay questions.
- Case-Problem Cases.
- Case Printouts.
- PowerPoint Slides.
- · Lecture Outlines.
- MindTap Integrated Syllabus.
- MindTap Answer Key.

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Dedication

To Lavina,

Your help in this book's creation is still evident. I cannot thank you enough.

Your friend,

R.L.M.



Unit 1
The Legal
Environment of
Business

- 1 Law and Legal Reasoning
- 2 Constitutional Law
- 3 Ethics in Business
- 4 Courts and Alternative Dispute Resolution
- 5 Tort Law
- **6** Product Liability
- 7 Intellectual Property Rights
- 8 Internet Law, Social Media, and Privacy
- 9 Criminal Law and Cyber Crime



1

Learning Objectives

The four Learning Objectives below are designed to help improve your understanding. After reading this chapter, you should be able to answer the following questions:

- 1. What are four primary sources of law in the United States?
- 2. What is a precedent? When might a court depart from precedent?
- 3. What is the difference between remedies at law and remedies in equity?
- 4. What are some important differences between civil law and criminal law?

Law A body of enforceable rules governing relationships among individuals and between individuals and their society.

Law and Legal Reasoning

"Laws should be like clothes. They should be made to fit the people they are meant to serve."

Clarence Darrow 1857–1938 (American lawyer) In the chapter-opening quotation, Clarence Darrow asserts that law should be created to serve the public. Because you are part of that public, the law is important to you. In particular, those entering the world of business will find themselves subject to numerous laws and government regulations. A basic knowledge of these laws and regulations is beneficial—if not essential—to anyone contemplating a successful career in today's business environment.

Although the law has various definitions, all of them are based on the general observation that **law** consists of *enforce*-

able rules governing relationships among individuals and between individuals and their society. In some societies, these enforceable rules consist of unwritten principles of behavior. In other societies, they are set forth in ancient or contemporary law codes. In the United States, our rules consist of written laws and court decisions created by modern legislative and judicial bodies. Regardless of how such rules are created, they all have one feature in common: they establish rights, duties, and privileges that are consistent with the values and beliefs of a society or its ruling group.

In this introductory chapter, we look at how business law and the legal environment affect business decisions. For instance, suppose that Hellix Communications, Inc., wants to buy a competing cellular company. It also wants to offer unlimited data plans once it has acquired this competitor. Management fears that if the company does not expand, one of its bigger rivals will put it out of business. But Hellix Communications cannot simply buy its rivals. Nor can it just offer a low-cost cell-phone plan to its customers. It has to follow the laws pertaining to its proposed actions. Some of these laws (or regulations) depend on interpretations by those running various regulatory federal agencies. The rules

that control Hellix Communications' actions reflect past and current thinking about how large telecommunications companies should and should not act.

Our goal in this text is not only to teach you about specific laws, but also to teach you how to think about the law and legal environment, and to develop your critical-thinking and legal reasoning skills. The laws may change, but the ability to analyze and evaluate the legal (and ethical) ramifications of situations as they arise is an invaluable and lasting skill.

1-1 Business Activities and the Legal Environment

Laws and government regulations affect almost all business activities—from hiring and firing decisions to workplace safety, the manufacturing and marketing of products, business financing, and more. To make good business decisions, businesspersons need to understand the laws and regulations governing these activities.

Realize also that in today's business world, simply being aware of what conduct can lead to legal **liability** is not enough. Businesspersons must develop critical-thinking and legal reasoning skills so that they can evaluate how various laws might apply to a given situation and determine the best course of action. Businesspersons are also pressured to make ethical decisions. Thus, the study of business law necessarily involves an ethical dimension.

Liability The state of being legally responsible (liable) for something, such as a debt or obligation.

1–1a Many Different Laws May Affect a Single Business Transaction

As you will note, each chapter in this text covers a specific area of the law and shows how the legal rules in that area affect business activities. Although compartmentalizing the law in this fashion facilitates learning, it does not indicate the extent to which many different

laws may apply to just one transaction. Exhibit 1–1 illustrates the various areas of the law that may influence business decision making.

Example 1.1 When Mark Zuckerberg, as a Harvard student, first launched Facebook, others claimed that Zuckerberg had stolen their ideas for a social-networking site. They filed a lawsuit against him alleging theft of intellectual property, fraudulent misrepresentation, and violations of partnership law and securities law. Facebook ultimately paid \$65 million to settle those claims out of court.

Since then, Facebook has been sued repeatedly for violating users' privacy (and federal laws) by tracking their website usage and by scanning private messages for purposes of data mining and user profiling. Facebook's business decisions have also come under scrutiny by federal regulators, such as the Federal Trade Commission (FTC), and by international authorities, such as the European Union. The company settled a complaint filed by the FTC alleging that Facebook had failed to keep "friends" lists and other user information private.



Mark Zuckerberg, founder of Facebook, has faced numerous legal challenges. These include privacy issues and the alleged theft of intellectual property. Can large Internet firms completely avoid such legal problems?

1-1b Linking Business Law to the Six Functional Fields of Business

In all likelihood, you are taking a business law or legal environment course because you intend to enter the business world, though some of you may plan to become attorneys. Many of you are taking other business school courses and may therefore be familiar with the functional fields of business listed below:

- 1. Corporate management.
- **2.** Production and transportation.

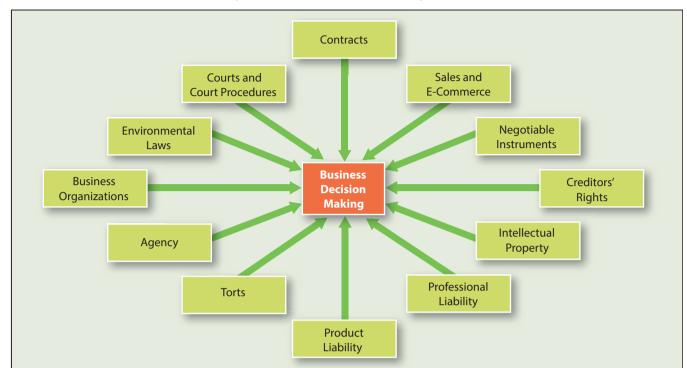


Exhibit 1-1 Areas of the Law That May Affect Business Decision Making

- 3. Marketing.
- 4. Research and development.
- 5. Accounting and finance.
- 6. Human resource management.

One of our goals in this text is to show how legal concepts can be useful for managers and businesspersons, whether their activities focus on management, marketing, accounting, or some other field. To that end, numerous chapters, including this chapter, contain a special feature called "Linking Business Law to [one of the six functional fields of business]."

Primary Source of Law A

document that establishes the law on a particular issue, such as a constitution, a statute, an administrative rule, or a court decision.

Learning Objective 1

What are four primary sources of law in the United States?

1-2 Sources of American Law

There are numerous sources of American law. **Primary sources of law,** or sources that establish the law, include the following:

- The U.S. Constitution and the constitutions of the various states.
- Statutory law—including laws passed by Congress, state legislatures, and local governing bodies.
- Regulations created by administrative agencies, such as the federal Food and Drug Administration.
- · Case law (court decisions).

We describe each of these important primary sources of law in the following pages. (See the appendix at the end of this chapter for a discussion of how to find statutes, regulations, and case law.) **Secondary sources of law** are books and articles that summarize and clarify the primary sources of law. Legal encyclopedias, compilations (such as *Restatements of the Law*, which summarize court decisions on a particular topic), official comments to statutes, treatises, articles in law reviews published by law schools, and articles in other legal journals are examples of secondary sources of law. Courts often refer to secondary sources of law for guidance in interpreting and applying the primary sources of law discussed here.

Secondary Source of Law A

publication that summarizes or interprets the law, such as a legal encyclopedia, a legal treatise, or an article in a law review.

1-2a Constitutional Law

The federal government and the states have written constitutions that set forth the general organization, powers, and limits of their respective governments. **Constitutional law**, which deals with the fundamental principles by which the government exercises its authority, is the law as expressed in these constitutions.

The U.S. Constitution is the basis of all law in the United States. It provides a framework for statutes and regulations, and thus is the supreme law of the land. A law in violation of the U.S. Constitution, if challenged, will be declared unconstitutional and will not be enforced, no matter what its source.

The Tenth Amendment to the U.S. Constitution reserves to the states all powers not granted to the federal government. Each state in the union has its own constitution. Unless it conflicts with the U.S. Constitution or a federal law, a state constitution is supreme within that state's borders.

1-2b Statutory Law

Laws enacted by legislative bodies at any level of government, such as the statutes passed by Congress or by state legislatures, make up the body of law generally referred to as **statutory law**. When a legislature passes a statute, that statute ultimately is included in the federal code of laws or the relevant state code of laws.

Whenever a particular statute is mentioned in this text, we usually provide a footnote showing its **citation** (a reference to a publication in which a legal authority—such as a statute or a court decision—or other source can be found). In the appendix following this chapter, we explain how you can use these citations to find statutory law.

Local Ordinances Statutory law also includes local **ordinances**—regulations passed by municipal or county governing units to deal with matters not covered by federal or state law. Ordinances commonly have to do with city or county land use (zoning ordinances), building and safety codes, and other matters affecting only the local governing unit.

Applicability of Statutes A federal statute, of course, applies to all states. A state statute, in contrast, applies only within the state's borders. State laws thus may vary from state to state. No federal statute may violate the U.S. Constitution, and no state statute or local ordinance may violate the U.S. Constitution or the relevant state constitution.

Example 1.2 The tension between federal, state, and local laws is evident in the national debate over so-called sanctuary cities—cities that limit their cooperation with federal immigration authorities. Normally, law enforcement officials are supposed to alert federal immigration authorities when they come into

Constitutional Law The body of law derived from the U.S. Constitution and the constitutions of the various states.

Statutory Law The body of law enacted by legislative bodies (as opposed to constitutional law, administrative law, or case law).

Citation A reference to a publication in which a legal authority—such as a statute or a court decision—or other source can be found.

Ordinance A regulation enacted by a city or county legislative body that becomes part of that state's statutory law.



How have local "sanctuary cities" frustrated federal immigration procedures?

contact with undocumented immigrants. Then, immigration officials request the state and local authorities to detain the individual for possible deportation.

But a number of cities across the United States have adopted either local ordinances or explicit policies that do not follow this procedure. Police in these cities often do not ask or report the immigration status of individuals with whom they come into contact. Other places refuse to detain undocumented immigrants who are accused of low-level offenses.

Uniform Laws During the 1800s, the differences among state laws frequently created difficulties for businesspersons conducting trade and commerce among the states. To counter these problems, a group of legal scholars and lawyers formed the National Conference of Commissioners on Uniform State Laws (NCCUSL, online at www.uniformlaws.org) in 1892 to draft uniform laws ("model statutes") for the states to consider adopting. The NCCUSL still exists today and continues to issue uniform laws.

Each state has the option of adopting or rejecting a uniform law. *Only if a state legislature adopts a uniform law does that law become part of the statutory law of that state*. Furthermore, a state legislature may choose to adopt only part of a uniform law or to rewrite the sections that are adopted. Hence, even though many states may have adopted a uniform law, those laws may not be entirely "uniform."

The Uniform Commercial Code (UCC) One of the most important uniform acts is the Uniform Commercial Code (UCC), which was created through the joint efforts of the NCCUSL and the American Law Institute. The UCC was first issued in 1952 and has been adopted in all fifty states, the District of Columbia, and the Virgin Islands.

The UCC facilitates commerce among the states by providing a uniform, yet flexible, set of rules governing commercial transactions. Because of its importance in the area of commercial law, we cite the UCC frequently in this text. From time to time, the NCCUSL revises the articles contained in the UCC and submits the revised versions to the states for adoption.

1-2c Administrative Law

Another important source of American law is **administrative law**, which consists of the rules, orders, and decisions of administrative agencies. An **administrative agency** is a federal, state, or local government agency established to perform a specific function.

Rules issued by various administrative agencies affect almost every aspect of a business's operations. Regulations govern a business's capital structure and financing, its hiring and firing procedures, its relations with employees and unions, and the way it manufactures and markets its products. (See this chapter's *Linking Business Law to Corporate Management* feature.)

Federal Agencies At the national level, numerous *executive agencies* exist within the cabinet departments of the executive branch. The Food and Drug Administration, for example, is an agency within the U.S. Department of Health and Human Services. Executive agencies are subject to the authority of the president, who has the power to appoint and remove their officers.

There are also major *independent regulatory agencies* at the federal level, including the Federal Trade Commission, the Securities and Exchange Commission, and the Federal Communications Commission. The president's power is less pronounced in regard to independent agencies, whose officers serve for fixed terms and cannot be removed without just cause.

Uniform Law A model law developed by the National Conference of Commissioners on Uniform State Laws for the states to consider enacting into statute.

Administrative Law The body of law created by administrative agencies in order to carry out their duties and responsibilities.

Administrative Agency A federal, state, or local government agency created by the legislature to perform a specific function, such as to make and enforce rules pertaining to the environment.

^{1.} This institute was formed in the 1920s and consists of practicing attorneys, legal scholars, and judges.

^{2.} Louisiana has adopted only Articles 1, 3, 4, 5, 7, 8, and 9.

Whether you work for a large corporation or own a small business,

Dealing with Administrative Law

you will be dealing with multiple aspects of administrative law. All federal, state, and local government administrative agencies create rules that have the force of law. As a manager, you probably will need to pay more attention to administrative rules and regulations than to laws passed by local, state, and federal legislatures.

The three levels of government create three levels of rules and regulations through their respective administrative agencies. As a manager, you will have to learn about agency regulations that pertain to your business activities. It will be up to you, as a corporate manager or a small-business owner, to discern which of those regulations are most important and could create significant liability if you violate them.

Critical Thinking

Why are owner/operators of small businesses at a disadvantage relative to those of large corporations when they attempt to decipher complex regulations that apply to their businesses?

State and Local Agencies There are administrative agencies at the state and local levels as well. Commonly, a state agency (such as a state pollution-control agency) is created as a parallel to a federal agency (such as the Environmental Protection Agency).

Just as federal statutes take precedence over conflicting state statutes, so do federal agency regulations take precedence over conflicting state regulations. Because the rules of state and local agencies vary widely, we focus here exclusively on federal administrative law.

Agency Creation Because Congress cannot possibly oversee the actual implementation of all the laws it enacts, it delegates such tasks to agencies. Congress creates an administrative agency by enacting **enabling legislation**, which specifies the name, composition, purpose, and powers of the agency being created.

Example 1.3 The Federal Trade Commission (FTC) was created in 1914 by the Federal Trade Commission Act.³ This act prohibits unfair and deceptive trade practices. It also describes the procedures the agency must follow to charge persons or organizations with violations of the act, and it provides for judicial review (review by the courts) of agency orders.

Other portions of the act grant the agency powers to "make rules and regulations for the purpose of carrying out the Act," and to conduct investigations of business practices. In addition, the FTC can obtain reports from interstate corporations concerning their business practices, investigate possible violations of the act, publish findings of its investigations, and recommend new legislation. The act also empowers the FTC to hold trial-like hearings and to **adjudicate** (resolve judicially) certain kinds of disputes involving its regulations.

Note that the powers granted to the FTC incorporate functions associated with the legislative branch of government (rulemaking), the executive branch (investigation and enforcement), and the judicial branch (adjudication). Taken together, these functions constitute the **administrative process**, which is the administration of law by administrative agencies. The administrative process involves rulemaking, enforcement, and adjudication.



"Laws and institutions, like clocks, must occasionally be cleaned, wound up, and set to true time."

Henry Ward Beecher 1813–1887

(American clergyman and abolitionist)

Enabling Legislation A statute enacted by Congress that authorizes the creation of an administrative agency and specifies the name, composition, purpose, and powers of the agency being created.

Adjudicate To render a judicial decision. Adjudication is the trial-like proceeding in which an administrative law judge hears and resolves disputes involving an administrative agency's regulations.

Administrative Process The procedure used by administrative agencies in fulfilling their three basic functions: rulemaking, enforcement, and adjudication.

Rulemaking The process by which an administrative agency formally adopts a new regulation or amends an old one.

Legislative Rule An administrative agency rule that carries the same weight as a congressionally enacted statute.

Rulemaking A major function of an administrative agency is **rulemaking**—formulating new regulations or amending old ones. When Congress enacts an agency's enabling legislation, it confers the power to make **legislative rules**, or substantive rules, which are legally binding on all businesses.

The Administrative Procedure Act (APA)⁴ imposes strict procedural requirements that agencies must follow in legislative rulemaking and other functions. **Example 1.4** The Occupational Safety and Health Act authorized the Occupational Safety and Health Administration (OSHA) to develop and issue rules governing safety in the workplace. When OSHA wants to formulate rules regarding safety in the steel industry, it has to follow specific procedures outlined by the APA. If an agency fails to follow the APA's rulemaking procedures, the resulting rule may not be binding.



Which federal agency oversees worker safety?

Legislative Rules. Legislative rulemaking under the APA typically involves the following three steps (referred to as *notice-and-comment rulemaking*).

- 1. Notice of the proposed rulemaking. The notice must be published in the Federal Register, a daily publication of the U.S. government.
- 2. A comment period. The agency must allow ample time for interested parties to comment in writing on the proposed rule. The agency takes these comments into consideration when drafting the final version of the regulation.
- The final rule. Once the agency has drafted the final rule, it is published in the Federal Register. (See the appendix at the end of this chapter for an explanation of how to find agency regulations.)

Interpretive Rules. Administrative agencies also issue **interpretive rules** that are not legally binding but simply indicate how an agency plans to interpret and enforce its statutory authority. The APA does not apply to interpretive rulemaking. **Example 1.5** The Equal Employment Opportunity Commission periodically issues interpretive rules indicating how it plans to interpret the provisions of certain statutes, such as the Americans with Disabilities Act. These informal rules provide enforcement guidelines for agency officials.

Enforcement and Investigation Agencies often enforce their own rules and have both investigatory and prosecutorial powers. Agencies investigate a wide range of activities, including coal mining, automobile manufacturing, and the industrial discharge of pollutants into the environment.

In an investigation, an agency can request that individuals or organizations hand over specified books, papers, electronic records, or other documents. In addition, agencies may conduct on-site inspections, although a search warrant is normally required for such inspections.⁵ Sometimes, a search of a home, an office, or a factory is the only means of obtaining evidence needed to prove a regulatory violation.

After investigating a suspected rule violation, an agency may decide to take action against an individual or a business. Most administrative actions are resolved through

Interpretive Rule A nonbinding rule or policy statement issued by an administrative agency that explains how it interprets and intends to apply the statutes it enforces.

^{4. 5} U.S.C. Sections 551-706.

^{5.} In some heavily regulated industries, such as the sale of firearms or liquor, agencies can conduct searches without obtaining a warrant.

Ethical Issue

negotiated settlement at their initial stages without the need for formal adjudication. If a settlement cannot be reached, though, the agency may issue a formal complaint and proceed to adjudication.

Adjudication Agency adjudication involves a trial-like hearing before an **administrative law judge (ALJ)**. Hearing procedures vary widely from agency to agency. After the hearing, the ALJ renders a decision in the case. The ALJ can fine the charged party or prohibit the party from carrying on some specified activity.

Either the agency or the charged party may appeal the ALJ's decision to the commission or board that governs the agency. If the party fails to get relief there, appeal can be made to a federal court. Courts give significant weight (deference) to an agency's judgment and interpretation of its rules, though, and typically uphold the ALJ's decision unless it is unreasonable. If neither side appeals the case, the ALJ's decision becomes final.

Administrative Law Judge

(ALJ) One who presides over an administrative agency hearing and has the power to administer oaths, take testimony, rule on questions of evidence, and make determinations of fact

Do administrative agencies exercise too much authority?

Administrative agencies, such as the Federal Trade Commission,

combine in a single governmental entity functions normally divided among the three branches of government. They create rules, conduct investigations, and prosecute and pass judgment on violators. Yet administrative agencies' powers often go unchecked by the other branches. Some businesspersons have suggested that it is unethical for agencies—which are not even mentioned in the U.S. Constitution—to wield so many powers.

Although agency rulemaking must comply with the requirements of the Administrative Procedure Act (APA), the act applies only to legislative, not interpretive, rulemaking. In addition, the APA is largely procedural and aimed at preventing arbitrariness. It does little to ensure that the rules passed by agencies are fair or correct—or even cost-effective. On those rare occasions when an agency's ruling is challenged and later reviewed by a court, the court cannot reverse the agency's decision unless the agency exceeded its authority or acted arbitrarily. Courts typically are reluctant to second-guess an agency's rules, interpretations, and decisions. Moreover, once an agency has final regulations in place, it is difficult to revoke or alter them.

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1-2d Case Law and Common Law Doctrines

The rules of law announced in court decisions constitute another basic source of American law. These rules of law include *interpretations* of constitutional provisions, of statutes enacted by legislatures, and of regulations created by administrative agencies.

Today, this body of judge-made law is referred to as **case law**. Case law—the doctrines and principles announced in cases—governs all areas not covered by statutory law or administrative law and is part of our common law tradition. We look at the origins and characteristics of the common law tradition in some detail in the pages that follow.

Case Law The rules of law announced in court decisions. Case law interprets statutes, regulations, and constitutional provisions, and governs all areas not covered by statutory or administrative law.

1-3 The Common Law

Because of our colonial heritage, much American law is based on the English legal system. Knowledge of this system is crucial to understanding our legal system today because judges in the United States still apply common law principles when deciding cases.