

**In the United States Court of Appeals
for the Eighth Circuit**

CUSTOM COMMUNICATIONS, INC., D/B/A CUSTOM ALARM, ET AL.,

Petitioners,

v.

FEDERAL TRADE COMMISSION,

Respondent.

On Petitions for Review of an Order of the
Federal Trade Commission

PETITIONERS' OPENING BRIEF

Helgi C. Walker

Counsel of Record

Lucas C. Townsend

Michael P. Corcoran

Lael D. Weinberger

GIBSON, DUNN & CRUTCHER LLP

1700 M Street, N.W.

Washington, D.C. 20036

(202) 955-8500

hwalker@gibsondunn.com

Counsel for Petitioners

Additional counsel listed on next page

Elliott M. Davis
SHOOK, HARDY & BACON L.L.P.
1800 K Street, N.W.
Suite 1000
Washington, D.C. 20006
(202) 783-8400
edavis@shb.com

*Counsel for Custom
Communications, Inc., d/b/a
Custom Alarm*

Benjamin M. Flowers
ASHBROOK BYRNE KRESGE
FLOWERS LLC
P.O. Box 8248
Cincinnati, OH 45249
(513) 201-5775
bflowers@ashbrookbk.com

*Counsel for Michigan Press
Association and the National
Federation of Independent
Business, Inc.*

Mark D. Johnson
GILBERT, HARRELL, SUMERFORD &
MARTIN, P.C.
777 Gloucester Street
Suite 200
Brunswick, GA 31520
(912) 265-6700
mjohnson@ghsmlaw.com

*Counsel for the Chamber of
Commerce of the United States of
America and the Georgia
Chamber of Commerce*

Jennifer B. Dickey
Jordan L. Von Bokern
U.S. CHAMBER LITIGATION CENTER
1615 H Street, N.W.
Washington, D.C. 20062

*Counsel for the Chamber of
Commerce of the United States of
America*

SUMMARY OF THE CASE

These consolidated cases challenge a Federal Trade Commission rule issued without statutory authority. In decades past, the Commission stifled commerce with overbroad and indiscriminate rules regarding purportedly unfair or deceptive acts or practices. To stop these regulatory excesses, Congress expressly limited the Commission’s rulemaking power to “specific” rules regarding “prevalent” unfair or deceptive acts or practices. Here, the Commission brushed aside those restrictions and requirements. In a return to days gone by, the Commission issued a rule that regulates over *a billion* recurring subscription agreements that hundreds of millions of Americans use and rely on for everything from newspapers to lawn care. Although Congress has already enacted multiple statutes regulating particular types of subscriptions, this rule would displace all those statutes with new, one-size-fits-all requirements that effectively override and extend well beyond Congress’s more targeted laws.

To properly address the issues presented, Petitioners respectfully submit that oral argument would be beneficial and that 30 minutes per side would be adequate.

CORPORATE DISCLOSURE STATEMENT

Pursuant to Fed. R. App. P. 26.1 and 8th Cir. R. 26.1A, petitioners Custom Communications, Inc., d/b/a Custom Alarm, Electronic Security Association, Inc., Interactive Advertising Bureau, NCTA – The Internet & Television Association, Michigan Press Association, National Federation of Independent Business, Inc., the Chamber of Commerce of the United States of America, and the Georgia Chamber of Commerce, make the following disclosures:

Custom Communications, Inc., d/b/a Custom Alarm has no parent corporation, and no publicly held company owns 10% or more of its stock.

The Electronic Security Association, Inc. has no parent corporation, and no publicly held company owns 10% or more of its stock.

The Interactive Advertising Bureau has no parent corporation, and no publicly held company owns 10% or more of its stock.

NCTA – The Internet & Television Association has no parent corporation, and no publicly held company owns 10% or more of its stock.

The Michigan Press Association has no parent corporation, and no publicly held company owns 10% or more of its stock.

The National Federation of Independent Business, Inc. has no parent corporation, and no publicly held company owns 10% or more of its stock.

The Chamber of Commerce of the United States of America has no parent corporation, and no publicly held company owns 10% or more of its stock.

The Georgia Chamber of Commerce has no parent corporation, and no publicly held company owns 10% or more of its stock.

Dated: February 14, 2025

Respectfully submitted,

/s/ Helgi C. Walker

Helgi C. Walker

GIBSON, DUNN & CRUTCHER LLP

1700 M Street, N.W.

Washington, DC 20036

(202) 887-3599

hwalker@gibsondunn.com

Counsel for Petitioners

TABLE OF CONTENTS

INTRODUCTION	1
JURISDICTION.....	5
STATEMENT OF ISSUES.....	7
STATEMENT OF THE CASE	7
A. The Federal Trade Commission Act	7
B. Recurring Subscriptions	14
C. The Rule.....	18
D. Petitioners’ Challenges	26
SUMMARY OF ARGUMENT	27
STANDARD OF REVIEW.....	30
ARGUMENT	31
I. The Rule Exceeds The Commission’s Limited Statutory Authority.....	31
A. The Rule Violates The “Specificity” Requirement.....	31
B. The Rule Violates The “Prevalence” Requirement.....	44
C. The Rule Overrides Numerous Federal Statutes That Already Regulate Recurring Subscriptions	49
D. The Rule Contravenes The Nondelegation Doctrine.....	52
II. The Commission Violated A Key Procedural Requirement By Failing To Issue A Preliminary Regulatory Analysis.....	54
III. The Rule Is Arbitrary And Capricious	60

IV. The Rule Should Be Vacated..... 66
CONCLUSION..... 67

TABLE OF AUTHORITIES

Cases	Page(s)
<i>A.L.A. Schechter Poultry Corp. v. United States</i> , 295 U.S. 495 (1935)	8
<i>Am. Fin. Servs. Ass’n v. FTC</i> , 767 F.2d 957 (D.C. Cir. 1985)	8
<i>Am. Optometric Ass’n v. FTC</i> , 626 F.2d 896 (D.C. Cir. 1980)	45
<i>AMG Cap. Mgmt., LLC v. FTC</i> , 593 U.S. 67 (2021)	43
<i>Biden v. Nebraska</i> , 143 S. Ct. 2355 (2023)	38
<i>Citizens to Pres. Overton Park, Inc. v. Volpe</i> , 401 U.S. 402 (1971)	66
<i>Firearms Regul. Accountability Coal., Inc. v. Garland</i> , 112 F.4th 507 (8th Cir. 2024)	31, 59, 65
<i>Fort Worth & Denver Ry. Co. v. Lewis</i> , 693 F.2d 432 (5th Cir. 1982)	53
<i>Garland v. Cargill</i> , 602 U.S. 406 (2024)	7
<i>Gundy v. United States</i> , 588 U.S. 128 (2019)	52
<i>Indus. Union Dep’t, AFL-CIO v. Am. Petroleum Inst.</i> , 448 U.S. 607 (1980)	53
<i>Iowa League of Cities v. EPA</i> , 711 F.3d 844 (8th Cir. 2013)	67

TABLE OF AUTHORITIES
(continued)

	<u>Page</u>
<i>Katharine Gibbs Sch. (Inc.) v. FTC</i> , 612 F.2d 658 (2d Cir. 1979)	32, 40
<i>Loper Bright Enters. v. Raimondo</i> , 603 U.S. 369 (2024)	7, 30
<i>Me. Cmty. Health Options v. United States</i> , 590 U.S. 296 (2020)	55
<i>Motor Vehicle Mfrs. Ass’n v. State Farm Mut. Auto. Ins. Co.</i> , 463 U.S. 29 (1983)	7, 60, 65
<i>N.C. Coastal Fisheries Reform Grp. v. Capt. Gaston LLC</i> , 76 F.4th 291 (4th Cir. 2023)	38
<i>Nat’l Auto. Dealers Ass’n v. FTC</i> , ___ F.4th ___, 2025 WL 304460 (5th Cir. Jan. 27, 2025)....	7, 30, 58, 67
<i>NFIB v. Dep’t of Lab.</i> , 595 U.S. 109 (2022)	37
<i>North Dakota v. EPA</i> , 730 F.3d 750 (8th Cir. 2013).....	67
<i>Ohio v. EPA</i> , 603 U.S. 279 (2024)	7, 60
<i>Planned Parenthood of Mid-Mo. & E. Kan., Inc. v. Dempsey</i> , 167 F.3d 458 (8th Cir. 1999).....	53
<i>Wallace v. ConAgra Foods, Inc.</i> , 747 F.3d 1025 (8th Cir. 2014).....	53
<i>Warth v. Seldin</i> , 422 U.S. 490 (1975)	6

TABLE OF AUTHORITIES
(continued)

	<u>Page</u>
<i>West Virginia v. EPA</i> , 597 U.S. 697 (2022)	38

Statutes

5 U.S.C. § 706	30, 60
12 U.S.C. § 5519	14, 36
15 U.S.C. § 45	7, 8, 13, 42, 43, 52
15 U.S.C. § 57a	2, 11, 30, 44, 45, 58, 59, 65
15 U.S.C. § 57b-3	3, 4, 11, 12, 29, 30, 53, 54, 55, 56, 57, 59
15 U.S.C. § 1693c	3, 17, 39, 50, 51
15 U.S.C. § 1693e	17, 51
15 U.S.C. § 6101	14
15 U.S.C. § 6102	18, 50
15 U.S.C. § 8403	3, 8, 39, 50, 51, 52, 63
28 U.S.C. § 2112	5
39 U.S.C. § 3009	17
42 U.S.C. § 6294	14, 36
47 U.S.C. § 562	3, 17, 39, 49, 50, 51
47 U.S.C. § 1753	18, 39, 50
Cal. Bus. & Prof. Code §§ 17600-17606	18
Colo. Rev. Stat. § 6-1-732	18

TABLE OF AUTHORITIES
(continued)

	<u>Page</u>
Fla. Stat. § 501.165	18
FTC Improvements Act of 1980, Pub. L. No. 96-252, 94 Stat. 374	10, 35, 54
Pub. L. No. 93-637, 88 Stat. 2183 (1975).....	9
Pub. L. No. 103-312, 108 Stat. 1691 (1994)	10

Congressional Documents

H.R. Rep. 103-138 (1993).....	10, 34
S. Hrg. 111-647 (Feb. 4, 2010).....	12, 13, 35, 36
S. Conf. Rep. 93-1408 (1974)	33, 34
S. Rep. 96-500 (1979)	9, 10, 34, 35, 39, 54, 55, 56

Other Authorities

<i>Ask the Commissioner: Federal Trade Commissioner</i> <i>Christine Varney</i> , 14 No. 2 ACCA Docket 36 (1996).....	12, 35
J. Howard Beales III & Timothy J. Muris, <i>Back to the</i> <i>Future: How Not to Write a Regulation</i> , AEI (June 2022), https://www.aei.org/research-products/report/back-to-the-future-how-not-to-write-a-regulation/	9, 13
Journal of Education, March 4, 1897	15
<i>Legal Library: Rules</i> , FTC.gov, https://www.ftc.gov/legal-library/browse/rules	13, 36
Lina Khan, Posting on X (Oct. 16, 2024), https://x.com/linakhanFTC/status/1846610107867484522?mx=2	22

TABLE OF AUTHORITIES
(continued)

	<u>Page</u>
Mark T. Spriggs & John R. Nevin, <i>Negative Option Selling Plans: Current Forms Versus Existing Regulations</i> , 15 J. Pub. Pol’y & Mktg. 227 (1996).....	15
The American Heritage College Dictionary (3d ed. 1993)	44
Cambridge International Dictionary (1995)	44
Merriam-Webster.com (last accessed Feb. 14, 2024)	32, 33, 44
The Record of Christian Work, January 1894	15
Rulemaking, FTC.gov (last accessed Feb. 14, 2025), https://www.ftc.gov/enforcement/rulemaking	36
American Heritage Dictionary (5th ed. 2018).....	32, 33
Webster’s Third New International Dictionary (1976)	32, 38, 39
Today, <i>New FTC Rules Aim to Make It Easier to Cancel Subscriptions</i> (Oct. 16, 2024).....	22
Vice President Kamala Harris, Posting on X (Oct. 16, 2024), https://x.com/VP46Archive/status/1846593909679407520	22
White House, Posting on X (Oct. 16, 2024), https://x.com/WhiteHouse46/status/1846566780988178538	22
The Woman’s Journal, April 4, 1891	15
 Treatises 	
Restatement (First) of Contracts § 72 (1932)	15
Restatement (Second) of Contracts § 18 (1981).....	64

TABLE OF AUTHORITIES
(continued)

	<u>Page</u>
Regulations	
16 C.F.R. ch. I, subch. F	14, 36
16 C.F.R. pt. 305	14
16 C.F.R. pt. 436	35
16 C.F.R. pt. 437	35
16 C.F.R. pt. 444	35
16 C.F.R. pt. 310	14
16 C.F.R. § 310.3	17
16 C.F.R. § 463.1	14
27 Fed. Reg. 22,933 (Dec. 29, 1962).....	8
38 Fed. Reg. 4,896 (Feb. 22, 1973).....	16
40 Fed. Reg. 51,582 (Nov. 5, 1975)	8
76 Fed. Reg. 76,816 (Dec. 8, 2011).....	13
84 Fed. Reg. 52,393 (Oct. 2, 2019)	19
86 Fed. Reg. 38,542 (July 22, 2021).....	19
88 Fed. Reg. 24,716 (Apr. 24, 2023).....	19
FCC Public Notice, DA: 16-357 (Apr. 4, 2016).....	18, 50

INTRODUCTION

This is no ordinary administrative challenge. In the final days of the Biden Administration, the Federal Trade Commission used a statute that *limits* the agency’s rulemaking power to hurriedly promulgate, by a 3-2 vote, a rule regulating over a *billion* recurring subscription agreements across all sectors of the U.S. economy (the “Rule”). These are contracts that more than 220 million Americans rely on for everything from newspapers and internet service to lawn care and home security. Their only shared feature? They continue to provide some good or service until the customer cancels, allowing consumers the convenience of uninterrupted service and lower transaction costs. The Commission calls these subscriptions “negative option” contracts, and the Rule deems them categorically “unfair or deceptive” unless sellers meet a new set of complex requirements.

The Commission lacks authority for this indiscriminate regulation. In the 1970s, the Commission earned a reputation as the “second most powerful legislature in America” because it tried to use its powers over “unfair or deceptive acts or practices” to issue overbroad rules on everything from funeral homes to door-to-door sales. App.449 n.11

(Add.66 n.11). Congress responded by sharply limiting the Commission’s rulemaking powers. Specifically, Section 18 of the Federal Trade Commission Act (“FTC Act”) provides that the Commission may make rules regarding only “specific[]” and “prevalent” “unfair or deceptive acts or practices,” 15 U.S.C. § 57a(a)(1)(B), (b)(3), and then only after following rigorous procedural requirements that go above and beyond the Administrative Procedure Act. These express statutory restrictions on the Commission’s powers essentially ended its rulemakings for several decades.

Yet in a return to old form, the Commission brushed aside those unique restrictions here. The Commission issued a Rule broadly regulating *all* recurring subscription agreements in *all* sectors of the economy. But regulating a billion-plus contracts across every industry, with terms that the Commission concedes will “vary” for each contract, App.393 (Add.10), is hardly “specific.” And the Commission itself has acknowledged that it lacks evidence of “prevalent” unfair or deceptive recurring subscriptions in multiple industries that the Rule covers.

Worse, Congress has *already* regulated certain recurring subscriptions by statute. For example, Congress has enacted statutes

that regulate online subscriptions, cable and broadband subscriptions, and electronic fund transfer subscriptions. *See* 15 U.S.C. §§ 8403, 1693c; 47 U.S.C. § 562. Each of those statutes provides custom-fit regulations for the targeted industries, showing Congress never meant to regulate all recurring subscriptions, much less in a uniform way. Yet the Rule is broader and more onerous than all of those statutes combined, sweeping aside their differences and limits with a one-size-fits-all code of consumer protection that deems subscriptions to be unfair or deceptive even when they comply with Congress's policy choices. But the Commission's limited authority cannot be a license to override Congress. In fact, that is the sort of power-grab that Congress meant to *stop* when it cut back the agency's rulemaking power.

The Commission also disregarded a key procedural requirement that Congress enacted to cabin the Commission's rulemakings. Because the Rule will have massive economic effects, the Commission was required to issue an additional, preliminary regulatory analysis. 15 U.S.C. § 57b-3(b)(1). That analysis needed to contain a description of any reasonable alternatives to the proposed rule and a cost-benefit analysis of the proposed rule and each alternative. *Id.* The statute expressly

requires a “public comment period” for the preliminary regulatory analysis, *id.* § 57b-3(b)(2)(E), thus helping the Commission both to understand the consequences of the proposed rule and to keep the rule within the limits of its authority. But the Commission has conceded that it never issued that required preliminary analysis. Opposition of the FTC to Motion for Stay, Entry ID 5469046, at 15-16 (8th Cir. Dec. 20, 2024) (“FTC Stay Opp.”). That failing alone requires vacatur under the FTC Act. *See* 15 U.S.C. § 57b-3(c). And it underscores the Commission’s disregard for the statutory limits in its desire to push ahead with such a broad rule.

Beyond those failures, the Rule is arbitrary and capricious because the Commission failed properly to grapple with multiple problems in its pre-election rush to get this economy-wide Rule out the door. For example, the Rule requires all covered entities to make cancelling a recurring subscription “at least as easy” as signing up for one. Rule § 425.6; App.447 (Add.64). Although that might sound simple enough, the reality is far more complex. There are many times—such as when dealing with home security services—when additional steps are required for cancelling to ensure customer security and continuity of potentially

life-saving services. And making it harder for companies to explain the potential consequences of cancelling services or to tell customers about better deals and discounts makes no sense at all. Yet the Commission never adequately addressed those problems, failing even to *try* to assess how the Rule will affect the many different types of companies that offer recurring subscriptions.

Petitioners thus respectfully request that the Court vacate the Rule.

JURISDICTION

The Court has jurisdiction to review the Rule under 15 U.S.C. § 57a(e)(1)(A) and 28 U.S.C. § 2112(a). Petitioners filed their four petitions for review on October 22, 2024, six days after the Commission issued and promulgated the Rule on October 16, 2024. Because different Petitioners filed in different courts of appeals, the Commission was required to “promptly . . . notify the judicial panel on multidistrict litigation” (“JPML”) of those petitions so that the JPML could run a lottery and consolidate the petitions in one court. 28 U.S.C. § 2112(a). After the Commission initially refused to notify the JPML, several Petitioners filed a petition for a writ of mandamus in the Fifth Circuit to

compel the Commission to do so. The Fifth Circuit issued the requested writ of mandamus, *see Order, In re Elec. Sec. Ass'n*, No. 24-60570 (5th Cir. Nov. 19, 2024), and the JPML then designated this Court to consolidate the petitions, Consolidation Order, *In re FTC, Negative Option Rule*, MCP No. 192 (Nov. 21, 2024). All petitions were transferred to and consolidated in this Court by December 4, 2024.

Petitioners have Article III standing to challenge the Rule. Custom Communications, Inc., d/b/a Custom Alarm will be directly regulated and harmed by the Rule. *See, e.g.*, Appendix to Motion to Stay at 137-62, Entry ID 5463205 (8th Cir. Dec. 5, 2024) (“Stay App.”). Other Petitioners, including (but not limited to) the Electronic Security Association and the U.S. Chamber of Commerce, have submitted declarations from identified members who will be regulated and harmed by the Rule. *See, e.g.*, Stay App.163-215; Stay App.420-56. Those Petitioners will adequately represent their members, and their members’ participation is not required for these petitions. *See Warth v. Seldin*, 422 U.S. 490, 515 (1975).

STATEMENT OF ISSUES

- I. Whether the Rule exceeds the Commission’s statutory authority under 15 U.S.C. § 57a.
 - *Garland v. Cargill*, 602 U.S. 406 (2024)
 - *Loper Bright Enters. v. Raimondo*, 603 U.S. 369 (2024)
- II. Whether the Commission failed to follow the statutory procedures in 15 U.S.C. § 57b-3.
 - *Nat’l Auto. Dealers Ass’n v. FTC*, ___ F.4th ___, 2025 WL 304460 (5th Cir. Jan. 27, 2025)
- III. Whether the Rule is arbitrary and capricious.
 - *Ohio v. EPA*, 603 U.S. 279 (2024)
 - *Motor Vehicle Mfrs. Ass’n v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29 (1983)

STATEMENT OF THE CASE

A. The Federal Trade Commission Act

Section 5 of the FTC Act provides the Commission with authority to “prevent . . . unfair or deceptive acts or practices in or affecting commerce.” 15 U.S.C. § 45(a). But the Commission must follow a multi-step process before it can bring an enforcement action for penalties under Section 5. It must first initiate an administrative proceeding and issue a

cease-and-desist order, which is subject to judicial review; only then may the Commission try to bring a lawsuit for civil penalties for any violation of the cease-and-desist order. *See id.* § 45(b), (c), (l), (m). That process ensures that companies have notice before they are accused of violating Section 5’s vague language and that the Commission remains “within its statutory authority,” as checked by an Article III court. *A.L.A. Schechter Poultry Corp. v. United States*, 295 U.S. 495, 533 (1935).

For much of the Act’s history, the Commission respected those limits and relied exclusively on administrative cease-and-desist orders for enforcement purposes. *See Am. Fin. Servs. Ass’n v. FTC*, 767 F.2d 957, 967 (D.C. Cir. 1985). But in the 1970s, the Commission began to propose a series of sweeping rules that deemed certain acts “unfair or deceptive” under dubious assertions of authority. App.449 (Add.66). For example, the Commission issued rules governing mail order merchandising, door-to-door sales, and prenotification recurring subscriptions. *See* 27 Fed. Reg. 22,933 (Dec. 29, 1962); 40 Fed. Reg. 51,582 (Nov. 5, 1975). These rules helped make it easier for the Commission to obtain cease-and-desist orders—but they sparked a backlash in Congress about the Commission’s power and the “breadth of

[its] discretion.” J. Howard Beales III & Timothy J. Muris, *Back to the Future: How Not to Write a Regulation* at 1, 7, AEI (June 2022), <https://www.aei.org/research-products/report/back-to-the-future-how-not-to-write-a-regulation/> (noting the Commission’s former status as “the second-most powerful legislature in Washington”).

Congress responded with the Magnuson-Moss Warranty–FTC Improvement Act of 1974. Magnuson-Moss codified the Commission’s rulemaking power in Section 18 of the FTC Act while also imposing limits “to control the [Commission’s] discretion.” Beales & Muris, *supra*, at 8. Magnuson-Moss clarified that the Commission had authority only to issue rules that “define with *specificity*” “unfair or deceptive acts or practices,” and then only after satisfying numerous procedural requirements above and beyond the typical APA rulemaking. Pub. L. No. 93-637, § 202, 88 Stat. 2183, 2193 (1975) (emphasis added).

Instead of heeding those limits, the Commission “launched a rulemaking binge.” Beales & Muris, *supra*, at 8. Within a few years, it started more than a dozen rulemakings on everything from health spas and funeral homes to the general standards for the size, quality, and safety of goods and materials. *See id.*; S. Rep. 96-500, at 19 (1979). The

Commission even proposed a ban on all television advertising to children, earning it the moniker “National Nanny” from the Washington Post. App.449 (Add.66).

Congress quickly clarified that the Commission “had [gone] beyond [its] intent.” S. Rep. 96-500, at 2. As Congress viewed things, the Commission only had “authority to issue *industry*-wide rules.” *Id.* at 2-3. Congress thus suspended the Commission’s funding for a few years and prohibited it from continuing with rulemakings for “overly broad” and “far reaching” rules on children’s advertising or standards for goods and materials. *Id.* (emphasis added); FTC Improvements Act of 1980, Pub. L. No. 96-252, 94 Stat. 374; *see also* H.R. Rep. 103-138, at 3 (1993). Congress also enacted additional “procedural refinements” to “minimize these problems” with respect to the “scope” of the Commission’s rules. S. Rep. 96-500, at 4; Pub. L. No. 96-252. A few years later, Congress amended the FTC Act again, adding new restrictions on the Commission’s rulemaking powers while attempting to clarify the Commission’s authority over “unfair or deceptive acts or practices.” *See* Pub. L. No. 103-312, § 5, 108 Stat. 1691, 1692 (1994) (adding a “prevalence” requirement).

The result of these reforms is the modern Section 18—which gives the Commission authority to promulgate only rules “which define with specificity acts or practices which are unfair or deceptive,” and then only if the Commission has evidence that those acts or practices are “prevalent.” 15 U.S.C. § 57a(a)(1)(B), (b)(3), (d)(1). Within those substantive limits, the Commission must also satisfy numerous procedural steps under the FTC Act. Among other things, the Commission must:

- Publish an “advance notice of proposed rulemaking,” with notice to Congress, *id.* § 57a(b)(2)(A)–(B), followed by a “notice of proposed rulemaking,” *id.* § 57a(b)(1)(A);
- Provide an opportunity for “an informal hearing,” which involves additional submissions and cross-examination on “disputed issues of material fact,” *id.* § 57a(b)(1)(C), (c), (e)(3)(B);
- If the proposed rule will affect the economy by \$100 million or more annually, prepare and issue:
 - a “preliminary regulatory analysis” for public comment that must contain a “description of any reasonable alternatives” and a “preliminary analysis of the projected benefits and any

adverse economic effects” for both the rule and its potential alternatives, *id.* § 57b-3(a)(1)(A), (b)(1); and

- a “final regulatory analysis” for any final rule, including further analysis on top of the preliminary regulatory analysis and a response to “comments submitted . . . in response to the preliminary regulatory analysis,” *id.* § 57b-3(b)(2).

The few rules that made it through that uniquely restrictive process took years, and sometimes over a decade, of proceedings before the Commission. S. Hrg. 111-647, at 61-62 (Feb. 4, 2010) (Commerce, Science, and Transportation Committee hearing listing the Commission’s Section 18 rulemakings).

The Commission soon realized that all these limitations, checks, and procedural hurdles were meant to nearly “prohibit” it “from proposing or imposing regulatory burdens on industry under its own initiative” and return that authority to Congress. *Ask the Commissioner: Federal Trade Commissioner Christine Varney*, 14 No. 2 ACCA Docket 36, 36 (1996). The Commission accordingly finalized a few industry-specific rules regarding, for example, eyeglasses and home insulation, in the early 1980s before almost ceasing all new rulemakings for decades.

See Beales & Muris, *supra*, at 8; S. Hrg. 111-647, at 61-63. Since then, the Commission has focused almost exclusively on updating, amending, or repealing its existing Section 18 rules. *See* Beales & Muris, *supra*, at 13. In fact, until the past few years, the Commission had issued only *one* new rule under Section 18—a “Business Opportunity Rule” that was little more than an outgrowth of the Commission’s longstanding Franchise Rule. 76 Fed. Reg. 76,816, 76,817 (Dec. 8, 2011).¹

Although the Commission’s rulemaking process is onerous and circumscribed, it does come with a big payoff for the agency: Once the Commission has promulgated a rule under Section 18, it can enforce it directly against covered parties. *See* 15 U.S.C. § 45(m). The Commission thus need not go through an administrative cease-and-desist and potential judicial review process before seeking civil penalties, as it must for Section 5 violations. *See id.* § 45(b), (c), (l). Rather, it can simply commence a civil action seeking more than \$53,000 per violation. *Id.* § 45(m); 90 Fed. Reg. 5580 (Jan. 17, 2025) (setting civil penalty).

¹ The Commission has organized these rules on its website by each industry covered. *Legal Library: Rules*, FTC.gov, <https://www.ftc.gov/legal-library/browse/rules> (last accessed Feb. 14, 2025).

Although the Commission has only ever promulgated a handful of Section 18 rules, and (until recently) had issued almost no new Section 18 rules since Congress completed the Magnuson-Moss reforms, it *has* promulgated rules under other statutory grants of authority. For example, Congress has over the years granted the Commission specific rulemaking authority over motor vehicle dealers, 12 U.S.C. § 5519(d), telemarketing practices, 15 U.S.C. § 6101, energy labeling requirements, 42 U.S.C. § 6294(b)(2), and fair credit reporting, *see* 16 C.F.R. ch. I, subch. F. The Commission has exercised those specific rulemaking powers. *E.g.*, 16 C.F.R. pt. 310 (telemarketing); *id.* § 463.1 (auto dealers); *id.* pt. 305 (energy labeling).

B. Recurring Subscriptions

Recurring subscriptions are commonplace contracts that have been used since at least the nineteenth century. In essence, a recurring subscription provides some good or service to a customer on a continuing basis until the customer cancels. That basic arrangement offers the customer the convenience and security of knowing that the customer will not stop receiving the good or service simply because the customer forgets to renew. Magazine publications began to offer recurring subscriptions

in the nineteenth century, and, by the end of that century, it was common to find publications announcing that subscriptions would continue indefinitely until cancelled. *See, e.g.,* The Woman's Journal, April 4, 1891; The Record of Christian Work, January 1894; Journal of Education, March 4, 1897, at 144. Book-of-the-month clubs followed soon thereafter. *See* Mark T. Spriggs & John R. Nevin, *Negative Option Selling Plans: Current Forms Versus Existing Regulations*, 15 J. Pub. Pol'y & Mktg. 227, 227 (1996). From those early days, recurring subscriptions have been analyzed like any other contract—and a party's silence could operate as consent if established by prior agreement. Restatement (First) of Contracts § 72 (1932).

Today, recurring subscriptions are used in virtually all industries and professions. Newspapers, internet providers, cable providers, video streaming services, food preparation services, cloud storage services, utility services, and lawn care services—to name a few examples—all offer recurring subscriptions as a convenient way of ensuring that consumers receive goods or services on an uninterrupted basis until they decide to cancel. Naturally, these recurring subscriptions look very different for different services. A lawn care subscription could involve

informal, verbal arrangements that are updated on an ad hoc basis, whereas a subscription for security services can involve complex contractual terms that last for years unchanged. *Compare* Stay App.408 *with* Stay App.144-45. Similarly, consumer subscriptions can look very different than those used by sophisticated businesses; a corporate office park with recurring subscriptions for security could have different needs than the average consumer. The consequences of some recurring subscriptions ending unintentionally can be stark—no one, for example, would suddenly want to discover that their medical monitoring or home security services had ended by their inadvertence or the actions of criminals.

Before Congress enacted Magnuson-Moss, the Commission adopted a regulation for a specific type of recurring subscription: “prenotification plans,” where sellers provide notices of offers for physical goods and then ship and charge for the goods if the consumer does not decline the offer. App.385-86, 448 (Add.2-3, 65). When it promulgated that regulation, the Commission focused on book-of-the-month clubs and record clubs. *See* 38 Fed. Reg. 4,896, 4,899 (Feb. 22, 1973). The Commission also relied in part on the then-recently enacted Unordered Merchandise Statute, 39

U.S.C. § 3009, which prohibits sending unordered merchandise to consumers, *see* 38 Fed. Reg. at 4,908. Neither that statute nor the Commission’s prior regulation, however, reached any other type of recurring subscription.

In the years since the Commission issued that rule and Congress enacted Magnuson-Moss, Congress has established its own set of regulations for other recurring subscriptions. But Congress hasn’t covered all recurring subscriptions, and for those it has covered, it hasn’t adopted a one-size-fits-all approach. Rather, Congress has enacted *five* separate statutes regulating particular recurring subscriptions offered by specific industries or over certain media.

For example, Congress has enacted statutes governing recurring electronic funds transfers, 15 U.S.C. §§ 1693c(a), 1693e(a) (Electronic Fund Transfer Act of 1978 (“EFTA”)), and recurring subscriptions offered by cable and satellite television providers, 47 U.S.C. § 562. The Telemarketing and Consumer Fraud and Abuse Prevention Act of 1994 (“Telemarketing Act”) directed the Commission to prescribe rules “prohibiting deceptive telemarketing acts or practices” outside the strictures of Section 18; the Commission included recurring subscriptions

offered by telemarketing in its Telemarketing Sales Rule. 15 U.S.C. § 6102(a)(1); 16 C.F.R. § 310.3(a)(1)(vii). More recently, the Restore Online Shoppers' Confidence Act of 2010 ("ROSCA") regulates recurring subscriptions offered online, 15 U.S.C. § 8403, and a 2021 statute requires a discrete list of disclosures for recurring subscriptions offered by broadband providers, 47 U.S.C. § 1753(a) (incorporating FCC Public Notice, DA: 16-357 (Apr. 4, 2016)).

Many states, too, have enacted statutes that regulate recurring subscriptions, with varying requirements and scopes that reflect each state's preferences. For example, California, Colorado, and Florida have enacted statutes that regulate recurring subscriptions in different ways. Cal. Bus. & Prof. Code §§ 17600-17606; Colo. Rev. Stat. § 6-1-732; Fla. Stat. § 501.165. But many states, including Iowa and Missouri, have not enacted any statutes regarding recurring subscriptions, leaving them subject to the common law of contracts.

C. The Rule

Not satisfied with Congress's or the states' work, the Commission promulgated the Rule, by a 3-2 vote, to establish a one-size-fits-all code for over a billion recurring subscriptions used by over three-quarters of

American consumers across the economy. The rulemaking process began with an innocuous, bipartisan advance notice of proposed rulemaking (“ANPRM”) in 2019. *See* App.1-6; App.450 (Add.67); 84 Fed. Reg. 52,393 (Oct. 2, 2019). The ANPRM chiefly asked a series of benign questions regarding the Commission’s old, narrow Prenotification Negative Option Rule, such as whether there was “a continuing need for the Rule as currently promulgated” and “[w]hat modifications, if any,” the Commission should make to it. App.5. The ANPRM elicited only 17 comments. App.451 (Add.68).

When the Commission’s composition changed in 2021, that rulemaking process underwent a major evolution. App.449-51 (Add.66-68). First, to “streamline” the Magnuson-Moss procedural requirements, the Commission amended its rules of practice in 2021 by a 3-2 vote to compress the rulemaking timeline and diminish the rigor of informal hearings. *See id.*; 86 Fed. Reg. 38,542 (July 22, 2021). Then, in April 2023, the Commission issued a notice of proposed rulemaking (“NPRM”) that proposed a series of new, complex regulations on *all* recurring subscriptions everywhere. App.44-46; 88 Fed. Reg. 24,716 (Apr. 24, 2023). Among other things, the NPRM proposed new regulations

regarding the disclosures, consent mechanisms, and cancellation mechanisms used for recurring subscriptions. *Id.* The NPRM’s proposed regulations also reached contracts between sophisticated businesses that often negotiate the terms of their recurring subscription contracts. That NPRM generated about 16,000 comments from across the economy. App.451 (Add.68).

The NPRM caught multiple commenters’ eyes both for what it contained and for what it lacked: evidence of prevalence, and a preliminary regulatory analysis. For prevalence, the Commission mustered only a dozen enforcement actions it had taken and claimed that the FTC, states, and consumer organizations receive “thousands” of complaints, App.35—a number that, even if accurate, is miniscule compared to the billion-plus recurring subscription contracts economy-wide. The cited enforcement actions and referenced complaints also didn’t document prevalent unfair or deceptive acts or practices in many industries that the rule would affect, such as the lawn care, cable, or security industries. *Id.* As for the preliminary regulatory analysis, the Commission flatly said that it didn’t need to provide one. App.41. The Commission insisted that, despite proposing such a broad rule that would

immediately affect over 220 million Americans and at least 106,000 businesses, it didn't think the rule would affect the economy by \$100 million or more annually—even though that figure would represent less than \$1,000 in average compliance costs for each affected business annually. App.41, 43.²

The Commission then held an informal hearing, and the ALJ allowed for limited submissions and cross-examination relating to whether the Rule would reach the \$100 million threshold. App.337. Several interested parties offered detailed submissions and expert reports on the proposed rule's costs—while the Commission submitted no evidence at all. App.297-332; App.325-335; App.339-344; App.353-61; App.380. The ALJ presiding over the hearing then concluded that the proposed rule would affect the economy by \$100 million or more annually—a fact that the Commission has now conceded. App.381;

² The Commission's estimate of the number of businesses that offer recurring subscriptions was artificially low. To reach that number, the Commission guessed that only 20% of businesses in some artificial set of industries offer recurring subscriptions. App.435 (Add.52). Yet at least one commenter estimated that up to 60,000 car wash providers alone offer recurring subscriptions. App.429 (Add.46). The Commission didn't take into account that number, and it conceded that it lacked data to quantify business-to-business subscriptions. App.445 n.639 (Add.62).

App.425-27 (Add.42-44). Nevertheless, the Commission never issued any preliminary regulatory analysis that the public could comment on.

Instead, less than three weeks before the presidential election, the Commission issued the final Rule by a 3-2 vote to much fanfare.³ Stay App.130-31. The Commission acknowledged that several other statutes and regulations already address certain recurring subscriptions in more limited ways than the Rule. App.386-87 (Add.3-4). The Commission also conceded that the Rule will extend more broadly to over a billion recurring subscriptions used by over 220 million Americans—representing around three-quarters of our nation’s consumers. App.431 (Add.48). In fact, the Commission emphatically declared that it was tossing out “the old [prenotification plan] Rule’s prescriptive requirements” in favor of new, “flexible” standards applicable to “all

³ Among other things, then-Chair Khan, then-presidential candidate Kamala Harris, and the White House all posted about the Rule on social media. See, e.g., Lina Khan, Posting on X (Oct. 16, 2024), <https://x.com/linakhanFTC/status/1846610107867484522?mx=2>; Vice President Kamala Harris, Posting on X (Oct. 16, 2024), <https://x.com/VP46Archive/status/1846593909679407520>; see also White House, Posting on X (Oct. 16, 2024), <https://x.com/WhiteHouse46/status/1846566780988178538>; Today, *New FTC Rules Aim to Make It Easier to Cancel Subscriptions* (Oct. 16, 2024) (available on YouTube).

forms of negative option marketing” across “all media” and “nearly every economic sector.” App.394 (Add.11).

The Commission also admitted that it lacked evidence of prevalent unfair or deceptive acts or practices in every industry that the Rule covers. App.391-92 (Add.8-9). In fact, the Commission again mustered only a few dozen cases, the majority of which were settled and never litigated, representing a miniscule fraction of the billion-plus covered subscriptions, alongside a few studies that almost all focus on deceptive “free trials” that roll into paid recurring subscriptions. App.389-91 (Add.6-8). Indeed, for some industries, such as newspapers, the Commission cited at most a few complaints or examples of an unfair or deceptive practice. App.391-92 n.103 (Add.8-9 n.103).

Nevertheless, the Rule imposes the following regulations on anyone who offers subscription agreements:

- *A Misrepresentation Ban:* Companies may not misrepresent “any Material fact,” regardless of whether the fact relates to the recurring subscription feature, the underlying good or service, or anything else. Rule § 425.3.

- *A Disclosure Requirement:* Companies must disclose “all Material terms” prior to obtaining the customer’s billing information, “regardless of whether those terms directly relate to the [recurring subscription] [f]eature.” Rule § 425.4(a). The disclosure must be “immediately adjacent” to the means of recording the consumer’s consent to the recurring subscription, *id.* § 425.4(b)(2)(i), yet they must also be “Clear and Conspicuous”—they must, for example, “stand out from any accompanying text or other visual elements” and be “unavoidable” if offered over any electronic medium. *Id.* §§ 425.2, 425.4(b).
- *A Separate Consent Requirement:* Companies must obtain a customers’ “unambiguously affirmative consent to the [recurring subscription] [f]eature offer *separately* from any other portion of the transaction.” Rule § 425.5(a)(1) (emphasis added).
- *Speech Restrictions:* Companies cannot provide “any other information that interferes with, detracts from, contradicts, or otherwise undermines” consumers’ ability to either “read, hear, see, or otherwise understand” the required disclosures or to consent to the recurring subscription feature. Rule §§ 425.4(b)(3), 425.5(a)(2).

- *A Cancellation Requirement*: Companies must provide a “simple mechanism for a consumer to [immediately] cancel” the recurring subscription that is “at least as easy to use as the mechanism the consumer used to consent” to the subscription. Rule § 425.6(a)-(b). If customers sign up for a subscription by electronic means, the company may not require customers to interact with live or virtual representatives when the customer seeks to cancel unless the customers consents. *Id.* § 425.6(c)(1).

The Rule specifies that it preempts only state laws that do not afford “greater protection” than it. Rule § 425.7.

Commissioner Holyoak and now-Chair Ferguson both dissented, with Commissioner Holyoak noting that she had mere “weeks” “to review this economy-wide Rule” because of the Commission’s “rush to the finish line” before the presidential election. App.449 (Add.66). Commissioner Holyoak also explained that the Rule exceeds Section 18’s “specificity” requirement, and that the Commission “failed to appropriately establish the ‘prevalence’ of unfair and deceptive practices related to all [recurring subscriptions]” that the Rule covers. App.451 (Add.68).

D. Petitioners' Challenges

Petitioners are or represent sellers from all manner of industries that offer recurring subscription plans, including security services, lawn care, newspapers, magazines, telecommunications, cable, internet, video streaming, health services, fitness, and advertising companies. Those sellers range from small, family-owned companies to large, nationwide ones. Yet the Rule will regulate all Petitioners or their members (collectively, "Petitioners") with equal force.

Petitioners are Custom Communications, Inc., d/b/a Custom Alarm, a family-owned security services company; the Electronic Security Association, Inc., representing home security companies and emergency services; the Interactive Advertising Bureau, representing 700 media companies, brand marketers, and technology companies; NCTA – The Internet & Television Association, representing cable and broadband operators and cable TV programmers; the U.S. Chamber of Commerce, representing more than 300,000 companies that provide a wide range of goods and services; the Georgia Chamber of Commerce, representing a wide variety of companies operating in Georgia; the Michigan Press Association, representing newspapers and magazines in Michigan; and

the National Federation of Independent Business, Inc., representing hundreds of thousands of small businesses across the country.

SUMMARY OF ARGUMENT

The Rule must be set aside in its entirety for three independent reasons: it exceeds the Commission’s limited authority; it is procedurally defective; and it is arbitrary and capricious.

I. *Exceeds the Commission’s Authority.* This plenary, one-size-fits-all regulation of all recurring subscriptions everywhere is precisely what Congress meant to put an end to in enacting Magnuson-Moss. Congress gave the Commission only a limited power to promulgate “*specific*” rules targeting “*prevalent*” unfair or deceptive acts or practices—guardrails meant to restrict the Commission to rulemakings that target well-defined unlawful practices in particular industries. Section 18 thus allows the Commission to regulate only particular, widespread unfair or deceptive practices in certain industries—not to issue prophylactic rules that limit commerce across the economy based on a perceived risk of unfair or deceptive practices.

Yet this Rule extends to all recurring subscriptions in every industry, imposing regulations with loose language such as “material” or

“easy.” None of that is “specific[].” Additionally, the Commission has conceded that it does not have evidence that all affected industries have “prevalent” unfair or deceptive recurring subscriptions. The failure to satisfy either of Section 18’s specificity or prevalence requirements means that the Rule exceeds the Commission’s statutory authority and constitutes an end-run around Section 5’s procedures for the imposition of civil penalties.

Congress’s own regulation of recurring subscriptions confirms that the Rule’s breadth is unlawful. Congress’s statutes target specific groups or classes of recurring subscriptions with custom regulations for each category of subscriptions. Yet the Rule would wipe out those distinctions, imposing a more stringent set of requirements on all recurring subscriptions—including subscriptions that Congress has never regulated. Indeed, the Commission will now deem recurring subscription agreements unfair or deceptive if they fail to comply with the Rule, even if those agreements comply with all applicable federal statutes. Congress never authorized the Commission to take such a step.

Any doubt is resolved by the nondelegation doctrine. If the Commission could declare a historically common and often beneficial

form of contract unlawful without evidence of prevalent unfair practices and in the teeth of Congress's own more tailored statutory schemes, it would raise serious questions about which body was acting as the legislature. Congress cannot have allowed the Commission to override Congress's own work, and principles of constitutional avoidance counsel against the Commission's sweeping view of its Section 18 authority.

II. *Procedurally Improper*. Beyond those failures, the Rule must be set aside because the Commission concedes that it didn't issue a statutorily required preliminary regulatory analysis. That analysis was supposed to be a critical step in the rulemaking process and allow the public to engage with the Commission on the costs and benefits of the rule and its potential alternatives. The FTC Act expressly directs courts to "set aside" rules for the Commission's failure to issue this analysis. 15 U.S.C. § 57b-3(c)(1).

III. *Arbitrary and Capricious*. The Rule must also be set aside because it is arbitrary and capricious. The Commission failed adequately to grapple with several key problems that the Rule will cause by, among other things, treating all recurring subscription agreements in the entire country the same way and making it harder for consumers to learn

beneficial information from their service providers. In some situations, the Commission acknowledged that there would be a problem with a particular requirement, but then simply pretended that the Rule didn't contain that requirement. The APA does not permit such a blinkered view of reality.

STANDARD OF REVIEW

Section 18 provides that courts “shall hold unlawful and set aside the [R]ule” if it is arbitrary and capricious, unconstitutional, in excess of the Commission’s authority, or without observance of procedure required by law. 15 U.S.C. § 57a(e)(3) (incorporating 5 U.S.C. § 706(2)(A)-(D)). Courts should also “set aside” the Rule “if the Commission has failed entirely to prepare a regulatory analysis.” *Id.* § 57b-3(c)(1); *id.* § 57a(e)(3).

“Courts must exercise their independent judgment in deciding whether an agency has acted within its statutory authority.” *Loper Bright Enters. v. Raimondo*, 603 U.S. 369, 412 (2024). An agency’s procedural violations also compel vacatur unless the error “clearly had no bearing on the procedure used or the substance of [the] decision reached.” *Nat’l Auto. Dealers Ass’n v. FTC*, ___ F.4th ___, 2025 WL

304460, at *7 (5th Cir. Jan. 27, 2025). Although courts give some deference to agencies under arbitrary-or-capricious review, they must ensure that the agency action is not “internally inconsistent” and is “reasonable and reasonably explained.” *Firearms Regul. Accountability Coal., Inc. v. Garland*, 112 F.4th 507, 519-20 (8th Cir. 2024).

ARGUMENT

I. The Rule Exceeds The Commission’s Limited Statutory Authority.

No other federal agency is subject to the tight rulemaking constraints that Congress imposed on the Commission. The Rule exceeds the Commission’s limited statutory authority for two distinct reasons. *First*, the Rule is not “specific” as Section 18 requires. *Second*, the Commission lacks evidence that the Rule covers only “prevalent” unfair or deceptive acts or practices. Were there any doubt on either score, it would be resolved by Congress’s own statutes regarding recurring subscriptions, as well as the nondelegation doctrine.

A. The Rule Violates The “Specificity” Requirement.

Section 18 authorizes the Commission to promulgate only “rules which define with specificity acts or practices which are unfair or deceptive.” 15 U.S.C. § 57a(a)(1)(B). The Rule goes far beyond the

“specificity” constraint in two different ways. *First*, the term “specificity” limits the *scope* of the Commission’s rules, and this economy-wide, all-industry Rule exceeds that limit. *Second*, the term “specificity” also requires *unambiguous* regulations that give precise guidance on what acts or practices are not permitted. But the Rule is rife with ambiguous terms, and the Commission itself declared that it needed to use vague language in the Rule to encompass all the billion-plus subscriptions at issue. Either of those excesses is fatal to the Rule.

1. *The Rule Is Overbroad*

By definition, a Rule that targets over a billion commonplace contracts used by 220 million American consumers and businesses in every industry from newspapers to health care is not “specific[.]” The plain meaning of “specificity” and legislative history of Magnuson-Moss both confirm that, at most, the Commission can issue rules on an industry-by-industry basis. *See, e.g., Katharine Gibbs Sch. (Inc.) v. FTC*, 612 F.2d 658, 662, 667 (2d Cir. 1979) (remanding an “overbr[oad]” rule for lacking “specificity”).

In the 1970s, as today, “specificity” meant “the condition of being peculiar to a particular individual or group.” *Specificity*, Webster’s Third

New International Dictionary 2187 (1976); *Specificity*, Merriam-Webster.com (last accessed Feb. 14, 2025) (same); *see also Specific*, American Heritage Dictionary 1681 (5th ed. 2018) (“limited, distinctive, or unique”); *Specific*, Merriam-Webster.com (last accessed Feb. 14, 2025) (“constituting or falling into a specifiable category”). That language thus calls for rules that are targeted and focused on particular practices in definable industries. *See supra*, at 9-13. It does *not* permit economy-wide rules that affect a billion-plus contracts, including contracts entered between sophisticated businesses, with almost nothing in common except some highly generalized trait that the Commission comes up with.

Congress made that clear in enacting Magnuson-Moss and its progeny. Before Magnuson-Moss, the Commission had issued rules regarding, for example, door-to-door sales and prenotification plans that addressed general topics and cut across different industries. *See supra*, at 8. In response, Congress reined in the Commission’s “broad” authority, noting that the Commission should “continue to specify such matters” as “*what octane rating should be posted on gasoline pumps.*” S. Conf. Rep. 93-1408, at 7763-64 (1974) (emphasis added). That narrow focus reflected Congress’s view that Section 18 gave the Commission only

“authority to issue *industry*-wide rules”—not economy-wide rules—on discrete topics. S. Rep. 96-500, at 3 (1979) (emphasis added). Again and again, across multiple statutes, Congress specifically noted that Section 18 granted only the “authority to issue *industry*-wide trade regulation rules,” H.R. Rep. 103-138, at 3 (1993) (emphasis added), “*trade* regulation rules,” S. Conf. Rep. 93-1408, at 7763 (emphasis added), and rules that operate “on an *industrywide* basis,” S. Rep. 96-500, at 17 (emphasis added). But there is no “recurring subscription” industry. There are many industries that *offer* recurring subscriptions, but many of those industries have little to nothing else in common.

When the Commission tried to issue rules like this one under Section 18, Congress rejected them. After Congress enacted Section 18’s “specificity” limit, the Commission proposed more sweeping rules regarding children’s advertising and the general standards for the quality, weight, and measure of goods and materials—neither of which were tethered to any industry. *See supra*, at 9-10. Congress denounced those proposed rules as “overly broad” and “beyond the intent of Congress.” S. Rep. at 96-500, at 2. In a remarkable example of legislative oversight, Congress defunded the Commission, directly terminated those

rulemaking proceedings, and forbade the Commission from undertaking rulemakings on those subjects. *See supra*, at 9-13. Congress made its intent to scale back the agency’s rulemakings crystal clear, stating that “[t]he children’s advertising proceeding . . . shall not proceed further,” and “the Commission shall not develop or promulgate any trade rule or regulation with regard to . . . the standards and certification” of goods and materials or children’s advertising. Pub. L. No. 96-252, §§ 7, 11, 94 Stat. 374, 376, 379 (1980). Yet this Rule is exactly like those discredited regulations: “overly broad,” “far reaching,” and extending across multiple industries throughout the economy. S. Rep. at 96-500, at 2-3.

The rules that Congress did *not* block only confirm the point. All of the Commission’s surviving rules from that era were limited to specific industries like home insulation, ophthalmic practices, or funeral homes. *See* S. Hrg. 111-647, at 61-63; *see supra*, at 9-10, 12-13. Even the broadest rules issued under Section 18 before the past few years were limited to either the financial industry or the franchising and business opportunity industries. *See* 16 C.F.R. pts. 436, 437, 444.

In fact, the Commission itself has recognized as much over the years. In the 1990s, then-Commissioner Varney discussed how

Magnuson-Moss restricted the Commission “from proposing or imposing regulatory burdens on industry.” *Ask the Commissioner, supra*, 14 No. 2 ACCA Docket at 36. In 2010, then-Chair Leibowitz stated to Congress that the Commission’s rules might “establish clear standards for industry.” S. Hrg. 111-647, at 59. Even today, the Commission states on its website that it has authority “to issue industry-wide regulations,” and lists its Section 18 rules under specific industry headings. *Rulemaking*, FTC.gov (last accessed Feb. 14, 2025), <https://www.ftc.gov/enforcement/rulemaking>; *Legal Library: Rules*, FTC.gov (last accessed Feb. 14, 2025), <https://www.ftc.gov/legal-library/browse/rules>.⁴ Yet not one of its industry headings captures this economy-wide Rule.

Congress has legislated on that assumption as well, providing the Commission with separate rulemaking powers over, *e.g.*, car dealers, energy labeling, and fair credit reporting. 12 U.S.C. § 5519(d); 42 U.S.C. § 6294(b)(2); 16 C.F.R. ch. I, subch. F. Those statutes are likewise limited

⁴ For example, the Commission’s website lists the Credit Practices Rule under the “Finance” industry. *Legal Library: Rules*, FTC.gov, *supra*. But the Commission has not listed this Negative Option Rule under any industry heading. *Id.*

to specific industries, with varying requirements, confirming again that Congress has consistently wanted the Commission to issue rules no wider than on an industry-by-industry basis and with customized standards for individual industries.

Yet after decades of almost no use, and notwithstanding Magnuson-Moss's strict limits, the Commission is suddenly asserting that Section 18 is really a license to regulate a billion contracts used by 220 million Americans for everything from their home security to their meal-delivery services. *Accord NFIB v. Dep't of Lab.*, 595 U.S. 109, 119-20 (2022) (per curiam) ("OSHA, in its half century of existence, has never before adopted a broad public health regulation of this kind This lack of historical precedent, coupled with the breadth of authority that the Secretary now claims, is a telling indication that the mandate extends beyond the agency's legitimate reach." (quotation marks omitted)). Just take the Commission's own words: the Rule will "establish a common set of requirements applicable to all types of negative option marketing," across "all media" and in "nearly every economic sector." App.394 (Add.11). Yet

both Congress and the Commission had recognized for decades that vast, economy-wide rules are exactly what Section 18 prohibits.⁵

Congress’s use of the word “specificity” is therefore a critical limitation on the scope of the Commission’s rulemaking power under Section 18. Its plain meaning requires the application of rules to a “particular individual or group,” which in the context of Section 18 means on an industry-by-industry basis. *Specificity*, Webster’s, *supra*, at 2187. Any broader interpretation of Section 18 would permit the Commission to play games with the level of generality in its rules, looking for just the right gossamer thread to unite however many contracts, advertisements, or practices that it wants to regulate. “[T]aken to its logical conclusion,” almost anything “could be considered unfair” under the Commission’s

⁵ As other agencies have suddenly discovered such similarly expansive authority, the Supreme Court has repeatedly cautioned that courts must “hesitate before concluding that Congress” conferred an “[e]xtraordinary grant[] of regulatory authority” in a “rarely . . . used” or “vague” statute. *West Virginia v. EPA*, 597 U.S. 697, 723-25 (2022) (cleaned up); *Biden v. Nebraska*, 143 S. Ct. 2355, 2373 (2023). And as particularly relevant here, courts must be even “more hesitant to recognize” such expansive powers “against a backdrop of an agency failing to invoke them previously.” *N.C. Coastal Fisheries Reform Grp. v. Capt. Gaston LLC*, 76 F.4th 291, 297 (4th Cir. 2023).

approach. *See* S. Rep. 96-500, at 2 (rejecting that approach). That’s not what Section 18 allows.

At a minimum, a Rule that is broader than all of Congress’s statutes addressing allegedly unfair and deceptive subscriptions combined is surely not “specific.” Congress is not bound by any “specificity” limit, yet even that body has never lumped all recurring subscriptions together like the Commission did here. Instead, Congress has mostly targeted specific industries that use recurring subscriptions, such as cable and broadband providers, or electronic fund transfers. 15 U.S.C. § 1693c; 47 U.S.C. §§ 562, 1753. At its broadest, Congress has regulated recurring subscriptions only over a specific medium: the internet. 15 U.S.C. § 8403. But even that statute is narrower than the Rule. If Congress never treated recurring subscriptions as a single category subject to the same restrictions when it enacted these statutes, then the Rule can’t do so within Section 18’s “specificity” limit.

2. *The Rule Is Impermissibly Vague*

The Rule also fails the “specificity” requirement because it is replete with vague and ambiguous standards. The effect of those amorphous standards is an end-run around Section 5 of the FTC Act, giving a case-

by-case enforcement power to impose civil penalties without complying with Section 5's protections.

To be specific, a rule must be “free from . . . ambiguity.” *Specific*, Webster's, *supra*, at 2187; *see also, e.g., Katharine Gibbs Sch.*, 612 F.2d at 662 (forbidding “possible future violations of [a rule's] remedial requirements” is not specific). But to capture the myriad different contracts that the Rule covers—including contracts between businesses—the Rule self-consciously adopts “flexible . . . standards” that will need to be defined on a case-by-case basis. App.394 (Add.11).

In many places, the Rule leaves key terms undefined altogether. The requirement for an “easy” or “simple” cancellation, for example, does not define those vague standards. Rule § 425.6(b). Although the Rule claims to offer some “minimum” requirements for a “simple” mechanism, it never says whether complying with those requirements is sufficient to avoid liability. *Id.* § 425.6(c). And even those minimum requirements ultimately refer to the same “easy” standard as well. *Id.* What is “easy” may differ from context to context, and company to company. Companies will need to guess whether scrolling down a webpage requires too much effort to be “easy,” or whether their identity verification procedures are

too difficult to be “simple,” among countless other judgment calls. Because the Rule covers so many contracts, that guesswork will take wildly different forms for companies offering everything from medical monitoring to internet broadband.

The Rule’s definition of “Material fact” is even less helpful. Under the Rule, it means anything “likely to affect a person’s choice of, or conduct regarding, goods or services.” Rule § 425.2. The Rule incorporates that definition both when banning misrepresentations of any “Material fact” and when requiring disclosures of any “Material” terms—including terms and facts that are about the underlying good or service (or other unspecified terms) that have *nothing* to do with the recurring subscription feature. *Id.* §§ 425.3, 425.4(a). That critical definition is anything but specific. By the Commission’s own telling, whether any given term in any particular contract is “Material” will “vary” depending on the term and contract at issue. App.393 (Add.10). Companies offering goods and services as varied as cloud computing storage and pet meal deliveries will thus need to guess as to whether the Commission will believe that any particular terms or facts are likely to affect their customer’s choices. Are facts about the ethical sourcing of pet

food likely to influence customer's choices? Do cloud computing subscriptions need to disclose the location of their data servers? The Rule itself offers no guidance.

Another vague standard is the Rule's prohibitions on information that "interferes with, detracts from, contradicts, or otherwise undermines" the required disclosures or consent mechanism. Rule §§ 425.4(b)(3), 425.5(a)(2). The broad phrasing and catch-all language proscribe a wide swath of information, and regulated sellers lack sufficient notice of what specific information is prohibited. Companies again will need to guess as to whether any particular statement "detracts from" or somehow "undermines" a required disclosure—or whether the Commission will later view their statements as violating those amorphous standards.

The upshot of these fuzzy standards is "a back-door effort at obtaining civil penalties in any industry where" recurring subscriptions are used. App.451 (Add.68). Because the Rule issued under Section 18, the Commission can enforce it directly in court and seek penalties of more than \$53,000 per violation. 15 U.S.C. § 45(m). The tradeoff for that power, however, is the requirement that prohibited conduct be defined

with specificity so that regulated parties know in advance what is required of them. Here, the Commission promulgated a rule designed to proscribe the broadest reach of commerce and retain the maximum discretion for enforcement staff. *See* App.394 (Add.11) (the Commission “eliminat[ed] the old Rule’s prescriptive requirements applicable to prenotification plans and replac[ed] them with flexible, but enforceable, standards” applicable to “all forms of negative option marketing . . . in all media . . . over nearly every economic sector”). Section 18 abolished this style of Commission rulemaking.

If the Commission wanted to define unfair or deceptive conduct on a case-by-case basis, it was obligated to proceed under Section 5—not Section 18. Under Section 5, the Commission must go through an administrative and judicial review process before it can even try to hold companies liable—all of which ensures that the Commission gives notice to companies before imposing penalties under this broad grant of authority. 15 U.S.C. § 45(a), (c), (l); *see also* *AMG Cap. Mgmt., LLC v. FTC*, 593 U.S. 67, 72-73 (2021). But if the Commission issues a *rule*, Section 18 requires that the rule be precise and clear to ensure that the Commission does not obtain a Section 5 power without following Section

5's safeguards. Here, because the Rule lacks the requisite "specificity" and further constitutes an end-run around Section 5, it must be vacated.

B. The Rule Violates The "Prevalence" Requirement.

The Rule independently must be vacated because it exceeds Section 18's "prevalence" requirement. That requirement applies to all the practices that any given rule deems unfair or deceptive. Here, the Commission claims that there are prevalent unfair or deceptive practices regarding recurring subscriptions across the economy, including both consumer and business-to-business subscriptions, despite the existence of these commonplace contracts for well over a hundred years. *See supra*, at 14-15. But extraordinary claims of prevalence require extraordinary proof. The Commission has not come close to that showing.

When this requirement was added in 1994, "prevalence" meant (and still means) "widely or commonly occurring," *Prevalent*, American Heritage College Dictionary 1084 (3d ed. 1993), "existing very commonly," *Prevalent*, Cambridge International Dictionary 1102 (1995), or "dominant," *Prevalent*, Merriam-Webster.com. Section 18 contains two prevalence requirements: *First*, the Commission is permitted to issue a notice of proposed rulemaking only if "it has reason to believe that the

unfair or deceptive acts or practices which are the subject of the proposed rulemaking are prevalent.” 15 U.S.C. § 57a(b)(3); *see also id.* § 57a(b)(3)(A)-(B) (limiting any finding of prevalence to situations where the Commission “has issued cease and desist orders regarding such acts or practices” or there is a “widespread pattern” of unfair or deceptive practices). *Second*, when issuing a final rule, the Commission must issue a statement of basis and purpose that includes “a statement as to the prevalence of the acts or practices treated by the rule.” *Id.* § 57a(d)(1)(A). By its plain text, Section 18 thus requires a Rule that regulates more than a billion existing contracts to be supported by evidence of not just the existence but the dominance of the targeted unlawful practice across all of the particular trade sectors being regulated. *Id.* § 57a(b)(3), (d)(1)(A).⁶ Yet again, the Commission has not come close to that showing.

⁶ The Commission has asserted that the Court cannot review the prevalence requirement. FTC Stay Opp. at 12. But Section 18 precludes judicial review only of the “contents and adequacy” of the statutorily required “statement of basis and purpose”—and Petitioners don’t challenge that statement. Rather, Petitioners challenge *the Rule* as contrary to law because the Commission has not met the prevalence requirement, and Section 18 expressly permits reference to the Commission’s reasoning when reviewing the Rule for legal excesses, insubstantial evidence, or arbitrary rationales. 15 U.S.C. § 57a(e)(3); *Am. Optometric Ass’n v. FTC*, 626 F.2d 896, 906 (D.C. Cir. 1980). At a

To start, the Commission has identified at most a handful of examples of unfair recurring subscriptions for some of the sectors that the Rule covers. For example, the Commission cites only *four* examples of allegedly unfair or deceptive recurring subscriptions between businesses. App.397 (Add.14). Yet the Rule will cover *all* these subscriptions, including those sold by newspapers to libraries; by internet companies to Fortune 500 companies; by lawn companies to commercial office parks; and by security companies to sports arenas.

Similarly, the Commission cites *one* example of a supposedly unfair lawncare subscription and *four* examples of supposedly unfair newspaper subscriptions. App.392, 420 (Add.9, 37). The Commission cites only a handful of discrete examples for other industries—not a widespread pattern or dominant practice. *E.g.*, App.389-392 (Add.6-9). And for many industries that will be covered by the Rule, such as pet food or medical monitoring, it cites no examples at all.

Even if the Rule were limited to one of the industries for which the Commission had some examples (and thus was “specific”), those

minimum, the required prevalence finding in the NPRM has nothing to do with the required statement of basis and purpose. 15 U.S.C. § 57a(b)(3).

examples would surely be insufficient because they fail to establish that the challenged practices are widely or commonly occurring or dominant even within a single industry. Yet the Rule will regulate *all* recurring subscriptions in *all* of these industries. That ignores Section 18's prevalence requirement.

To create the illusion of prevalence, the Commission refers to “at least 35” enforcement actions it has taken, a smattering of state enforcement actions and private lawsuits, and a couple of comments about “free trials” that many recurring subscription providers don't offer. App.389-91 (Add.6-8). But the Commission might as well have said that its cases and complaints “involving the internet means that the entire internet should be the subject of a Section 18 rulemaking.” App.451 (Add.68). Even crediting the Commission's examples, they amount to a tiny fraction of the billion-plus subscriptions that the Rule will govern. And the Commission does not even attempt to justify the Rule's application to any particular industry, preferring instead to extrapolate from these few examples. App.385, 391-91 (Add.2, 8-9). That is far too slapdash to satisfy the prevalence requirement that is meant to cabin the Commission's rulemaking authority. If prevalence in Section 18 means

anything, it must at least mean that the deceptive act or practice is a dominant occurrence in *each sector* of the economy that the FTC is regulating.

Even the few examples that the Commission *did* muster don't hold up on closer inspection. Most of the Commission's own enforcement actions settled, so there was no adjudicated finding of liability.⁷ Most also involved an alleged violation of ROSCA, the EFTA, or state law, so there's no reason to think an additional rule was needed to address those particular cases. And similar problems plague the Commission's references to unverified consumer complaints or class actions. *See* App.389, 392 (Add.6, 9). Even if these citations somehow could encompass a statistically significant number of recurring subscriptions (they don't), the Commission never bothers to verify any of these complaints or tie them to any specific practice. The Commission's

⁷ *E.g.*, *FTC v. FloatMe Corp.*, No. 5:24-cv-00001 (W.D. Tex. 2024); *FTC v. WealthPress, Inc.*, No. 3:23-cv-00046 (M.D. Fla. 2023); *FTC v. Bridge It, Inc.*, No. 1:23-cv-09651 (S.D.N.Y. 2023); *FTC v. Credit Bureau Ctr., LLC*, No. 1:17-cv-00194 (N.D. Ill. 2017); *FTC v. NutraClick, LLC*, No. 2:16-cv-06819 (C.D. Cal. 2016); *FTC v. Pact, Inc.*, No. 2:17-cv-1429 (W.D. Wash. 2017); *FTC v. AdoreMe, Inc.*, No. 1:17-cv-09083 (S.D.N.Y. 2017); *FTC v. BunZai Media Grp., Inc.*, No. 2:15-cv-04527 (C.D. Cal. 2015); *FTC v. RevMountain, LLC*, No. 2:17-cv-02000 (D. Nev. 2017).

“prevalence” findings are thus no more than *ipse dixit* on a remarkably thin record.

The Commission’s insistence that there are “prevalent” problems with recurring subscriptions is a symptom of its lack of specificity when defining the problem “at the highest level of generality” in the first place. App.451 (Add.68). The Commission *has* to extrapolate from small sample sizes or studies focused on only particular examples of problems because it would be a herculean task to actually document prevalence for all of the different contracts, practices, and industries that the Rule covers. And by covering practices as generalized as “misrepresentations,” or contracts that are not “easy” to cancel, the Commission can reverse-engineer Section 18 to fit whatever it pleases. By saying, for example, that the relevant problem is contracts that are not “easy” to cancel, the Commission sets itself up to find problems everywhere. But Congress demanded more. The Commission cannot bootstrap prevalence from its own lack of specificity.

C. The Rule Overrides Numerous Federal Statutes That Already Regulate Recurring Subscriptions.

The Rule’s invalidity is confirmed by Congress’s other statutes regarding recurring subscriptions. That is because the Rule second-

guesses Congress’s judgment about what practices are lawful and unlawful for those recurring subscriptions, harkening back to the agency’s efforts to sit as a super-legislature.

First, the Rule is *broader than any of Congress’s regulations of recurring subscriptions*. Congress has provided separate rules for subscriptions offered by telemarketers, cable, broadband, and electronic fund transfer providers, as well as those offered online. *See* 15 U.S.C. §§ 1693c (EFTA), 6102 (Telemarketing Act), 8403 (ROSCA); 47 U.S.C. §§ 562 (cable), 1753 (broadband). Yet in one fell swoop, the Rule would add additional requirements to all of those different subscriptions, as well as subscriptions that Congress has never regulated—such as security or medical monitoring subscriptions offered over the telephone or in person. There is little reason to think Congress would have gone to this trouble if it believed the Commission were authorized to do this.

Second, the Rule *nullifies Congress’s customized regulations for particular recurring subscriptions*. For example, the 2021 Infrastructure Act requires a “consumer label[]” for broadband subscriptions that includes a discrete list of terms, including the monthly price, download speed, and upload speed of the service. 47 U.S.C. § 1753(a); FCC Public

Notice, DA: 16-357. The EFTA, however, requires electronic funds transfers to disclose *different* terms, such as the consumer’s right to stop payment and receive documentation of the transfers. 15 U.S.C. § 1693c(a)(5)-(6). Similarly, the EFTA provides that consumers can stop a fund transfer three days *before* the transfer occurs, *id.* § 1693e(a), but the Television Viewer Protection Act provides that consumers can cancel a cable or satellite TV subscription within 24 hours *after* they receive a copy of required disclosures, 47 U.S.C. § 562.

The Rule would wipe out all of those differences in one fell swoop. Overnight, all the recurring subscriptions already governed by those customized statutes will suddenly face a new, one-size-fits-all Rule that requires more than Congress ever required. For example, this new Rule will mandate disclosing all material terms—not just the list of terms that Congress detailed for certain transactions—and a cancellation requirement that is more restrictive than even the requirement that Congress imposed in ROSCA just for online subscriptions. *See* 15 U.S.C. § 8403 (requiring a “simple” cancellation mechanism, without any same mechanism requirement or limits on customer interaction). And the Rule would deem all these businesses to be engaged in unfair or deceptive

practices even if they comply with all of Congress’s specific requirements. That is precisely the sort of power-grab that Section 18 is meant to prevent.

D. The Rule Contravenes The Nondelegation Doctrine.

The statutory violations are plain on their face. Were there any doubt, however, the nondelegation doctrine would resolve it. Under that doctrine, Congress must have “supplied an intelligible principle to guide” the Commission’s “use of discretion.” *Gundy v. United States*, 588 U.S. 128, 135 (2019) (plurality op.). Although Congress has prohibited use of an “unfair or deceptive act or practice,” 15 U.S.C. § 45(a)(1), (n), that standard does not help when the Commission is overriding Congress’s own judgments as to what practices cross the line. That’s what this Rule does: it decides that recurring subscriptions are unfair or deceptive even if they comply with statutes, like ROSCA, that already declare certain practices to be unfair or deceptive. *Id.* § 8403. If the Commission has authority to override Congress’s judgments, it surely needs a more definitive principle on when to do so.

At a minimum, the Court should construe Section 18 to “avoid[] [the] kind of open-ended grant” of authority that affirmance of the Rule

would require. *Indus. Union Dep't, AFL-CIO v. Am. Petroleum Inst.*, 448 U.S. 607, 646 (1980) (plurality op.); *see also Fort Worth & Denver Ry. Co. v. Lewis*, 693 F.2d 432, 435 (5th Cir. 1982). Were the Rule authorized by Section 18, then it would surely raise “the type of non-delegation concerns that Section 18’s guardrails were meant to prevent.” App.451 (Add.68); *see also Planned Parenthood of Mid-Mo. & E. Kan., Inc. v. Dempsey*, 167 F.3d 458, 461 (8th Cir. 1999). When faced with such problems, this Court has consistently construed statutes to “avoid” them where possible. *Planned Parenthood*, 167 F.3d at 461; *see also Wallace v. ConAgra Foods, Inc.*, 747 F.3d 1025, 1031-32 (8th Cir. 2014). Here, a reading that avoids these problems is not only possible, but the most straightforward interpretation of Section 18’s plain text, as understood by Congress and the Commission itself for decades. Section 18 allows for only industry-wide rules that specifically regulate prevalent unfair or deceptive practices—a narrow authority that does not risk overriding Congress’s judgments. This Rule exceeds that authority.

* * *

All of these problems would have been avoided if the Commission had adhered to the substantive strictures that Congress imposed on

Section 18. The Commission could have attempted to promulgate specific rules with concrete terms that are tailored to particular industries, just as Congress intended in the Magnuson-Moss reforms. But the Commission overreached. This Rule exceeds the Commission’s statutory authority under Section 18 of the FTC Act.

II. The Commission Violated A Key Procedural Requirement By Failing To Issue A Preliminary Regulatory Analysis.

The Rule’s excesses may have been caused in part by the Commission’s failure to follow a critical procedural step that is fatal under the FTC Act: issuing a preliminary regulatory analysis that the public could comment on. 15 U.S.C. § 57b-3(b)(1). Congress added that procedural requirement in response to the Commission’s prior attempts to issue sweeping regulations under Section 18, such as the rules banning television advertising to children or the standards for the weights and measures of goods. Pub. L. No. 96-252; *see supra*, at 9-10. In doing so, Congress meant to help focus and shape the Commission’s rulemakings, “curtailing serious adverse effects” of potential rules. S. Rep. 96-500, at 29.

The Commission accordingly “*shall* issue a preliminary regulatory analysis” whenever it estimates that a rule will affect the economy by

\$100 million or more annually. 15 U.S.C. § 57b-3(a)(1)(A), (b)(1) (emphasis added); *see also Me. Cmty. Health Options v. United States*, 590 U.S. 296, 310 (2020) (“shall” is “mandatory”). The analysis must describe alternatives to the rule and set forth a preliminary cost-benefit analysis of both those alternatives and the proposed rule. 15 U.S.C. § 57b-3(b)(1). The Commission must then provide a “public comment period in response to the preliminary regulatory analysis” before issuing a “final regulatory analysis” that responds to those comments. *Id.* § 57b-3(b)(2)(E). Through that process, Congress meant to “aid the Commission in shaping its rules in a manner that will reduce the burdens of regulation on business.” S. Rep. 96-500, at 9.

Here, the Commission concedes that the Rule will affect the economy by \$100 million or more annually. App.425 (Add.42). Yet the Commission also concedes that it didn’t issue a preliminary regulatory analysis. FTC Stay Opp. at 15-16. Under the statute’s plain terms, that “fail[ure] entirely to prepare a regulatory analysis” means that the Rule must be “set aside.” 15 U.S.C. § 57b-3(c)(1); *see also id.* (referring to “any regulatory analysis”).

The Commission tries to dodge this straightforward conclusion by insisting that it issued a *final* regulatory analysis. FTC Stay Opp. at 15-16. But that’s no substitute for the process that Congress required—which mandates a *separate* preliminary regulatory analysis that the public can review and comment on. That separate preliminary analysis is a critical tool that allows the public to comment on the costs and benefits of alternatives to the proposed rule, helping the Commission narrow or shape the rule. Here, for example, the public never got the chance to point out that the Commission’s cost-benefit analysis missed several significant costs that the Rule will impose while overstating its benefits. Nor did the public get the chance to engage with the Commission’s cost-benefit analyses on potential alternatives that may have achieved the same goals in a less costly manner.

The final regulatory analysis doesn’t make up for those shortcomings. Among other things, it doesn’t need to contain an analysis of the costs and benefits of alternatives to the rule, and it skips entirely the public’s ability to comment on the preliminary analysis. See 15 U.S.C. § 57b-3(b)(1)-(2); S. Rep. 96-500, at 3 (the process “require[s] the Commissioners to more carefully weigh the relationship between the

alleged unlawful conduct and the proposed remedy” and “carefully analyz[e]” all available “options”). Indeed, the Commission’s discussion of alternatives to the Rule in the final regulatory analysis consisted of three paltry paragraphs with only two alternatives, one of which was to terminate the rulemaking altogether. App.426 (Add.43). The Commission cannot shirk its statutory duty and shortchange the public like this.

The Commission has also suggested that it didn’t need to issue a preliminary regulatory analysis because, when it issued the NPRM, it hadn’t yet realized that the Rule would affect the economy by \$100 million or more. FTC Stay Opp. at 15-16. But that’s no excuse. The statute requires a preliminary regulatory analysis for “*any* case in which the Commission publishes notice of a proposed rulemaking” of a rule that will have these effects. 15 U.S.C. § 57b-3(b)(1) (emphasis added). The Commission certainly issued an NPRM and not long after realized that the Rule will affect the economy by \$100 million or more annually. App.26, App.143, App.179, App.381. Once the Commission understood this economic impact, it was obligated to issue a preliminary regulatory analysis for public comment. 15 U.S.C. § 57b-3(b)(1), (2)(E). Nothing in

the statute requires that the preliminary regulatory analysis appear alongside the NPRM.

Regardless, the Commission *should have* known the likely costs of the Rule based on its sheer scope. And it *would have* known those costs if it had accurately described the “area of inquiry under consideration” and the “objectives which the Commission seeks to achieve” in the ANPRM—rather than its severely downplayed ANPRM that elicited only 17 comments. *See supra* at 18-19; App.167. If the Commission had been up front that it was considering an economy-wide rule that encompassed all recurring subscriptions everywhere, it certainly would have received additional comments on the expected costs of an economy-wide rule and the actual number of businesses affected by the Rule. *See supra*, at 18-21 & n.2. And the Commission then could have turned square corners, issuing a preliminary regulatory analysis in 2023 and responding to public comment on it in the final rule. But instead, the Commission skipped an important step in the notice and comment process.⁸ *Accord*

⁸ In the same vein, the Commission also skipped a mandatory procedural step when it “precluded disclosure of disputed material facts which was necessary for fair determination . . . of the rulemaking proceeding taken as a whole” by refusing to hear multiple disputed issues of material fact

Nat'l Auto. Dealers Ass'n, 2025 WL 304460, at *8 (vacating the CARS rule for failing entirely to issue an ANPRM).

In any event, the Commission's initial claim that the Rule would not affect the economy by \$100 million or more annually was specious even with the record it had. As the ALJ later found, the Commission's initial cost estimate was "clearly unrealistically low"—because at least 80% of affected businesses would already have to be in *full compliance* with the Rule for the Commission's claim to hold water. App.382. If so, then the Rule would be tilting at windmills. *Id.* But the Commission insisted that the Rule is needed because of supposedly prevalent problems with recurring subscriptions. App.35. The Commission's attempt to have it both ways in the NPRM would be arbitrary and capricious and require vacatur. *See Firearms Regul. Accountability Coal., Inc.*, 112 F.4th at 519-20 (agency actions are arbitrary and capricious if they are "internally inconsistent").

And again, once the ALJ settled the question that the proposed rule would "have an annual effect on the national economy of \$100,000,000 or

raised by the public and restricting the public's ability to participate in the informal hearing mandated by Magnuson-Moss. 15 U.S.C. § 57a(b)(1)(C), (c)(2), (e)(3)(B).

more,” the Commission should have performed the then-triggered requirement to issue the preliminary regulatory analysis and make it available for public comment before adopting the Rule. 15 U.S.C. § 57b-3(a)(1)(A), (b)(1). The Commission’s failure to do so by itself requires vacatur of the Rule. *Id.* § 57b-3(c)(1).

III. The Rule Is Arbitrary And Capricious.

The Rule should be vacated for the independent reason that it is arbitrary and capricious. *See* 15 U.S.C. § 57a(e)(3) (incorporating 5 U.S.C. § 706(2)(A)). Agency rules are arbitrary and capricious when the agency has “failed to consider an important aspect of the problem, offered an explanation for its decision that runs counter to the evidence before the agency,” or offered an explanation that is simply “implausible.” *Motor Vehicle Mfrs. Ass’n v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29, 43 (1983). At bottom, the Commission must have provided “a satisfactory explanation for its action” for the Rule to survive. *Ohio v. EPA*, 603 U.S. 279, 292 (2024). But the Commission did not make that showing here. The Commission failed to grapple with multiple problems that this vast

Rule will create while contradicting itself in its rush to issue the Rule right before the election.

The Rule's cancellation requirement illustrates the problems. Rule § 425.6. The obligation to ensure that cancellation is "as easy to use as" the sign-up mechanism and over the "same medium" as sign-up might sound simple enough, but the reality is far more complex. Because the Rule is so broad, it encompasses many instances where that requirement is unworkable and counter-productive. In the security services industry, for example, whenever someone tries to cancel a security service, the service needs to ensure that the correct person is cancelling and that they are not doing so by mistake. *See, e.g.,* App.88, App.190-91; Stay App.153-55. These are real-world problems; many companies need to ensure that malicious actors are not wrongfully cancelling a security, fire, medical, or other sensitive service. But if the service allowed a customer to sign up by an email contract or similar online mechanism, then the Rule would restrict the company in having a representative speak with the customer to verify the customer's identity, ensure that their email wasn't hacked,

or confirm that cancellation is desired before terminating their service. *See* Rule § 425.6(c)(1); App.88; App.190-91; Stay App.153-55.

The Commission promises it will allow for reasonable verification at cancellation, App.414 (Add.31), but that is cold comfort. The Commission did not place that assurance in the Rule’s text, and elsewhere the Commission warns that “a final Rule-compliant online cancellation should take no more than 30 seconds to one minute,” App.428 (Add.45), so the Commission has made clear that companies are now under a ticking stopwatch. Companies will be chilled from taking important steps to protect their customers under the Rule. App.88, App.190-91; Stay App.153-55. The Commission also has said that “reasonable verification” cannot lead to “asymmetrical experiences” and that cancellation must be over the “same medium” as sign-up—all of which would, as noted, prevent the email sign-up company above from having the customer talk to a representative or provide another form of verification before cancelling. The Commission never addressed those problems.

Similarly, the Commission never adequately addressed how companies can make cancellation as easy as sign-up for bundled services.

With bundled services, a customer can sign up for multiple services at once, often for a discounted price—such as a cable and internet bundle, or a gym membership and spa services combo. Because such discounted bundles are popular, companies often make them easy to sign up for; customers just pick a pre-arranged bundle and sign up online. App.114-15, 132. But what if the customer wants to cancel only *one* of the bundled services? The company might need to interact with the customer to explain the impact on the price or availability of the remaining service. *See, e.g.*, App.131-32.

Yet under the Rule, the company cannot do so unless the customer consents. Rule § 425.6(c)(2). Companies are similarly hindered in their ability to describe lower cost options or alternative services when a customer, without knowing what they are missing, declines a live interaction. App.133-34. Notably, none of these problems occurs under the statutes that Congress enacted. ROSCA, for example, requires a simple cancellation mechanism but still allows companies to have customer representatives conduct adequate verification of, and convey important information to, customers wishing to cancel. *See* 15 U.S.C. § 8403. Despite creating these problems, the Commission simply swept

them under the rug, making it harder for consumers to get beneficial information. App.418 (Add.35).

The Rule's requirement that companies obtain consent to the recurring subscription feature "separately from" the rest of the transaction is also arbitrary and capricious. Rule § 425.5. For almost all contracts, this requirement will necessitate two different consents: one for the recurring subscription (as required by the rule), and one for the rest of the transaction (as required by contract law). *See* Restatement (Second) of Contracts § 18 (1981) (contracts require mutual assent). The Commission effectively conceded as much, stating that recurring subscription features are not themselves "a product or service." App.410 (Add.27).

Yet a two-step requirement will be costly and prove near-impossible for many industries, such as lawn care services that customers often request on an informal basis. Stay App.408; *see also* App.191. The Commission conceded this point as well, stating that a two-step consent requirement is "unnecessary, potentially confusing, and may be hard to implement" and removing an express two-step consent requirement from the Rule. App.410 (Add.27). But at the same time the Commission

acknowledged in a footnote that the Rule effectively requires two-step consent anyway. App.410 n.350 (Add.27 n.350). The Commission obviously has not grappled with this important aspect of the problem. *See State Farm*, 463 U.S. at 42.

The Commission was also arbitrary and capricious in its adoption of the definition of “Material.” First, the Commission contradicted itself when approaching that definition. In some places, the Commission asserted that it was providing “clarity” to companies by defining “Material” as “likely to affect” a consumer’s choices. App.401 (Add.18). But elsewhere, the Commission insisted that it needed to leave the definition of “Material” vague because more concrete guidance would “make its rules no better than a leaky sieve,” unable to address the “vary[ing]” terms that might matter to different contracts. App.393 (Add.10). The Commission cannot have this both ways. The Rule either provides clarity and guidance (as Section 18 requires), or it is malleable and open-ended (which the Rule is). That contradiction was arbitrary and capricious. *See Firearms Regul. Accountability Coal., Inc.*, 112 F.4th at 519-20 (agency actions are arbitrary and capricious if they are “internally inconsistent”).

Second, the Commission was arbitrary and capricious by extending the scope of materiality far beyond the recurring subscription features that it said was the problem at issue. Again, the Rule requires disclosures of “all Material terms”—including terms that have nothing to do with the recurring subscription feature (ranging from, say, calorie content to carbon emissions). Rule § 425.4; *see also id.* § 425.3. But the Commission has never justified regulating statements about the underlying good or service, or even the company, that are untethered from the recurring subscription. That mismatch between the Commission’s stated goals and the scope of the Rule is illogical.

IV. The Rule Should Be Vacated.

Because of the Rule’s manifold defects, the Court should vacate it in its entirety. Section 18 itself directs that courts “*shall* hold unlawful and set aside the rule” if it is contrary to law, arbitrary and capricious, or procedurally defective. 15 U.S.C. § 57a(e)(3) (emphasis added). That text requires that “[i]n *all* cases,” unlawful “agency action *must* be set aside.” *Citizens to Pres. Overton Park, Inc. v. Volpe*, 401 U.S. 402, 413-14 (1971) (emphases added).

Accordingly, when this Court has found an agency rule to be unlawful, it has “vacated” it, whether for substantive or procedural error. *North Dakota v. EPA*, 730 F.3d 750, 764 (8th Cir. 2013); *see Iowa League of Cities v. EPA*, 711 F.3d 844, 875-76 (8th Cir. 2013) (vacating rule that was issued “without observance of procedure required by law”); *see also Nat’l Auto. Dealers Ass’n*, 2025 WL 304460, at *8 (“vacat[ing] the [Commission’s] CARS Rule” for failure to issue ANPRM). The legal violations here—including the lack of statutory authority, failure to follow statutorily required procedures, and failure to grapple with multiple problems that this overbroad Rule will create while contradicting itself—are serious and fundamental, and each serve as independent bases for this Court to vacate this Rule too.

CONCLUSION

On a rushed election-year schedule, the Commission blew past the uniquely restrictive limitations on its rulemaking power that Congress imposed in direct response to the agency’s past regulatory excesses. This economy-wide Rule that regulates every single recurring subscription in America—regardless of industry, nature of the relationship, or any other rational consideration—exceeds the Commission’s authority, fails to

satisfy mandatory statutory process, and dispenses with reasoned decisionmaking. For all these reasons, the Court should grant the petitions for review and vacate the Rule.

Dated: February 14, 2025

Respectfully submitted,

/s/ Helgi C. Walker

Helgi C. Walker

Counsel of Record

Lucas C. Townsend

Michael Corcoran

Lael D. Weinberger

GIBSON, DUNN & CRUTCHER LLP

1700 M Street, N.W.

Washington, D.C. 20036

(202) 955-8500

hwalker@gibsondunn.com

Counsel for Petitioners

Elliott M. Davis

SHOOK, HARDY & BACON L.L.P.

1800 K Street, N.W.

Suite 1000

Washington, D.C. 20006

(202) 783-8400

edavis@shb.com

Counsel for Custom

Communications, Inc., d/b/a

Custom Alarm

Mark D. Johnson

GILBERT, HARRELL, SUMERFORD &

MARTIN, P.C.

777 Gloucester Street

Suite 200

Brunswick, GA 31520

(912) 265-6700

mjohnson@ghsmlaw.com

*Counsel for the Chamber of
Commerce of the United States of
America and the Georgia
Chamber of Commerce*

Benjamin M. Flowers
ASHBROOK BYRNE KRESGE
FLOWERS LLC
P.O. Box. 8248
Cincinnati, OH 45249
(513) 201-5775
bflowers@ashbrookbk.com

*Counsel for Michigan Press
Association and the National
Federation of Independent
Business, Inc.*

Jennifer B. Dickey
Jordan L. Von Bokern
U.S. CHAMBER LITIGATION CENTER
1615 H Street, NW
Washington, DC 20062

*Counsel for the Chamber of
Commerce of the United States of
America*

Statutory Addendum

Table of Contents

	<u>Page</u>
15 U.S.C. § 57a.....	Stat. Add. 1
15 U.S.C. § 57b-3.....	Stat. Add. 10

15 U.S.C. § 57a

Unfair or deceptive acts or practices rulemaking proceedings

(a) Authority of Commission to prescribe rules and general statements of policy

(1) Except as provided in subsection (h), the Commission may prescribe—

(A) interpretive rules and general statements of policy with respect to unfair or deceptive acts or practices in or affecting commerce (within the meaning of section 45(a)(1) of this title), and

(B) rules which define with specificity acts or practices which are unfair or deceptive acts or practices in or affecting commerce (within the meaning of section 45(a)(1) of this title), except that the Commission shall not develop or promulgate any trade rule or regulation with regard to the regulation of the development and utilization of the standards and certification activities pursuant to this section. Rules under this subparagraph may include requirements prescribed for the purpose of preventing such acts or practices.

(2) The Commission shall have no authority under this subchapter, other than its authority under this section, to prescribe any rule with respect to unfair or deceptive acts or practices in or affecting commerce (within the meaning of section 45(a)(1) of this title). The preceding sentence shall not affect any authority of the Commission to prescribe rules (including interpretive rules), and general statements of policy, with respect to unfair methods of competition in or affecting commerce.

(b) Procedures applicable

(1) When prescribing a rule under subsection (a)(1)(B) of this section, the Commission shall proceed in accordance with section 553 of title 5 (without regard to any reference in such section to sections 556 and 557 of such title), and shall also (A) publish a notice of proposed rulemaking stating with particularity the text of the rule, including any alternatives, which the Commission proposes to promulgate, and the reason for the proposed rule; (B) allow interested persons to submit written data, views, and arguments, and make all such submissions publicly available; (C) provide an opportunity for an informal hearing in

accordance with subsection (c); and (D) promulgate, if appropriate, a final rule based on the matter in the rulemaking record (as defined in subsection (e)(1)(B)), together with a statement of basis and purpose.

(2) (A) Prior to the publication of any notice of proposed rulemaking pursuant to paragraph (1)(A), the Commission shall publish an advance notice of proposed rulemaking in the Federal Register. Such advance notice shall—

(i) contain a brief description of the area of inquiry under consideration, the objectives which the Commission seeks to achieve, and possible regulatory alternatives under consideration by the Commission; and

(ii) invite the response of interested parties with respect to such proposed rulemaking, including any suggestions or alternative methods for achieving such objectives.

(B) The Commission shall submit such advance notice of proposed rulemaking to the Committee on Commerce, Science, and Transportation of the Senate and to the Committee on Energy and Commerce of the House of Representatives. The Commission may use such additional mechanisms as the Commission considers useful to obtain suggestions regarding the content of the area of inquiry before the publication of a general notice of proposed rulemaking under paragraph (1)(A).

(C) The Commission shall, 30 days before the publication of a notice of proposed rulemaking pursuant to paragraph (1)(A), submit such notice to the Committee on Commerce, Science, and Transportation of the Senate and to the Committee on Energy and Commerce of the House of Representatives.

(3) The Commission shall issue a notice of proposed rulemaking pursuant to paragraph (1)(A) only where it has reason to believe that the unfair or deceptive acts or practices which are the subject of the proposed rulemaking are prevalent. The Commission shall make a determination that unfair or deceptive acts or practices are prevalent under this paragraph only if—

(A) it has issued cease and desist orders regarding such acts or practices, or

(B) any other information available to the Commission indicates a widespread pattern of unfair or deceptive acts or practices.

(c) Informal hearing procedure

The Commission shall conduct any informal hearings required by subsection (b)(1)(C) of this section in accordance with the following procedure:

(1) (A) The Commission shall provide for the conduct of proceedings under this subsection by hearing officers who shall perform their functions in accordance with the requirements of this subsection.

(B) The officer who presides over the rulemaking proceedings shall be responsible to a chief presiding officer who shall not be responsible to any other officer or employee of the Commission. The officer who presides over the rulemaking proceeding shall make a recommended decision based upon the findings and conclusions of such officer as to all relevant and material evidence, except that such recommended decision may be made by another officer if the officer who presided over the proceeding is no longer available to the Commission.

(C) Except as required for the disposition of ex parte matters as authorized by law, no presiding officer shall consult any person or party with respect to any fact in issue unless such officer gives notice and opportunity for all parties to participate.

(2) Subject to paragraph (3) of this subsection, an interested person is entitled—

(A) to present his position orally or by documentary submission (or both), and

(B) if the Commission determines that there are disputed issues of material fact it is necessary to resolve, to present such rebuttal submissions and to conduct (or have conducted under paragraph (3)(B)) such cross-examination of persons as the Commission determines (i) to be appropriate, and (ii) to be required for a full and true disclosure with respect to such issues.

(3) The Commission may prescribe such rules and make such rulings concerning proceedings in such hearings as may tend to avoid unnecessary costs or delay. Such rules or rulings may include (A)

imposition of reasonable time limits on each interested person's oral presentations, and (B) requirements that any cross-examination to which a person may be entitled under paragraph (2) be conducted by the Commission on behalf of that person in such manner as the Commission determines (i) to be appropriate, and (ii) to be required for a full and true disclosure with respect to disputed issues of material fact.

(4) (A) Except as provided in subparagraph (B), if a group of persons each of whom under paragraphs (2) and (3) would be entitled to conduct (or have conducted) cross-examination and who are determined by the Commission to have the same or similar interests in the proceeding cannot agree upon a single representative of such interests for purposes of cross-examination, the Commission may make rules and rulings (i) limiting the representation of such interest, for such purposes, and (ii) governing the manner in which such cross-examination shall be limited.

(B) When any person who is a member of a group with respect to which the Commission has made a determination under subparagraph (A) is unable to agree upon group representation with the other members of the group, then such person shall not be denied under the authority of subparagraph (A) the opportunity to conduct (or have conducted) cross-examination as to issues affecting his particular interests if (i) he satisfies the Commission that he has made a reasonable and good faith effort to reach agreement upon group representation with the other members of the group and (ii) the Commission determines that there are substantial and relevant issues which are not adequately presented by the group representative.

(5) A verbatim transcript shall be taken of any oral presentation, and cross-examination, in an informal hearing to which this subsection applies. Such transcript shall be available to the public.

(d) Statement of basis and purpose accompanying rule; "Commission" defined; judicial review of amendment or repeal of rule; violation of rule

(1) The Commission's statement of basis and purpose to accompany a rule promulgated under subsection (a)(1)(B) shall include (A) a statement as to the prevalence of the acts or practices treated by the rule; (B) a statement as to the manner and context in which such acts or

practices are unfair or deceptive; and (C) a statement as to the economic effect of the rule, taking into account the effect on small business and consumers.

(2) (A) The term “Commission” as used in this subsection and subsections (b) and (c) includes any person authorized to act in behalf of the Commission in any part of the rulemaking proceeding.

(B) A substantive amendment to, or repeal of, a rule promulgated under subsection (a)(1)(B) shall be prescribed, and subject to judicial review, in the same manner as a rule prescribed under such subsection. An exemption under subsection (g) shall not be treated as an amendment or repeal of a rule.

(3) When any rule under subsection (a)(1)(B) takes effect a subsequent violation thereof shall constitute an unfair or deceptive act or practice in violation of section 45(a)(1) of this title, unless the Commission otherwise expressly provides in such rule.

(e) Judicial review; petition; jurisdiction and venue; rulemaking record; additional submissions and presentations; scope of review and relief; review by Supreme Court; additional remedies

(1) (A) Not later than 60 days after a rule is promulgated under subsection (a)(1)(B) by the Commission, any interested person (including a consumer or consumer organization) may file a petition, in the United States Court of Appeals for the District of Columbia circuit or for the circuit in which such person resides or has his principal place of business, for judicial review of such rule. Copies of the petition shall be forthwith transmitted by the clerk of the court to the Commission or other officer designated by it for that purpose. The provisions of section 2112 of title 28 shall apply to the filing of the rulemaking record of proceedings on which the Commission based its rule and to the transfer of proceedings in the courts of appeals.

(B) For purposes of this section, the term “rulemaking record” means the rule, its statement of basis and purpose, the transcript required by subsection (c)(5), any written submissions, and any other information which the Commission considers relevant to such rule.

(2) If the petitioner or the Commission applies to the court for leave to make additional oral submissions or written presentations and shows

to the satisfaction of the court that such submissions and presentations would be material and that there were reasonable grounds for the submissions and failure to make such submissions and presentations in the proceeding before the Commission, the court may order the Commission to provide additional opportunity to make such submissions and presentations. The Commission may modify or set aside its rule or make a new rule by reason of the additional submissions and presentations and shall file such modified or new rule, and the rule's statement of basis of purpose, with the return of such submissions and presentations. The court shall thereafter review such new or modified rule.

(3) Upon the filing of the petition under paragraph (1) of this subsection, the court shall have jurisdiction to review the rule in accordance with chapter 7 of title 5 and to grant appropriate relief, including interim relief, as provided in such chapter. The court shall hold unlawful and set aside the rule on any ground specified in subparagraphs (A), (B), (C), or (D) of section 706(2) of title 5 (taking due account of the rule of prejudicial error), or if—

(A) the court finds that the Commission's action is not supported by substantial evidence in the rulemaking record (as defined in paragraph (1)(B) of this subsection) taken as a whole, or

(B) the court finds that—

(i) a Commission determination under subsection (c) that the petitioner is not entitled to conduct cross-examination or make rebuttal submissions, or

(ii) a Commission rule or ruling under subsection (c) limiting the petitioner's cross-examination or rebuttal submissions,

has precluded disclosure of disputed material facts which was necessary for fair determination by the Commission of the rulemaking proceeding taken as a whole.

The term "evidence", as used in this paragraph, means any matter in the rulemaking record.

(4) The judgment of the court affirming or setting aside, in whole or in part, any such rule shall be final, subject to review by the Supreme

Court of the United States upon certiorari or certification, as provided in section 1254 of title 28.

(5) (A) Remedies under the preceding paragraphs of this subsection are in addition to and not in lieu of any other remedies provided by law.

(B) The United States Courts of Appeal shall have exclusive jurisdiction of any action to obtain judicial review (other than in an enforcement proceeding) of a rule prescribed under subsection (a)(1)(B), if any district court of the United States would have had jurisdiction of such action but for this subparagraph. Any such action shall be brought in the United States Court of Appeals for the District of Columbia circuit, or for any circuit which includes a judicial district in which the action could have been brought but for this subparagraph.

(C) A determination, rule, or ruling of the Commission described in paragraph (3)(B)(i) or (ii) may be reviewed only in a proceeding under this subsection and only in accordance with paragraph (3)(B). Section 706(2)(E) of title 5 shall not apply to any rule promulgated under subsection (a)(1)(B). The contents and adequacy of any statement required by subsection (b)(1)(D) shall not be subject to judicial review in any respect.

(f) Definitions of banks, savings and loan institutions, and Federal credit unions

(1) Repealed. Pub. L. 111–203, title X, § 1092(2), July 21, 2010, 124 Stat. 2095

(2) **Definition.**—For purposes of this subchapter, the term “bank” means—

(A) national banks and Federal branches and Federal agencies of foreign banks;

(B) member banks of the Federal Reserve System (other than national banks), branches and agencies of foreign banks (other than Federal branches, Federal agencies, and insured State branches of foreign banks), commercial lending companies owned or controlled by foreign banks, and organizations operating under section 25 or 25A of the Federal Reserve Act [12 U.S.C. 601 et seq., 611 et seq.]; and

(C) banks insured by the Federal Deposit Insurance Corporation (other than banks referred to in subparagraph (A) or (B)) and insured State branches of foreign banks.

(3) For purposes of this subchapter, the term “savings and loan institution” has the same meaning as in section 1813 of title 12.

(4) For purposes of this subchapter, the term “Federal credit union” has the same meaning as in sections 1766 and 1786 of title 12.

The terms used in this paragraph that are not defined in this subchapter or otherwise defined in section 1813(s) of title 12 shall have the meaning given to them in section 3101 of title 12.

(g) Exemptions and stays from application of rules; procedures

(1) Any person to whom a rule under subsection (a)(1)(B) of this section applies may petition the Commission for an exemption from such rule.

(2) If, on its own motion or on the basis of a petition under paragraph (1), the Commission finds that the application of a rule prescribed under subsection (a)(1)(B) to any person or class or [3] persons is not necessary to prevent the unfair or deceptive act or practice to which the rule relates, the Commission may exempt such person or class from all or part of such rule. Section 553 of title 5 shall apply to action under this paragraph.

(3) Neither the pendency of a proceeding under this subsection respecting an exemption from a rule, nor the pendency of judicial proceedings to review the Commission’s action or failure to act under this subsection, shall stay the applicability of such rule under subsection (a)(1)(B).

(h) Restriction on rulemaking authority of Commission respecting children’s advertising proceedings pending on May 28, 1980

The Commission shall not have any authority to promulgate any rule in the children’s advertising proceeding pending on May 28, 1980, or in any substantially similar proceeding on the basis of a determination by the Commission that such advertising constitutes an unfair act or practice in or affecting commerce.

(i) Meetings with outside parties

(1) For purposes of this subsection, the term “outside party” means any person other than (A) a Commissioner; (B) an officer or employee of the Commission; or (C) any person who has entered into a contract or any other agreement or arrangement with the Commission to provide any goods or services (including consulting services) to the Commission.

(2) Not later than 60 days after May 28, 1980, the Commission shall publish a proposed rule, and not later than 180 days after May 28, 1980, the Commission shall promulgate a final rule, which shall authorize the Commission or any Commissioner to meet with any outside party concerning any rulemaking proceeding of the Commission. Such rule shall provide that—

(A) notice of any such meeting shall be included in any weekly calendar prepared by the Commission; and

(B) a verbatim record or a summary of any such meeting, or of any communication relating to any such meeting, shall be kept, made available to the public, and included in the rulemaking record.

(j) Communications by investigative personnel with staff of Commission concerning matters outside rulemaking record prohibited

Not later than 60 days after May 28, 1980, the Commission shall publish a proposed rule, and not later than 180 days after May 28, 1980, the Commission shall promulgate a final rule, which shall prohibit any officer, employee, or agent of the Commission with any investigative responsibility or other responsibility relating to any rulemaking proceeding within any operating bureau of the Commission, from communicating or causing to be communicated to any Commissioner or to the personal staff of any Commissioner any fact which is relevant to the merits of such proceeding and which is not on the rulemaking record of such proceeding, unless such communication is made available to the public and is included in the rulemaking record. The provisions of this subsection shall not apply to any communication to the extent such communication is required for the disposition of ex parte matters as authorized by law.

15 U.S.C. § 57b-3

Rulemaking process

(a) Definitions

For purposes of this section:

(1) The term “rule” means any rule promulgated by the Commission under section 46 or section 57a of this title, except that such term does not include interpretive rules, rules involving Commission management or personnel, general statements of policy, or rules relating to Commission organization, procedure, or practice. Such term does not include any amendment to a rule unless the Commission—

(A) estimates that such amendment will have an annual effect on the national economy of \$100,000,000 or more;

(B) estimates that such amendment will cause a substantial change in the cost or price of goods or services which are used extensively by particular industries, which are supplied extensively in particular geographic regions, or which are acquired in significant quantities by the Federal Government, or by State or local governments; or

(C) otherwise determines that such amendment will have a significant impact upon persons subject to regulation under such amendment and upon consumers.

(2) The term “rulemaking” means any Commission process for formulating or amending a rule.

(b) Notice of proposed rulemaking; regulatory analysis; contents; issuance

(1) In any case in which the Commission publishes notice of a proposed rulemaking, the Commission shall issue a preliminary regulatory analysis relating to the proposed rule involved. Each preliminary regulatory analysis shall contain—

(A) a concise statement of the need for, and the objectives of, the proposed rule;

(B) a description of any reasonable alternatives to the proposed rule which may accomplish the stated objective of the rule in a manner consistent with applicable law; and

(C) for the proposed rule, and for each of the alternatives described in the analysis, a preliminary analysis of the projected benefits and any adverse economic effects and any other effects, and of the effectiveness of the proposed rule and each alternative in meeting the stated objectives of the proposed rule.

(2) In any case in which the Commission promulgates a final rule, the Commission shall issue a final regulatory analysis relating to the final rule. Each final regulatory analysis shall contain—

(A) a concise statement of the need for, and the objectives of, the final rule;

(B) a description of any alternatives to the final rule which were considered by the Commission;

(C) an analysis of the projected benefits and any adverse economic effects and any other effects of the final rule;

(D) an explanation of the reasons for the determination of the Commission that the final rule will attain its objectives in a manner consistent with applicable law and the reasons the particular alternative was chosen; and

(E) a summary of any significant issues raised by the comments submitted during the public comment period in response to the preliminary regulatory analysis, and a summary of the assessment by the Commission of such issues.

(3) (A) In order to avoid duplication or waste, the Commission is authorized to—

(i) consider a series of closely related rules as one rule for purposes of this subsection; and

(ii) whenever appropriate, incorporate any data or analysis contained in a regulatory analysis issued under this subsection in the statement of basis and purpose to accompany any rule promulgated under section 57a(a)(1)(B) of this title, and incorporate by reference in any preliminary or final regulatory

analysis information contained in a notice of proposed rulemaking or a statement of basis and purpose.

(B) The Commission shall include, in each notice of proposed rulemaking and in each publication of a final rule, a statement of the manner in which the public may obtain copies of the preliminary and final regulatory analyses. The Commission may charge a reasonable fee for the copying and mailing of regulatory analyses. The regulatory analyses shall be furnished without charge or at a reduced charge if the Commission determines that waiver or reduction of the fee is in the public interest because furnishing the information primarily benefits the general public.

(4) The Commission is authorized to delay the completion of any of the requirements established in this subsection by publishing in the Federal Register, not later than the date of publication of the final rule involved, a finding that the final rule is being promulgated in response to an emergency which makes timely compliance with the provisions of this subsection impracticable. Such publication shall include a statement of the reasons for such finding.

(5) The requirements of this subsection shall not be construed to alter in any manner the substantive standards applicable to any action by the Commission, or the procedural standards otherwise applicable to such action.

(c) Judicial review

(1) The contents and adequacy of any regulatory analysis prepared or issued by the Commission under this section, including the adequacy of any procedure involved in such preparation or issuance, shall not be subject to any judicial review in any court, except that a court, upon review of a rule pursuant to section 57a(e) of this title, may set aside such rule if the Commission has failed entirely to prepare a regulatory analysis.

(2) Except as specified in paragraph (1), no Commission action may be invalidated, remanded, or otherwise affected by any court on account of any failure to comply with the requirements of this section.

(3) The provisions of this subsection do not alter the substantive or procedural standards otherwise applicable to judicial review of any action by the Commission.

(d) Regulatory agenda; contents; publication dates in Federal Register

(1) The Commission shall publish at least semiannually a regulatory agenda. Each regulatory agenda shall contain a list of rules which the Commission intends to propose or promulgate during the 12-month period following the publication of the agenda. On the first Monday in October of each year, the Commission shall publish in the Federal Register a schedule showing the dates during the current fiscal year on which the semiannual regulatory agenda of the Commission will be published.

(2) For each rule listed in a regulatory agenda, the Commission shall—

(A) describe the rule;

(B) state the objectives of and the legal basis for the rule; and

(C) specify any dates established or anticipated by the Commission for taking action, including dates for advance notice of proposed rulemaking, notices of proposed rulemaking, and final action by the Commission.

(3) Each regulatory agenda shall state the name, office address, and office telephone number of the Commission officer or employee responsible for responding to any inquiry relating to each rule listed.

(4) The Commission shall not propose or promulgate a rule which was not listed on a regulatory agenda unless the Commission publishes with the rule an explanation of the reasons the rule was omitted from such agenda.

CERTIFICATE OF COMPLIANCE

I certify that this brief complies with the type-volume limitation of Federal Rule of Appellate Procedure 32(a)(7)(B)(i) because, excluding the parts exempted under Federal Rule of Appellate Procedure 32(f), it contains 12,698 words.

I certify that this brief complies with the typeface requirements of Federal Rule of Appellate Procedure 32(a)(5) and the type-style requirements of Federal Rule of Appellate Procedure 32(a)(6) because this motion has been prepared in a proportionally spaced typeface using Microsoft Word 2019 in 14-point New Century Schoolbook LT.

I further certify that this brief has been scanned for viruses and is virus-free.

Dated: February 14, 2025

/s/ Helgi C. Walker
Helgi C. Walker
GIBSON, DUNN & CRUTCHER LLP
1700 M Street, N.W.
Washington, D.C. 20036
(202) 955-8500
hwalker@gibsondunn.com
Counsel for Petitioners

CERTIFICATE OF SERVICE

I hereby certify that on February 14, 2025, an electronic copy of the foregoing brief was filed with the Clerk of Court for the United States Court of Appeals for the Eighth Circuit using the appellate CM/ECF system, and service will be accomplished on all registered counsel by the appellate CM/ECF system.

/s/ Helgi C. Walker

Helgi C. Walker
GIBSON, DUNN & CRUTCHER LLP
1700 M Street, N.W.
Washington, D.C. 20036
(202) 955-8500
hwalker@gibsondunn.com

Counsel for Petitioners