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Products Liability: A Legal Overview

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Products Liability: A Legal Overview

SUMMARY

Products liability refers to the liability of a manufacturer or seller for injury caused by his product to the person or property of a buyer or third party. Legal developments starting in the 1960s, particularly the adoption of strict tort liability, have made it substantially easier for persons injured by defective products to recover damages. Starting in the 1980s, however, many states enacted tort reform legislation that limited the rights of injured parties. Advocates for consumers and

plaintiffs view strong products liability law as necessary to ensure adequate compensation for injured workers and consumers and to furnish an incentive for the manufacture of safe products. Manufacturers and their insurers, by contrast, contend that many products liability judgments are unwarranted or excessive and that national uniformity in products liability law is needed. Therefore, they favor replacing the 50 state products liability laws with one federal law.

MOST RECENT DEVELOPMENTS

On March 14, 2001, the House passed, by voice vote, H.R. 860, 107th Congress, the Multidistrict, Multiparty, Multiform Trial Jurisdiction Act of 2001. It was included in H.R. 2215, which, on November 2, 2002, was signed by the President and became Public Law 107-273. Section 2 authorizes multidistrict litigation panels that adjudicate pretrial matters in consolidated lawsuits (typically mass torts) to retain jurisdiction for trial instead of remanding the suits back to the districts where they were originally filed. Section 3 gives federal district courts, in three circumstances, “jurisdiction of any civil action involving minimal diversity between adverse parties that arise from a single accident, where at least 25 natural persons have either died or incurred injury . . . and, in the case of injury, the injury has resulted in damages that exceed \$150,000 per person. “Minimal diversity” means that a least one plaintiff and one defendant are from different states; “complete diversity,” which would otherwise be required, precludes federal court jurisdiction if any plaintiff and any defendant are from the same state.

On November 25, 2002, H.R. 5005, the Homeland Security Act of 2002 was signed by the President and became Public Law 107-296. It contains three sections that limit products liability of various defendants: section 304 immunizes manufacturers and administrators of smallpox vaccine from liability, section 863 limits the liability of sellers of anti-terrorism technology, and sections 1714-1717 limit the liability of manufacturers and administrators of the components and ingredients of vaccines. These provisions are discussed in CRS Report RL31649.

BACKGROUND AND ANALYSIS

Products liability, which is primarily a matter of state law, is generally based on strict tort liability rather than on negligence. This means that a plaintiff need prove only that the defendant sold a defective product and that the defect was the proximate cause of the plaintiff's injuries. Due care on the part of the defendant is ordinarily immaterial. The purpose of strict tort liability is “to insure that the costs of injuries resulting from defective products are borne by the manufacturers that put such products on the market rather than by the injured persons who are powerless to protect themselves” (*Greenman v. Yuba Power Products, Inc.*, 377 P.2d 897 (1963)).

The Federal Interagency Task Force on Product Liability, under the direction of the Department of Commerce, in its Final Report issued November 1, 1977, found that the cost of product liability insurance had risen dramatically, making it more difficult for some small firms to obtain adequate insurance coverage. The major causes of the dramatic rise in rates, the Task Force found, were irrational premium setting procedures by insurance companies, the manufacture of products that are not as safe as current technologies would allow, and uncertainties as to how personal injury litigation is conducted.

On April 6, 1978, the Department of Commerce released an *Options Paper on Product Liability and Accident Compensation Issues*, 43 Federal Register 14612. It included a model bill entitled, “Product Liability Self-Insurance Act of 1978.” On September 11, 1978, the Department published a summary of over 300 comments submitted to it on its Options Paper (43 Federal Register 40438).

On July 20, 1978, the Carter Administration unveiled its program to deal with product liability problems. The proposals generally followed those suggested by the Department of Commerce in its Options Paper. The Administration also directed that a model uniform product liability law be prepared to add stability to products liability law, which varies from state to state.

The Department of Commerce subsequently published a Model Uniform Product Liability Act. See 44 Federal Register 2996 (January 12, 1979) for the draft version and 44 Federal Register 62714 (October 31, 1979) for the final version. Although intended for enactment by the states, the draft version was introduced in the 96th Congress as H.R. 1676, and the final version was introduced as H.R. 5976 (both by Representative LaFalce). Hearings on the two versions were held, but neither was enacted.

In October 1985, Attorney General Meese established the Tort Policy Working Group, which consisted of representatives of ten Federal agencies and the White House. In February, 1986, the group issued its report: "Report of the Tort Policy Working Group on the Causes, Extent and Policy Implications of the Current Crisis of Insurance Availability and Affordability." The report made eight recommendations, including the elimination of joint and several liability and of the collateral source rule, a \$100,000 cap on non-economic damages, and a 25% cap on the first \$100,000 in lawyer's contingent fees. In March 1987, the Tort Policy Working Group issued another report, "An Update on the Liability Crisis."

During the 1980s, in response to the liability insurance "crisis," many states enacted tort reforms intended to limit the rights of injured parties. Some states limited the right of plaintiff to sue product sellers other than the manufacturer; some states permitted awards of punitive damages only upon proof by "clear and convincing" evidence, or required that a portion of punitive damages be paid to a state fund; some states enacted caps on punitive damages or on non-economic damages, such as pain and suffering; some states limited or eliminated joint and several liability or the collateral source rule; and some enacted a statute of repose. (See "Glossary" for an explanation of these terms.) State reforms continued to be enacted into the 1990s.

Consumer representatives and plaintiffs' attorneys generally oppose limiting injured parties' rights in products liability suits; they consider the present system necessary to provide incentives for the manufacture of safe products and to ensure adequate compensation for injured workers and consumers. Insurance companies and product manufacturers, by contrast, hoping to reduce the amount currently paid as the result of products liability suits, and seeking national uniformity in products liability law, have supported federal products liability reform.

A federal products liability statute could bring about national uniformity with respect to some issues; some proposed legislation, for example, has included a national statute of limitations and statute of repose for products liability suits. However, some legislative provisions, such as one that establishes a standard of conduct for the award of punitive damages, are necessarily subject to varying interpretations by every Federal and state court, unless the Supreme Court establishes a national interpretation of it. Even if the Supreme Court does so, such a provision's application to the facts of particular cases may vary among juries. Therefore, the possibility of uniformity should not be overestimated.

Glossary

The extent to which each of the following concepts is applicable in particular products liability lawsuits depends upon the relevant state law.

Alteration of product. A possible contributing cause to an injury that may be performed by a plaintiff or a third party, such as a plaintiff's employer; it may reduce or eliminate a defendant's liability.

Assumption of risk. A form of contributory fault by a plaintiff; it may reduce or eliminate a defendant's liability.

Breach of warranty. A basis for liability that does not require the plaintiff to prove that the defendant was negligent, but does permit the defendant to raise certain contract law defenses to avoid liability.

Collateral source rule. The rule that a plaintiff's damages will not be reduced by amounts he recovered from sources other than the defendant, such as health insurance benefits.

Comparative negligence. The rule that plaintiff's recovery will be reduced in proportion to the degree that his own negligence (or other fault) was responsible for his injury. In its modified form, recovery is barred if the plaintiff's responsibility exceeds a specific degree, such as 50%.

Contributory negligence. Negligence (or other fault) on the part of the plaintiff that is wholly or partially responsible for his injury. In a few states, any degree of contributory negligence will totally bar recovery.

Design defect. A defect resulting from a product that, although manufactured as it had been designed, was not designed as safely as it should have been.

Economic damages. Out-of-pocket expenses incurred by the plaintiff, such as medical bills or loss of income.

Failure to warn. A defect consisting of the defendant's failure to provide adequate warnings or instructions regarding the use of its product.

Government contractor defense. A rule established by the Supreme Court enabling a defendant whose product complied with federal government contract specifications to avoid liability in some cases. *Boyle v. United Technologies Corp.*, 487 U.S. 500 (1988).

Government standards defense. A rule in a few states enabling a defendant whose product complied with government safety standards to avoid liability or to establish a presumption that its product was not defective.

Joint and several liability. The rule that each defendant who contributes to causing a plaintiff's injury may be held individually liable for the total damages.

Lawyers' contingent fees. Fees payable only upon recovery of damages, based upon a percentage of the recovery.

Manufacturing defect. A defect resulting from a product's not having been manufactured as it had been designed. Compare with "Design defect," supra.

Market share liability. Liability for the percentage of a plaintiff's damages equal to the defendant's market share of the injury-causing product; a few cases have held market share liability applicable where a plaintiff cannot prove that a particular defendant manufactured the injury-causing product.

Misuse of product. A form of contributory fault by a plaintiff; it may reduce or eliminate a defendant's liability.

Negligence. Breach of a duty to exercise due care; it is the traditional non-intentional tort standard in cases not based upon strict liability.

No-fault recovery. Recovery permitted in the absence of fault; it is not the law in any state with respect to products liability. If adopted in the product liability context it would permit recovery in the absence not only of negligence (as strict tort liability does), but in the absence of a product defect.

Non-economic damages. Damages payable for items other than out-of-pocket expenses, such as pain and suffering or punitive damages. Statutory caps on non-economic damages, however, are generally distinct from statutory caps on punitive damages.

Patent danger rule. The rule that a manufacturer is not liable for an injury caused by a design defect if the danger should have been obvious to the product user.

Periodic payments of future damages. Payments by a defendant for a plaintiff's future expenses on a periodic basis rather than in a lump sum.

Post-manufacturing improvements. Improvements in a product's design that occur after an injury and which plaintiffs seek to introduce in court as evidence that an injury-causing product was defective.

Punitive damages. Damages awarded, in addition to economic damages and other non-economic damages, to punish a defendant for willful or wanton conduct.

Restatement (Second) of Torts. A statement of tort law written by legal scholars; section 402A, which provides for strict tort liability for injuries caused by defective products, has been adopted by most states. On May 20, 1997, the American Law Institute adopted Restatement of the Law (3d), Torts: Product Liability, which is intended to replace section 402A. See, National Law Journal, June 2, 1997.

State of the art defense. The defense that permits a defendant to avoid liability in a design defect case if at the time of manufacture there was no safer design available, or in a failure to warn case if at the time of manufacture there was no way the defendant could have known of the danger he failed to warn against.

Statute of limitations. A statute specifying the number of years after injury occurs, or is discovered, or its cause is discovered, within which suit must be filed.

Statute of repose. A statute specifying the number of years after a product is first sold or distributed within which suit must be filed; it supplements the statute of limitations. Manufacturers favor statutes of repose because they preclude recovery where products are old; consumers oppose them because they result in suits being barred before injuries even occur.

Strict tort liability. Liability established if a plaintiff proves that a product defect caused an injury; the plaintiff need not prove that the defendant was negligent.

Useful life limitation. A period of time set forth by statute after which a product's useful life is deemed over and suit is barred or a presumption that the product was not defective is created; this is similar to a statute of repose.

Workers' compensation. Statutes in every state providing for limited no-fault compensation against employers by workers injured on the job. Receipt of such compensation ordinarily precludes a worker from suing his employer; it does not preclude him from suing a product manufacturer.

Federal Statutes Enacted, 97th-106th Congresses

The 97th Congress enacted P.L. 97-45, the Product Liability Risk Retention Act of 1981. The 98th Congress enacted P.L. 98-193, a clarification of the Product Liability Risk Retention Act of 1981. This statute was intended to permit "product manufacturers, sellers, and distributors to purchase . . . insurance on a group basis or to self-insure through insurance cooperatives called 'risk retention groups.'" S.Rept. 97-192, 97th Congress, 1st session. Federal legislation was necessary to accomplish this because many states have laws that would make the formation of such groups impractical on an interstate basis. The statute therefore exempts purchasing groups and risk retention groups from most regulation by states other than the ones in which they are chartered.

The 99th Congress enacted the Risk Retention Amendments of 1986, P.L. 99-563, which expanded the scope of the Product Liability Risk Retention Act of 1981 to enable risk retention groups and purchasing groups to provide all types of liability insurance, not only products liability insurance.

The 99th Congress also enacted the National Childhood Vaccine Injury Act of 1986, P.L. 99-660, which has been amended by every subsequent Congress. As amended, the Act requires most persons suffering vaccine-related injuries, prior to filing a tort action, to seek no-fault compensation through the National Vaccine Injury Compensation Program established by the Act. Under the Program, compensation for pain and suffering is limited to \$250,000. A party not satisfied with the compensation awarded under the Program may file a tort action under state law, but subject to some limitations. Although recovery under the Program is limited, it was hoped that "the relative certainty and generosity of the system's awards will divert a significant number of potential plaintiffs from litigation." H.Rept. 99-908, Part 1, 99th Congress, 2d Session 13 (1986).

Claims under the Program are filed in the United States Court of Federal Claims. Claims arising from vaccines administered prior to October 1, 1988 are paid from appropriated funds; see 42 U.S.C. § 300aa-15(j), as amended by P.L. 103-66, section 13632(b). Claims arising from vaccines administered after September 30, 1988 are paid from the Vaccine Injury Compensation Trust Fund, which is funded by an excise tax on vaccines. The tax expired at the end of 1992, and amounts from the Trust Fund were available only for payment of compensation with respect to vaccines administered before October 1, 1992. However, on June 10, 1993, P.L. 103-43, section 2012, authorized the Court of Federal Claims to continue to receive petitions for compensation for injuries or death associated with the administration of a vaccine on or after October 1, 1992. Then, on August 10, 1993, President Clinton signed the Omnibus Budget Reconciliation Act of 1993, P.L. 103-66, which reimposed the excise tax and authorized the Trust Fund to pay compensation for all claims arising from vaccines administered after September 30, 1988; see 26 U.S.C. § 4131, as amended by P.L. 103-66, section 13421(a), and 26 U.S.C. § 9510(c)(1), as amended by P.L. 103-66, section 13421(b).

On August 17, 1994, the President signed into law the General Aviation Revitalization Act, P.L. 103-298, which established an 18-year statute of repose (see glossary) for planes with fewer than 20 seats that are not used in scheduled service. 49 U.S.C. § 40101 note.

The 104th Congress passed a products liability bill, H.R. 956, but failed to override President Clinton's veto of it.

The 105th Congress enacted H.R. 872, the Biomaterials Access Assurance Act of 1998 (P.L. 105-230), which limits the products liability under state law of biomaterials suppliers, which it defines as an entity that supplies a component part or raw materials for use in the manufacture of an implant.

The 106th Congress enacted H.R. 775, the Y2K Act (P.L. 106-37), which limits contractual and tort liability under state law in suits, other than those for personal injury or wrongful death, "in which the plaintiff's alleged harm or injury arises from or is related to an actual or potential Y2K failure" Limitations on tort liability include (1) a cap on punitive damages, of the lesser of three times the amount awarded for compensatory damages or \$250,000, but the cap applies only to defendants who are individuals whose net worth does not exceed \$500,000 or organizations with fewer than 50 full-time employees, (2) a "clear and convincing evidence" standard for the recovery of punitive damages, (3) the elimination of joint and several liability except in cases of specific intent to injure or knowing commission of fraud, and except in some cases in which damages against a defendant are uncollectible, and (4) except in the case of an "intentional tort arising independent of a contract," a prohibition on damages for economic loss, including lost profits or sales.

The 107th Congress enacted the Multidistrict, Multiparty, Multiform Trial Jurisdiction Act of 2001 (P.L. 107-273). Section 2 authorizes multidistrict litigation panels that adjudicate pretrial matters in consolidated lawsuits (typically mass torts) to retain jurisdiction for trial instead of remanding the suits back to the districts where they were originally filed. Section 3 gives federal district courts, in three circumstances, "jurisdiction of any civil action involving minimal diversity between adverse parties that arise from a single accident, where at least 25 natural persons have either died or incurred injury . . . and, in the case of injury,

the injury has resulted in damages that exceed \$150,000 per person. “Minimal diversity” means that a least one plaintiff and one defendant are from different states; “complete diversity,” which would otherwise be required, precludes federal court jurisdiction if any plaintiff and any defendant are from the same state.

The 107th Congress also enacted the Homeland Security Act of 2002 (P.L. 107-296), three sections of which limit the products liability of various defendants: section 304 immunizes manufacturers and administrators of smallpox vaccine from liability, section 863 limits the liability of sellers of anti-terrorism technology, and sections 1714-1717 limit the liability of manufacturers and administrators of the components and ingredients of vaccines. These provisions are discussed in CRS Report RL31649.

CONGRESSIONAL HEARINGS, REPORTS, AND DOCUMENTS

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U.S. Congress. House. Veto of H.R. 956 — Message from the President of the United States. May 6, 1996. Washington, U.S. Govt. Print. Off., 1996. 27 p. (104th Congress, 2d session. House. Document 104-207)

U.S. Congress. House. Committee on Commerce. Common Sense Product Liability Reform Act; report to accompany H.R. 917. Washington, U.S. Govt. Print. Off., 1995. 34 p. (104th Congress, 1st session. H.Rept. 104-63, part 1)

U.S. Congress. House. Committee on Commerce. Subcommittee on Commerce, Trade, and Hazardous Materials. Common Sense Product Liability Reform Act. Hearing, 104th Congress, 1st session. February 21, 1995. Washington, U.S. Govt. Print. Off., 1995. 77 p.
“Serial no. 104-7”

U.S. Congress. House. Committee on Commerce. Subcommittee on Telecommunications and Finance. Hearings, 104th Congress, 1st session. January 19 and February 10, 1995. Washington, U.S. Govt. Print. Off., 1995. 338 p.
“Serial no. 104-2”

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“Serial no. 105-31”

U.S. Congress. House. Committee on Education and Labor. Subcommittee on Labor Standards. Workmen’s compensation. Hearings, 100th Congress, 2d session, on H.R. 1115. September 27, 1988. Washington, U.S. Govt. Print. Off., 1988. 45 p.
“Serial no. 100-96”

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- Risk Retention Amendments of 1986; report to accompany H.R. 5225. Washington, U.S. Govt. Print. Off., 1986. 30 p. (99th Congress, 2d session. H.Rept. 99-865)
- Uniform Product Safety Act of 1988; report to accompany H.R. 1115. Washington, U.S. Govt. Print. Off., 1988. 110 p. (100th Congress, 2d session. H.Rept. 100-748, part 1)
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- Hearings, 100th Congress, 1st session, on H.R. 2238. May 5, 20, June 18, and July 9, 1987. Washington, U.S. Govt. Print. Off., 1988. 666 p.
“Serial no. 100-61”
- Product liability, part 2. Hearings, 100th Congress. July 21, 23, August 6, October 7, 1987. 537 p.
“Serial no. 100-102”
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“Serial no. 99-98”
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- U.S. Congress. House. Committee on Interstate and Foreign Commerce. Product Liability Risk Retention Act of 1980; report together with minority views to accompany H.R. 6152. Washington, U.S. Govt. Print. Off., 1980. 49 p. (96th Congress, 2d session. H.Rept. 96-791)
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- Common Sense Legal Standards Reform Act of 1995; report to accompany H.R. 956. Washington, U.S. Govt. Print. Off., 1995. 44 p. (104th Congress, 1st session. H.Rept. 104-64, Part I)
- Product liability and legal reform. Hearing, 104th Congress, 1st session, on H.R. 10. February 13, 1995. Washington, U.S. Govt. Print. Off., 1995. 251 p.
“Serial no. 4”
- Product Liability Fairness Act. Hearing, 103rd Congress, 2d session, on S. 687. March 15, 1994. Washington, U.S. Govt. Print. Off., 1995. 169 p.
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- U.S. Congress. House. Committee on the Judiciary. Subcommittee on Administrative Law and Governmental Relations. Government Contractors’ Product Liability and Indemnification Acts. Hearings, 98th Congress, 2d session, on H.R. 4083 and H.R. 4199. March 14 and 15, 1984. Washington, U.S. Govt. Print. Off., 1984. 170 p.
- U.S. Congress. House. Committee on the Judiciary. Subcommittee on Economic and Commercial Law. Aviation Revitalization Act of 1993; report to accompany S. 1458. Washington, U.S. Govt. Print. Off., 1994. 12 p. (103rd Congress, 2d session. H.Rept. 103-525, Part II)
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- U.S. Congress. House. Committee on Public Works and Transportation. Aviation Revitalization Act of 1993; report to accompany S. 1458. Washington, U.S. Govt. Print. Off., 1994. 8 p. (103rd Congress, 2d session. H.Rept. 103-525, Part I)
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- Year 2000 (Y2K) Act; report to accompany S. 96. Washington, U.S. Govt. Print. Off., 1999. 14 p. (106th Congress, 1st session. S.Rept. 106-10)
- General Aviation Accident Liability Standards Act of 1986; report to accompany S. 2794. Washington, U.S. Govt. Print. Off., 1986. 18 p. (99th Congress, 2d session. S.Rept. 99-428)
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- General Aviation Accident Liability Standards Act of 1989; report together with minority views, on S. 640. November 12, 1989. Washington, U.S. Govt. Print. Off., 1989. 22 p. (101st Congress, 1st session. S.Rept. 101-223)

- Product Liability Act of 1982; report to accompany S. 2631. Washington, U.S. Govt. Print. Off., 1982. 58 p. (97th Congress, 2d session. S.Rept. 97-670)
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- Product Liability Reform Act; report to accompany S. 2760. Washington, U.S. Govt. Print. Off., 1986. 124 p. (99th Congress, 2d session. S.Rept. 99-422)
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- Product Liability Reform Act; report together with additional and minority views, on S. 1400. June 29, 1990. Washington, U.S. Govt. Print. Off., 1990. 76 p. (101st Congress, 2d session. S.Rept. 101-356)
- Product Liability Risk Retention Act of 1979. Hearings, 96th Congress, 2d session, on S. 1789 and H.R. 6152. April 22 and July 30, 1980. Washington, U.S. Govt. Print. Off., 1980. 280 p.
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