IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON IN AND FOR THE COUNTY OF THURSTON

SILENT MAJORITY FOUNDATION,
a Washington non-profit
corporation,

Plaintiff,

vs.

JAY INSLEE, in his capacity
as the Governor of the
State of Washington,

Defendant.

Defendant.

VERBATIM REPORT OF PROCEEDINGS

BE IT REMEMBERED that on October 7, 2022, the above-entitled matter came on for hearing before the HONORABLE CAROL MURPHY, Judge of Thurston County Superior Court.

Reported by: Aurora Shackell, RMR CRR

Official Court Reporter, CCR# 2439 2000 Lakeridge Drive SW, Bldg No. 2

Olympia, WA 98502 (360) 786-5570

aurora.shackell@co.thurston.wa.us

APPEARANCES

For the Plaintiff: SIMON P. SERRANO

Silent Majority Foundation

5238 Outlet Dr.

Pasco, WA 99301-8969

For the Defendant: EMMA GRUNBERG

JEFFREY EVEN

Attorney General's Office 800 Fifth Ave Ste 2000 Seattle, WA 98104-3188

1 October 7, 2022, in Olympia, Washington 2 Before the Honorable CAROL MURPHY, Presiding 3 --00000--4 5 THE COURT: We are back on the record to hear 6 Silent Majority Foundation versus Jay Inslee, 7 22-2-1146-34. And if we could please have the 8 parties put their appearances on the record. 9 MS. GRUNBERG: Emma Grunberg here representing Governor Inslee. 10 11 THE COURT: Looks like Mr. Evans is speaking. I'm sorry, just to identify myself, 12 MR. EVEN: 13 Jeffrey Even, also here for Governor Inslee. Ms. 14 Grunberg would be arguing. MR. SERRANO: And Pete Serrano on behalf of 15 16 Silent Majority Foundation. 17 THE COURT: Thank you. Are there any preliminary matters before the court hears argument 18 19 on the motion before it? 20 MS. GRUNBERG: Not from us, Your Honor. 21 MR. SERRANO: And none here, Your Honor. 22 THE COURT: The parties will be limited to 12 minutes per side. And I will hear from Ms. 23 24 Grunberg first. 25 MS. GRUNBERG: Thank you, Your Honor. Emma

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

Grunberg representing Governor Inslee. This matter comes before the court on defendant's motion for judgment on the pleadings. Like every other governor in America, Governor Inslee declared a COVID-19 state of emergency and issued emergency orders on a statewide basis, including the March 22nd mask and vaccine orders challenged here. The reason is clear. COVID-19 is a contagious airborne disease which spread quickly throughout the world. This case is nonetheless premised on plaintiff's claim that the governor was required to manage his emergency response on a county-by-county basis, stopping and restarting the emergency in each county according to fluctuations in county-level data, but varied continuously week by week. This is unworkable and it fails as a matter of law.

I'd like to first address the plaintiff's claim that the governor was required to make county-by-county findings before issuing the challenged orders, and then we'll turn to the claim that order had been restored in certain counties in March 2022 when the challenged orders were issued.

First, statutory law does not require the governor to make county-by-county findings in order to issue statewide emergency orders pursuant to a statewide

emergency. Plaintiff's argument on this point confuses the statutory requirements for A, an initial declaration of an emergency, and B, an emergency order issued pursuant to a declared emergency. For the initial declaration of emergency, the governor must find that a public disorder, disaster, et cetera, affecting life, health, property or the public peace exists within this state or any part thereof. On that basis, he may, quote, proclaim a state of emergency in the area affected. That's RCW 43.06.010(12).

In this case, in February 2020, the governor found that COVID-19 was a public disaster affecting life, health, property and the public peace statewide, and, therefore, he proclaimed that an emergency existed statewide. This emergency declaration unlocked the governor's power to issue emergency orders such as those challenged here. The governor has authority to issue orders that are, quote, effective within the area described in the emergency declaration. That's RCW 43.06.010(12), and similar language is found in RCW 43.06.220.

Here, because the emergency declaration explicitly covered the entire state, the governor had issued orders effective statewide. The only statutory

requirements for such orders are that they fall within the categories enumerated in RCW 43.06.220, which is not challenged, and that they be in writing, signed by the governor and filed with the Secretary of State under RCW 43.06.210, which is also not challenged here.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

But nowhere in any of the governing statutes is there any requirements that the governor make any findings, let alone county-by-county findings, before issuing an emergency order pursuant to an underlying state of emergency. The fact that the governor's statutory authority to issue such emergency orders is broad does not mean the orders themselves are immune from legal oversight. To the contrary, numerous lawsuits have been filed challenging various COVID-19 orders, including mask and vaccine requirements on constitutional and other grounds. But under statutory law, when the governor declares a statewide emergency, he may then issue orders applying statewide. There is simply no statutory requirement that the governor first make findings that the emergency continues to exist in each county.

I'd like to turn lastly to plaintiff's claim that order had been restored in certain counties in March 2022 and, therefore, the governor was required

to terminate the emergency in those counties. To be clear, plaintiff has not claimed in his complaint and does not argue in its response brief that order had been restored on a statewide basis in March 2022. Instead, the crux of plaintiff's claim is that order had been restored in certain counties at that time. And that's really encapsulated in paragraph 3 of the But the law permits the governor to complaint. declare and maintain a state of emergency on a statewide basis. The statute allows the governor to proclaim a state of emergency, quote, in the area affected, which can be either the entire state or even any part thereof, RCW 43.06.010. The governor must terminate the state of emergency, quote, when order has been restored in the area affected. RCW 43.06.210.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

Here, the area affected, as the governor found in his February 2020 emergency declaration, is the entire state. Therefore, the question for the governor in deciding whether to lift the state of emergency in March 2022 was whether order had been restored statewide. Plaintiffs claim that the governor was, in fact, required to consider that question for each county, and because the data suggests that new COVID-19 cases were low or zero in

particular counties during the weeks the challenged orders were issued in March, plaintiffs claim that order had been restored in those counties, and, therefore, the governor was required to end the State of emergency in those counties.

And to be clear, this is a 12(c) motion, so we accept all of those facts and citations to statistics as true for the purposes of this motion. And plaintiff's argument is that the governor was required to end the state of emergency in those counties, even if only temporarily, until statistics went back up, and that's the response brief on page 8.

If accepted, this argument would require stopping and restarting not only the state of emergency on a county-by-county basis, but also all emergency orders, including statutory waivers and suspensions based on continual fluctuations in county-level data. This is not what the law requires. The governor appropriately exercised his discretion in finding that an emergency existed statewide and in making the determination of when to lift the state of emergency on a statewide basis.

Indeed, plaintiff has cited no case, and defendant could find none, which maintained the COVID-19 state

of emergency on a county-by-county basis. And the federal government has declared a nationwide emergency that remains ongoing with no announced The reason for this is clear, that this is not a localized disaster such as a flood. Rather, it is a highly contagious viral disease that spread quickly throughout the world by a person-to-person transmission. Plaintiff has advanced no plausible argument that the governor was required to declare and maintain the COVID-19 state of emergency by a county-by-county level. Its proposed rule and its interpretation of these statutes would arrest discretion from the governor to respond to statewide emergencies on statewide basis. This is not only unworkable, it is incompatible with the governing statutes.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

Plaintiff's claim fails, therefore, as a matter of law, and the defendant asks that this court grant its motion for judgment on the pleadings. I'm happy to answer any questions and otherwise save any remaining time for rebuttal. Thank you.

THE COURT: Ms. Grunberg, I do have a question just regarding procedurally your motion. First, I will tell you that the motion does reference many, many documents, websites, et cetera, and asks the

court to take judicial notice of multiple things. I have not researched each of those websites and references. Some of them change often, like the Department of Health dashboard. I have reviewed the pleadings filed in this case and the proclamations referenced as they have been referenced in the complaint in this case and truly considered this as a motion for judgment on the pleadings, not a motion for summary judgment.

That being said, reviewing carefully the complaint, is it the position of governor that the issue of whether the governor's authority must be based upon statistics on a county-by-county basis and whether the emergency was over and order was restored on a county-by-county basis addresses each and every claim for relief in the complaint?

MS. GRUNBERG: Yes, Your Honor. So we did include in our motion a statement of facts which addressed the kind of statewide COVID situation in March. If Your Honor believes that should be disregarded on this motion, we accept that. Our motion is really based on that claim as a matter of law and the proclamations referenced in the complaint, which we also cite in our brief. And so, yes, all of plaintiff's claims in their complaint

rest upon these legal arguments that county-by-county findings were necessary and that those COVID statistics meant that order was restored in those named counties and that, therefore, the governor's emergency authority had -- had gone over those counties.

THE COURT: Thank you. Mr. Serrano.

MR. SERRANO: Good morning, Your Honor. Pete Serrano on behalf of Silent Majority Foundation, plaintiffs. Thank you for your time this morning.

I'd like to clarify two issues. I'd also like to then run into a couple of words that are very relevant this morning as to what the governor -- sorry, was that on my end?

THE COURT: No, I don't think so. Go ahead.

MR. SERRANO: Okay. So, first, what other governors have done in other states is unquestionably irrelevant here. Not a single other governor in the 50 states of the territories of the United States is bound to Washington law. Washington law requires that the governor must do two things in relation to emergency proclamations. Simply these two elements bookend his statutory authority and provide his two statutory duties.

The first is, he must find a state of emergency

prior to so declaring one and then address the areas affected. That's the opening bookend, if you will.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

The second bookend, under Revised Code of Washington 43.06.210, is that the governor must terminate the emergency once order has been restored to the affected area. The two challenged proclamations, Proclamation 20-25.19 as well as 21-14.4 use two extremely critical operative words, which is why these pleadings are done in such a The governor proclaimed a state of fashion. emergency -- and these are Jay Inslee's written words -- "for all counties throughout the State of Washington." He declared that, those three words, "for all counties," and obviously in the other two, "throughout the State of Washington," the other three -- those six words, "for all counties throughout the State of Washington" are the operative words that define the area affected. Not the State of Washington generically. He declared a state of emergency in all counties.

So when the area affected addressed, as required by RCW 43.06.010(12), it says the governor may, after finding that a public disorder, et cetera, occurs affects the life, health and property of the public peace, may proclaim a state of emergency in the area

affected. Jay Inslee, on his own, in his writing, in his oral delivery of these proclamations declared the area affected all counties of the State of Washington.

So when we address these things -- when we addressed these two proclamations and challenged them in early May of 2022 and when Jay Inslee declared them, we expected that all counties of the State of Washington would be affected by the COVID-19. When Jay Inslee, through his finding -- and I'll address these here shortly -- cited to CDC COVID numbers that mean medium transmissions, when he cites to specific hospitalizations numbers, again from the CDC, and these threshold numbers aren't met, his findings failed. He has not found an emergency, and the proclamations from their initiation were invalid.

And I want to go through those. But again, the bookend here is that the governor must find a state of emergency, he declared one in all counties in the State of Washington, seemingly utilized data that didn't support such a finding, and then once the order is restored to the areas affected in all counties or in each county, because he elected to use that county -- "all counties" statement, he must -- he must -- this is not a discretionary duty --

terminate. The proclamations must terminate. And that's as required by 43.06.210.

Just running through the proclamations themselves, in 20-25.19, Governor Inslee addressed what seemingly was a claimed victory or nearing victory over the COVID-19 pandemic when he stated -- this was part of his warehouse clause, which seemed to be his finding -- notably, Governor Inslee never clearly stated, aside from the existence of COVID-19, what the emergency was. His findings have been kind of all over the place. But in proclamation 20-25.19, he states the following, "Many eligible Washingtonians have been able to take advantage of the remarkable lifesaving vaccines being administered throughout the State have made a difference and altered the course of the pandemic in fundamental ways." That -- again, those are Jay Inslee's words.

He further states that as of March 7th, 2022, 81 percent of people five years and older have initiated COVID-19 vaccination, 73.4 percent are fully vaccinated, and more than 58 percent of people eligible for COVID-19 boosters have received one.

The governor then proceeds to give us -- and I'm not sure what the relevance is, he never explained it -- the metrics for designating medium-level

COVID-19 infection from the CDC, a seven-day case rate of 92 cases per 100,000, hospitalization administration of 6.7 per 100,000, and 12 percent of staff beds occupied by people who have COVID-19.

When you look at the pleadings, when you look at our complaint as well as our motion for relief, each one of those numbers is lower specifically at the time that all counties -- and again, I'm using Jay Inslee's words -- all counties suffered this emergency. At the issuance of the first proclamation, three counties had zero COVID-19 cases. Thirteen counties had more than zero but less than ten. Quite frankly, Your Honor, I don't know what the relevance of any of those numbers are. And Jay Inslee has yet, after two and a half years of the pandemic, to declare what threshold it is that a state of emergency persists, exists or terminates.

Moving to April 19th, 2022, six counties had zero cases in relation to the ICU beds. When he declared in March -- on March 11th, it was 5.57 percent, and 2.36 percent on April 19th, and it had risen from 2.36 percent to 2.91 on May 1st, 2022.

Let me walk you back to what he declared a medium level of COVID-19 infection was. Hospital admission rates of 6.7 for 100,000 people. Not a single time

within the month of the declarations, and I'm talking about preceding and after, was that threshold met.

So when Jay Inslee, the governor, using his discretionary powers, quote-unquote, finds a state of emergency and he fails to support it with the science and data, whether it's discretionary or not, he cannot continue to persist that state of emergency in all counties of the State of Washington where that, quote-unquote, emergency does not exist.

THE COURT: Mr. Serrano.

MR. SERRANO: Yes, ma'am.

THE COURT: Is there any case that identifies specifically what "affected areas" is defined as?

MR. SERRANO: That is a great --

THE COURT: Can it never be the whole state?

MR. SERRANO: That is a great question. I've yet to find one. I think the best case, and we've -- I think we've almost kind of beat this case up, is the *Cougar Association*. And I will use words, and I think quite frankly, this statement cuts both ways, where it's beneficial to our statement, and I think to a degree, it's not exactly the best. But I'll read it. It's from page 76 of that holding.

"The statute does not define what the phrase 'when order has been restored' means. Logically, it means

a time where the public disorder" -- and I apologize, this doesn't address the affected areas, because I have yet to really see someone or a court, if you will, opine on that. But I do want to talk about when order has been restored. So I apologize, I'm not, you know, sidestepping your question. I'm getting as close as I can. "The statute" -- I'll restart.

"The statute does not define what the phrase 'when order has been restored' means. Logically, it means a time when the public disorder, disaster, energy emergency or riot which led the governor to declare the state of emergency no longer exists. The governor's discretion is the same at determining both the start and end of such an occurrence. This is particularly true when the disaster is an active but not currently erupting volcano."

Now, obviously, that statement, the back end, leads itself to the governor has wide discretion. But unquestionably, the courts still seem to be silent on this issue of when order has been restored, aside from the simple single statement that, logically, it means when the public disorder, disaster, energy emergency or riot which led the governor to declare the state of emergency no longer

exists.

I think problematically, Your Honor, when the governor says all counties, he means all counties, not some counties, not most counties, not 36 of 39 or 33 of 39, but where he declares an emergency and it does not exist by the data that he relies upon to declare it, the data produced by the State of Washington. You know, these aren't numbers that we've manufactured. These are the State Department of Health's numbers that we've pulled up. Zero COVID cases means it does not exist.

The best I can do, Your Honor, is give you what Cougar has given us, which is that, logically, when there's no existence, and the governor has declared in all counties that seemingly when some counties have none, the only decision is that whether or not Governor Newsom in California or Governor DeSantis in Florida -- and I intentionally picked two very politically opposite individuals -- are declaring emergencies or not declaring emergencies, that's irrelevant. Not a single one of them is bound by the bookends of Revised Code of Washington 43.06. Jay Inslee is, however.

And this precedent is limited. We're limited to an active volcano that blew up, you know, when I was

a child, so I don't recall this, but, obviously, it was a very, you know, disastrous situation. There's no question that ensuing courts, including our State Supreme Court over the past two years, including cases I've been involved in, have declared the COVID-19 a disorder or a disaster.

But there is no question that when the governor uses the term "all counties," he means all counties. He cannot mean some. If that were the case, he should have declared in most. I'm not his adviser, so I can't speak to what he did, aside from what I read, Your Honor. He used two operative words, "all counties."

When we challenged these proclamations as soon as we could after their issuance, COVID did not exist in some counties. I understand it fluctuates, but you cannot use your power to declare an emergency in all counties and not mean it if it doesn't exist in some counties. And that's the position that we've taken since day one. It's the position that will continue.

I do want to read two things -- I see my time is short, so I'll be very quick here. Looking to the State's reply on this motion that we're hearing this morning, it's on page 10, so it's right before the conclusion. Says, "As the governor explained, the

18

19

20

21

22

23

24

25

for healthcare systems to prepare for the reimposition of statutory requirements for training, licensing and temporary permitting of healthcare and long-term care workers currently waived by emergency orders." When the governor predictably declared the end of COVID about 50 days out on September 8th that it would terminate on Halloween October 31st, the justification he used and defendants have cited here is that some sort of administrative burden on permitting and licensing constitutes the state of emergency. If the emergency was over when he so declared on September 8th, it should have been declared over. He had a statutory obligation under RCW 43.06.210 to declare it and it terminates. frankly, I don't think -- and yet -- there's yet to be a real good case on whether he even has discretion

October 31 end date is necessary to provide lead time

Unquestionably -- yes, Your Honor?

on that termination.

THE COURT: Please conclude.

MR. SERRANO: Okay. Unquestionably, Revised Code of Washington 43.06.210 states that the governor must terminate said state of emergency proclamation when order has been restored in the affected area, and we believe that's been the position, and it

certainly is the position now.

Thank you, Your Honor.

THE COURT: Thank you. Ms. Grunberg.

MS. GRUNBERG: Thank you, Your Honor. If Your Honor has specific questions for me, I'm happy to focus on those. If not, I'd like to respond to the question about whether there is any caselaw or statutory law supporting this idea that an emergency can exist statewide, that this area affected described in the statutes can mean statewide.

The Cougar case itself dealt with a statewide emergency. So in Cougar, the governor proclaimed an emergency based on Mount St. Helens volcanic activity statewide on the basis that there was a danger to the entire state. I think the quote was, "The unpredictable nature of the volcano created a statewide threat to life and property." And then the residents of that town in that case challenged the specific emergency orders placing their town in the restricted access zone and said the governor had lost emergency authority over the town because order had been restored in that specific town sometime in, I think it was June 1980. And the court rejected this contention, holding that the governor's emergency authority over that town persisted after June 1980,

because despite the claim that order had been restored, that determination was reserved for the governor's discretion.

But in terms of the question of whether there can be an emergency statewide, there was a statewide emergency in *Cougar*. I don't think any party even challenged the ability of the governor to declare an emergency statewide. The statutes themselves say the governor may declare that a public disorder, disaster, energy emergency or riot exists within this state or any part thereof. That order would be rendered meaningless if it could not be statewide, if it had to be only within any part thereof.

And then the other statutes say that emergency orders can cover the area identified in the initial emergency declaration. And here, as plaintiff has repeatedly said that is all counties in the State of Washington. Plaintiff's argument appears to be premised on perhaps a difference between a statewide emergency or an emergency that exists in all counties in the State of Washington. There is no difference under law. All counties cover the entire territory of the State of Washington for good reason. Because this is a viral disease that does not respect jurisdictional boundaries. It is easily transmitted

from person to person.

So the question of when order has been restored means, as the statutes clearly set out, has order been restored in the area affected in the emergency declaration, and that is all counties in the State of Washington. And plaintiff admits, to say otherwise would mean stopping and restarting the emergency declarations in all orders issued pursuant thereto on a county-by-county basis, and that is simply not required by law to deal with a global crisis and nationwide and statewide crisis.

If the court has no further questions, we ask the court grant this motion. Thank you.

THE COURT: Thank you. The court is going to take a brief recess, and then I will announce my oral ruling. I anticipate doing that in about ten minutes. Court is in recess.

(Recess.)

THE COURT: The court is prepared at this time to issue a ruling on the motion before it. The central issue here is whether the governor must find a state of emergency and terminate that state of emergency based upon information on a county-by-county basis. A key determination here is what is meant by the phrase "affected areas." The

court agrees as a matter of law that the governor must identify a state of emergency by specifically identifying the areas affected and that the governor must terminate once order has been restored to the identified areas affected.

The court has considered the pleadings in the case and the documents referenced in the complaint. The court has not found in its research any additional authorities to assist the court in the questions before it. I believe that the parties have very well briefed these issues.

Based upon this record and the authorities cited by the parties, the court concludes that the phrase "for all counties" is identifying the affected area. The court finds no legal requirement to identify the affected area by county. In addition, the court finds that the particular emergency here presents an adequate record supporting the authority for the governor's action and inaction challenged here.

While a fire or flood may affect a particular area of the State, which may be one or more counties or some other area, those events may impact other areas as well. An example that I have come up with that doesn't apply to this case is a flood in Lewis County that causes an extended closure of Interstate 5.

That may have severe impacts in other parts of the state, even though beyond the flooded area. Here, the issue surrounds an airborne virus that may have impacts across county lines.

Because the legal question presented here answers the issues presented in this particular motion as to the governor's authority to issue the challenged proclamations and to terminate the proclamations once order is restored, the motion is granted.

Do the parties require further clarification?

MS. GRUNBERG: No. Your Honor.

MR. SERRANO: No, Your Honor. Will you reduce this ruling to writing at all?

THE COURT: I do not plan to do so. If the parties could please confer as to the form of an order that reflects the court's ruling today, and then it can be presented to the court either through the court's telephonic ex parte process or the clerk's ex parte process, or if it is not agreed as to form, it can be set for presentation on the court's civil motion calendar.

So, just to review, the ex parte process that works most efficiently is for the parties to file in the court file a proposed order that is agreed as to form as indicated by signatures of counsel, and then

call the court's ex parte line between 8:30 and 9:00 each court day.

Any questions about that process?

MR. SERRANO: No, Your Honor.

MS. GRUNBERG: No, Your Honor.

THE COURT: Thank you very much, counsel. Ι very much appreciate the hard work on this case. We are completed for today. And that completes the court's motion calendar this morning. Court is in recess.

--000--

| 1 | CERTIFICATE OF REPORTER |
|----------|---|
| 2 | |
| 3 | |
| 4 | STATE OF WASHINGTON) |
| 5 |) ss. COUNTY OF THURSTON) |
| 6 | T AUDODA I CHACKELL COD OFFI-1-1 |
| 7 | I, AURORA J. SHACKELL, CCR, Official Reporter of the Superior Court of the State of Washington in and for the County of Thurston do hereby certify: |
| 8 | I reported the proceedings stenographically; |
| 10 | This transcript is a true and correct record of the proceedings to the best of my ability, except for any changes made by the trial judge reviewing the transcript; |
| 11 12 | 3. I am in no way related to or employed by any party in this matter, nor any counsel in the matter; and |
| 13 | 4. I have no financial interest in the litigation. |
| 14 | |
| 15 | Dated this 3rd day of November, 2022. |
| 16 | batta tirra ara aay ar navambar, 2022. |
| 17 | |
| 18 | |
| 19 | |
| 20 | AURORA J. SHACKELL, RMR CRR Official Court Reporter |
| 21 | CCR No. 2439 |
| 22 | |
| 23 | |
| 24 | |
| 25 | |