Justin F. Roebuck 20th Circuit Court

STATE OF MICHIGAN

20th CIRCUIT COURT FOR THE COUNTY OF OTTAWA

PATRICK FLYNN, AJ RATERINK, PATRICIA LOOKS, BRIAN DOKTER, and STEVE AND JAMIE LEMIEUX,

Plaintiffs,

File No. 21-6624-CZ

Hon. Jon Hulsing

OTTAWA COUNTY DEPARTMENT OF PUBLIC HEALTH, LISA STEFANOSKY, M.ED., in her official capacity as Administrative Health Officer for the Ottawa County Department of Public Health AND THE OTTAWA COUNTY BOARD OF COMMISSIONERS,

Defendants.

PLAINTIFF'S COMPLAINT FOR IMMEDIATE DECLARATORY RELIEF AND MANDAMUS AND MOTION FOR SUMMARY DISPOSITION AND

DEFENDANT'S MOTION TO DISMISS AMENDED COMPLAINT FOR IMMEDIATE DECLARATORY RELIEF AND MANDAMUS

BEFORE THE HONORABLE JON HULSING, CIRCUIT JUDGE

Grand Haven, Michigan - Monday, December 6, 2021

APPEARANCES:

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WITNESSES:

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None

EXHIBITS:

<u>Identified</u> <u>Received</u>

None

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> 1 Grand Haven, Michigan 2 Monday, December 6, 2021 - 3:04 p.m. 3 THE COURT: This is file number 21-6624-CZ, Patrick Flynn, et al, versus the Ottawa County Department 5 of Public Health, Lisa Stefanovsky, and the County Board of Commissioners. Counsel are here. I have reviewed all 6 of the materials in advance of today's hearing. I also 7 had a brief conversation with counsel in chambers 8 9 regarding possible DQ or recusal, and it's my 10 understanding that neither counsel believes that there's 11 a conflict with the court sitting in this case. I did share some communications that I had with the other 12 13 judges and with Mr. Van Essen prior to this lawsuit being 14 filed and that was dealing with county protocols as it 15 pertained to mask mandates and I shared those emails. 16 Obviously Mr. Van Essen has seen them in the past. 17 shared them with Mr. Tountas, but we're okay to proceed then? 18 19 MR. TOUNTAS: We are, your Honor. 20 THE COURT: Okay. 21 MR VAN ESSEN: Yes, your Honor. 22 THE COURT: Who wishes to go first? 23 kind of have cross motions, but I'll leave it -- who wishes to go first? 24 25 He filed first, if you want to MR. TOUNTAS:

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go.

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MR VAN ESSEN: It's my motion and I'm older.

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THE COURT: Mr. Van Essen, you may proceed.

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MR VAN ESSEN: So age before beauty, your

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Honor.

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THE COURT: There we go.

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MR VAN ESSEN: Good afternoon again, your Honor. Doug Van Essen on behalf of Lisa Stefanovsky, the

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Board of Commissioners, and the Department of Public

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Health of Ottawa County.

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from reading their brief, your Honor, is that the court's

The plaintiff's position, as I understand it

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task is very easy. You just apply the plain language of

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Chapter 2441 and Chapter 2453. You don't even have to

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interpret the two, and in their view it's clear that the

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promulgation processes for 2441 and 2442 apply to any

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order issued under 2453.

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Honestly, your Honor, if we're not going to get to statutory interpretation, then I think clearly the defendant's motion must be granted. That is to say there's nothing in 2441 that says it applies to an order issued by a health officer under 2453. There's nothing in 2453 that says the promulgation procedure described by the statute in 2441 and 2442 applies to a health officer's issued order under 2453 or 2451, which is the

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imminent hazard or imminent threat statute. So the plain 1 2 language of the Public Health Code would seemingly support the defendant's position that the orders are --3 and the Public Health Code at least -- different from 4 5 regulations, and one cannot say that under the Public 6 Health Code every order is also a regulation and indeed we know that's not true. This court is eventually going 7 to issue an order as a state officer. It's not going to 8 9 issue a regulation. It doesn't promulgate regulations. 10 Regulations are part of the positive law of the state or 11 public health regulations adopted by Ottawa County are akin to an ordinance and they're part of the positive law 12 13 of the -- of Ottawa County. Orders have the hallmark of typically -- not always because the Public Service 14 15 Commission can issue an order, but typically they're issued by officers and they're not promulgated in the sense of notice and an opportunity to be heard, but rather they're issued upon factual findings and they're temporal in nature.

> Now, the plaintiffs argue that in 2441 it has language that talks about regulations track with the authority given to the department under the Public Health Code, but that's the department, not the health officer. The provisions of 2451 and 2453 are personal to the health officer. The mask mandate was issued not by the

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Public Health Department, but it was issued by the health officer as the mask mandates of 2020 were issued by the director of the department, not by the Michigan Department of Community Health.

I have before the court the relevant sections from the Public Health Code that I think the court needs to review and we start with 2233. This is the language in chapter 22 that pertains to the state's authority, but the language is almost exactly as the legislature use when it turned in 24 -- chapter 24 to the local health department's authority. So, we see in 2233 that the department may promulgate rules. We have an actor, the agency. We have a process, a discretionary process may promulgate. We have an object, it's a regulation.

2251, Imminent Danger. We have the director now, a different actor, that upon a different process a finding of imminent health shall — not discretionary, but shall immediately issue a notice and shall issue an order immediately; not a promulgation as under 2233 which requires the Administrative Procedures Act to be followed, 30 days' notice at a minimum. Now we have an imminent danger by a different actor, the health — the director of the Department of Health, who has to do something immediate and that is to issue a notice and an order.

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My friends Larry Willey and Chip Chamberlain are defending Director Lyon, Nick Lyon, who is the accused by the state of Michigan of violating his personal duties under 2251 with respect to the Flint lead Namely, he knew there was an imminent threat. crisis. He essentially made those findings in a number of communiques, but he failed to immediately notify the residents of Flint or to issue an order trying to protect them from the imminent health hazards, and that is alleged by the state of Michigan to be a personal, criminal violation of the law by not the department, but by the director at the time, Nick Lyon.

Then we see the same statute effectively for the health -- the Director of Community Health in epidemics, that if the director determines that control of an epidemic is necessary, the director by emergency order may prohibit the gathering of people for any There's no sense that you have to wait for 30 purpose. days and have the department promulgate a gathering restriction order. It is an emergency order which can go in effect upon the finding that the epidemic requires it.

In structuring penalties and violations for the Public Health Code or rules promulgated or orders issued in 2262, we have the department now may promulgate a regulation that will set a fine schedule or other penalty

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for a violation of the code, the statute, a violation of the regulation promulgated -- again, a different process, a different object, namely a regulation -- or the issuance of an order, that personal order which the director can issue. Clearly, if you look at the Department of Community Health's authoritative -- authority given by the Public Health Code, you see a distinction between the positive law regulation and a temporal, immediate issuance of an order such as the court would issue upon a finding of certain conditions.

So then we migrate over to chapter 24 which is obviously the set of statutes we're most focused on now. The premise of the plaintiffs apparently is that the legislature would use the same terms but in a different fashion with respect to local health departments. There's nothing in here that would suggest that. In fact, it uses the same language. 2441, the department. When the department is the actor, it may adopt regulations — which is different than issuing an order — to carry out the functions or the duties vested by law in the department as opposed to the officer. The regulations then have to be approved by the local governing body in a process that typically requires — well, that does according to 2442 require notice and an opportunity to be heard and a minimum of 20 days.

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There's no way you can promulgate a county health department regulation in less than 20 days because 2442 absolutely requires a minimum comment period of 22 days before any regulation can be promulgated at the local level.

We then have the same imminent hazard statute in 21 -- 2451 and now it's not the department. It's a different actor. In this case it's the health officer with a personal responsibility that's obligatory, not discretionary. It's an obligation of Lisa Stefanovsky if she finds there is an imminent danger to public health that she immediately issue a notice and an order to individuals affected by that imminent danger. sections in here which immediately -- that define imminent danger, which clearly indicate not a reflective notice opportunity and promulgation opportunity, but imminent action based on factual findings of an imminent That is carried over to epidemics in 2453. threat. local health officer determines that control of an epidemic is necessary to protect the public health, the health officer may issue an emergency order to prohibit the gathering of people.

Now, all attacks on my client Lisa

Stefanovsky's issuance of the order in this case
independent of the possible interface of the Board of

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Commissioners have been dropped. At this point it is conceded by the plaintiffs that she made adequate findings of fact that there was an epidemic and that supported adequately her issuance not of any order, but of an emergency order, and courts have already determined that the mask mandate as a condition for gathering is a sufficient or appropriate exercise of -- whether it's 2253 as it was last year or 2453 as it is this year, a health officer or Community Mental Health director's exercise of this particular statute.

In section 2 of this key statute, there's a discussion about providing involuntary detention. So, a health officer can -- whether it's AIDS or whether it is chickenpox, theoretically the health officer has the ability to abate that condition or to abate that threat by actually issuing an order that would require the detention of individuals who are contagious and who are a threat to public health. Now, obviously there's a whole process whereby once detained the individual has to be given due process and an opportunity and -- earlier in the epidemic and, in fact, we still haven't repealed that. We -- Judge Van Allsburg issued a blanket order allowing the health department to seize individuals in COVID and place them in detention. We haven't exercised that blanket order and that order does require within 48

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hours that a petition be filed, et cetera, compliant with 2453 too, but that's how imminent and urgent activities are under 2453.

We have the same disjunctive language, your Honor, in the local health department's authority as we have with the department when it comes to establishing violations. This time it's the Board of Commissioners, again like it would be the department pursuant to regulation, that would have to promulgate a fee schedule, a fine schedule, and again the objects are disjointed. A violation of the code, a violation of the Board of Commissioners' approved regulations, or the violation of an issued order can all be the subject of that regulation that establishes those fines.

So, it isn't just the notion that we can equate regulation and order that the court would have to undertake and essentially find that all orders are regulations in this context, but you'd also have to ignore the issuance versus promulgation language that is there with both the department and with the local health department. And you would also have to find that it's irrelevant that the legislature always chooses order in association with an individual's responsibility or authority to issue these orders and it always selects agency or local health department when it uses the verb

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promulgate and the object regulations. You would have to find that it's meaningless that in both the violation sections the legislature chose to authorize regulations or rules that would make discreet fines for a violation of the statute, regulations, or the rules. obviously we know there's a difference between the statute and the regulations, but you would have to find that it's a nullity that they added the fines and the possibility of fines for the violation of issued orders that they meant the same thing as a regulation. fact, the court would have to engage in mental gymnastics that in the hundred years of this statute no court has ever even been asked to do. If they're right then Director Gordon's or Director Hertel's mask mandates last year were equally ineffective because they weren't promulgated regulations. No one challenged that. submitted the opinion of the House attorney that despite the request of Representative Meerman, said, no, this is an issued order of the health officer. The Board of Commissioners has nothing to do with either approving or disproving those emergency orders under this particular statute.

If the court were to grant the plaintiff's the declaratory relief that they're asking, the health department and the health officer would be unable to meet

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1 the regular and ordinary use of 2253, which is 2 noroviruses such as we had at Hope College a few years ago, the chickenpox case that -- or the chickenpox 3 situation which Judge Miedema recently resolved. 5 were orders that had to be issued in an urgent situation 6 where the time period for contagion was well under 20 7 days, where if 20 days had to be waited before the health department's officers could act, the contagion would have 8 9 spread and would have defeated the very purpose for the This code was developed after the pandemics of 10 11 the flu and of smallpox. It has now been used again a hundred years later for COVID. We can all hope we never 12 13 have to have another epidemic order of that nature, a pandemic, as applied locally or at the state level 14 15 through these statutes, but to take away their regular 16 tool for dealing with smallpox or chickenpox or measles 17 or noroviruses would mean to defeat the obvious intent of 18 the legislature in giving health officers the personal 19 authority and cloak them with the power to deal with 20 those situations. We respectfully request that the court 21 not accept that invitation. Thank you.

THE COURT: Thank you. Mr. Tountas?

MR. TOUNTAS: Thank you, your Honor. Adam Tountas here on behalf of the plaintiffs. Your Honor, it's this simple: The August 20 and October 8 mask

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mandates are unenforceable, invalid, and they are that way because they were not voted on by the local governing entity. In this instance, the Board of County Commissioners.

The defendants acknowledge this is a case of statutory construction and Mr. Van Essen stood at this podium eloquently for about 25 minutes and didn't engage of one instance of statutory construction, didn't talk about these words, didn't cite a case, didn't cite a legal dictionary, didn't cite a lay dictionary. That's what we have to do, your Honor, when we interpret code sections. We do that because words have meaning, because in order to understand what the law says you have to understand what those words mean, and when you do that text is king. Text is where we go first and we start with the framework.

Let's start with the framework of the local Public Health Act. You have MCL 333.2413 which says a local governing entity -- in this case, your Honor, the Board of Commissioners -- creates the health department. Section 2428 says that local governing entity appoints the health officer, in this case Ms. Stefanovsky. She doesn't act with any authority in her own right. She acts because she was appointed to act in that fiduciary capacity by the County Commission. And then you have

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another section, 2441, the one we're talking about today, which says the health department may adopt regulations but they shall be subject to the oversight of the local governing entity. It's within that entire framework of accountability that these questions are answered. do have the epidemic section and the pandemic section which says that -- these are specifically 2451 and 2453 that mention the term order and those words are undefined in the statute. They're undefined in any single section of the health code, the broad one and the one that deals with local health agencies, and so here we're stuck in this quandry. We don't know what those words mean without engaging in statutory construction and our supreme court at the state and federal level has shown us how to do that. You go to a dictionary, and we've cited three different dictionary definitions that deal with these terms. Black's Law Dictionary, which is the one we're taught to go to in law school first and foremost, it says a regulation is, quote, an official rule or order having legal force usually issued by an administrative agency. Merriam Webster's Dictionary of the Law, which the state supreme court has cited on more than on occasion, defines regulation as, quote, an authoritative rule, specifically a rule or order issued by a governmental agency and often having force of law.

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1 also cited Merriam Webster's Collegiate Dictionary to 2 have a lay dictionary's take on this issue that says a regulation is, quote, a governmental order having the 3 4 force of law. So wherever you look, whichever one of 5 these tools out of the kit that the supreme court has 6 said you go to to interpret a statute, we come to this 7 conclusion: An order is a type of regulation issued by an administrative agency. It's how that agency tells 8 9 people like me and my kids and these plaintiffs here's 10 what you can do, here's what you can't do. It's how that 11 agency regulates and governs. And so if those two terms 12 are the same, now we know how we have to read section 13 Now we understand that even though you're allowed 14 to have the issuance of an emergency order and you can do 15 so without the notice and hearing provided in 2441, that 16 doesn't mean you get to issue that order in an 17 accountability vacuum. That is an absurd result when you 18 look at the entire framework where the County Commission 19 creates a health department, appoints an administrator, 20 and has final say over what does and doesn't have the 21 force of law.

Now, the argument that Mr. Van Essen offered basically comes down to this: Well, of course they mean different things. They're different words. And we're not going to bother looking at what those words mean in

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the law or in a dictionary of any sort, but they're different and so they have to be different because of chickenpox or because of this instance that happened a hundred years ago. Those are textually unsupportable There's nowhere in the local health code that arguments. it says you can issue a regulation, but it can't deal with disease. You know, your regulations, you can issue orders about stuff that isn't subject to normal business. It simply says you can issue an order if you have to act more rapidly and outside the auspices of the normal rulemaking process, but it does not, your Honor. no textual support in the statute, no case they've cited, no case we've cited that says you're otherwise immune from accountability. You're otherwise outside the scope of the local governing entities' absolute authority to regulate what does and doesn't have the authority of law.

Now, the point I would offer if you're going to go for these non-textual arguments is to, good grief, look at the statutory framework. You know, they say, well -- and they made this argument in writing, your Honor: Well, look, if regulations and orders were subject to the same approval process, then you've basically merged the rules and it's the first one and everything's gotta go through notice and comment. Well, no, that's not true. Notice doesn't show up in the other

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section. But flip the argument. What if they're right? What if there's this regulation rulemaking process which is arcane and takes a long time and is out here, but then there's this process the administrator can use whenever he or she decides they want to, not subject to any review, judicial, elected official or otherwise? It can be about any subject matter they want that's normally within the purview of the health department and there's not a darn thing anybody can do about it whether here, whether at the County Commission meeting, or otherwise. That is where the exception swallows the rule. That is untenable when you look at the statutory framework of the Public Health Code.

And, quite frankly, -- I'm not embarrassed to state from the podium, we said it in our brief -- it's un-American. We don't live in East Germany in some administrative state where somebody who's unelected gets to make rules that dictate the scope, course, and trajectory of our lives. We live in the United States of America where elected officials are accountable to us at the ballot box and they are ultimately in charge of the people that they appoint subject to our accountability. That's how we do government in this country. They have cited no case suggesting otherwise. They have pointed us to no legal dictionary suggesting we've got order and

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regulation wrong. They do nothing but stand up here and weave a confusing tapestry about chickenpox and hundred year-old rules and that's nonsense. That's not how we do it. The August 20 order is invalid because it was not voted on by the County Commissioners that my clients elected, that I elected, that sit in control of that arm of government and so they should be stricken.

Now, that brings us to our second item of relief which is this order of mandamus. Your Honor, we cited the arguments and the authority in our brief. Mandamus can't compel the exercise of discretion in any particular way, but it can compel the exercise of discretion, period. We think that's an appropriate remedy here. It's not about masks. This is about the This is about forcing the County Commissioners to do what they were elected to do, which is to sit and make a difficult judgment call on whether kids in school should be wearing masks. If they take that vote and they say yes, then kids wear masks, period, until we have new commissioners and that's the way we do government in this country. But if they say nothing, Ms. Stefanovsky's order means nothing because it has no force and effect of And so the second item of relief we're asking for, your Honor, is not just to strike down these unlawful orders, but it's to require the County Commission to vote

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if they insist on renewing these orders or mandating vaccines or mandating anything down the road that we can't think of now outside the COVID pandemic or not in the interest of public health. When the health department acts, it does not do so in an accountability vacuum. And we'll rest on our brief beyond that. Thank you, your Honor.

THE COURT: Mr. Van Essen, these orders are set to expire, like, on January 3 or something; is that accurate?

MR VAN ESSEN: January 2nd.

THE COURT: Right before the kids return from the school break?

MR VAN ESSEN: That's correct, your Honor.

I thank the attorneys for their presentation. I thank everybody for the ton of time that they spent on doing these briefs. I note that the court has about 56 days to render its opinion. It would be, I guess, easy for a judge to say, oh, it's December 6 today and January 2 or 3 is less than a month away. I'll sit on it and moot it out. I'm not going to do that. I'm going to make a decision. I'm going to give my reasons for it, but I'm going to give the answer right now because I don't want the persons who are concerned in this to say what's this

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guy talking about? What's the answer? Are the director's orders lawful? Yeah, they are and here's why. So, I'm not going to grant the relief that Mr. Tountas requests. I am going to grant the relief that corporate counsel would like.

Under MCL 333.2428, the local health officer has powers and duties. Those are powers and duties given to the local health officer. On section 23 -- excuse me -- 2433, they are the duties of the local health department. It's different. 2441 is the adoption of regulations, which is why we're here, but as Mr. Van Essen points out, to adopt those regulations there's a notice requirement and it's at least 20 days. a notice requirement and that's perfectly fine for regulations, but to require the County Board of Commission to act on an order by the health officer, that would gut 2453 if the local health officer -- this is not the department, this is the local health officer -determines that control of an epidemic is necessary to protect public health, he or she may issue emergency orders. I mean, my goodness, we can think of situations where there's an epidemic and to require 20 days to evaluate that and have politicians look at that and in the meantime the epidemic is spreading perhaps by wildfire. No. This order can be issued immediately.

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And then 2451, imminent danger to health or lives. determination that imminent danger to the health or lives of individuals exists, the local health officer, not the department, the local health officer immediately shall inform the individual affected by the imminent danger to issue an order shall be delivered to a person authorized to avoid, correct, or remove the imminent danger. Imminent, immediate. To require 20 days and then maybe up to 45 days to issue the regulation, that would gut 2451 of its meaning. And then 2443, except as otherwise provided in this act, a person who violates a regulation of a local health department or an order of a local health officer -- they're two separate animals -- is guilty of a misdemeanor. It's a regulation of a local department or an order of a local officer. They're

So obviously there are requirements. 2453 requires that there be an epidemic. 2451 requires that there be a determination of imminent danger. There has to be a reason behind the orders issued by the health officer. You know, if the health officer issues those orders, then they're valid.

separate animals here.

Now, can a local health officer abuse his or her authority? Absolutely. What can be done? The county board hired them. The county board can fire them

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and change the law. One can think of a number of situations where a local health officer could exceed his or her -- the grounds of common sense. Fire the officer, change the law, but until that's done, those persons who were unsuccessful in the last election have to wait until the next election, and if your side still loses, you have to comply with the rules that have been lawfully done until your side wins. It requires, I think, 56 votes in the House and I forget how many in the Senate and the Governor as well. So until you win, you have to comply with the rules. These rules are valid. Thank you very much. Thank you. Will you prepare the order?

> MR VAN ESSEN: Yes.

THE COURT: Thank you.

MR. TOUNTAS: Thank you, your Honor.

THE COURT: Thank you.

(At 3:39 p.m., hearing concluded)

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STATE OF MICHIGAN

COUNTY OF OTTAWA

I certify that that this transcript, consisting of 25 pages, is a complete, true, and correct record of the videotape of the proceedings and testimony taken in this case as recorded on Monday, December 6, 2021.

Date: 13-8-21

Lorri L. Coleman, CER 8536

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