ALLIED COURT REPORTING SERVICE

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IN THE CHANCERY COURT FOR DAVIDSON COUNTY STEPHEN MICHAEL WEST, Plaintiff, ۷s. No. 10-1675-I

GAYLE RAY, in her official capacity as Tennessee Commissioner of Corrections,

Defendants.

APPEARANCES:

et al.,

Attorney for Plaintiff

Stephen M. Kissinger Federal Defender Services of Eastern Tennessee 800 South Gay Street, Suite 2400 Knoxville, Tennessee 37929

Attorney for Defendant

Mark A. Hudson Office of Tennessee Attorney General 425 5th Avenue North Nashville, Tennessee 37243

MEMORANDUM OPINION

OCTOBER 28, 2010

MEMORANDUM OPINION

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The following memorandum opinion, findings of fact, and conclusions of law were rendered by the Honorable Claudia C. Bonnyman, Chancellor, holding the Chancery Court for Davidson County, Tennessee, on this the 28th day of October 2010.

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THE COURT: This is, of course, a bench ruling as opposed to taking the issues under advisement and writing a long and detailed decision which usually cannot be done in a temporary injunction setting.

judgment and injunctive relief brought by Stephen West, who has been sentenced to execution for a capital crime. The plaintiff filed a second motion for a temporary injunction on October 25, 2010, along with an amended complaint and a memorandum of law. The Court convened the parties for a hearing by telephone on October 27, 2010 at 11:30 a.m. to examine the specific relief which the plaintiff sought through his motion for extraordinary relief. The Court then had planned to address the merits of the plaintiff's amended complaint, one of the factors to be considered in deciding the motion. A court reporter was present to record the proceeding on October 27.

The parties agree that the Supreme

Court, Tennessee Supreme Court ordered the execution of Mr. West, the plaintiff, to take place on November 9, 2010. On October 27, the Court heard the plaintiff's arguments in support of his motion and the State's response on October 27 and then reconvened the parties so that they could add any argument after the State had filed its written response. The parties have now fully argued their theories of the case and their positions in this motion for a temporary injunction. The Court has reviewed all the papers which have been mentioned or addressed in the briefs and arguments, including the affidavits of the expert witnesses, the two physicians.

and the Court notes as for all temporary injunction proceedings in civil court, the purpose of a preliminary injunction is merely to preserve the relative positions of the parties until a trial on the merits can be held. Given this limited purpose and given the haste that is often necessary if those positions are to be preserved, a preliminary injunction is customarily heard and heard based upon procedures that are less formal and evidence that is less complete than in a trial of the merits. A party is thus not required to prove its case in full at a preliminary injunction hearing and findings of fact and conclusions of law made by a court either granting or denying a preliminary injunction are not binding at a trial on the merits.

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As for the issues in the case, the plaintiff argues that his request for emergency relief does not run afoul of the ruling by the Supreme Court in Coe vs. Sundquist, number M2000-00897-SE-R9-CD. And here, Mr. Kissinger, I'll confirm that we do have a court reporter still?

MR. KISSINGER: We do, Your Honor.

THE COURT: All right. After that

In a declaratory judgment action, the trial court is break. without power or jurisdiction to supersede a valid order of the Tennessee Supreme Court. Instead, claims the plaintiff, the relief he seeks in the temporary injunction is to cause compliance with the Tennessee Supreme Court order that officials shall execute the sentence of death as provided by law on the 9th day of November 2010, and the emphasis is on the provided by law. The plaintiff contends that this Court should enforce the Tennessee and U.S. Constitutions and enjoin Tennessee officials to provide the plaintiff in compliance with Tennessee protocol an affidavit concerning the method of execution at least 30 days before November 9, The purpose for the protocol the execution date. requirement is for the plaintiff's benefit, says the plaintiff, that 30 days was designed to focus the plaintiff on his method of death and the fact of his death. plaintiff seeks further extraordinary relief that this Court 1.

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enjoin State officials from carrying out his execution on November 9 using the three drug protocol since it accomplishes the plaintiff's death by suffocation while he is conscious and paralyzed.

And as for the merits issues raised by the motion, the plaintiff contends that his amended complaint raises facts and claims different from the facts and claims of Baze vs. Rees. According to the plaintiff, absent from other death penalty cruel and unusual punishment cases is the proof he presents through expert affidavit at the preliminary injunction stage that as a matter of fact and not merely as a matter of risk, when Tennessee officials carry out Tennessee's lethal injection protocol, inmates are conscious and paralyzed, and this plaintiff in particular will experience unnecessary pain and suffering by suffocation and other avoidable death throes. The plaintiff reasons this from autopsies of three inmates, and these are Steve Henley, Philip Workman, and Robert Glen Coe, who were executed pursuant to the protocol showing that these three inmates were not adequately anesthetized from suffocation and extreme pain expected and planned through the drug --Tennessee's lethal drug protocol.

The State contends that this Court is without jurisdiction to enjoin, or supersede, or retain the July 15 order of the Tennessee Supreme Court -- I'm sorry,

that's restrain the Tennessee -- July 15 order of the Tennessee Supreme Court. The ultimate effect of Mr. West's position and motion, says the State, is to encumber, enjoin, or stay enforcement of the Tennessee Supreme Court order. The State also argues that the statute of limitations of one year applies to suits for injunctive relief under Section 1983. According to the State, the plaintiff's method of execution challenges lethal injection -- the plaintiff's claim that the method of execution challenge to lethal injection accrued at the latest on March 30, 2000, and this complaint arrives too late.

The State also claims the plaintiff has no likelihood of success on the merits because of the great delay in its filing. The State and the public and the victims of crime and their families have an interest in finality and in the timely enforcement of sentence. The State asserts that the plaintiff does not show how he will likely prevail because the Tennessee Supreme Court has concluded that Tennessee's lethal injection protocol is consistent with the majority of other states' methods and protocols and the Tennessee protocol was upheld by the Tennessee -- was held by the Tennessee Supreme Court to be substantially similar.

According to the State, in the Harbison lawsuit, the Sixth Circuit upheld the Tennessee protocol and

found it does not create a substantial risk of serious harm in violation of the U.S. Constitution. The State contends the form to be presented to inmates 30 days before execution is to take place does not create a right. The language is not mandatory and it exists -- and it does not exist for the benefit of the inmate.

And the issues for the Court to decide in this motion for preliminary injunction are, one, is this Court empowered to address, affect, or supersede the Tennessee Supreme Court order that the plaintiff be executed on November 9, 2010? The Court finds, no, this Court, this trial Court does not have the power to enjoin or supersede the Tennessee Supreme Court order, which the parties agree sets the execution of this plaintiff, Mr. West, on November 9, 2010.

The effect of a temporary injunction, which the plaintiff seeks, does require this Court to stay the execution. And the Court is looking here at Robert Glen Coe vs. Don Sundquist, and I've already given the cite in the case. In that case, the Tennessee Supreme Court held that while a trial judge may be authorized to issue a stay of execution under certain circumstances upon the filing of a proper petition for post-conviction relief or a petition for habeas corpus, it says that where an action for declaratory judgment is brought, no jurisdiction exists

under the declaratory judgment statute to supersede a valid order of the Tennessee Supreme Court. It says, the Supreme Court goes on to say that in those cases where a trial court has exceeded its jurisdiction, the Tennessee Supreme Court has the right, power, and duty to protect its decree and to recognize that the trial Court has exceeded its jurisdiction. And where the trial Court does exceed its jurisdiction in this way, the Tennessee Supreme Court will vacate its order.

And this Court must find that the relief the petitioner seeks in its motion for temporary injunction requires both due to the issues surrounding the method of execution and due to the 30-day protocol requirement that -upon which the plaintiff relies would definitely require the effect on the Supreme Court order -- would the trial Court order be valid of a stay on the execution date ?... Court doe not have duthorit to stay the Tennen Signe Contorder of yearting That having been said, the Court, in the alternative, did plan and is going to rule on the four factors because it may be helpful to the Appellate Court, and at the end of the day, this Court plans to grant a Rule 9 application for appeal if the plaintiff plans such a process, the plaintiff does plan to do that, the Court in advance is going to grant that motion or request for a Rule 9 application, because, first of all, that seems to be the custom in such a situation. It seems to be a wise thing to

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Now, as for the preliminary injunction, assuming only hypothetically that this Court does have the jurisdiction and power to affect the Tennessee Supreme Court's order of execution, the question is, has the plaintiff, Mr. West, demonstrated the four factors which the Court must balance in deciding a motion for temporary The first one, here are the four, and these injunction. four are from a federal case adopted by -- in this state, of PACCAR, Inc. vs. Telescan Techs, LLC, at 319 F3d 243, 249 (6th Cir. 2003), Federal Court case. And the four factors to be examined are -- if I can find my notes here -- is there a substantial likelihood of success on the merits; is there irreparable and immediate harm; number three, the relative harm that will result to each party as a result of the disposition of the application for injunction; and four, is the public interest served by issuance of the injunction.

And as for the merit, the Court does not find that there is a substantial likelihood of success on the merits. But the Court finds at this early stage of a declaratory judgment action, that the plaintiff's position has merits as regards the Tennessee Constitution and the specific facts which so far have not been evaluated in the State Court. The Court's reasoning is that the Harbison case dealt with the U.S. Constitution, although the District

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Court in Harbison on remand looked at the affidavit surrounding or addressing the autopsies. Sorry, gentlemen, I'm still looking for my notes here so I can complete this thought. The Harbison case did not deal with the State Constitution and it was not a State Court addressing that issue. And I have the -- I'm sorry. The affidavit surrounding the autopsies were not -- were analyzed in light of the U.S. Supreme Court in Baze vs. Rees.

And the Court has done some independent research into the cases surrounding lethal injection and the Court thinks that the arguments and the analysis of both parties in this case are not -- certainly not dead wrong, because each of these cases dealt with different facts. The Tennessee Supreme Court first held that the State's lethal injection protocol did not violate the cruel and unusual punishment protection provided in the Eighth Amendment to the U.S. Constitution and Article 1, Section 16 of the Tennessee Constitution.

In Abdur'Rahman vs. Bredesen, the Court based its conclusion that the petitioner failed to establish cruel and unusual punishment on two factors. First, given that only two of the approximately 37 states authorizing lethal injection as a method of execution did not provide for some combination of sodium pentothal and potassium chloride in their lethal injection protocols, the Court

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concluded the lethal injection protocol does not violate contemporary standards of decency. Second, the Tennessee Supreme Court rejected the petitioner's assertion, that is the petitioner in that case, that the use of pancuronium bromide and potassium chloride would create a risk of unnecessary pain and suffering because the petitioner's arguments were not supported by the evidence in the record. The Court said, we cannot judge the lethal injection protocol based solely on speculation as to problems or mistakes that might occur, although Abdur'Rahman was decided before both 2007 revisions to Tennessee's lethal injection protocol and the Tennessee -- and the U.S. Supreme Court's 2008 decision in Baze vs. Rees. At least one post-Baze opinion has cited to Abdur'Rahman with approval, and that's the case of State vs. Banks, which is at 371 SW3d 90, and that's a 2008 Tennessee Supreme Court case.

I could then go on and analyze Baze vs.

Rees. The parties have done that. The seven justices
rejected the petitioner's claims. There was none of the
plurality claims garnered a majority of justices. The
plurality opinion authored by Chief Justice Roberts, joined
by Justices Kennedy and Alito have been cited extensively by
Tennessee's Appellate Courts and also by the plaintiff in
his brief. The Baze petitioners argued there is a
significant risk that sodium thiopental will not be properly

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administered to achieve its intended effect of rendering an inmate unconscious resulting in severe pain when other chemicals are administered. And the plurality opinion recognized that subjecting individuals to a risk of future harm can qualify as cruel and unusual punishment. But to establish that such exposure violates the Eighth Amendment conditions presenting the risk must be sure or very likely to cause serious illness and needless suffering and give rise to sufficiently imminent dangers. In other words, cruel and unusual punishment occurs when lethal injection as an execution method presents a substantial or objectively intolerable risk of serious harm in light of feasible, readily implemented alternative procedures. Simply because an execution method may result in pain either by accident or the inescapable consequence of death does not establish this sort of objectively intolerable risk of harm that qualifies the cruel and unusual. The Chief Justice observed -- the Chief 21

Justice talked about Kentucky's method of execution. It was believed to be the most humane available. It shares its protocol with 35 other states. And if it were administered as intended would result in a painless death. Justice observed that a state with a lethal injection protocol substantially similar to the protocol we uphold today would not create a demonstrative risk of severe pain

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that would render the protocol violative of the Eighth Amendment. The Tennessee Supreme Court has determined that Tennessee's three drug protocol for lethal injection is substantially similar to that employed by Kentucky. And the Tennessee Supreme Court decided this in State vs. David Jordan, 2010 West Law 3668513 at page 75. And this was a decision that came out December 22nd, 2010. And also in Workman vs. Bredesen, which is -- I'm sorry, and Abdur'Rahman, which the Court has already discussed. The Sixth Circuit reached a summary decision or conclusion in Harbison vs. Little, the Sixth Circuit 2009 case, which the Court, I understand, is on appeal.

And so the Tennessee Supreme Court has said that Tennessee's lethal injection protocol in itself does not constitute cruel and unusual punishment. We know that Baze vs. Rees discussed the British Medical Journal, the Lancet, that reviewed the autopsy results of 49 inmates executed using lethal injection. And the U.S. Supreme Court -- the Baze petitioners raised the issue of the Lancet findings in their arguments as did the appellant HR Hester in the Tennessee Supreme Court. As our Supreme Court stated in its Hester opinion, the U.S. Supreme Court has declined to give constitutional weight to the study's findings. In his separate concurring opinion, Justice Alito noted that the evidence cited in the study regarding alleged defects in

these protocols and the supposed advantages is frighteningly haphazard and unreliable. Similarly, Justice Breyer noted in his opinion that the Lancet study may be seriously flawed. A non-expert judge cannot give the Lancet study significant weight. And in the Hester case, the Tennessee Supreme Court concluded that Mr. Hester has not offered a persuasive argument for revisiting this Court's previous decisions upholding the constitutionality of the protocol itself.

And I have more to say here. I appreciate your patience.

In September 2007, the District Court granted Mr. Harbison injunctive relief finding that

Tennessee's lethal injection protocol constituted cruel and unusual punishment because there was that substantial risk, the District Court found. And the Sixth Circuit disagreed, holding that the basic findings of the District Court issuing the injunction were inadequate findings, that the failure to provide procedures for adequately monitoring the administration of drugs, the allegations that those were inadequate procedures, and failure to adopt an alternative one drug protocol were without merit. On remand, Mr. Harbison attempted to raise the issue regarding the autopsy results as a matter of fact of three inmates who were executed and he presented an affidavit from the physician

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retained as an expert who, I believe, was a co-author in the Lancet matter. Dr. Bruce Levy also participated in that case. And the District Court did not address the facts or the merits of the autopsy picture or the affidavits presented by the two physicians, one on one side and one on the other, because Mr. Harbison failed to raise these issues in the Sixth Circuit.

And as of this writing, this Court did not find post-Abdur'Rahman opinions issued by Tennessee's Appellate Court that addressed directly the cruel and unusual punishment issues that is the factors, the fact of the three autopsies and what the three autopsies mean that the plaintiff is raising in this petition, those have not been directly addressed by any State Court as regards the Tennessee Constitution. And this Court finds that every case is different and that there may be at this early part of the litigation, the Court would not and cannot conclude that there is no merit to the examination that the plaintiff has made of its -- as a matter of fact, that based upon these autopsies, that he will also be paralyzed and conscious and will experience unnecessary pain and suffering by suffocation and other avoidable death throes. Court cannot find that there is substantial merit, but the Court finds that there is some merit.

And so going on to the second factor,

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irreparable and immediate harm. And I'll ask you gentlemen to hang in there with me just for a minute while I find my notes on these issues. I've got too many papers in front of me and I know you all do, too.

This is a civil Court, which exists in part to resolve the states of fact and resolve challenges to This is a very early stage of the civil suit. the law. civil Court, at least the Chancery Court, rarely deals with a danger to a person's physical well-being. This civil Court rarely deals with the exhibition and fact of the suffering of victims of terrible crime. These are not usually exhibited in civil cases, at least civil cases in the Chancery Court. That having been remarked upon, the irreparable harm in this litigation is grave and it concerns the plaintiff's death by a certain method and it also concerns whether the Tennessee Supreme Court could decide that the merits in this lawsuit should be examined before the execution occurs. And the harm to the plaintiff is irreparable. It would be death by a particular method, which he asserts he may suffer in a brutal way. The harm to the State, I'm going to examine the harm to the State in a few moments, because I have to look at the harm to all But all of that having been said, in a normal parties. civil case, the opportunity for death, the fact of death, certainly establishes grave irreparable harm.

certainly not a money case.

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As to the third category, the relative harm that will result to each party as a result of the disposition of the application for the injunction, the harm to the State is further delay, a lack of finality, a possible eroding of the power of the Criminal Court in that there's just a lot of delay that will be built in if the injunction is granted because the injunction would in most probability last until the end of the litigation, and the litigation, according to the plaintiff, would involve testimony of parties, the testimony of expert witnesses who would probably -- most probably be physicians, and the examination of scientific proof that this Court would definitely need help in. So the damage to the State and to the public interest is really one and the same and that is that delay in litigation is always harmful and not a positive thing and that finality is a high value which plays a serious and significant part in the administration of justice and that should be taken very seriously by every trial or other judge. And so the harm to the State, the Court has addressed.

It's in the public interest that each individual person's case be addressed independently and separately where the law dictates. The public is probably served, best served by careful review of each case, which is

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not to say that this case hasn't already been carefully reviewed. I'm certainly not implying that. But this declaratory judgment action is a new lawsuit. The public has an interest, as I said, the public has an interest in finality and freedom from second guessing without good cause.

I want to go on and talk about the merits of -- the other merits beyond and aside from the lethal injection issues, and those two are statute of limitations and the 30-day -- the absence of the 30-day protocol process. First of all, as for the statute of limitations, a statute of limitations issue, I've never seen that addressed in a motion for a temporary injunction. That's usually addressed in a motion to dismiss, which the State has not had an opportunity or time to file. motion to dismiss had been proposed, if it could have been -- it could not have been in this case. things going too fast. But if the State had had time, if this were an ordinary civil case, the State would have had time to file a motion to dismiss and there are protocols or processes through which the trial Court would look at the statute of limitations and the affidavits and try to determine when the cause accrued and make rulings on that. It is very difficult to evaluate a statute of limitations claim in a motion for temporary injunction, so I decline to

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review those issues as a defense -- as the State's -- in the State's response, because I just cannot analyze them.

This Court does not find that there is merit to the idea that the plaintiff should be given 30 days to contemplate the method of his death when, under the facts of this case, the plaintiff has contemplated the exact methods available to him and has litigated over whether he would be forced to choose the method of his death or whether -- and whether he would choose electrocution or be required to make any choice at all. And these very issues have been litigated in this very lawsuit. And the Court finds that probably the 30-day protocol is to benefit both the inmate and the State, but the plaintiff has already received the benefit of that 30-day contemplation as a matter of fact. And so although I don't find that as a matter of fact in this because I can't do that yet, this is just a motion for temporary injunction, I do find that that particular claim does not have merit.

So to go back, I've already found there's irreparable and immediate harm, there's a risk of irreparable and immediate harm, which is the most I have found that the significant factor to be balanced. plaintiff has some merit and when he address whether the lethal injection protocol challenge has been fully litigated in the State Court, I don't think it has, and so I would

find that there is some -- some possibility of success on the merits, but I cannot find that there is a substantial likelihood of success on the merits.

I've already addressed the relative harm that would result to each party. I'm finding that irreparable and immediate harm possibilities trump the other four issues. And if this -- if there were not a Supreme Court order down setting the execution date, this Court would issue an injunction solely to preserve the status quo and to allow this Court to seriously address a lawsuit. A serious addressing of the lawsuit could result in dismissal of the case. It could result -- it could go the other way. And so, as I said before, irreparable harm trumps the situation.

And, lawyers, I have denied the motion for an injunction based upon the reasoning in Coe, which seems to be on all fours with this situation. I have gone on to say that in the alternative, if this were something about which the Tennessee Supreme Court had not ordered or opined, then I would issue the injunction solely for the purpose of preserving the status quo while the Court examined the claims and the law, facts and the law.

And is there anything, lawyers, that this Court should do besides reminding the parties that I have -- I am granting an application for a Rule 9 appeal if

1	that's what Mr. West's plan was.
2	MR. KISSINGER: Thank you, Your Honor.
3	THE COURT: All right. Now, is there
4	anything I would like to have the bench ruling ordered
5	and filed. Who do you think should order that? Should the
6	State do that? The State has prevailed. What do you think,
7	Mr. Hudson?
8	MR. HUDSON: I have not been subject to
9	very many bench rulings, Your Honor, so I do not know.
10	MR. KISSINGER: Your Honor, we'll take
11	care of it.
12	THE COURT: Well, I hate to throw a
13	monkey wrench in there, but, again, I just want to be sure
14	that it does get ordered and get filed so that you lawyers
15	can maybe you'll get a day of rest, maybe you won't.
16	MR. KISSINGER: We hired the reporter,
17	Your Honor, it will be easier for us.
18	THE COURT: Okay. Well, I appreciate
19	that. Are there any housekeeping issues that this Court or
20	any issues that this Court failed to address?
21	MR. KISSINGER: Not that the plaintiff
22	is aware of, Your Honor.
23	THE COURT: Mr. Hudson?
24	MR. HUDSON: No, Your Honor.
25	THE COURT: So, the lawyers, I think

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1	that's it.
2	MR. KISSINGER: Thank you, Your Honor.
3	THE COURT: Thank you for agreeing to
4	address the motion for temporary injunction as soon as we
5	have. So, we're now adjourned.
6	Thereupon, Court Adjourned.
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11	Chancellor Claudia C. Bonnyman
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