GAHYCRUC HEARING 1 UNITED STATES DISTRICT COURT SOUTHERN DISTRICT OF NEW YORK 2 -----X 3 ANGIE CRUZ, on behalf of herself and all others 4 similarly situated, 5 Plaintiffs, 6 14 CV 4456 (JSR) v. 7 HOWARD ZUCKER AS ACTING COMMISSIONER -NY STATE DEPT. 8 OF HEALTH, 9 Defendant. 10 -----X New York, N.Y. 11 October 17, 2016 4:10 p.m. 12 Before: 13 HON. JED S. RAKOFF, 14 District Judge 15 APPEARANCES 16 WILKIE FARR GALLAGHER 17 Attorneys for Plaintiffs ARTHUR BILL 18 MARY JANE EATON 19 OFFICE OF THE ATTORNEY GENERAL, NEW YORK 20 Attorneys for Defendant RODERICK ARZ 21 JOHN GASIOR 22 23 24 25

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(Case called)

THE COURT: Good afternoon. We're here on the motion for reconsideration of the Court's July 5, 2016, summary judgment opinion and order where I held that while plaintiff had prevailed on a number of items, there were still disputes of material fact concerning some remaining items.

Now it appears that the parties are agreed that there are no longer any disputed issues of fact as a result of the defendant's notice of proposed rule making issued a couple weeks ago.

So the plaintiff says I should, on reconsideration now, grant summary judgment on the remaining issues in their favor, and the defense says that the Court should either deny reconsideration or at least delay ruling until a few months from now when it is expected that the proposed rules will be adopted thereby mooting the remaining claims.

So this is a curious situation to say the least. I'm trying to figure out what's really going on here. I'm wondering whether what's really going on here -- maybe I'm wrong -- is each side positioning themselves with respect to attorneys' fees. Maybe it's something else.

Anyway, it's plaintiffs' motion. So let me hear first
from plaintiff.

24 MR. BILLER: Thank you, your Honor. Arthur Biller 25 from Wilkie Farr Gallagher on behalf of the plaintiffs.

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1	I'm just going to make a few points, and then I'm
2	happy to answer any of the questions that the Court may have.
3	First of all, as your Honor noted, there is no dispute on the
4	merits of this motion.
5	Defendant has admitted that the treatments here in
6	fact are medically necessary and that there is no policy
7	regarding coverage of particular drug uses that bars their
8	coverage.
9	There is no longer any dispute of material fact. So
10	summary judgment here should be granted here as a matter of
11	law, and defendant pretty much concedes as much in his letter
12	brief.
13	So the only issue here, as your Honor pointed out, is
14	one of timing. Defendant says the Court should delay decision
15	and wait until some later unspecified time in the future to let
16	the regulatory process work itself out.
17	He basically appeals to policy reasons saying that he
18	shouldn't be penalized for reconsidering his position and
19	basically taking some time to get things right.
20	This position has no factual support and no legal
21	support, and the Court should reject this request for at least
22	three reasons: Number one, it ignores the history of this
23	case; number two, it's basically an end-run around plaintiffs'
24	rights to declaratory and injunctive relief and other rights
25	they would have as prevailing parties; and number three, it

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1	unjustly subjects the class to continuing real harm while
2	defendant continues to wait on the regulatory process.
3	First, as to the history of the case, this is not a
4	case where
5	THE COURT: Well, believe it or not, I know the
6	history of the case.
7	MR. BILLER: Very well, your Honor.
8	THE COURT: In fact, last I checked, I was the judge
9	throughout.
10	MR. BILLER: Absolutely.
11	THE COURT: And I know I look very old, but last I
12	checked at least, my memory was intact, although maybe that's
13	just my memory of my memory.
14	MR. BILLER: Fair. I don't mean to belabor the point,
15	your Honor. I just think that it's worth noting that
16	THE COURT: What I thought might be going on here
17	maybe this is just because I'm a cynic by nature is if I
18	grant your motion now, you are the prevailing party.
19	Therefore, though there's a discretionary element at all times,
20	you would very likely be entitled to attorneys' fees, including
21	for this further aspect of the case.
22	If I don't grant the motion and let the administrative
23	process play out at its well-known speed and efficiency, this
24	portion of the case would ultimately be rendered moot.
25	So maybe they would claim that their attorneys' fees
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1 should not be awarded because in effect it was mooted because 2 they did the right thing and they shouldn't be penalized for 3 it, similar to the argument that they're making as to why I 4 should allow the process to play out.

5 So I was wondering -- maybe I'm just being too 6 cynical, whether that's a factor of what's going on here.

7 MR. BILLER: Well, I think the key here, your Honor, 8 is that defendant is basically asking the Court and us to trust 9 them that they're, number one, going to get it right; and, 10 number two, that they're not going to revert to the prior 11 unlawful conduct.

12 There is a line of cases where government defendants 13 try to moot out claims, and courts have found that a voluntary 14 cessation of conduct does not necessarily render a case moot.

One of the factors that the courts look at is whether defendant can show that it is absolutely clear, as the Second Circuit has put it, that the unlawful behavior will not recur. One of the reasons that's important is because without a judgment, defendant will be free, once the case is dismissed, to go back to the prior policy.

That's really what we're concerned about, more so than anything else. I think we are right to be concerned about this, and I think the Court should be concerned about it as well because, for one thing, they have refused to concede that the current regulation is unlawful.

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1	We have also brought to their attention certain
2	denials of coverage for people who are asking for the so-called
3	"cosmetic" treatments who have been denied coverage for those
4	treatments, and they've told us, we're not going to fix those.
5	They can just wait until the next regulation is adopted and
6	then reapply.
7	So, to me, this is not the type of conduct you would
8	expect from a defendant who is definitely on the right path and
9	not going to have a possibility of reverting to the prior
10	unlawful conduct.
11	The other thing is we've seen that this issue has been
12	politicized in the past. It's politicized in other places in
13	the country, and there is no guarantee that when another
14	administration comes in or if the political winds start
15	shifting, that the coverage policy isn't going to shift.
16	That's not just something in the abstract. That's
17	something real that we've seen with this very regulation. As
18	your Honor knows, prior to 1998, these procedures were all
19	covered by Medicaid in New York on a case-by-case basis.
20	Then the administration that was there in 1998 decided
21	that they didn't want to cover it anymore, despite the fact
22	that one of DOH's own experts said that the treatment for GD is
23	safe and effective. They ignored that. They put the ban in
24	place, which is what prompted this lawsuit.
25	Then more recently in 2011, the Medicaid redesign team

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1	had before a proposal to cover GD under Medicaid. As soon as a
2	single negative press article came out, that proposal was
3	withdrawn.
4	So we've seen here that things can go back and forth.
5	Unless we have a judgment here I should say a judgment here
6	is the only security that the class members will have that the
7	coverage policy is not going to revert after this case is
8	dismissed.
9	THE COURT: Let me hear from defense counsel. Thank
10	you.
11	MR. ARZ: Would your Honor prefer that I use the
12	lectern?
13	THE COURT: Whichever you prefer.
14	MR. ARZ: Thank you, your Honor. I'll address a
15	couple of these points, but I just wanted to frame what
16	defendant's position is now. It is based on the fact that
17	there are other aspects of this case beyond the motion for
18	reconsideration on the age exclusion that are premature for any
19	kind of final determination.
20	Because we're going to have to address all of those
21	issues, as a matter of both economy and as a matter of
22	federalism, it's appropriate to wait not an indefinite amount
23	of time but a small, short amount of time to give this rule
24	making time to play out.
25	THE COURT: I'm not sure I follow that. You say in
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1	your papers as to the issues that are on reconsideration being
2	sought, "There are no longer any disputed issues of fact."
3	So, if what you're interested in is efficiency, then
4	why shouldn't I grant the motion and get those matters
5	completed so that they're not hanging over anyone? Then if
6	there still remain matters to be decided, we'll decide those.
7	MR. ARZ: That's a great question. The disputed
8	issues that will need to be resolved are not fact issues. We
9	agree there aren't fact issues that require a trial.
10	But, for example, the regulation that was the subject
11	of the cosmetic exclusion ruling in summary judgment has now
12	been changed. The current regulation now permits coverage of
13	potentially cosmetic procedures if they're medically necessary.
14	That's a fundamental change to the regulation in what
15	is a facial challenge to the language in the regulation. But
16	to further underscore that those potentially cosmetic
17	procedures shall be covered if they're medically necessary,
18	this present notice of proposed rule making further revises the
19	cosmetic portions of the regulation. So we'll need to address
20	that at some point.
21	Your Honor brought up attorneys' fees. That's another
22	issue that I'm sure we'll need to get litigated at a future
23	point. The parties may disagree on that question. I don't
24	know. It's premature right now. Obviously that will be

25 something that the parties will engage in negotiations about if

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1 | that's possible.

That's yet another dimension of this case, not a fact one, but a dimension of this case that will need to be addressed. So all of that is to say that rather than what plaintiffs are saying, which is the defendants are saying, oh, trust them. That's not what we're saying.

We're not coming here today with an application that the age-exclusion provisions are moot. We're not making that application. We're not saying you need to trust us.

We're saying you need to let this legally required public comment period come to a close so that the department can comply with its obligations under the State Administrative Procedures Act to address those comments.

THE COURT: If they are entitled, as a matter of law, in this case substantially federal constitutional law, to a determination in their favor on issue X, Y, or Z, then what does it matter whether the state administrative process plays itself out or not?

MR. ARZ: Well, your Honor, because at that point --THE COURT: That would be a little bit like saying if a party in the wake of Brown v. Board of Education, if the state Board of Education had said, we now agree that integration is appropriate. We propounded regulations to that effect. They will be noticed. We will hear from the people of our community, and then we will thereafter, depending on those

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1 comments, fashion an appropriate plan, a federal court would 2 have said, give me a break. Put those children in the school 3 now. That's what the Supreme Court has said. I don't see why 4 this is different.

5 MR. ARZ: Well, one distinguishing feature of this 6 situation, your Honor, is the fact that the department has 7 indicated what it believes should be the proposed rule. We 8 have an active rule-making process.

9 THE COURT: So you should be delighted if that is now 10 reinforced by a judicial judgment.

11 MR. ARZ: Well, your Honor, as I was going to say, if 12 the department receives no public comments, then the proposed 13 rule would go into place.

THE COURT: Suppose the department receives public comment hypothetically that says, your rule is nonsense. Your rule is a terrible mistake. Don't do this, etc. Then you would have to reconsider whether or not to change your mind. Right?

MR. ARZ: Your Honor, it doesn't require that the department has to change anything. It has to respond.

THE COURT: Well, it has to respond, but surely you're not telling me that you have a public comment period as a mirage, as a fraud on the public, and that regardless of the comments received, your mind is made up and all you do is issue some rote response.

GAHYCRUC 11 HEARING 1 You're not saying that, are you? 2 MR. ARZ: Of course not, your Honor. THE COURT: Then in theory at least, you would take 3 4 seriously any comments that were made, and they might cause 5 you, as a matter of your discretion, to change your mind. That 6 would mean that the prospective ruling of this Court as a 7 matter of law would be undercut, and we would be off to the 8 races again. 9 Why should that happen? Well, your Honor, because what the 10 MR. ARZ: 11 department is asking is not that we engage in speculation about what will happen when that public comment period expires and 12 the department takes action but to wait. 13 14 THE COURT: I'm still missing the point. Either the 15 public comments make no difference, in which case the only 16 point of waiting is potentially to deny some people who are 17 eligible for reimbursement right now the swift reimbursement of 18 their necessary treatment, or the public comment does raise the 19 possibility of a change in your position, in which case that, 20 in effect, the whole schedule of the Court's ruling on the now 21 undisputed facts would be potentially delayed, if not undercut. 22 Either way you logically put it, I don't see the 23 benefit of waiting. 24 MR. ARZ: Well, your Honor, as I was saying, there are other aspects of this case that need to be addressed in advance 25

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of any ruling on a final judgment or final reconsideration.

THE COURT: Partial summary judgment is, of course, standard, indeed specifically referred to, in the federal rules. In fact, the federal rules encourage a judge to issue partial summary judgment on all undisputed claims.

6 Let's say I rule tomorrow, for the sake of hypothesis, 7 granting the plaintiffs' motion. We can then move immediately, 8 can we not, to whatever else still remains?

9 MR. ARZ: Well, your Honor, we would need to address 10 the effect of the change in the existing regulation with regard 11 to cosmetic procedures. Given that that as well is part of 12 this proposed rule making, it would make sense to do that --

13 THE COURT: Excuse me. What about that would we have 14 to address?

MR. ARZ: We would have to address the fact that the regulation upon which your Honor granted summary judgment is no longer in effect. The regulation regarding cosmetic procedures in effect today is different.

THE COURT: We don't need a regulation if I rule that they're entitled to what your new regulation, if it's adopted, will grant them. If I rule that they're already entitled to that as a matter of law, then the regulation is just simply an after-the-fact way of making the regulations correspond to the Court's ruling.

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MR. ARZ: If there were no further relief sought on

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1 the cosmetic claims and it was just the summary judgment 2 opinion standing alone, I would agree with your Honor, but that 3 gets to my second branch which is federalism.

This is an ex parte Young exception case. There has to be an ongoing and continuing violation of federal law that requires the federal court to issue additional remedial relief.

7 With respect to that cosmetics provision, your Honor, 8 I would respectfully submit that that's not the case. It has 9 now changed. So, to determine what, if any, relief is 10 available through the ex parte Young exception is going to 11 require briefing and applications. Similarly, the ACA claims 12 have not been --

13 THE COURT: All you would need presumably is one 14 single individual who wants this relief now rather than waiting 15 an indefinite time for your regulation to take effect.

16 MR. ARZ: Perhaps I'm not being clear, your Honor. Ι 17 apologize. The existing regulation, the one that is now on the 18 books which was changed by a notice of adoption which was dated 19 August 31, by notice of adoption dated August 31, 2016, copies 20 of which were supplied to the parties and the Court, the 21 regulation regarding cosmetic procedures has changed, full 22 stop. That will need to be addresses.

Right now the regulation regarding cosmetic procedures provides coverage for those procedures. To the extent there was an individual who was denied coverage, that would be a

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question of individual issues that would be appropriately determined in an administrative fair hearing, in a state Article 78 proceeding. That would be an individual case because right now there is no categorical exclusion to potentially cosmetic procedures.

6 Your Honor articulated a rule of never-say-never. The 7 existing rule never says never with regard to potentially 8 cosmetic procedures, and the proposed rule for which the public 9 comment period will expire next month never says never with 10 regard to treatments for minors.

So, given that there are these multiple dimensions of the case, it makes sense, I would submit --

13 THE COURT: Of course, if you think about it, the 14 phrase "never-say-never" is a logical fallacy, but that's not 15 your point. I get your point.

MR. ARZ: Yes, your Honor. The categorical nature of bans and language in the regulation was the required feature of these claims. It's no longer in the existing regs for cosmetic procedures. It's not in the proposed regulation.

20 We should address all of these issues comprehensively 21 with full briefing on these complex questions of federal 22 jurisdiction, mootness doctrine, etc.

Why not do it on a record of what the department did in response to public comment, not hypotheticals about what the department may do on public comment. We're not asking to wait

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1 an inordinate amount of time.

THE COURT: Are you going to be contending that the plaintiff is not the prevailing party here when it comes to attorneys' fees?

5 MR. ARZ: I don't know yet, your Honor. I can't say 6 that here today. It's premature. There's been no application 7 for attorneys' fees. I assume that that will be an issue that 8 will need to be addressed before we can finally resolve all the 9 issues in this case. It's certainly something, once we get an 10 application, we will take a look at and determine a position 11 from there.

12 THE COURT: So that was an excellent and fair 13 nonresponse to my question.

Let me hear from plaintiffs' counsel.

MR. BILLER: Thank you, your Honor. Just to respond to a couple of the points there. One, Mr. Arz mentioned the SAPA procedures. I think that's an interesting point because they had the option of pushing this regulation faster if they had wanted to. SAPA, Section 202.6 provides for emergency adoption of a regulation that takes place immediately upon publication.

22 The Department of Health had the option here to pass 23 this proposed rule make --

THE COURT: He's saying, if I understand it, that right now if someone in the class you represent gets the relief

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1	you sought, it could theoretically change after the public
2	notice process, but it doesn't mean they aren't going to be
3	reimbursed now. Maybe I misunderstood him, but I thought
4	that's what he was saying.
5	MR. BILLER: I'm not sure I fully understand the
6	question, your Honor. I'm sorry.
7	THE COURT: He says this is not going to be endless
8	delay. Under the notice period, it's a few months' delay. So
9	the question is how are you and the people you represent
10	injured during that period.
11	MR. BILLER: I see. The people are injured because
12	they don't have access to the care that they need. It's not a
13	question of
14	THE COURT: Maybe I misunderstood. Maybe I should
15	clarify with defense counsel. I thought he was saying that
16	they do get that relief now.
17	Did I misunderstand?
18	MR. ARZ: Your Honor, there is a distinction between
19	the subclass members who seek coverage for what would have been
20	called potentially cosmetic procedures and those who seek
21	coverage for treatment in minors, those who are under 18.
22	THE COURT: Right.
23	MR. ARZ: What I indicated was that today there is in
24	the existing regulation coverage for those so-called
25	"cosmetic"
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1	THE COURT: I understand. Not for minors.
2	MR. ARZ: It is correct that the existing regulation
3	does not permit coverage for minors.
Л	THE COUDE. Co then I come head to you because I

THE COURT: So then I come back to you because I misunderstood what you were saying.

So, in order to demand immediate relief, why do they
have to have more than a single minor who can say, I am
entitled, as a matter of law, to this coverage now? Why should
I have to wait three months?

10 MR. ARZ: Your Honor, I can address that. SAPA does 11 provide a limited exception for emergency rule making, but that 12 exception doesn't apply here. The exception speaks of issues 13 of public health.

14THE COURT: Now you are not answering my question, or15maybe I'm just doing a very poor job of framing the question.

My original belief, having read the papers, was that one effect of your proposed delay would be that if there was any minor who sought coverage and reimbursement now, they would not get it. At least they would not get it automatically as a matter of law.

I misunderstood what you had said before. I thought you were saying that they would get it, but now I see they're not. So now that we're agreed that they would not get it, why isn't that a basis for, assuming there's anyone who fits that category, for moving ahead right now?

GAHYCRUC 18 HEARING MR. ARZ: Your Honor, that time frame is established 1 2 and required by the State Administrative Procedures Act. 3 THE COURT: This is not before me because of any 4 question of compliance with or noncompliance with state 5 administrative procedures. I'm not saying it's irrelevant. As 6 you point out, it's appropriate where possible, where 7 reasonably possible, to accommodate the natural order of state 8 administrative procedures. Where someone is, as a matter of federal law, entitled 9 10 right now to certain relief and would be denied it for at least several months if the Court did not act, I don't see why I 11 should wait for the administrative procedure to play itself 12 13 out. 14 That's why I raised before the perhaps not very 15 perfect analogy of segregation. If, as a matter of 16 constitutional law, a black child was entitled to be admitted 17 to the schools of Little Rock, Arkansas, after the Brown v. 18 Board of Education decision, the Arkansas legislature could 19 not, I think with a straight face, say, we'll wait till our

20 procedure plays itself out.

The constitutional law had been determined, and they were entitled to immediate relief, and they would suffer real harm if they didn't get that immediate relief.

24Why is that not the situation here?25MR. ARZ: Well, two things, your Honor: One is the

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1	earlier distinguishing point I raised about the fact that this
2	is not the state saying, well, we need to look into this. We
3	need to appoint a committee. The state has indicated what it
4	believes the rule should be subject to the public comment
5	period.
6	THE COURT: Yes, but that assumes that the public
7	comment is an irrelevancy. Surely you don't want me to assume
8	that.
9	MR. ARZ: I do not, your Honor.
10	THE COURT: So, if the public comment period is not an
11	irrelevancy, that means that under state law you could change
12	your mind if the comments persuaded you not to pursue the
13	proposed regulation.
14	So that's all fine as a matter of state law. If as a
15	matter of federal law they're entitled to the relief now, why
16	should I wait around to see what you do in response to public
17	comments?
18	MR. ARZ: Well, again, your Honor what we're asking
19	for is a brief stay to let that play out so that we can know
20	what the department does in the face of the public comment
21	period rather than speculate on it. The application here today
22	is solely under Rule 60.
23	THE COURT: If they're entitled as a matter of law to
24	the relief they seek, then as a matter of federal law, it
25	doesn't matter what the public comments are. It matters in the

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1	normal case where it's just a matter of state law, state
2	administrative law no less. Public comments of course need to
3	be taken account of, and they will, in appropriate cases,
4	change one's position.
5	But that's not the situation here. The situation
6	here, at least on their theory, is they're entitled to this
7	relief right now as a matter of federal law.
8	MR. ARZ: Your Honor, I would address that by pointing
9	out that federal law also recognizes, as a matter of
10	federalism, that states generally have the first attempt to
11	remedy any issues. I would also say we're not here on
12	THE COURT: Within limits, that's true. But this
13	lawsuit has been pending since 2014. Your adversary was going
14	to give me the whole long history of it, but I want to go to
15	dinner tonight. It's not like the state hasn't had plenty of
16	time to reflect on the claims made here.
17	MR. ARZ: I would just underscore that those are
18	issues that are outside of the present application which is
19	only under Rule 60 for reconsideration. Those would need to be
20	fully briefed.
21	There are other elements that they would need to
22	establish to demonstrate the need for that relief, if it were
23	so applied for, which it has not been. That again cautions
24	for this public comment period ends on November 21.
25	The reasonable period thereafter, as required, to
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1 assess the public comment period -- as your Honor indicated, if 2 the department has done something completely different, then we 3 can be back here figuring out what needs to happen based on 4 that rather than speculating about it.

5 It makes sense to do it comprehensively on full 6 briefing with all of the issues so that we can get to a final 7 decision, a final order, in this case.

8 THE COURT: Let me hear anything further from 9 plaintiffs' counsel.

MR. BILLER: Just a couple quick things, your Honor. First of all, when Mr. Arz says states usually have first attempt maybe; maybe not. We're on attempt number four here, two years into the litigation.

This isn't a case where defendant gets sued, honestly revisits its policy, and issues something that provides complete relief. We're 2 1/2 years into this litigation. This is attempt number four at amending.

18 THE COURT: In fact, one might make the argument it's 19 only when the Court has pushed this case forward that they have 20 reconsidered their previous positions.

21 MR. BILLER: That's absolutely true, your Honor. I 22 won't go through the history. Your Honor knows it. I would 23 say, if your Honor lines up those amendments, you'll see that 24 it does track the development of the litigation. Other courts 25 have found that to be an important factor when deciding

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1 mootness applications.

The other thing I'll say, which your Honor picked up on, is we have a current violation of federal law that is ongoing. So what the defendant is asking here for is not just a delay, but in fact they're asking for the Court's imprimatur on the continuing violation of federal law.

Your Honor's example of Brown v. Board I think was very apt. You know that there's a violation of federal law that's ongoing. There's no need to wait for any sort of state rule-making process to work its way out, which we won't even necessarily know when it will end and how it will end.

Your Honor was confronted with this very same issue on summary judgment. After the April 2016 notice of proposed rule making that they put out, they made an application to the Court to either moot our claims or stay the case until that rule making was adopted.

Your Honor correctly found that the notice of proposed rule making was not final. It was not binding on DOH, and to continue to delay the case when it has been pending for so long is simply unfair to the parties and the public. I think that reasoning applies just as much now as it did then, if not more so.

The last thing I'll say is the harm that the class members are suffering is a real and grave harm. As our experts have shown and other documentary evidence that's in the record,

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1	this is a condition where people are subject to severe
2	emotional and psychological distress. They are subject to
3	discrimination. The minors are subject to bullying at school.
4	School is in session now. It goes so far as suicide, and the
5	suicide rates are rather staggering among this population.

So, for them to say, let's just wait it out, this
population has already been waiting. They've been waiting for
at least the 2 1/2 years that this case has been pending,
waiting since 1998 when the ban was first put in place. I just
don't see any reason on this record to continue waiting.

THE COURT: Well, I thank both sides for those helpful arguments. I will get you an at least bottom-line decision, either with an accompanying opinion or with an opinion to follow, no later than a week from today. This matter is taken sub judice until then.

MR. BILLER: Thank you, your Honor. MR. ARZ: Thank you, your Honor.

(Adjourned)

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