

No. 22-11532-BB

United States Court of Appeals
for the 11th Circuit

LUCAS WALL,
Appellant/Plaintiff

v.

CENTERS FOR DISEASE CONTROL & PREVENTION, DEPARTMENT
OF HEALTH & HUMAN SERVICES, TRANSPORTATION SECURITY
ADMINISTRATION, DEPARTMENT OF HOMELAND SECURITY, &
DEPARTMENT OF TRANSPORTATION,
Appellees/Defendants

Appeal from the United States District Court
for the Middle District of Florida
No. 6:21-cv-975

APPELLANT'S THIRD OPENING BRIEF

LUCAS WALL
Appellant *Pro Se*
3601 Cosmos Way
The Villages, FL 32163
202-351-1735
Lucas.Wall@yahoo.com

I. CERTIFICATE OF INTERESTED PERSONS

Pursuant to 11th Cir. R. 26.1, I certify that in addition to the parties, I believe these persons and organizations have an interest in this case:

I. TRIAL JUDGES

- District Judge Paul Byron, Middle District of Florida
- Magistrate Judge Daniel Irick, Middle District of Florida

II. ATTORNEYS

- Andrew Freidah, trial counsel for appellees
- Alisa Klein, appellate counsel for appellees
- Ashley Moody, counsel for *amicus curiae* State of Florida
- Brian Springer, appellate counsel for appellees
- Evan Ezray, counsel for *amicus curiae* State of Florida
- Henry Whitaker, counsel for *amicus curiae* State of Florida
- James Percival, counsel for *amicus curiae* State of Florida
- Jeffrey DeSousa, counsel for *amicus curiae* State of Florida
- Johnny Walker, trial counsel for appellees
- Marcia Sowles, trial counsel for appellees
- Michael Gerardi, trial counsel for appellees
- Stephen Pezzi, trial counsel for appellees

III. *AMICI CURIAE*

- 1. State of Florida
- 2. Uri Marcus, Dual Citizen of United States and Israel and Lead *Amicus Curiae* for 3 Dual Citizens
- Kleanthis Andreadakis, Dual Citizen of United States and Greece
- Yvonne Marcus, Dual Citizen of United States and Israel
- 3. Michael Faris, Disabled Passenger and Lead *Amicus Curiae* for 16 Disabled Passengers
- Aaron Abadi, Disabled Passenger
- Angela Byrd, Disabled Passenger
- Anthony Eades, Disabled Passenger
- Avrohom Gordon, Disabled Passenger
- Charity Anderson, Disabled Passenger
- Cindy Russo, Disabled Passenger
- Connie Rarrick, Disabled Passenger
- Devorah Gordon, Disabled Passenger
- Jared Rarrick, Disabled Passenger
- Jennifer Rarrick, Disabled Passenger
- Leonardo McDonnell, Disabled Passenger
- Michael Clark, Disabled Passenger

- Michael Seklecki, Disabled Passenger
- Peter Menage, Disabled Passenger
- Shannon Greer Cila, Disabled Passenger
- 4. Tyson Gabriel, Industrial Hygiene Expert and Lead *Amicus Curiae* for 3 Industrial Hygiene Experts
- David Howard, Industrial Hygiene Expert
- Stephen Petty, Industrial Hygiene Expert
- 5. Janviere Carlin, JetBlue Pilot and lead *amicus curiae* for 313 Pilots & Flight Attendants
- Aaron Gastaldo, Southwest Pilot
- Aaron Komara, Xojet Pilot
- Aaron Seiter, JetBlue Pilot
- Aiden Dorsey, PSA Pilot
- Alaina Trocano, American Flight Attendant
- Andrea Woolley, SkyWest Flight Attendant
- Andrew L Phyfe, Spirit Pilot
- Andy Ix, Southwest Pilot
- Angie May, Southwest Flight Attendant
- Ann Durnwald, Spirit Flight Attendant
- Anthony Korzhov, JetBlue Pilot

- April Rose Mikleton, Southwest Flight Attendant
- Aram Shakarian, JetBlue Pilot
- Barbara Soucy, Spirit Flight Attendant
- Baris Michael Arslan, Spirit Pilot
- Barry Johnson, Frontier Pilot
- Benjamin Oliver, JetBlue Pilot
- Beth Ellis, JetBlue Pilot
- Beverlee Norman, Southwest Flight Attendant
- Beverse Bringas, Southwest Flight Attendant
- Bobby Maurer, Southwest Flight Attendant
- Bradley Brockman, Southwest Pilot
- Brandon Heard, Spirit Pilot
- Brandy Roland, Southwest Flight Attendant
- Brooke Miller, Southwest Pilot
- Brett Molzahn, Delta Pilot
- Canan Agaoglu, American Flight Attendant
- Caren Moody, Southwest Flight Attendant
- Carin S Powell, Delta Flight Attendant
- Carson Dodds, JetBlue Pilot
- Casey Turk, JetBlue Pilot

- Cassi Wright, Southwest Flight Attendant
- Cesar H Reyes Jr., JetBlue Pilot
- Charles F. Adams Jr., Spirit Pilot
- Charles Steffens, Southwest Pilot
- Chris DeLong, American Pilot
- Chris Mills, Spirit Pilot
- Christina Henry, Southwest Flight Attendant
- Christopher Jobes, Southwest Pilot
- Christopher Lowery, Spirit Pilot
- Christopher Ray West, JetBlue Pilot
- Christopher Simeone, Southwest Pilot
- Christopher Sims, American Pilot
- Cindy Jennings, United Flight Attendant
- Collier Yarish, JetBlue Pilot
- Corey Hodges, American Flight Attendant
- Corinn Miller, Southwest Flight Attendant
- Courtney Hatton, Southwest Flight Attendant
- Cristina Field, PSA Pilot
- Dana Hoegh-Guldborg, American Pilot
- Daniel Olthoff, Pilot

- Danielle Waltz, SkyWest Flight Attendant
- David Hasslinger, JetBlue Pilot
- David Torres, JetBlue Pilot
- David Venci, JetBlue Pilot
- Dawn LeClair, Southwest Flight Attendant
- Debbie Baker, American Pilot
- Debra Kovanda, Allegiant Flight Attendant
- Denver Sommers, JetBlue Pilot
- Derek Archer, Delta Pilot
- Derek Osborn, JetBlue Pilot
- Derek Wilkins, JetBlue Pilot
- Diane Knowles Emira, SkyWest Flight Attendant
- Dianna Shannon, Southwest Flight Attendant
- Diego Chaves, Spirit Pilot
- Dominique Bailey, Southwest Flight Attendant
- Don Whittle, American Pilot
- Donna Montalbano, Southwest Flight Attendant
- Dragos Negrut, Spirit Pilot
- Dusty Dunaj, Spirit Flight Attendant
- Earl Blackshire, Delta Flight Attendant

- Eileen Michaud, Delta Flight Attendant
- Elisabeth Serian, JetBlue Flight Attendant
- Elizabeth Burke, American Flight Attendant
- Elmer Muniz, JetBlue Pilot
- Elysia Cerasuolo, JetBlue Flight Attendant
- Ernie Gameng, Delta Pilot
- Francis Parsons, Alaska Pilot
- Gabriel Rubin, JetBlue Pilot
- Gary J. Giancola, Delta Pilot
- Gerard William Egel, Southwest Pilot
- Gina Peterson, Southwest Flight Attendant
- Gregory Custer, PSA Pilot
- Gregory Ramola, JetBlue Pilot
- Gregory Stack, JetBlue Pilot
- Hank Landman, Southwest Pilot
- Harmony M. Martinez, Allegiant Flight Attendant
- Harry Lyman, JetBlue Pilot
- Heather Scaglione, Southwest Dispatch
- Heidi Garrison, Frontier Flight Attendant
- Hernan Orellana, JetBlue Pilot

- Hung Vo, Spirit Pilot
- Ivy Rivera, JetBlue Pilot
- J. Luciene Rathwell, American Pilot
- Jake Gaston, JetBlue Pilot
- James Bruce, Spirit Pilot
- James P Hogan, JetBlue Pilot
- James Varner, JetBlue Pilot
- Jameson B Shonk, JetBlue Pilot
- Jana Hill, Southwest Flight Attendant
- Jarod Meehan, Spirit Pilot
- Jason Parks, Southwest Pilot
- Jean-Michel Trousse, JetBlue Pilot
- Jeanene Harris, American Flight Attendant
- Jeannie Howell, Delta Flight Attendant
- Jeff Chandler, Southwest Pilot
- Jeff Devey, Spirit Pilot
- Jeff Johnson, Southwest Pilot
- Jeffery Menna, FedEx Pilot
- Jeffrey Filice, JetBlue Pilot
- Jeffrey J Abbadini, Delta Pilot

- Jenann Logan, Southwest Flight Attendant
- Jenni Lantz, Southwest Cargo
- Jennifer Glass Stefaniak, Southwest Flight Attendant
- Jennifer Shaddock Lewis, Southwest Flight Attendant
- Jeremy Ivanovskis, American Flight Attendant
- Jessica A Locke, JetBlue Flight Attendant
- Jessica Sarkisian, Frontier Pilot
- John Allen, Southwest Pilot
- John Reed, Southwest Pilot
- Jolene Williams, Southwest Flight Attendant
- Jon Mermann, American Pilot
- Jon Rising, JetBlue Pilot
- Jonathan Carlson, Spirit Pilot
- Jonathan Russell Biehl, Delta Pilot
- Joni Kolar, Southwest Flight Attendant
- Joseph A Callan Jr., Southwest Pilot
- Joseph Cogelia, JetBlue Pilot
- Judith Lear, Director of Marketing & Aircraft Appraisals
- Judith Seibold, Southwest Flight Attendant
- Julia Christiansen, Southwest Flight Attendant

- Julia Edwards, American Flight Attendant
- Julie Kay Jackson, SkyWest Flight Attendant
- Justin Jordan, Spirit Pilot
- Justin Richard, Spirit Pilot
- Karen Malone, Southwest Flight Attendant
- Karen Wright, Spirit Flight Attendant
- Kathleen Goff, American Flight Attendant
- Kathryn Gill, United Flight Attendant
- Kathryn Kugler, Southwest Flight Attendant
- Katrina Johnson, Southwest Flight Attendant
- Katrina Lopez, American Flight Attendant
- Kecia Pettey, American Flight Attendant
- Keith Owens, Spirit Pilot
- Kelli Floyd, Spirit Flight Attendant
- Kellie Meehan, Spirit Pilot
- Kelly Wink, Southwest Flight Attendant
- Ken Norman, ABX Air Pilot
- Keri Ann Reardon, SkyWest Flight Attendant
- Kevin Goff, JetBlue Pilot
- Kevin Hall, Delta Pilot

- Kevin Macelhaney, American Pilot
- Kevin Yoder, Delta Pilot
- Kimberly Christian, Southwest Flight Attendant
- Kimberly Dashley, Southwest Flight Attendant
- Kimberly Russek, Southwest Flight Attendant
- Kristen Humbert, Southwest Flight Attendant
- Kristen Salas, Southwest Flight Attendant
- Kristin Vanden Branden, Southwest Flight Attendant
- Krystle Wong, Delta Flight Attendant
- Kurt Schuster, JetBlue Pilot
- Laura Culp, Southwest Flight Attendant
- Laura Sutter, American Flight Attendant
- Lauren Flemmons, Southwest Flight Attendant
- Laurie Harry, Southwest Flight Attendant
- Laurie Parke, Delta Flight Attendant
- Lawrence Young, JetBlue Pilot
- Leo Heiss, JetBlue Pilot
- Lisa Williams, American Flight Attendant
- Lorraine Petersen, Allegiant Flight Attendant
- Lotus Bonadona, Southwest Flight Attendant

- Lynn Dicken, Southwest Flight Attendant
- Maggie Eickhoff, Delta Pilot
- Maggie Gelfand, SkyWest Flight Attendant
- Marc Haney, Spirit Pilot
- María de los Angeles Coppen-Brickman, Frontier Flight Attendant
- Mark Blackman, JetBlue Pilot
- Mark Graca, Spirit Pilot
- Mark Maskiell, JetBlue Pilot
- Mark Register, Southwest Pilot
- Marshall Paull, Allegiant Pilot
- Marta Nowak, Delta Flight Attendant
- Martha Peterman, Southwest Flight Attendant
- Marty Moore, Delta Pilot
- Mary Ellen Ferrari, FedEx Pilot
- Mary Ramkowsky, Southwest Flight Attendant
- Matthew Peters, JetBlue Pilot
- Meagan Loomis-Martin, Southwest Flight Attendant
- Melanie D DeJean, Southwest Flight Attendant
- Melissa Kellerman, JetBlue Pilot
- Melody Wood, Southwest Flight Attendant

- Menem Hinton, Spirit Flight Attendant
- Meriza Subject, Delta Flight Attendant
- Michael Baldari, JetBlue Pilot
- Michael DiFiore, JetBlue Pilot
- Michael King, American Pilot
- Michael Scott LeBeau, American Pilot
- Michael Shea, FedEx Pilot
- Michaela Fitch, Spirit Flight Attendant
- Michele Jones Aichner, JetBlue Ground Operations
- Michelle Colby, Southwest Flight Attendant
- Monica Gomez, Southwest Pilot
- Nathan Lawrence Price, Southwest Pilot
- Nathan Town, JetBlue Pilot
- Nelly Heist, Delta Flight Attendant
- Nicholas J Pittson, SkyWest Flight Attendant
- Nichole Silva, United Flight Attendant
- Nichole Stearnes, Southwest Flight Attendant
- Nicole Stevens, Southwest Flight Attendant
- Nicolette Vajk, Delta Flight Attendant
- Pamela Fandrich, American Flight Attendant

- Pamela S Weilbacher, American Flight Attendant
- Pamela Von Schriltz, Southwest Flight Attendant
- Patricia Burnett, American Flight Attendant
- Patricia Karen Kinch, Southwest Flight Attendant
- Patricia Rossi, Delta Flight Attendant
- Patricia Sedwick, Allegiant Flight Attendant
- Paul Hertzberg, FedEx Pilot
- Paul Nolan, Alaska Pilot
- Paula Conner, Southwest Flight Attendant
- Peggy Sue Flynn, Southwest Flight Attendant
- Peter Birchenough, Southwest Pilot
- Peter Marquart, American Pilot
- Peter Smith, JetBlue Pilot
- Phillip Mack, JetBlue Pilot
- Philip Prada, Southwest Pilot
- Rachel Miller, Southwest Flight Attendant
- Rachel Stanton, Southwest Flight Attendant
- Rajkumar Seth, Spirit Pilot
- Rebecca L Badley, Spirit Pilot
- Richard P. Garrett IV, Southwest Pilot

- Richard Willis, Spirit Pilot
- Rob McCormick, JetBlue Pilot
- Robert Lynn Attaway, American Pilot
- Robert Iman, Southwest Flight Attendant
- Robert Lopez Jr., Southwest Flight Attendant
- Robin Staveley, JetBlue Pilot
- Roger Hayes, Southwest Pilot
- Ron Klimoff, Spirit Pilot
- Ronald Souther, American Pilot
- Ryan L Cairney, JetBlue Pilot
- Ryan T Smith, Spirit Pilot
- Ryan Ty Barlow, Southwest Flight Attendant
- Samantha Cazares, Frontier Flight Attendant
- Sandi Lloyd, Southwest Flight Attendant
- Sarah Emily Bliesath, Delta Pilot
- Scott C Stricklin, Southwest Pilot
- Scott Ferrando, JetBlue Pilot
- Sean Cooley, Southwest Flight Attendant
- Sean Harris, Southwest Pilot
- Sean Timothy Pearl, Mountain Air Cargo Pilot

- Sharolyn Stanley, United Flight Attendant
- Sharon Remillard, JetBlue Flight Attendant
- Shaun Brown, Spirit Pilot
- Shawn Allen, JetBlue Pilot
- Shawna Timmons, SkyWest Flight Attendant
- Shawna Ward, American Flight Attendant
- Sheila Casiano, American Flight Attendant
- Stacy LaValle, Southwest Flight Attendant
- Stephani Astin Hancock, Southwest Flight Attendant
- Stephen Gehman, JetBlue Pilot
- Stephen La Point, American Pilot
- Stephen Mearriam, Hawaiian Pilot
- Steve Lewis, Southwest A&P Mechanic
- Susan Connaughton, American Flight Attendant
- Susan Golliheair, Southwest Flight Attendant
- Susan Karr, Delta Flight Attendant
- T. Hunter Ande, Spirit Pilot
- Tammy Gipp, Frontier Flight Attendant
- Tammy Smart, American Pilot
- Tara Jones, Southwest Flight Attendant

- Ted Richard Miller, Delta Pilot
- Terry MacArthur, Delta Flight Attendant
- Theresa Lavin, Delta Flight Attendant
- Theresa Leonardo, Southwest Flight Attendant
- Therese Paul, Delta Pilot
- Terri Ackerman, Southwest Flight Attendant
- Thomas N. Stevens, Aircraft Maintenance Instructor & Pilot
- Thomas Neil, Southwest Pilot
- Tiffani Harvey, Delta Flight Attendant
- Timothy D Propst, Spirit Pilot
- Timothy Holewinski, JetBlue Pilot
- Timothy L Maness, JetBlue Pilot
- Tina Thornton, Southwest Flight Attendant
- Todd Brusseau, Frontier Pilot
- Todd Saunders, JetBlue Pilot
- Tom Klingensmith, Delta Pilot
- Tom Oltorik, Pilot
- Tonia Williams, Southwest Flight Attendant
- Traci Jo Morrey, Southwest Flight Attendant
- Traci Kay, American Flight Attendant

- Traci Smith, Southwest Flight Attendant
- Tracy Johnston, Southwest Flight Attendant
- Travi Carr, Southwest Flight Attendant
- Travis Kenneth Jarvi, Southwest Pilot
- Trent Babish, Spirit Pilot
- Troy Playman, Southwest Flight Attendant
- Victoria Vasenden, Southwest Flight Attendant
- Vishal Bhatia, Spirit Pilot
- William Dunaske, JetBlue Pilot
- Winston Chapin Wolczak, FedEx Pilot

IV. PEOPLE

- Every person who uses any form of public transportation anywhere in the United States of America and is subject to the Federal Transportation Mask Mandate
- Every employee in the transportation industry who must enforce the Federal Transportation Mask Mandate and/or International Traveler Testing Requirement
- All airline passengers worldwide who are subject to the International Traveler Testing Requirement
- All employees of the corporations and associations listed below whose salaries and jobs are dependent on their employer's revenue intake, which has been greatly diminished as a result of the Federal Transportation Mask Mandate and International Traveler Testing Requirement

V. LARGE CORPORATIONS

- Accor
- Alaska Airlines
- American Airlines
- Atlas Air Worldwide
- BWH Hotel Group
- Caesars Entertainment
- Carnival Corp.
- Choice Hotels International
- Delta Air Lines
- Disney Parks, Experiences, & Products
- Emirates Airline
- Encore
- Enterprise Holdings
- Expedia Group
- FedEx Express
- Hawaiian Airlines
- Herschend Enterprises
- Hilton
- Hyatt Hotels Corp.

- IDEMIA North America
- IHG Hotels & Resorts
- JetBlue Airways
- Marriott International
- MGM Resorts International
- Nikko Hotels International
- Omni Hotels & Resorts
- Southwest Airlines
- United Airlines
- Universal Parks & Resorts
- UPS Airlines
- Venetian Resort Las Vegas
- Wyndham Hotels & Resorts
- All other operators of airplanes and other public-transportation conveyances as well as transport hubs nationwide that must enforce the Federal Transportation Mask Mandate
- All other airlines flying from foreign countries to the United States that must enforce the International Traveler Testing Requirement

VI. AIRPORTS

- Chicago Department of Aviation
- Cincinnati/Northern Kentucky International Airport

- Denver International Airport
- Los Angeles World Airports
- Metropolitan Washington Airports Authority
- Miami International Airport
- Philadelphia International Airport
- Port Authority of New York and New Jersey
- Portland International Airport
- San Diego International Airport
- San Francisco International Airport
- Tampa International Airport
- All other airports in the United States that must enforce the Federal Transportation Mask Mandate
- All airports in foreign countries with flights to the United States that must handle passengers detained by CDC for failure to present a negative COVID-19 test during check-in

VII. NATIONAL ASSOCIATIONS

- Airlines for America
- Airports Council International - North America
- American Hotel & Lodging Association
- American Society of Travel Advisors
- Asian American Hotel Owners Association

- Associated Luxury Hotels International
- Consumer Technology Association
- Cruise Lines International Association
- Destinations International
- Exhibitions & Conferences Alliance
- International Air Transport Association
- International Association of Amusement Parks & Attractions
- International Association of Exhibitions & Events
- International Inbound Travel Association
- International Society of Hotel Associations
- Meeting Professionals International
- National Association of Manufacturers
- National Park Hospitality Association
- National Tour Association
- Professional Convention Management Association
- Society of Independent Show Organizers
- Student Youth Travel Association
- Travel Technology Association
- U.S. Chamber of Commerce
- U.S. Tour Operators Association

- U.S. Travel Association

VIII. OTHER ASSOCIATIONS & SMALL/MEDIUM BUSINESSES

- Atlanta Convention & Visitors Bureau
- Arlington Convention & Visitors Bureau
- Arizona Lodging & Tourism Association
- Associated Equipment Distributors
- ATL Airport District CVB
- Aurora Area Convention & Visitors Bureau
- Best Western Pony Soldier
- Bismarck-Mandan Convention & Visitors Bureau
- Branson Chamber & CVB
- Broadway Inbound
- Butler County Tourism
- Catalina Express
- California Travel Association
- Circle Wisconsin
- CityPASS
- Civitas
- Clark-Floyd Counties Convention & Tourism Bureau

- Commonwealth Hotels
- Connect Travel
- Coraggio Group LLC
- Cortland County Convention & Visitors Bureau
- CRVA/Visit Charlotte
- Destination Analysts
- Destination Augusta GA
- Destination DC
- Destination Door County
- Destination Madison
- Destination Niagara USA
- Destination Panama City (PCCDC)
- Destinations Wisconsin
- Digital Edge
- Discover Destinations LLC
- Discover Flagstaff
- Discover Green Bay
- Discover Puerto Rico
- Evans Hotels
- Experience Florida's Sports Coast

- Experience Kissimmee
- Explore Fairbanks
- Explore St Louis
- Extranomical Tours
- Fargo-Moorhead CVB
- Fenway Park Tours
- Fort Myers – Islands, Beaches & Neighborhoods
- G2 Travel
- Gather Media Network LLC
- Georgia’s Rome Office of Tourism
- Georgia Association of Convention & Visitors
- Bureaus, Inc.
- Glacier Country Tourism
- Global Hospitality Marketing Link
- Go City
- Go Global Travel
- Grand Beach Hotel Group
- Greater Birmingham CVB
- Greater Boston Convention & Visitors Bureau
- Greater Folsom Partnership

- Greater Miami Convention & Visitors Bureau
- Greater Newark Convention & Visitors Bureau
- Greater Raleigh Convention & Visitors Bureau
- Greene County Ohio Convention & Visitors Bureau
- Gulf Shores & Orange Beach Tourism
- Hayward Lakes Visitors & Convention Bureau
- Hilton Head Island/Bluffton Chamber of Commerce
- Historic Tours of America
- Hosteling International USA
- Houston First Corporation
- Huntsville/Madison County Convention & Visitors Bureau
- Irving Convention & Visitors Bureau
- Kelly Tours – Grayline Savannah & Beaufort
- Kentucky Travel Industry Association
- Ketchikan Visitors Bureau
- Lake Tahoe Visitors Authority
- Lakes Region Tourism Association
- Las Vegas Convention and Visitors Authority
- Leading Companies International
- Longwoods International

- Los Angeles Tourism & Convention Board
- Louisiana Travel Association
- Luray Caverns
- Mackinac Island Convention & Visitors Bureau
- Madden Media
- Maine Office of Tourism
- Mall of America
- Manitowoc Area Visitor & Convention Bureau
- Maritz Holdings and Maritz Global Events
- Maryland Tourism Coalition
- Mat-Su CVB
- Mears Transportation
- meetNKY | Northern Kentucky Visitors Bureau
- Miles Partnership
- Miracle Mile Shops, Las Vegas
- Misha Tours
- Mississippi Tourism Association
- Myrtle Beach Area Chamber & CVB
- Naples, Marco Island, & Everglades CVB
- National Park Express

- Natural Bridge Caverns
- New Orleans & Company
- New Smyrna Beach Area Visitors Bureau
- North Dakota Department of Commerce
- NYC & Company
- Oklahoma Travel Industry Association
- Orlando Magic
- OTS Globe
- Paradise Advertising & Marketing
- Port Aransas Tourism Bureau & Chamber of Commerce
- Port of Seattle Tourism Department
- Railbookers Group
- Rancho Cordova Travel & Tourism
- Reno Tahoe
- Resorts World Las Vegas
- Richard Reasons
- RMI Destination Marketing
- Road.Travel
- Rocky Mountain Holiday Tours
- Rocky Mountaineer

- Samantha Brown Media
- San Francisco Travel Association
- San Diego Tourism Authority
- San Diego Zoo Wildlife Alliance
- Santa Monica Travel & Tourism
- Sawgrass Recreation Park
- Searchwide Global
- Shreveport-Bossier Convention & Tourist Bureau
- Sitka Tribe of Alaska
- Ski Utah
- Skyline Sightseeing
- Sojern
- South Carolina PRT
- South Coast Plaza
- South Dakota Department of Tourism
- Southeast Tourism Society
- Springfield Convention & Visitors Bureau
- St. Tammany Parish Tourist & Convention Commission
- Starline Tours of Hollywood
- State of Washington Tourism

- STR
- Sun Islands Hawaii
- Sunny Isles Beach Tourism & Marketing Council
- Texas Travel Alliance
- Tauck
- TBO LLC
- The Guest House at Graceland
- The Happy Valley Adventure Bureau
- Tour America LLC
- Tourism Economics
- TourMappers North America LLC
- Travalco USA
- TravDek
- Travel Butler County
- Travel Marquette
- Travel Portland
- Travel Oregon
- Travel Santa Ana
- Travel South USA
- Tropicana Las Vegas – a DoubleTree by Hilton

- TSA Tours
- U.S. Cultural & Heritage Marketing Council
- Ventura County Lodging Association
- Virginia Tourism Corporation
- Visit Anaheim
- Visit Aurora, CO
- Visit Baltimore
- Visit Cedar City Brian Head
- Visit Colorado Springs
- Visit Dallas
- Visit Denver
- Visit Eau Claire
- Visit Fairfax
- Visit Fort Worth
- Visit Greater Palm Springs
- Visit Harford
- Visit Henderson, NV
- Visit Huntington Beach
- Visit Lake Charles
- Visit Lake County

- Visit Lenawee
- Visit Milwaukee
- Visit Muskogee
- Visit Oakland
- Visit Orlando
- Visit Pensacola
- Visit Phoenix
- Visit Saint Paul
- Visit San Antonio
- Visit Sandy Springs
- Visit Santa Barbara
- Visit Savannah
- Visit St. Pete/Clearwater
- Visit Stockton
- Visit Tampa Bay
- Visit Tri-Valley
- Visit Vacaville
- Visit Vancouver WA
- Visit Williamsburg
- VisitLEX

- Warren County (Ohio) CVB
- Wausau/Central Wisconsin Convention & Visitors Bureau
- West Hollywood Travel & Tourism Board
- West Virginia Department of Tourism
- White Mountains Attractions Association
- www.getyourguide.com
- Yosemite Mariposa County Tourism Bureau
- Young Strategies
- Zartico
- Zimple Rentals

II. STATEMENT REGARDING ORAL ARGUMENT

Given the importance of the issues presented in this case – the outcome of which will directly impact an estimated 36 million American public-transportation users every day plus more than 1 million employees who work in the aviation and mass-transit sectors, I suggest oral argument is appropriate and necessary. Argument is especially warranted because the 11 questions of law I present in this appeal are all of first impression to any appellate court nationwide.

For judicial economy, I suggest the Court should schedule oral argument in this case the same week as the related action of *Health Freedom Defense Fund v. Biden*, No. 22-11287, (“*HFDF*”): **tentative calendar number 7 in Miami during the week of Jan. 16, 2023**. This is due to three similarities these two cases present:

- Is the Federal Transportation Mask Mandate (“FTMM” or “Mask Mandate”) ordered by the Centers for Disease Control & Prevention (“CDC”) and the Department of Health & Human Services (“HHS”) illegal because Congress did not authorize it in the Public Health Service Act (“PHSA”)(42 USC § 264(a)) nor any other statute?
- Is CDC’s Mask Mandate arbitrary and capricious?
- Did CDC lack good cause to forego the required notice-and-comment

before imposing the FTMM?

I should note, however, that this case is NOT a carbon copy of *HFDF* and should NOT be held pending the Court's decision in that matter as *amicus curiae* State of Florida suggests in the brief it filed Sept. 15, 2022, supporting my arguments. I raise eight more questions for the Court's review than the three the government presents in its appeal of the related action and there are three additional appellees/defendants in this case: Transportation Security Administration ("TSA"), Department of Homeland Security ("DHS"), and Department of Transportation "DOT"). This case also deals not only with the FTMM, but also the International Traveler Testing Requirement ("ITTR" or "Testing Requirement"). Therefore, there are no grounds to support Florida's request to postpone my ability to obtain justice.

III. TABLE OF CONTENTS

I. CERTIFICATE OF INTERESTED PERSONS	1
II. STATEMENT REGARDING ORAL ARGUMENT	34
III. TABLE OF CONTENTS.....	36
IV. TABLE OF CITATIONS	39
V. STATEMENT OF JURISDICTION	44
VI. STATEMENT OF THE ISSUES	46
VII. STATEMENT OF FACTS & PROCEDURAL HISTORY	48
A. Federal Actions to Mandate Masks & Require Virus Testing.....	48
B. My Inability to Travel Due to the Government Orders	52
C. District Court Proceedings	54
D. Standard of Review	55
VIII. ARGUMENT SUMMARY	56
IX. ARGUMENT.....	58
A. The district court erred in ruling that CDC and HHS issued the Federal Transportation Mask Mandate and International Traveler Testing Requirement within their statutory authority under the Public Health Service Act.	58
1. The PHSA doesn't allow CDC to issue orders.....	58

2. The FTMM and ITTR run afoul of the Major Questions Doctrine....	60
3. CDC and HHS are not entitled to <i>Chevron</i> deference because Congress never authorized the agencies to issue rules concerning masks and virus testing as a condition of travel. Masks are not “sanitation” and testing is not “inspection.”	63
B. The district court erred in ruling that CDC and HHS legally issued the FTMM and ITTR without notice and comment.	67
C. The district court erred in failing to rule on my arguments that the FTMM and ITTR are arbitrary and capricious.	70
D. The district court erred in ruling that the FTMM does not violate the Air Carrier Access Act by allowing airlines to discriminate against the disabled who can’t tolerate wearing face masks.	76
E. The district court erred in ruling that CDC’s complete delegation of evaluating medical exemptions to the FTMM to nonfederal entities doesn’t violate travelers’ Fifth Amendment right to due process.	80
F. The district court erred in ruling that the FTMM does not run afoul of the 10th Amendment by overruling the mask policies and laws of all 50 states as well as because it commandeers state employees to enforce federal orders.	84
G. The district court erred in ruling that the FTMM and ITTR do not impermissibly interfere with the constitutional guarantee of freedom to travel among the states and internationally.	90
H. The district court erred in declining to rule on whether the FTMM and ITTR violate travelers’ rights under the Food, Drug, & Cosmetic Act to refuse use of medical devices such as face masks and virus tests unauthorized by the Food & Drug Administration or permitted only an Emergency Use Authorization.	95
I. The district court erred in failing to consider that that the FTMM and ITTR violate travelers’ fundamental human rights under two international treaties the United States has ratified.	97

J. The district court erred in ruling that it lacks subject-matter jurisdiction to determine the legality of Health Directives issued by TSA and DHS acting under the direction of CDC and HHS.98

K. The district court erred in ruling that DOT can't be ordered to enforce the Air Carrier Access Act. 100

X. CONCLUSION & PRAYER FOR RELIEF 103

XI. CERTIFICATE OF COMPLIANCE 106

IV. TABLE OF CITATIONS

CASES

<i>Allentown Mack Sales & Serv. v. NLRB</i> , 522 U.S. 359 (1998)	73
<i>Aptheker v. Secretary of State</i> , 378 U.S. 500 (1964)	73
<i>Artway v. Att’y Gen.</i> , 81 F.3d 1235 (3rd Cir. 1996)	93
<i>Bell v. Burson</i> , 402 U.S. 535 (1971)	81, 82
<i>Bond v. United States</i> , 572 U.S. 844 (2014)	85, 87
<i>Brock v. Roadway Exp.</i> , 481 U.S. 252 (1987)	83
<i>Califano v. Yamasaki</i> , 442 U.S. 682 (1979)	103
<i>Chicago v. Barr</i> , 961 F.3d 882 (7th Cir. 2020)	105
<i>Chicago v. Morales</i> , 527 U.S. 41 (1999)	93
<i>Chicago v. Sessions</i> , 888 F.3d 272 (7th Cir. 2018)	104
<i>Chrysler Corp. v. Brown</i> , 441 U.S. 281 (1979)	67
<i>Cin. Bell Tel. Co. v. FCC</i> , 69 F.3d 752 (6th Cir. 1995)	72
<i>Clinton Mem’l Hosp. v. Shalala</i> , 10 F.3d 854 (D.C. Cir. 1993)	71
<i>DHS v. Regents of the Univ. of California</i> , 140 S.Ct. 1891 (2020)	65, 66
<i>Doe v. Rumsfeld</i> , 297 F. Supp. 2d 119 (D.D.C. 2003)	97
<i>Doe v. Rumsfeld</i> , 341 F. Supp. 2d 1 (D.D.C. 2004)	97
<i>Encino Motorcars v. Navarro</i> , 136 S.Ct. 2117 (2016)	72
<i>Epic Sys. Corp. v. Lewis</i> , 138 S.Ct. 1612 (2018)	79

<i>FCC v. Prometheus Radio Project</i> , 141 S.Ct. 1150 (2021)	73
<i>Florida v. Becerra</i> , 544 F. Supp. 3d 1241 (M.D. Fla. 2021)	64, 72, 86
<i>Florida v. HHS</i> , 19 F.4th 1271 (11th Cir. 2021)	69
<i>Freeman v. DirecTV</i> , 457 F.3d 1001 (9th Cir. 2006)	79
<i>Goss v. Lopez</i> , 419 U.S. 565 (1975).....	83
<i>Health Freedom Defense Fund v. Biden</i> , No. 8:21-cv-1693, 2022 WL 1134138 (M.D. Fla. Apr. 18, 2022) 56, 58, 63, 64, 70, 86, 92, 103	
<i>Hillsborough County v. Automated Medical Labs</i> , 471 U.S. 707 (1985)....	89
<i>Jennings v. Rodriguez</i> , 138 S.Ct. 830 (2018)	95
<i>Johnson v. Cincinnati</i> , 310 F.3d 484 (6th Cir. 2002)	85
<i>Kent v. Dulles</i> , 357 U.S. 116 (1958)	82, 91
<i>Louisiana v. Becerra</i> , No. 3:21-cv-4370 (W.D. La. Jan. 1, 2022)	69
<i>Michigan v. EPA</i> , 576 U.S. 743 (2015).....	73
<i>Midwater Trawlers Coop. v. Dep’t of Commerce</i> , 282 F.3d 710 (9th Cir. 2002)	72
<i>Mohamed v. Holder</i> , 2014 WL 243115 (E.D. Va. Jan. 22, 2014)	94
<i>NAACP v. Button</i> , 371 U.S. 415 (1963).....	92
<i>Nat’l Mining Ass’n v. U.S. Army Corps of Eng’rs</i> , 145 F.3d 1399 (D.C. Cir. 1998)	105
<i>New York v. United States</i> , 505 U.S. 144 (1992)	88

<i>NFIB v. Dept. of Labor</i> , No. 21A244 (U.S. Jan. 13, 2022)	61, 89
<i>NFIB v. Sebelius</i> , 567 U.S. 519 (2012).....	87, 89
<i>NRDC v. NHTSA</i> , 894 F.3d 95 (2nd Cir. 2018)	68
<i>Paul v. United States</i> , 140 S.Ct. 342 (2019)	63
<i>Plyler v. Doe</i> , 457 U.S. 202 (1982)	93
<i>Printz v. United States</i> , 521 U.S. 898 (1997).....	88
<i>Propert v. Dist. of Columbia</i> , 948 F.2d 1327 (D.C. Cir. 1991).....	82
<i>Rice v. Santa Fe Elevator Corp.</i> , 331 U.S. 218 (1947).....	89
<i>Ridgeway Properties v. Beshear</i> , No. 20-CI-678 (Ky. Cir. June 8, 2021)...	71
<i>SEC v. Chenery Corp.</i> , 332 U.S. 194 (1947)	65
<i>Shapiro v. Thompson</i> , 394 U.S. 618 (1969)	93
<i>Smiley v. Citibank</i> , 517 U.S. 735 (1996)	67
<i>Solid Waste Agency v. U.S. Army Corps of Eng'rs</i> , 531 U.S. 159 (2001)....	88
<i>Texas v. Biden</i> , 10 F.4th 538 (5th Cir. 2021).....	74
<i>Texas v. United States</i> , 787 F.3d 733 (5th Cir. 2015).....	104
<i>Tiger Lily v. HUD</i> , 5 F.4th 666 (6th Cir. 2021).....	89
<i>Tiger Lily v. HUD</i> , 992 F.3d 518 (6th Cir. 2021)	64
<i>United States v. Albarado</i> , 495 F.2d 799 (2nd Cir. 1974).....	94
<i>United States v. Guest</i> , 383 U.S. 745 (1966)	91
<i>United States v. Kroll</i> , 481 F.2d 884 (8th Cir. 1973)	94

<i>United States v. Lopez</i> , 514 U.S. 549 (1995)	85
<i>United States v. Robel</i> , 389 U.S. 258 (1967)	92
<i>United States v. Wheeler</i> , 254 U.S. 281 (1920)	93
<i>Will v. Mich. Dep’t of State Police</i> , 491 U.S. 58 (1989)	88
<i>Zucht v. King</i> , 260 U.S. 174 (1922)	87

STATUTES

10 USC § 1107a	96
21 USC § 360bbb-3.....	95
28 USC § 1361.....	101
42 USC § 264(a)	34, 59, 60, 64
49 USC § 40105	97
49 USC § 41705	76, 102
49 USC § 46110.....	98, 99, 101
5 USC § 551(4)	59
5 USC § 551(6)	59
5 USC § 702	44

REGULATIONS

14 CFR § 382.11 77

14 CFR § 382.17 77

14 CFR § 382.19 77

14 CFR § 382.21 77

14 CFR § 382.23 77

14 CFR § 382.25 77

14 CFR § 382.87 77

42 CFR § 71.41 66

49 CFR § 1542.303 99

49 CFR § 1544.305 99

V. STATEMENT OF JURISDICTION

The U.S. District Court for the Middle District of Florida had jurisdiction to hear this case under 28 USC § 1331: “The district courts shall have original jurisdiction of all civil actions arising under the Constitution, laws, or treaties of the United States.”

This case involves judicial review of agency actions, namely the orders establishing the Federal Transportation Mask Mandate and International Traveler Testing Requirement (as well as the Department of Transportation’s refusal to enforce the Air Carrier Access Act (“ACAA”) due to the FTMM). “A person suffering legal wrong because of agency action, or adversely affected or aggrieved by agency action within the meaning of a relevant statute, is entitled to judicial review thereof.” 5 USC § 702.

The Administrative Procedure Act (“APA”) also provides:

“To the extent necessary to decision and when presented, the reviewing court shall decide all relevant questions of law, interpret constitutional and statutory provisions, and determine the meaning or applicability of the terms of an agency action. The reviewing court shall ... (2) hold unlawful and set aside agency action, findings, and conclusions found to be – (A) arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law; (B) contrary to constitutional right, power, privilege, or immunity; (C) in excess of statutory jurisdiction, authority, or limitations, or short of statutory right; (D) without observance of procedure required by law...” 5 USC § 706.

This Court has jurisdiction to hear my appeal under 28 USC § 1291: “The courts of appeals ... shall have jurisdiction of appeals from all final decisions of the district courts of the United States...”

The district court’s order granting summary judgment to the government was issued April 29, 2022. App. 453-481. The clerk filed the judgment and closed the case May 2. App. 482. I timely filed a Notice of Appeal on May 3. App. 25.

VI. STATEMENT OF THE ISSUES

1. Did the district court err in ruling that CDC and HHS issued the Federal Transportation Mask Mandate and International Traveler Testing Requirement within their statutory and regulatory authority under the Public Health Service Act?
2. Did the district court err in ruling that CDC and HHS legally issued the FTMM and ITTR without notice and comment required by the Administrative Procedure Act?
3. Did the district court err in failing to decide if the FTMM and ITTR are arbitrary and capricious?
4. Did the district court err in ruling that the FTMM does not violate the Air Carrier Access Act by allowing airlines to discriminate against the disabled who can't tolerate wearing face masks?
5. Did the district court err in ruling that CDC's complete delegation of evaluating medical exemptions to the FTMM to nonfederal entities doesn't violate travelers' Fifth Amendment right to due process?
6. Did the district court err in ruling that the FTMM does not run afoul of the 10th Amendment by overruling the mask policies and laws of all 50 states and because it commandeers state employees to enforce federal orders?

7. Did the district court err in ruling that the FTMM and ITTR do not impermissibly interfere with the constitutional guarantee of freedom to travel among the states and internationally?
8. Did the district court err in declining to rule on whether the FTMM and ITTR violate travelers' rights under the Food, Drug, & Cosmetic Act ("FDCA") to refuse use of medical devices such as face masks and virus tests unauthorized by the Food & Drug Administration ("FDA") or permitted only an Emergency Use Authorization ("EUA")?
9. Did the district court err in refusing to rule on whether the FTMM and ITTR violate travelers' fundamental human rights under two international treaties the United States has ratified and which Congress requires the government enforce in the aviation sector?
10. Did the district court err in ruling that it lacks subject-matter jurisdiction to determine the legality of Health Directives issued by TSA, a part of DHS, acting under the direction of CDC and HHS?
11. Did the district err in ruling that DOT can't be ordered to enforce the ACAA, which Congress statutorily requires it to do, or to rescind a Notice of Enforcement Policy issued to airlines that directly contradicts DOT's own regulations issued to protect the disabled from discrimination in air travel?

VII. STATEMENT OF THE CASE

A. Federal Actions to Mandate Masks & Require Virus Testing

The Coronavirus Disease 2019 (“COVID-19”) spread around the world in late 2019 and early 2020, leading the World Health Organization (“WHO”) to declare a global pandemic March 11, 2020. Two days later (March 13), President Trump declared the novel coronavirus a national emergency. But even earlier, the HHS secretary declared a nationwide public-health emergency Jan. 31, 2020. App. 490.

In the ensuing year, appellees issued no binding orders to control the respiratory virus in the transportation sector. Instead, the agencies responded prudently by issuing recommendations and guidance, but leaving actual policymaking to the states.

Federalism came to a screeching halt Jan. 20, 2021, with the inauguration of a new president. Joseph Biden made one of his top campaign promises to force all Americans using public transportation to wear face coverings.

The day after he took office, President Biden signed Executive Order 13998, directing several federal agencies to promulgate orders that, *inter alia*, mandated the wearing of masks on all transportation conveyances and in all transit hubs. 86 Fed. Reg. 7205 (Jan. 26, 2021); App. 484-489. The order also directed CDC and HHS to expand a requirement that all airplane

travelers (but not those crossing into the United States by land or sea) submit proof of a negative COVID-19 test taken within three days of boarding a flight to America. President Biden issued the executive order despite admitting on the campaign trail it would likely fail constitutional scrutiny. App. 1,020-1,032.

Federal agencies that had not issued binding orders for a year since HHS declared a public-health emergency suddenly sprang into action – not because of any change in science or the state of the pandemic, but to placate the political interests of a new president who wanted to fulfill his campaign promise to obstruct the breathing of all travelers, even on short city bus, subway, or taxi rides with no nexus to interstate commerce.

Despite the United States being in a public-health emergency since January 2020, all the sudden on Jan. 27, 2021, DHS’ acting secretary issued a “Determination of a National Emergency Requiring Actions to Protect the Safety of Americans Using and Employed by the Transportation System.” Determination 21-130; App. 490-491.

Days later, CDC and HHS issued what they labeled an “Agency Order” (App. 492) requiring that all passengers and employees using any public transportation anywhere in America, or even being present at a “transportation hub” without any intent to travel anywhere, obstruct their oxygen intake

by placing any type of mask over their nose and mouth. “Requirement for Persons to Wear Masks While on Conveyances & at Transportation Hubs,”¹ 86 Fed. Reg. 8,025 (published Feb. 3, 2021, but effective Feb. 1). App. 492-497. CDC and HHS did not provide notice to the public (as noted, the order was published two days *after* it took effect) nor did they solicit public comments for at least 30 days as required by the APA.²

To put its *ultra vires* scheme into place, TSA issued three “Security Directives”³ and one Emergency Amendment requiring face masks: Health Directives 1542-21-01, 1544-21-02, and 1582/84-21-01 as well as Emergency Amendment 1546-21-01 went into effect Feb. 2, 2021, and expired May 11, 2021.⁴ Exemptions for the disabled were limited and included illegal provisions.

¹ Referred to throughout this litigation as the Federal Transportation Mask Mandate (abbreviated as “FTMM” or “Mask Mandate”)

² Notably the order did not contain an expiration date and is still on the books today, but unenforceable because of the April 18, 2022, *vacatur* in *HFDF*.

³ TSA’s orders are misnamed “Security Directives” but in fact have nothing to do with the agency’s statutory mission of ensuring transportation security. Since the orders actually deal with purported public-health matters, I will refer to them properly as “Health Directives” throughout the remainder of this brief.

⁴ When the original Health Directives lapsed, TSA reissued them five times for durations of four months (Version A, May to September 2021), four months (B, September 2021 to January 2022), two months (C, January to

To complete the administrative rewriting of a statute passed by Congress in 1986 to protect the disabled from discrimination in air transportation (Air Carrier Access Act or “ACAA”), the very agency tasked by Congress to enforce the act, DOT, issued a Notice of Enforcement Policy on Feb. 5, 2021, advising airlines that they have *carte blanche* authorization to disobey numerous regulations codified in 14 CFR Part 382 to enforce the ACAA. App. 500-507.

The combination of the CDC/HHS order, TSA’s Health Directives, and DOT’s Notice of Enforcement Policy constitutes the largest conspiracy to interfere with the civil rights of the disabled since Congress passed the ACAA in 1986 and the ADA in 1990.

Furthermore, CDC/HHS also issued the challenged International Traveler Testing Requirement. 86 Fed. Reg. 7,387 (Jan. 28, 2021). The ITTR went into effective immediately without notice and comment.⁵

CDC and HHS rescinded the ITTR effective June 12, 2022. App. 561-564.

March 2022), one month (D, March 19 to April 18, 2022), and then two weeks (E, April 19 to May 3, 2022). Since the six versions are nearly identical, I include only Version D in the Appendix. App. 508-527.

⁵ The agencies amended the ITTR on Nov. 5, 2021, (86 Fed. Reg. 61,252) to shorten the time period before a flight to America that a test must be taken from three days to one day for unvaccinated passengers. The third and final version took effect Dec. 7, 2021, (86 Fed. Reg. 69,256) making the one-day limit also apply to vaccinated flyers. App. 532-560.

But CDC asserted it believes it maintains legal authority to continue “monitor[ing] circulating SARS-CoV-2 variants around the world and can enhance prevention measures, ***including reinstituting testing requirements***, as warranted, including if a variant emerges that may present increased risk of severe illness and death.” App. 562 (emphasis added). This threat of putting the ITTR back into place at any moment means this appeal is not moot.

B. My Inability to Travel Due to the Government Orders

Although my permanent residence is in Washington, DC, when the FTMM and ITTR took effect in early 2021, I was looking after my mother in her retirement community of The Villages, Florida. We were adhering to CDC’s guidance at the time to defer travel until after becoming fully vaccinated against COVID-19.

I got my first jab March 29, 2021, and the second April 26. Adding two weeks, CDC considered me “fully vaccinated” as of May 10, 2021. Later in May, I booked a series of tickets on seven airlines to travel extensively intra-state, interstate, and internationally from June to August 2021.

When it came time for the first departure, I was denied boarding an intra-state Southwest Airlines flight June 2, 2021, from Orlando to Fort Lauderdale, Florida, because I can’t wear a mask due to my Generalized Anxiety Disorder. App. 666-671 & 677-680; *see also* medical records at App. 662-

665. Southwest refused to grant me an exemption from the FTMM, and TSA refused to allow me through its security checkpoint.⁶ Unable to fly, I attempted to board a LYNX transit bus from Orlando International Airport to downtown Orlando but was again denied because of my inability to mask.⁷

Attempts to gain medical exemptions from Southwest and the other six airlines for future Summer 2021 flights all provided futile because the carriers required numerous illegal provisions to apply for a waiver. App. 672-676 & 681-694. I was unable to fly to Germany to visit my brother and his wife, who have lived there since 2015, due to the FTMM and the ITTR.⁸

Later in 2021 and into 2022, I also booked several airline tickets for other trips domestically and internationally, but my medical waivers were again denied despite my pointing out to numerous airlines the outrageous numbers of laws and regulations their mask policies violated. App. 695-729.

⁶ Watch videos of this incident on YouTube at <https://bit.ly/LucasMaskLaw-suitPL>

⁷ Watch video of this incident on YouTube at <https://bit.ly/LucasMaskMandate9>

⁸ I would not risk taking a trip to a foreign country and being detained/quarantined there by CDC if I could not obtain a COVID-19 test during the required timeframe or obtained a false positive.

C. District Court Proceedings

After being refused transportation June 2, I filed a Complaint on June 7, 2021, in the Middle District of Florida's Orlando Division against the five appellees (CDC, HHS, TSA, DHS, and DOT) as well as President Biden and the operators of the Orlando airport and transit system (Greater Orlando Aviation Authority ("GOAA") and Central Florida Regional Transportation Authority d/b/a "LYNX"). App. 28-233.

Magistrate Judge Daniel Irick issued a Report & Recommendation on Oct. 7, 2021. App. 402-422. District Judge Paul Byron adopted in part and rejected in part the R&R in an order issued Dec. 18, 2021. App. 423-452. Judge Byron dismissed all counts against TSA, DHS, DOT, and President Biden; and ordered my counts against CDC, HHS, GOAA, and LYNX to be replead in an Amended Complaint.⁹

I filed the Amended Complaint as instructed Dec. 26, 2021. App. 234-322. The two remaining Federal Defendants, CDC and HHS, filed an Answer on Feb. 22, 2022. App. 323-400. GOAA and LYNX again filed Motions to Dismiss. The Federal Defendants and I cross-moved for summary judgment.

Judge Byron issued a final order April 29, 2022, (11 days after the FTMM

⁹ This order improperly banned me from adding any additional charges against the four remaining defendants based on my improved knowledge of the law during the six months since the case was filed.

was vacated by Judge Kathryn Mizelle in *HFDF*) granting summary judgment to CDC and HHS on all counts of the Amended Complaint and dismissing the charges against GOAA and LYNX without prejudice. App. 453-481. The clerk entered the judgment May 2. App. 482. I filed a Notice of Appeal the next day. Doc. 276.

D. Standard of Review

The district court's decision granting summary judgment to CDC and HHS, as well as its decision to dismiss my claims against TSA, DHS, and DOT, are subject to *de novo* review in this Court. *Brown v. Nexus Bus. Sols.*, 29 F.4th 1315, 1317 (11th Cir. 2022).

VIII. ARGUMENT SUMMARY

This Court faces a conundrum: Within 11 days of each other, one judge in the Middle District of Florida (Judge Mizelle in Tampa) vacated worldwide the FTMM, declaring CDC and HHS issued it in excess of their statutory authority under the PHSA, failed to give notice and comment, and were arbitrary and capricious.

“[T]he [Mask] Mandate exceeded the CDC's statutory authority, improperly invoked the good cause exception to notice and comment rulemaking, and failed to adequately explain its decisions. Because ‘our system does not permit agencies to act unlawfully even in pursuit of desirable ends,’ the Court declares unlawful and vacates the Mask Mandate.” *HFDF*, No. 8:21-cv-1693, 2022 WL 1134138 (M.D. Fla. Apr. 18, 2022), appeal pending No. 22-22-11287 (11th Cir.).

But another judge in the same judicial district (Judge Byron in Orlando) came to the polar opposite conclusion in this case, declaring CDC and HHS have authority under the PHSA to mandate masks in the transportation sector and properly exercised “good cause” to forgo notice and comment. App. 453-481. Judge Byron failed to consider and/or rejected numerous other attacks I made against both the Mask Mandate and the Testing Requirement. *Id.* Previously he erred in dismissing my claims against TSA, DHS, and DOT.¹⁰

¹⁰ My causes of action against President Biden, Greater Orlando Aviation Authority, and Central Florida Transportation Authority were also dismissed. I

So who got it right? Judge Mizelle or Judge Byron? I urge the Court to conclude Judge Mizelle's ruling should be affirmed while Judge Bryon's should be reversed.

CDC and HHS have no authority from Congress to mandate masks in the nation's entire public-transportation system, more than 90% of which involves trips that never cross state lines and have no nexus to interstate commerce. The same goes for the Health Directives and Emergency Amendment issued by TSA at the direction of its parent department, DHS.

Furthermore, DOT's role in the mask scheme can't go unchallenged. The Court should issue a writ of mandamus ordering DOT to comply with its statutory obligation to enforce the Air Carrier Access Act and a permanent injunction prohibiting it from ever again issuing guidance to the airlines it regulates that they are free to break the law.

do not challenge those dismissals, therefore these three defendants are not parties to this appeal.

IX. ARGUMENT

A. The district court erred in ruling that CDC and HHS issued the Federal Transportation Mask Mandate and International Traveler Testing Requirement within their statutory authority under the Public Health Service Act.

Congress never gave CDC the staggering amount of power it claimed during the pandemic, a fact the Supreme Court forcefully opined on last year in terminating the agency’s Eviction Moratorium. “[T]he Government’s read of § [264](a) would give the CDC a breathtaking amount of authority. It is hard to see what measures this interpretation would place outside the CDC’s reach...” *Alabama Ass’n of Realtors*.

Judge Mizelle followed the Supreme Court’s decision:

“[T]he Mask Mandate is best understood not as sanitation but as an exercise of the CDC's power to conditionally release individuals to travel despite concerns that they may spread a communicable disease... Subsection (d) allows for detention of an individual traveling between States only if he is ‘reasonably believed to be infected’ and is actually found ‘upon examination’ to be infected. The Mask Mandate complies with neither of these subsections. ... As a result, the Mask Mandate exceeds the authority the statute grants the CDC.” *HFDF*.

1. The PHSA doesn’t allow CDC to issue orders.

Judge Byron’s decision ignores a serious problem: CDC and HHS did not promulgate *regulations* requiring masks and virus testing, which is the only

action the PHSA allows them to take. There is no authority for issuing “mandates” or “orders.” He erroneously held that “The fact that the CDC classed the FTMM and the ITTR as ‘orders’ rather than ‘rules’ is immaterial. The FTMM and the ITTR obviously operate as generally applicable rules, and the Court will treat it as such.” App. 454 at FN 2.

But this ignores the statute’s plain meaning. CDC’s director,

“with the approval of the Secretary [of HHS], is authorized to make and enforce such **regulations** as in his judgment are necessary to prevent the introduction, transmission, or spread of communicable diseases from foreign countries into the States or possessions, or from one State or possession into any other State or possession. For purposes of carrying out and enforcing such **regulations**, [CDC] may provide for such inspection, fumigation, disinfection, sanitation, pest extermination, destruction of animals or articles found to be so infected or contaminated as to be sources of dangerous infection to human beings, and other measures, as in his judgment may be necessary.” 42 USC § 264(a) (emphases added).

The district court ignored that CDC and HHS labeled the FTMM more than a dozen times as an “Agency Order” or “Order.” App. 492-497. The agencies also specifically asserted that “This Order **is not a rule** within the meaning of the Administrative Procedure Act...” App. 497 (emphasis added).

The district court’s decision ignores that “order” and “rule” (aka “regulation”) have distinct meanings in the law. *Compare* 5 USC § 551(6) with 5 USC § 551(4).

The FTMM “order” clearly attempted to “prescribe law or policy.” The order’s text audaciously demands that conveyance operators “instruct[] persons that Federal law requires wearing a mask on the conveyance and failure to comply constitutes a violation of Federal law,” even though Congress never passed a law requiring maskwearing in any sector of society despite ample opportunities to do so in more than 20 bills enacted to address the COVID-19 pandemic. App. 493.

Like the FTMM, CDC labeled the Testing Requirement as an “Agency Order” or “Order.” App. 532.

We must return to the plain language of the statute: CDC’s director is only “authorized to make and enforce such **regulations**...” 42 USC § 264(a) (emphasis added). She can’t issue orders under this statutory authority.

The district court acknowledged CDC’s power is limited to rulemaking. App. 460-461. The district court’s analysis of the legality of the FTMM and ITTR therefore should have stopped right there. The Mask Mandate and Testing Requirement are self-labeled orders and are not published in the Code of Federal Regulations. Therefore, they are not authorized by the Public Health Service Act.

2. The FTMM and ITTR run afoul of the Major Questions Doctrine.

The district court erred in failing to apply the Major Questions Doctrine.

App. 461. Its analysis is flawed because the district court only focused on financial burdens. True, the cost of face masks is small. Virus testing, however, can be quite expensive, especially at foreign airports – some news reports described travelers needing to fly to the United States having to pay \$210 for a rapid test at the airport. That is a major financial burden.

But money isn't the only thing that triggers the doctrine. The Supreme Court describes a major question as one of “vast economic ***and political*** significance.” The debate over mask mandates across the country has been the most intense political discussion during the pandemic. There are at least 14 states that have banned forcing masking. App. 1,090.

The Supreme Court spoke directly to this issue, but the district court failed to obey its holding. *See NFIB v. Dept. of Labor*, No. 21A244 (U.S. Jan. 13, 2022). “Congress has chosen not to afford OSHA – or any federal agency – the authority to issue a vaccine mandate. ... The Court rightly applies the major questions doctrine and concludes that this lone statutory subsection does not clearly authorize OSHA’s mandate.” *Id.* (Gorsuch, Thomas, & Alito, JJ., concurring).

There is no authority for the district court’s finding that “The fact that the CDC operated within its area of expertise bolsters the Court’s conclusion

here: the CDC’s authority does not run afoul of the major questions doctrine.” App. 462. But the Major Questions Doctrine doesn’t concern itself with whether an agency stayed within its zone. The issue is whether Congress spoke clearly regarding a significant economic and/or political issue. The district court acknowledges it did not: “Section 361(a) of the PHSA is clearly *unclear*.” App. 463 (emphasis original). Congress declined many times to pass a Mask Mandate or Testing Requirement.

As the district court conceded, an agency may not be afforded *Chevron* deference under the Major Questions Doctrine. But it went on to ignore that CDC and HHS admitted in the FTMM that “if this Order were a rule, it would be a **major rule**...” App. 497 (emphasis added). “This order is also an **economically significant** regulatory action...” *Id.* (emphasis added).

Likewise the ITTR states “it would be a **major rule**...” App. 536 (emphasis added). “This Amended Order is also an **economically significant** regulatory action...” *Id.* (emphasis added).

If the agencies themselves acknowledge the two policies are a “major rule” and “economically significant,” how could the district court conclude the opposite?

For an “agency to exercise regulatory authority over a major policy question of great economic and political importance, Congress must ... expressly

and specifically delegate to the agency the authority both to decide the major policy question...” *Paul v. United States*, 140 S.Ct. 342 (2019). Only Congress may decide whether masking and pre-departure virus testing is needed to combat COVID-19. Notably the only vote taken by either chamber was when the Senate decided 57-40 to abolish the FTMM. App. 620-623.

3. CDC and HHS are not entitled to *Chevron* deference because Congress never authorized the agencies to issue rules concerning masks and virus testing as a condition of travel. Masks are not “sanitation” and testing is not “inspection.”

Even if the Court ignores the Major Questions Doctrine, the agencies still are not entitled to *Chevron* deference. As Judge Mizelle found, “[T]he statute is not ambiguous. Congress addressed whether the CDC may enact preventative measures that condition the interstate travel of an entire population on adherence to CDC dictates. It may not. So ‘that is the end of the matter.’” *HFDF*.

Even if, *arguendo*, CDC and HHS could clear “Step Zero,” the district court erred in its analysis of “Step One.” As Judge Byron correctly wrote, “If the intent of Congress is clear, that is the end of the matter; for the court, as well as the agency, must give effect to the unambiguously expressed intent of Congress.” App. 460 (quoting *Chevron* at 842–43).

No one can seriously argue that placing a mask on your face is “sanitation”

nor that being forced to undergo virus testing in a foreign country is “inspection.” These terms appear in § 264(a), but this subsection only applies to property, not people.

“There is another serious flaw to the masking-as-sanitation argument: subsection (a) does not give the CDC power to act on individuals directly. ... The first part, subsection (a), gives the CDC power to directly impose on an individual's *property* interests. The second part, subsections (b)-(d), gives the CDC power to directly impose on an individual's *liberty* interests. ... Since the Mask Mandate regulates an individual's behavior – wearing a mask – it imposes directly on liberty interests, not the property interests contemplated in subsection (a).” *HFDF* (emphasis original).

Every other court that has addressed the question has found that § 264(a) pertains to animals, articles, or property, not people. § 264(a) “allows the regulation of only an infected or infecting item.” *Florida v. Becerra*, 544 F. Supp. 3d 1241 (M.D. Fla. 2021), *aff'd* No. 21-12243 (11th Cir. July 23, 2021). “Sanitation” is the power for CDC “to sanitize and dispose of infected matter...” *Tiger Lily v. HUD*, 992 F.3d 518, 522-523 (6th Cir. 2021).

But a mask does not identify coronavirus; it does not isolate the virus because droplets and aerosols travel through the top, bottom, and sides of the mask; and it does not destroy the disease.

The Court has to defer to common sense and English language use. Nobody has ever said in donning a mask that “I am putting on my sanitation device” nor “I’m sanitizing my face by covering it with a piece of cloth.” We

do not visit the doctor for an “inspection,” we go for an “examination.” A place in a medical clinic where tests are performed on patients is not labeled an “inspection room,” it is called an “exam room.”

Critical for this Court’s analysis of the ITTR, “The only term arguably applicable to persons is ‘inspection.’ But that would undercut any independent meaning given to ‘examination’ in the later subsection. See § 264(d).” *HFDF*.

Importantly, the FTMM does not use the word “sanitation.” When forced to defend the order in litigation, CDC/HHS lawyers invented that masks are “sanitation.” But review of an executive decisions is “limited to the agency’s original reasons, and [any different] explanation ‘must be viewed critically’ to ensure that the [order] is not upheld on the basis of impermissible ‘*post hoc* rationalization.’” *DHS v. Regents of the Univ. of California*, 140 S.Ct. 1891, 1908 (2020).

The district court admitted it may “not rely on any *post-hoc* rationalizations in arriving at its decision. *SEC v. Chenery Corp.*, 332 U.S. 194, 196 (1947) (holding a court reviewing an agency’s decision ‘must judge the propriety of [the agency] action solely by the grounds invoked by the agency’).” App. 474 at FN 17. But then it goes on to do exactly that.

Concerning the ITTR, that order does not contain the word “inspection.”

Therefore CDC and HHS’ attempts during litigation to save the Mask Mandate and Testing Requirement by calling them “sanitation” and “inspection” measures “can be viewed only as impermissible *post hoc* rationalizations and thus are not properly before us.” *DHS* at 1909.

CDC’s *post hoc* argument that “sanitation” includes masking human faces is defied by its own definitions regarding transportation and disease. A “sanitary inspection” of carriers arriving at a U.S. port includes “determin[ing] whether there exists rodent, insect, or other vermin infestation, contaminated food or water, or other insanitary conditions...” 42 CFR § 71.41.

CDC itself defines sanitation as “having access to facilities for the safe disposal of human waste (feces and urine), as well as having the ability to maintain hygienic conditions, through services such as garbage collection, industrial/hazardous waste management, and wastewater treatment and disposal.”¹¹ Because the FTMM does not deal with sewage, water, or solid waste, it is not a “sanitation” measure.

The district court issued a political statement, not a legal finding, when it wrote “The narrow reading of the PHSA constrains the CDC’s ability to expe-

¹¹ <https://www.cdc.gov/healthywater/global/sanitation/index.html> (visited June 27, 2022)

diently address health crises, such as the COVID-19 pandemic, to the detriment of the public health.” App. 471. But if Congress wants to force travelers to wear masks or require virus testing before departing a foreign airport, it could do so by statute – or it could clearly, unambiguously grant CDC that power.¹² It has not.

B. The district court erred in ruling that CDC and HHS legally issued the FTMM and ITTR without notice and comment.

The Mask Mandate and Testing Requirement were issued without following APA procedures including notice and comment. “The APA requires notice of, and comment on, agency rules that “affect individual rights and obligations.” *Chrysler Corp. v. Brown*, 441 U.S. 281, 303 (1979). These procedures are congressionally mandated “to assure due deliberation” when an agency promulgates rules having the force of law. *Smiley v. Citibank*, 517 U.S. 735, 741 (1996).

Judge Byron incorrectly ascertained “whether, in promulgating the FTMM and the ITTR, the CDC appropriately bypassed the standard notice-and-comment rulemaking procedure under the APA’s good cause exception.

¹² It’s questionable, however, whether Congress would have the constitutional authority to mandate masks and virus testing as these policies greatly infringe on the constitutional right to travel, the Fifth Amendment, and the 10th Amendment, as I argue below.

The answer: yes.” App. 476.

The correct answer is “no.” CDC offered the most threadbare statement in invoking good cause. App. 497. HHS declared COVID-19 a national emergency in January 2020, however. CDC and HHS had an entire year to put the Mask Mandate through APA’s required notice-and-comment procedures,¹³ but failed to do so. “Good cause cannot arise as a result of the agency’s own delay...” *NRDC v. NHTSA*, 894 F.3d 95, 114 (2nd Cir. 2018). “[C]ertainly neither ‘good cause’ nor ‘urgent and compelling circumstances’ exists to justify summary disregard of the requirements of administrative law and rulemaking.” *Florida v. Nelson*, No. 8:21-cv-2524 (M.D. Fla. Dec. 22, 2021).

¹³ Had CDC, HHS, TSA, and DHS put the Mask Mandate through the required APA notice-and-comment period, I would have submitted, *inter alia*, the following concerns: 1) data shows states without mask mandates suffered fewer deaths per capita than states that imposed such requirements; 2) the FTMM is out of step with the current policies of every state that don’t require anyone to cover their face; 3) requiring masks in the transportation sector leads to widespread chaos in the skies and on the ground, endangering aviation and transit safety; 4) the FTMM unlawfully discriminates against travelers who can’t wear a face covering due to a disability; 5) the gargantuan amount of scientific and medical evidence showing that masks have proven to be totally ineffective in reducing COVID-19 spread and deaths (*see* 228 scientific studies, medical articles, and videos at <https://bit.ly/masksare-bad>); 6) scientists have known for a long time that masks aren’t effective in reducing transmission of respiratory viruses (*Id.*); 7) masks pose serious health risks to humans forced to wear them (*Id.*); 8) many experts consider forcing kids to wear masks child abuse; 9) people who have recovered from COVID-19 have long-lasting immunity and don’t need to don a mask; and 10) airplane cabins pose little risk for coronavirus spread and there have been few, if any, reports of coronavirus transmission on aircraft.

COVID-19 does not justify an agency bypassing notice and comment. *Florida v. HHS*, 19 F.4th 1271, 1290 (11th Cir. 2021). Many other courts have rejected the Executive Branch’s invocation of good cause in issuing coronavirus orders. “The situation was not so urgent that notice and comment were not required. ... Notice and comment would have allowed others to comment upon the need for such drastic action.” *Louisiana v. Becerra*, No. 3:21-cv-4370 (W.D. La. Jan. 1, 2022) (enjoining HHS’ mask-and-vaccine mandate for Head Start).

There’s no evidence in the record to support the district court’s conclusion that

“Delay in the issuance of the FTMM or the ITTR would do real harm to the public health – it only takes one traveler to start an outbreak and, because the SARS-CoV-2 virus is so persistent and mutable, the CDC must adopt a consistent, concerted approach. Accordingly, the good cause exception excuses the CDC’s failure to adhere to the notice-and-comment rulemaking procedure.” App. 480.

Passengers and workers in the transport sector had gone without the FTMM for more than a year, just as flyers had come into the United States without testing for the virus. The record contains no evidence that delay would have caused “harm to the public health” – because there was no evidence at all that masks and testing were reducing the circulation of COVID-19.

The travel industry spoke loudly that the FTMM, ITTR, and other travel restrictions unauthorized by Congress resulted in “devastating” consequences including a 50% drop in business travel and a 78% drop in foreign travel. App. 1,058-1,089. The agency’s failure to take public comment certainly affected its decisionmaking and the outcome.

C. The district court erred in failing to rule on my arguments that the FTMM and ITTR are arbitrary and capricious.

In granting summary judgment to the government, the district court failed to consider Counts 3 and 11 alleging the FTMM and ITTR are arbitrary and capricious. App. 300 & 314. It’s perplexing how the district court could have completely ignored this important question, which formed a large part of Judge Mizelle’s decision to vacate the FTMM in *HFDF* 11 days earlier.

“[T]he Court agrees with Plaintiffs that the CDC failed to adequately explain its reasoning... The CDC does not ‘articulate a satisfactory explanation’ – or any explanation at all – for its action and fails to include a ‘rational connection between the facts found and the choices made.’ ... And so, the decision is arbitrary and capricious and due to be ‘set aside’...” *HFDF*.

The district court believed everything CDC said without taking a look at the thousands of pages of evidence I submitted where countless scientists and medical professionals around the world reached the exact opposite conclusions. These 228 studies, articles, and videos are posted at <https://bit.ly/masksarebad> (App. 732-741) and a small sample of them are

published at App. 742-998. The district court’s opinion makes it clear it did not even glance at any of these exhibits that contradict in dozens of ways the false information CDC wrote to justify the president’s desire for a Mask Mandate.

“[O]rdering masks to stop Covid-19 is like putting up chain-link fencing to keep out mosquitos.” *Ridgeway Properties v. Beshear*, No. 20-CI-678 (Ky. Cir. June 8, 2021).

In the related action, Judge Mizelle recognized CDC had tunnel vision and failed to consider any contradictory evidence before ordering harsh policies that resulted in millions of Americans such as myself being banned from using any mode of public transportation.

CDC failed to consider less restrictive rules that could have minimized the risk to public health such as using CDC/DHS systems called “Do Not Board” and “Lookout” to alert airlines to bar passengers who have tested positive for a communicable disease from boarding. App. 605-609.

An agency must “explain the rejection of an alternative that was within the ambit of the existing Standard and shown to be effective.” *Clinton Mem’l Hosp. v. Shalala*, 10 F.3d 854, 859 (D.C. Cir. 1993) (cleaned up).

CDC “must examine the relevant data and articulate a satisfactory explanation for its action, including a rational connection between the facts found

and the choice made.” *Encino Motorcars v. Navarro*, 136 S.Ct. 2117, 2125 (2016). Here, the agency failed to articulate why the Mask Mandate was needed, what specific state measures were inadequate, and why it is not using Do Not Board and Lookout to flag infected travelers. An agency decision that doesn’t consider “less restrictive, yet easily administered” regulatory alternatives fails the arbitrary-and-capricious test. *Cin. Bell Tel. Co. v. FCC*, 69 F.3d 752, 761 (6th Cir. 1995).

An agency policy created due to politics and not reasoned science is arbitrary and capricious. *Midwater Trawlers Coop. v. Dep’t of Commerce*, 282 F.3d 710, 720 (9th Cir. 2002). Judge Byron ignored that the FTMM was a political measure and he failed to explain how seven studies promoting maskwearing vs. 228+ showing they don’t work and harm our health equals “adequate evidence” or “sound reasoning.”

CDC’s “conditional sailing order likely is by definition capricious. ... An agency decision issued without adherence to its own regulations must be overturned as arbitrary and capricious...” *Florida v. Becerra*. Likewise, the Mask Mandate is by definition capricious for failing to consider vaccination, natural immunity, and community infection levels, Do Not Board, Lookout, and other factors. The FTMM “therefore is patently not a regulation ‘narrowly drawn to prevent the supposed evil,’ cf. *Cantwell v. Connecticut*, 310

U.S. 307.” *Aptheke v. Secretary of State*, 378 U.S. 500 (1964).

CDC’s determination that transportation poses a greater risk than numerous other activities is arbitrary and capricious. There’s no evidence that airplane cabins pose a special risk of respiratory virus transmission. The opposite is true. App. 1,091-1,115.

CDC did not act based on “scientific expertise,” but for purely political reasons. This does not meet the law’s requirement that “[n]ot only must an agency’s decreed result be within the scope of its lawful authority, but the process by which it reaches that result must be logical and rational.” *Allentown Mack Sales & Serv. v. NLRB*, 522 U.S. 359, 374 (1998). “It follows that agency action is lawful only if it rests ‘on a consideration of the relevant factors.’” *Michigan v. EPA*, 576 U.S. 743, 750 (2015) (Scalia, J.). A court has a duty to ensure “that the agency has acted within a zone of reasonableness.” *FCC v. Prometheus Radio Project*, 141 S.Ct. 1150, 1158 (2021). Nothing about the FTMM or ITTR is reasonable nor “necessary,” as the PHSA requires.

The district court ignored that forcing travelers to wear masks and get tested for coronavirus did nothing to halt the spread of the Omicron variant. App. 1,033-1,057. Its decision is unreasoned that “When promulgating the ITTR, the CDC properly considered the relevant factors, assessed the evidence before it, and relied on its scientific expertise to determine the best

way to prevent the Omicron variant from undermining the nation's progress in combating the pandemic." App. 475. But within a week of issuing the ITTR, the Omicron variant made up the vast majority of new COVID-19 infections in America.

Thankfully we now have more than five months of real-world experience showing how erroneous the lower court's finding was. Removal of the Mask Mandate effective April 18 has not led to any cuts in transportation service. The reverse has happened: not having to obstruct one's oxygen intake as a mandatory condition of using public transportation has stimulated demand to levels so high airlines can't hire enough staff to adequately supply the desired flights.

The FTMM is so onerous it applies to people who are not traveling interstate, employees working at facilities and on conveyances that only serve intrastate travelers, people at a transportation hubs for purposes other than traveling interstate (e.g. buying tickets for future travel, waiting on a train platform for a family member to arrive, etc.), and so on.

A court must "not defer to the agency's conclusory or unsupported suppositions." *Texas v. Biden*, 10 F.4th 538, 555 (5th Cir. 2021). But in a conclusory fashion, the Mask Mandate asserts, without supporting evidence, that "[a]ppropriately worn masks reduce the spread of COVID-19..." CDC's own

data shows no evidence that the Mask Mandate did anything to reduce COVID spread. I have not found not a single government report, nor any news articles, discussing a surge in coronavirus cases among transportation passengers and/or employees since the Mask Mandate went away more than five months ago.

Concerning the ITTR, CDC and HHS did not consider the devastating consequences of being stranded in a foreign nation without access to rapid testing to meet the strict one-day timeframe. They also failed to explain why fully vaccinated Americans flying home need a COVID-19 test to enter the country but not illegal aliens (who are much more likely to be unvaccinated)¹⁴ and others crossing the land borders from Mexico and Canada. Nor why the requirement doesn't apply to travelers arriving by sea when cruiseships had long been a hotbed of coronavirus infections.

Numerous travel-industry organizations repeatedly called on CDC to repeal the Testing Requirement, noting the economic destruction it caused with foreign travel down 75% compared to 2019, in large part due to the two restrictions I challenge because flyers don't want to be muzzled or have to

¹⁴ U.S. Customs & Border Protection apprehended 2,975,135 illegal immigrants at the southern border since the ITTR took effect in January 2021. <https://tinyurl.com/4286et4h> (visited June 27, 2022). Not subjecting these land crossers to the ITTR but enforcing it on American citizens flying into the country is the utter definition of a severe abuse of agency discretion.

worry about being stranded in a foreign nation due to virus testing unavailability. CDC failed to consider the damage the ITTR causes two of the economy's sectors most impacted by the virus (travel and tourism).

D. The district court erred in ruling that the FTMM does not violate the Air Carrier Access Act by allowing airlines to discriminate against the disabled who can't tolerate wearing face masks.

Health experts say tens of millions of Americans with a variety of medical conditions can't safely wear a mask. App. 1,001-1,019. CDC agrees, noting

“that a person who has trouble breathing or is unconscious, incapacitated, or otherwise unable to remove the face mask without assistance should not wear a face mask or cloth face covering. ... Additionally, people with post-traumatic stress disorder, severe anxiety, claustrophobia, autism, or cerebral palsy may have difficulty wearing a face mask.” App. 120 & 292-293.

Yet the FTMM blatantly discriminates against all of us with medical conditions who can't wear masks in violation of the Air Carrier Access Act. 49 USC § 41705(a). CDC and TSA may not issue orders that are contrary to statute. The district court brushed aside this argument in a footnote, wrongly finding that

“Plaintiff's ACAA claim fails on several grounds. First, the ACAA only applies to ‘air carriers’ and the CDC is not an ‘air carrier.’ 49 U.S.C. § 41705(a). Second, Plaintiff alleges that the FTMM discriminates against handicapped individuals; however, the FTMM explicitly exempts any “person with a disability who cannot wear a mask ... because of a disability.” 86 Fed. Reg. at 8,027. Further, the Eleventh Circuit has explained that the ACAA does not provide a private right of action... *See Love v. Delta Air Lines*,

310 F.3d 1347, 1354, 1360 (11th Cir. 2002).” App. 458 at FN 10.

Yet it should be obvious to this Court that the FTMM violates the ACAA and other federal nondiscrimination laws including the Americans with Disabilities Act (which applies to ground transportation) and the Rehabilitation Act (which applies to all entities that accept federal funds, including all U.S. airlines during the pandemic).

The district court deceitfully states that the FTMM exempts the disabled. Although it’s true the text of the Mask Mandate does not prohibit the disabled who can’t wear masks from traveling, the way the government told airlines and other transit providers to consider medical exemptions certainly does. Despite the FTMM’s textual allegation that travelers with disabilities are exempt, the order’s language includes six illegal provisions.¹⁵

Regulations these FTMM provisions violate include 14 CFR §§ 382.11(a)(1), 382.17, 382.19(a), 382.19(c)(1), 382.21, 382.23(a), 382.23(c)(1), 382.23(d), 382.25, and 382.87(a).

¹⁵ 1) “medical consultation by a third party”; 2) “medical documentation by a licensed medical provider”; 3) “require evidence that the person does not have COVID-19 such as a negative result from a SARS-CoV-2 viral test”; 4) “scheduling travel at less crowded times or on less crowded conveyances”; 5) “seating or otherwise situating the individual in a less crowded section of the conveyance”; and 6) “Operators may further require that persons seeking exemption from the requirement to wear a mask request an accommodation in advance.” App. 494 at FN 8-9.

Placing an exemption on paper and actually permitting it in real life are separate things. CDC and TSA allow private companies and nonfederal transit authorities to attempt to practice medicine by judging solely for themselves who has a qualified disability and who does not. I applied to numerous airlines for medical waivers from the FTMM and was always denied. App. 666-729. This despite my medical records clearly stating “Lucas Wall ... has a longstanding history of generalized anxiety disorder. As a result, he is unable to wear a face covering...” App. 662-665.

The Mask Mandate for 14½ months prohibited millions of people with disabilities from using public transportation. When I attempted to enter a TSA security checkpoint June 2, 2021 – showing my medical exemption paperwork – TSA prohibited me from passing through.¹⁶ But TSA may only deny boarding to “a passenger who does not consent to a search.” 49 USC § 44902(a). It can’t stop someone not wearing a mask from embarking.

The district court’s statement that CDC is not an “air carrier” and therefore is not required to obey the ACAA is preposterous. No federal agency may ignore a law enacted by Congress. One federal agency by fiat may not authorize airlines to discriminate against the disabled when Congress has prohibited that in statute. And again the district court focused only on the words of

¹⁶ Watch videos of this incident at <https://bit.ly/LucasMaskLawsuitPL>

the FTMM, not the way CDC, TSA, and DOT instructed regulated parties to carry out the “narrow” exemption process. For nearly all disabled travelers, the mask exemption exists only in theory, as evidenced by the piles of medical-waiver denials I received, only a selection of which are exhibited here. App. 666-729.

The agency “has sought to interpret this statute in a way that limits the work of a second statute... And on no account might we agree that Congress implicitly delegated to an agency authority to address the meaning of a second statute it does not administer. One of *Chevron*’s essential premises is simply missing here.” *Epic Sys. Corp. v. Lewis*, 138 S.Ct. 1612, 1629 (2018).

When courts review the legal interpretations of an agency regarding its compliance with statutes it does not administer, “such review can be more stringent: Courts sometimes review such matters *de novo*, or without any deference at all to the agency’s interpretation.” *Freeman v. DirecTV*, 457 F.3d 1001, 1004 (9th Cir. 2006).

It’s not enough for CDC and TSA to assert that their Mask Mandate claims to exempt those with disabilities from the requirement to wear masks. The actual language includes several illegal provisions, therefore the entire FTMM must be declared *ultra vires*.

Finally, the district court's citation to *Love v. Delta Air Lines* is inapposite. In this case, I did not bring a lawsuit against an airline for disability discrimination. My claims regarding the ACAA involve how CDC and TSA violate it. This is clearly distinguishable from a disabled person's attempt to sue an airline for monetary damages due to discrimination in *Love*.

E. The district court erred in ruling that CDC's complete delegation of evaluating medical exemptions to the FTMM to nonfederal entities doesn't violate travelers' Fifth Amendment right to due process.

In rejecting my Fifth Amendment claim in a footnote, the district court completely ignored the crux of my argument. App. 458 at FN 8. Only part of Count 6 argues there is a constitutional right to travel free of a mask. App. 306 at ¶ 354. The main part of Count 6 asserts a claim for: "deprivation of due process by assigning FTMM enforcement and exemption powers to private companies as well as state, regional, and local agencies with no ability to appeal to a federal decisionmaker." App. 305.

The medical-waiver provisions of the Mask Mandate violate not only the ACAA but also the Constitution. "No person shall ... be deprived of life, liberty, or property, without due process of law." U.S. Const. Amend. 5. Because the restriction of a citizen's movement from state to state infringes upon that

person's liberty, the Supreme Court has held that such restrictions are subject to the protections of the Fifth Amendment's Due Process Clause. When a government action deprives an individual of a protected liberty, the Due Process Clause requires, at minimum, an opportunity to be heard.

The deprivation of the right to travel via public transport should be treated similarly to suspension or revocation of a driver's license. Both involve denial by the government to move about. The ability to travel

“may become essential in the pursuit of a livelihood. Suspension of issued licenses thus involves state action that adjudicates important interests of the licensees. In such cases the licenses are not to be taken away without that procedural due process required by” the Constitution. “This is but an application of the general proposition that relevant constitutional restraints limit state power to terminate an entitlement whether the entitlement is denominated a ‘right’ or a ‘privilege.’” *Bell v. Burson*, 402 U.S. 535, 539 (1971).

When the government obstructs the liberty to travel, due process requires the opportunity for a hearing before a federal decisionmaker prior to the deprivation. CDC and TSA have never explained why they fail to offer the disabled denied a medical waiver from the Mask Mandate by a private company the right to appeal to the agency that issued the order.

“The right to travel is a part of the ‘liberty’ of which the citizen cannot be deprived without due process of law under the Fifth Amendment. ... Freedom of movement is basic in our scheme of values. *See Crandall v. Nevada*, 6 Wall. 35, 44; *Williams v. Fears*, 179 U. S. 270, 274; *Edwards v. California*, 314 U.S. 160. ... Since we start with an exercise by an American citizen of an

activity included in constitutional protection, we will not readily infer that Congress gave the Secretary ... unbridled discretion to grant or withhold it.” *Kent v. Dulles*, 357 U.S. 116 (1958).

It’s fundamental due-process jurisprudence that when the government seeks to revoke a person’s liberty (such as freedom to travel) or property (such as airline tickets), it must provide the opportunity to be heard before the deprivation occurs. That is especially true here where the agency fully delegates all exemption decisions to private companies, which denied nearly all disability waivers despite travelers’ supporting medical records. A person deprived of his/her constitutional right to travel must have the ability to immediately appeal to CDC and/or TSA and obtain a decision before the flight departs. “The hearing required by the Due Process Clause must be ‘meaningful,’ and ‘appropriate to the nature of the case.’” *Bell* at 541-42. “[H]owever weighty the governmental interest may be in a given case, the amount of process required can never be reduced to zero.” *Propert v. Dist. of Columbia*, 948 F.2d 1327, 1332 (D.C. Cir. 1991).

If high-school students must receive a pre-deprivation hearing prior to being suspended, surely disabled travelers must receive the same due process prior to be banned for more than 14 months from using public transportation because we can’t medically wear a mask. The Due Process Clause for-

bids arbitrary deprivations of liberty such as prohibiting travel due to the inability to wear a mask because of a medical disorder.

“‘[W]hether due process requirements apply in the first place, we must look not to the ‘weight’ but to the nature of the interest at stake.’ ... Appellees were excluded from school only temporarily, it is true, but the length and consequent severity of a deprivation, while another factor to weigh in determining the appropriate form of hearing, ‘is not decisive of the basic right’ to a hearing of some kind.” *Goss v. Lopez*, 419 U.S. 565, 574-76 (1975).

“‘[T]here can be no doubt that at a minimum [the Due Process Clause] require[s] that deprivation of life, liberty, or property ... be preceded by notice and opportunity for hearing appropriate to the nature of the case.’ ‘The fundamental requisite of due process of law is the opportunity to be heard.’” *Id.* at 579 (internal citations omitted).

Here, based on my medical records, it’s obvious the airlines who deprived me of my constitutional right to travel did so at the behest of government actors (CDC and TSA). A hearing prior to my flights before one of those agencies would have determined the deprivation of my liberty was unjustified.

“‘Once it is determined that due process applies, the question remains what process is due.’ Though the required procedures may vary according to the interests at stake in a particular context, ‘[t]he fundamental requirement of due process is the opportunity to be heard ‘at a meaningful time and in a meaningful manner.’” *Brock v. Roadway Exp.*, 481 U.S. 252, 261 (1987).

F. The district court erred in ruling that the FTMM does not run afoul of the 10th Amendment by overruling the mask policies and laws of all 50 states as well as because it commandeers state employees to enforce federal orders.

Although coronavirus is still circulating in the United States – as it likely always will – the public-health system is not under any strain. Mask decisions must be left up to states, all 50 of which have decided for a long time now that face coverings are unnecessary. App. 1,090.

The district court again briefly waived off this challenge, alleging “the CDC’s regulations do not intrude into a particular domain of state law. ... Instead, the [FTMM] deal[s] with a matter of public health relating to uniquely federal issues – interstate and foreign commerce.” App. 462. But this ignores the fact that more than 90% of trips taken by public transportation every day are *intrastate*. My first two deprivations of travel due to the FTMM were for *intrastate* trips – a flight from Orlando to Fort Lauderdale and then a bus ride from the Orlando airport to downtown. App. 677-680. Even if the Mask Mandate could be upheld on other grounds, it clearly violates the 10th Amendment for CDC and TSA to enforce it for trips that never cross state lines.

Judge Byron also inappropriately rejected my anti-commandeering argument, holding that it “does not apply when the government ‘evenhandedly regulates an activity in which both States and private actors engage.’ Because

the FTMM applies to public and private mass transportation systems, Plaintiff's Tenth Amendment challenge falls flat." App. 458 at FN 7.

But the Mask Mandate violates the 10th Amendment because it applies to intrastate travel, including taking a taxi or transit bus just one mile, during which there is no nexus to interstate commerce. Requiring individuals to wear a mask compels them to engage in an activity that is not even commercial in nature. Intrastate travel "is an everyday right, a right we depend on to carry out our daily life activities. It is, at its core, a right of function." *Johnson v. Cincinnati*, 310 F.3d 484, 498 (6th Cir. 2002).

Courts have concluded in nearly every COVID-19 case similar to this one that these types of federal orders "intru[de] ... into a state prerogative with which even Congress likely cannot interfere..." *Florida v. Nelson*.

As the 10th Amendment makes clear, "In our federal system, the National Government possesses only limited powers; the States and the people retain the remainder. The States have broad authority to enact legislation for the public good – what [courts] have often called a 'police power.' The Federal Government, by contrast, has no such authority..." *Bond v. United States*, 572 U.S. 844, 854 (2014) (quoting *United States v. Lopez*, 514 U.S. 549, 567 (1995)).

Areas reserved to the states include public health and intrastate transportation. Indeed, Judge Mizelle correctly determined that the Mask Mandate “appl[ies] even in settings with little nexus to interstate disease spread, like city buses and Ubers. Such a definition reverses the import of history as well as the roles of the States and the federal government.” *HFDF*.

Contrary to Judge Byron’s opinion, the FTMM unconstitutionally commandeers state and local officials to enforce federal orders. Private actors do not engage in nearly all modes of public ground transportation in America. While the airline industry is fully privatized, almost every single airport is owned and operated by state authorities. The same goes for city/regional buses, subways, and commuter trains. These are called “public” transportation for a good reason – they are, with rare exception, all operated by state and local governments. That means CDC and TSA may not commandeer state employees (including police officers) to enforce the FTMM.

Of particular concern here is that CDC and TSA can’t overrule mask rules such as those in 14 states including Florida that ***prohibit*** public entities from requiring face coverings. App. 1,090. The federal agencies may not rely “on only a conclusory and dubious but self-serving generalization that non-federal measures are inherently insufficient to protect public health and safety.” *Florida v. Becerra*.

CDC’s eviction “moratorium intrudes into an area that is the particular domain of state law ... ‘Our precedents require Congress to enact exceedingly clear language if it wishes to significantly alter the balance between federal and state power...” *Alabama Ass’n of Realtors*.

The judiciary requires “a clear indication” from Congress that it meant to “override[] the usual constitutional balance of federal and state powers” before interpreting a statute “in a way that intrudes on the police power of the States.” *Bond* at 858, 860.

The Mask

“Mandate likely exceeds the federal government’s authority under the Commerce Clause because it regulates noneconomic inactivity that falls squarely within the States’ police power. A person’s choice to remain unvaccinated and forgo regular testing is noneconomic inactivity. Cf. *NFIB v. Sebelius*, 567 U.S. 519, 522 (2012) (Roberts, C.J., concurring); see also *Id.* at 652–53 (Scalia, J., dissenting). And to mandate that a person receive a vaccine or undergo testing falls squarely within the States’ police power. *Zucht v. King*, 260 U.S. 174, 176 (1922)...” *BST Holdings v. OSHA*, No. 21-60845 (5th Cir. Nov. 12, 2021).

Furthermore, the Mask Mandate requires states and their political subdivisions that operate transit systems, airports, train stations, etc. to enforce federal orders mandating masks – even when those federal orders directly conflict with the laws and policies of all 50 sovereign states.

“The power of the Federal Government would be augmented immeasurably if it were able to impress into its service – and at no cost to itself – the police officers of the 50 States. ... [T]he Federal

Government may not compel the States to implement, by legislation or executive action, federal regulatory programs...” *Printz v. United States*, 521 U.S. 898, 919-920 (1997).

The FTMM applies not only to travelers, but all employees working in the transportation sector – most of whom never cross state lines and many of whom work for state governments and their subdivisions. But “The Federal Government ... may not compel the States to enact or administer a federal regulatory program.” *New York v. United States*, 505 U.S. 144, 188 (1992).

If Congress intends to alter the usual constitutional balance between the states and the federal government, it must make its intention to do so unmistakably clear. *Will v. Mich. Dep’t of State Police*, 491 U.S. 58, 65 (1989); *Solid Waste Agency v. U.S. Army Corps of Eng’rs*, 531 U.S. 159, 172-73 (2001).

There is no “unmistakably clear” language in any statute indicating Congress’ intent for CDC and TSA to invade the traditionally state-operated arenas of public health and intrastate transportation by forcing travelers and employees to don masks.

“Our reading of the statute’s text accords with the principle that Congress does not casually authorize administrative agencies to interpret a statute to push the limit of congressional authority. That principle has yet greater force when the administrative interpretation alters the federal-state framework by permitting federal encroachment upon a traditional state power” such as public health and intrastate transportation. “Agencies cannot discover in a broadly worded statute authority to supersede state ... law. Instead, Congress must ‘enact exceedingly clear language if it wishes to significantly alter the balance between federal and

state power...” *Tiger Lily v. HUD*, 5 F.4th 666 (6th Cir. 2021).

“[T]he regulation of health and safety matters is primarily, and historically, a matter of local concern. See *Rice v. Santa Fe Elevator Corp.*, 331 U.S. at 230.” *Hillsborough County v. Automated Medical Labs*, 471 U.S. 707, 720 (1985).

Even if masks were effective at reducing COVID-19 spread,

“People, for reasons of their own, often fail to do things that would be good for them or good for society. Those failures – joined with the similar failures of others – can readily have a substantial effect on interstate commerce. Under the Government’s logic, that authorizes Congress to use its commerce power to compel citizens to act as the Government would have them act. That is not the country the Framers of our Constitution envisioned.” *NFIB v. Sebelius* at 554 (2012).

And here the Court reviews not an act of Congress, but orders of executive agencies, which must be given even less weight when considering encroachment on powers the 10th Amendment reserves to the states.

“This Court is not a public health authority. But it is charged with resolving disputes about which authorities possess the power to make the laws that govern us under the Constitution and the laws of the land. ... There is no question that state and local authorities possess considerable power to regulate public health. They enjoy the ‘general power of governing,’ including all sovereign powers envisioned by the Constitution and not specifically vested in the federal government. ... The federal government’s powers, however, are not general but limited and divided. ... Historically, such matters have been regulated at the state level by authorities who enjoy broader and more general governmental powers.” *NFIB v. Dept. of Labor* (Gorsuch, Thomas, & Alito, JJ., concurring).

G. The district court erred in ruling that the FTMM and ITTR do not impermissibly interfere with the constitutional guarantee of freedom to travel.

The Mask Mandate and Testing Requirement restrict the free movement of disabled Americans who can't wear face masks as well as those who choose not to obstruct their natural breathing, causing dozens of documented health harms. <https://bit.ly/masksarebad>. The right to travel includes more than the ability to drive one's own car. I don't even own a motor vehicle. I rely solely on public transportation to travel interstate and internationally.

The district court insultingly erred in holding that "Plaintiff is not barred from traveling to another state by virtue of not wearing a mask. A mere inconvenience caused by a reasonable government regulation is not enough to amount to a denial of this fundamental right." App. 458 at FN 9. But this is precisely what happened: Because airlines refused to recognize my medical disability that precludes me from covering my face, I was barred from traveling to other states and nations. Being prohibited from traveling for more than 14 months is not "a mere inconvenience," it's debilitating and disastrous. I could not, *inter alia*, see my father in New Mexico nor my brother in Germany. I could not even return home to the District of Columbia.

"The constitutional right to travel from one State to another, and necessarily to use the highways ***and other instrumentalities of interstate***

commerce in doing so, occupies a position fundamental to the concept of our Federal Union. It is a right that has been firmly established and repeatedly recognized.” *United States v. Guest*, 383 U.S. 745, 757 (1966) (emphasis added). “Other instrumentalities of interstate commerce” include airplanes, buses, trains, ferries, etc.

The district court affirmed “the lost opportunity to go to Germany, alone, constitutes a concrete, particularized, actual injury in fact. *Cf. Kent v. Dulles*, 357 U.S. 116 (1958) (recognizing a liberty right to international travel subject to regulation within the bounds of the Fifth Amendment’s Due Process Clause.” App. 439.

“Travel abroad, like travel within the country, may be necessary for a livelihood. It may be as close to the heart of the individual as the choice of what he eats, or wears, or reads. Freedom of movement is basic in our scheme of values. Our nation . . . has thrived on the principle that, outside areas of plainly harmful conduct, every American is left to shape his own life as he thinks best, do what he pleases, go where he pleases.” *Kent* at 126 (internal quotations omitted). App. 439.

The district court acknowledged that both the Mask Mandate and Testing Requirement stopped me from going to visit my brother in Germany, “Thus, the record demonstrates that Plaintiff also possesses a concrete, particularized, imminent injury in fact.” App. 439. Yet it still perplexingly concluded that these orders didn’t interfere with my constitutional right to travel.

The FTMM and ITTR prevented many millions of Americans from traveling at all. “Since the Mask Mandate regulates an individual's behavior – wearing a mask – it imposes directly on liberty interests... The Mandate requires a traveler to do something to have the privilege of passing a checkpoint and continuing on his journey.” *HFDF*.

Thanks to Judge Mizelle’s decision, after being stranded more than 14 months at my mother’s in Florida due to the FTMM, I was able to fly to New Mexico to visit my father in May/June and then in early June finally flew home to Washington. In early August, I will finally be able to fly to Europe. Absent *vacatur* of the Mask Mandate, I would still be stuck in Florida. This Court must ensure they can never be reimposed, subjecting me again to the loss of my constitutional right to travel.

Agency rules affecting constitutional rights must be drawn with precision. *NAACP v. Button*, 371 U.S. 415, 438 (1963); *United States v. Robel*, 389 U.S. 258, 265 (1967). They must be tailored to serve legitimate objectives. But the Mask Mandate and Testing Requirement violate the constitutional freedom to travel without undue governmental interference. An American citizen who can’t find a rapid test abroad is essentially detained by CDC and prohibited from returning to our country of citizenship in violation of the Constitution and international law.

The Supreme Court elevated the right to travel to a sacrosanct level in American jurisprudence: a fundamental right. *United States v. Wheeler*, 254 U.S. 281 (1920). As a result, the high court consistently applies strict scrutiny to restrictions on the right to interstate and foreign travel. It has long “recognized that the nature of our Federal Union and our constitutional concepts of personal liberty unite to require that all citizens be free to travel throughout the length and breadth of our land uninhibited by statutes, rules, or regulations which unreasonably burden or restrict this movement.” *Shapiro v. Thompson*, 394 U.S. 618, 629 (1969). See also *Chicago v. Morales*, 527 U.S. 41, 53-54 (1999) (identifying “the right to move ‘to whatsoever place one’s own inclination may direct’”).

Strict scrutiny is appropriate if the challenged order burdens the exercise of a fundamental right such as freedom to travel. *Plyler v. Doe*, 457 U.S. 202, 216-17 (1982); *Artway v. Att’y Gen.*, 81 F.3d 1235, 1267 (3rd Cir. 1996).

My constitutional right to freedom of movement can’t be restricted when there is no evidence that airplanes or other modes of transit have contributed to the spread of COVID-19. And there are less restrictive policies that could be adopted to minimize the risk to public health such as using CDC and TSA systems called “Do Not Board” and “Lookout” to alert airlines to bar passengers who have tested positive for a communicable disease. App. 605-609.

“To make one choose between flying to one's destination and exercising one's constitutional right appears to us, as to the Eighth Circuit, *United States v. Kroll*, 481 F.2d 884, 886 (8th Cir. 1973), in many situations a form of coercion, however subtle. ... While it may be argued there are often other forms of transportation available, it would work a considerable hardship on many air travelers to be forced to utilize an alternate form of transportation, assuming one exists at all.” *United States v. Albarado*, 495 F.2d 799 (2nd Cir. 1974).

My free movement isn't restricted to driving cars on highways. The large distances covered rapidly by airplanes aren't feasible by ground transportation. To drive from my home in Washington to my father's residence in Farmington, New Mexico, would take an estimated 30 grueling hours each way, not counting stops to eat, get gas, use the bathroom, and sleep.

“The impact on a citizen who cannot use a commercial aircraft is profound. He is restricted in his practical ability to travel substantial distances within a short period of time, and the inability to fly to a significant extent defines the geographical area in which he may live his life. ... An inability to travel by air also restricts one's ability to associate more generally, and effectively limits educational, employment, and professional opportunities.” *Mohamed v. Holder*, 2014 WL 243115 at *6 (E.D. Va. Jan. 22, 2014).

And of course there is no other mode of transportation other than airplane to visit my brother in Germany. The FTMM and ITTR are deprivations of fundamental rights under the Constitution blocking my freedom of movement. “At the very least, even if the statutory language were susceptible to

OSHA’s broad reading – which it is not – these serious constitutional concerns would counsel this court’s rejection of that reading. *Jennings v. Rodriguez*, 138 S.Ct. 830, 836 (2018).” *BST Holdings*.

H. The district court erred in declining to rule on whether the FTMM and ITTR violate travelers’ rights under the Food, Drug, & Cosmetic Act to refuse use of medical devices unauthorized by the Food & Drug Administration or permitted only an Emergency Use Authorization.

The Mask Mandate and Testing Requirement must be declared illegal because they violate federal law prohibiting the mandatory use of any medical device approved under an EUA by FDA. Face masks (except N95s) are authorized by FDA during COVID-19 under an EUA. App. 610-616. Likewise all COVID-19 tests are experimental and only approved under EUAs. But individuals to whom any EUA device is offered must be informed “of the option to accept ***or refuse administration of the product...***” 21 USC § 360bbb-3(e)(1)(A)(ii)(III) (emphasis added). CDC and TSA can’t force travelers to use EUA products such as masks and virus tests. The agencies may only *recommend* masks/tests and advise passengers if they refuse to wear a mask, the consequence *might* be a higher risk for contracting COVID-19 (although this is greatly disputed).

The district court failed to even entertain this argument because it wasn’t mentioned in the original Complaint – and Judge Byron improperly banned

me from raising them in the Amended Complaint. In ordering a second complaint, the court, ignoring long-standing Supreme Court precedent on liberally construing *pro se* pleadings and giving self-represented litigants more leeway than lawyers, wrote: “The Court notes that repleader is not an opportunity to add new claims; rather, it is a chance for Plaintiff to remedy the pleading deficiencies identified herein. ... The addition of new claims in violation of this Order will result in the Court striking the Amended Complaint without further notice.” App. 450-451.

That improper order deprived me of the ability to state claims in the Amended Complaint that I hadn’t known about when I filed the first Complaint six months prior. A *pro se* litigant should not be banned from asserting material learned during six months of legal research.

Nonetheless, I still argued the FDCA claim in summary-judgment briefing because it’s arbitrary, capricious, and an abuse of discretion for an agency to issue an order that violates a statute. The district court, continuing its never-ending hostility against me, also rejected that argument. App. 456 at FN 5.

But an agency abuses its discretion by entering orders that violate federal law. Congress specifically carved out only one exception for when an individual would not have the option to accept or refuse administration of an EUA product and it only applies to the military. 10 USC § 1107a. *See Doe v.*

Rumsfeld, 297 F. Supp. 2d 119 (D.D.C. 2003); 341 F. Supp. 2d 1 (D.D.C. 2004).

But when I refused the offer of an EUA surgical mask June 2, 2021, from a TSA worker at Orlando airport, I was denied passage through the checkpoint and deprived of the ability to board an intrastate flight to Fort Lauderdale. App. 677-680. This clearly violates the FDCA’s freedom to choose whether to use an emergency medical device.

I. The district court erred in failing to consider that that the FTMM and ITTR violate travelers’ fundamental human rights under two international treaties the United States has ratified.

The Mask Mandate and Testing Requirement violate the Convention on International Civil Aviation (App. 625-643) and the International Covenant on Civil & Political Rights¹⁷ (App. 650-659), issues the district court impermissibly refused to review. Although treaties might not normally be self-executing, Congress requires by statute that these two be enforced. In carrying out all federal aviation laws, the Executive Branch “shall act consistently with obligations of the United States Government under an international agreement.” 49 USC § 40105(b)(1)(A).

¹⁷ Treaty Doc. 95-20 (ratified by the Senate April 2, 1992)

J. The district court erred in ruling that it lacks subject-matter jurisdiction to determine the legality of Health Directives issued by TSA and DHS.

In dismissing my claims against TSA and DHS, the district court cited this statute:

“a person disclosing a substantial interest in an order issued by the Secretary of Transportation (or the Administrator of the [TSA] ***with respect to security duties*** and powers designated to be carried out by the Administrator of the TSA . . .) in whole or in part under this part [i.e., Part A], part B, or subsection (l) or (s) of section 11410 may apply for review of the order by filing a petition for review in the United States Court of Appeals for the District of Columbia Circuit or in the court of appeals of the United States for the circuit in which the person resides or has its principal place of business. . . . the court has exclusive jurisdiction to affirm, amend, modify, or set aside any part of the order...” 49 USC § 46110 (emphasis added); App. 443-444.

“Counts 9, 11, and 12 challenge the Security Directives and the Emergency Amendment issued by the TSA, explicitly, under § 114 and Part A, and Count 15 asserts that the DOT neglected its duties under the ACAA, which falls within Part A. Thus, this Court quite simply lacks jurisdiction to adjudicate these Counts. And although Count 15 challenges the DOT’s failure to act under Part A – rather than an action taken under Part A – this claim, at the very least, may affect the Eleventh Circuit’s future jurisdiction and therefore is subject to its exclusive review.” App. 444 (internal citations omitted).

This is wrong because TSA’s Health Directives and Emergency Amendment carrying out CDC’s FTMM order do not relate “to security duties,” therefore the exclusive jurisdiction of the Court of Appeals does not apply. The district court should not have dismissed the charges against TSA and

DHS because mandating face masks has nothing whatsoever to do with “security duties” such as ensuring planes aren’t hijacked or blown up.

The district court erred in determining that

“Plaintiff conflates the *substantive* question of whether the TSA exceeded its statutory authority in taking the challenged regulatory actions with the *procedural* question of whether the Eleventh Circuit has exclusive subject matter jurisdiction over these claims. This Court simply cannot reach the substantive question because, as a matter of procedure, only the Eleventh Circuit has the power to do so.” App. 444-445.

That’s simply not true based on the plain language of the statute. A Health Directive is not issued by TSA “with respect to security duties.” 49 USC § 46110. It doesn’t take complex substantive legal analysis to understand that. Therefore the district court had jurisdiction to determine the legality of the Health Directives.

It’s obvious that TSA, like CDC, doesn’t have any authority from Congress to mandate what travelers must place on our faces. TSA isn’t assigned the job of health inspector or disease preventer. Its mission is transportation security, period.

TSA may only issue security directives when “additional security measures are necessary to respond to a threat assessment or to a specific threat against civil aviation.” 49 CFR §§ 1542.303(a), 1544.305(a). It was ar-

bitrary and capricious for TSA to issue Health Directives without ever performing an assessment to conclude that COVID-19 constitutes a specific threat against transportation security. Relying on another agency's erroneous, unexplained, threadbare conclusions does not satisfy the statute's requirement that TSA itself conduct the threat assessment.

A respiratory virus does not infect infrastructure and thus can't possibly pose a "threat" to transportation security. COVID-19 does not shut down airplane engines. Trains do not stop running if they encounter COVID-19. A disease is a threat to human beings, not transportation.

Finally, the district court's interpretation creates manifest injustice. Congress never intended that a litigant challenging five agencies' implementation of the same policy (FTMM) would have to file three separate lawsuits – one against CDC/HHS in a district court and two against TSA/DHS and DOT in a Court of Appeals. This result would create the most crazy opposite to the goal of judicial economy and fairness.

K. The district court erred in ruling that DOT can't be ordered to enforce the Air Carrier Access Act.

The district court went astray in dismissing Count 15 of the original Complaint, which charged DOT with "allow[ing] airlines to prohibit all passengers with disabilities who can't wear face masks from flying and/or impose

numerous onerous requirements to obtain an exemption that violate the ACAA and its accompanying regulations.” App. 222. A court has the authority to issue a writ of mandamus compelling DOT to enforce the ACCA and rescind a Notice of Enforcement Policy (App. 500-507) that violates the law in numerous ways. 28 USC § 1361.

“As to Count 15, Plaintiff objects that the Report ‘mislabels DOT’s Feb. 5, 2021, Notice of Enforcement Policy regarding the FTMM as an enforcement order issued under the ACAA’ and reasons that this Court has jurisdiction because the DOT only issued a policy ‘telling the airlines not to enforce the ACAA’ instead of an ‘order’ under § 46110. The difference between the Report’s discussion of the DOT’s *inaction* and Plaintiff’s discussion of the DOT’s *policy of inaction* seems to be one without distinction: regardless of the semantics used to describe the claim, the challenge is to the DOT’s failure to comply with the ACAA, and therefore the Eleventh Circuit has exclusive jurisdiction over Count 15.” App. 445-446 (internal citations omitted).

But as with the district court’s determination regarding jurisdiction over TSA’s Health Directives, there is no support for this conclusion. Again we turn to the plain language of the statute:

“a person disclosing a substantial interest in an **order** issued by the Secretary of Transportation ... may apply for review of the order by filing a petition for review in the United States Court of Appeals ... the court has exclusive jurisdiction to affirm, amend, modify, or set aside any part of the **order** and may order the Secretary... to conduct further proceedings.” 49 USC § 46110 (emphases added).

DOT’s Feb. 5, 2021, Notice of Enforcement Policy (App. 500-507) is not an “order” under the meaning of the statute. It is what it says it is – a “notice”

offering “guidance” to airlines on how to implement the FTMM. Since it’s not an order, the Court of Appeals does not have exclusive jurisdiction.

The district court should have issued a writ of mandamus compelling DOT to enforce the ACAA and rescind its Notice of Enforcement Policy because:

- 1) The agency has a statutory duty to protect disabled travelers against discrimination: “The Secretary ***shall*** investigate each complaint of a violation of” the ACAA. 49 USC § 41705(c)(1) (emphasis added). But there’s no evidence DOT has investigated any of my numerous complaints of airline disability discrimination related to masking (a sample of which are at App. 683-684, 687-690, & 693-694). All it’s done is acknowledge receipt of the complaints; and 2) an agency may not issue a “Notice” to the companies it regulates that they are free to break the law.

Yet that’s exactly what DOT did. The department failed to advise airlines that the disability-exemption procedures contained in the FTMM are unlawful. DOT even went so far as to inform airlines they may break the law. The Court must not approve the Executive Branch’s coordinated assault on passengers with disabilities.

X. CONCLUSION & PRAYER FOR RELIEF

Judge Byron's decisions should be reversed. The Court should uphold the three determinations Judge Mizelle made in *HFDF* and declare the FTMM is *ultra vires* because it was issued beyond CDC and HHS' statutory authority, violated the APA's notice-and-comment procedures, and is arbitrary and capricious. The Court must go farther and invalidate TSA's Health Directives and Emergency Amendment as well as the ITTR for the same three reasons.

Beyond that, the Court must declare the FTMM and ITTR to be unconstitutional; inconsistent with international law; and in violation of other federal statutes and regulations including the Air Carrier Access Act and Food, Drug, & Cosmetic Act.

Equitable principles favor a worldwide permanent injunction against these policies ever being reimposed as "the scope of injunctive relief is dictated by the extent of the violation established, not by the geographical extent of the plaintiff class." *Califano v. Yamasaki*, 442 U.S. 682, 702 (1979). Here, the Mask Mandate is effective worldwide, including on flights to/from the United States that are thousands of miles from U.S. airspace. The ITTR also applied in foreign countries. Thus, the illegal agencies' actions are worldwide, and the *vacatur* and injunction should be too to promote the uniform enforcement of federal law. *See Texas v. United States*, 787 F.3d 733, 768-69

(5th Cir. 2015). It would make little sense if this Court, having found that the Mask Mandate and Testing Requirement are unconstitutional and/or unlawful, merely set aside and enjoined their application to me while allowing the government to again in the future enforce the *ultra vires* orders against the tens of millions of other Americans who use and/or work in the transportation sector every day.

The plain text of the APA states a court must “hold unlawful and set aside agency action” that is “not in accordance with law.” 5 USC § 706(2). There is no option to set aside agency action for just one appellant/plaintiff. Nationwide stays were the result of the Supreme Court’s decisions doing away with CDC’s Eviction Moratorium and OSHA’s Vaccine or Mask/Test Mandate.

A worldwide permanent injunction banning CDC, HHS, TSA, DHS, and DOT from ever reissuing mask and testing orders – and “guidance” that airlines may break the law – are needed because these are the only ways to guarantee the government doesn’t again engage in this unlawful and unconstitutional conduct. Universal injunctions against agency actions are appropriate when “the public interest would be ill-served by requiring simultaneous litigation of this narrow question of law in countless jurisdictions.” *Chicago v. Sessions*, 888 F.3d 272, 292 (7th Cir. 2018). Constitutional violations sup-

port a worldwide injunction. “[T]he executive’s usurpation of the legislature’s power ... implicates an interest that is fundamental to our government and essential to the protection against tyranny.” *Chicago v. Barr*, 961 F.3d 882, 919 (7th Cir. 2020).

When “regulations are unlawful, the ordinary result is that the rules are vacated — not that their application to the individual petitioner is proscribed.” *Nat’l Mining Ass’n v. U.S. Army Corps of Eng’rs*, 145 F.3d 1399, 1409 (D.C. Cir. 1998).

Respectfully submitted this 29th day of September 2022.

Lucas Wall

Lucas Wall, appellant/plaintiff
3601 Cosmos Way
The Villages, FL 32163
Telephone: 202-351-1735
E-Mail: Lucas.Wall@yahoo.com

XI. CERTIFICATE OF COMPLIANCE

I certify that this brief complies with FRAP because it has been prepared in 14-point Georgia, a proportionally spaced font. Also, this document contains 12,970 words in Sections XI-X in compliance with the 13,000-word limit.