

FILED IN THE  
U.S. DISTRICT COURT  
EASTERN DISTRICT OF WASHINGTON

Apr 21, 2023

SEAN F. MCAVOY, CLERK

UNITED STATES DISTRICT COURT  
EASTERN DISTRICT OF WASHINGTON

STATE OF WASHINGTON, STATE  
OF OREGON, STATE OF ARIZONA,  
STATE OF COLORADO, STATE OF  
CONNECTICUT, STATE OF  
DELAWARE, STATE OF ILLINOIS,  
ATTORNEY GENERAL OF  
MICHIGAN, STATE OF NEVADA,  
STATE OF NEW MEXICO, STATE  
OF RHODE ISLAND, STATE OF  
VERMONT, DISTRICT OF  
COLUMBIA, STATE OF HAWAII,  
STATE OF MAINE, STATE OF  
MARYLAND, STATE OF  
MINNESOTA, and  
COMMONWEALTH OF  
PENNSYLVANIA,

Plaintiffs,

v.

UNITED STATES FOOD AND  
DRUG ADMINISTRATION,  
ROBERT M. CALIFF, in his official  
capacity as Commissioner of Food and  
Drugs, UNITED STATES  
DEPARTMENT OF HEALTH AND  
HUMAN SERVICES, and XAVIER  
BECERRA, in his official capacity as  
Secretary of the Department of Health  
and Human Services,

NO. 1:23-CV-3026-TOR

ORDER DENYING MOTION TO  
INTERVENE

1 Defendants.

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2 BEFORE THE COURT are Proposed State Plaintiff-Intervenors' Motion to  
3 Intervene (ECF No. 76), Motion to Appear Pro Hac Vice re Attorney: Joshua N.  
4 Turner (ECF No. 77), Motion to Appear Pro Hac Vice re Attorney: Peter M.  
5 Torstensen, Jr. (ECF No. 79), Motion to Appear Pro Hac Vice re Attorney:  
6 Thomas T. Hydrick (ECF No. 85), Motion to Appear Pro Hac Vice re Attorney:  
7 Eric H. Wessan (ECF No. 87), Motion to Appear Pro Hac Vice re Attorney: Leif  
8 A. Olson (ECF No. 88),and Motion to Appear Pro Hac Vice re Attorney:  
9 Christopher A. Bates (ECF No. 89). These motions were submitted for  
10 consideration without oral argument. The Court has reviewed the record and files  
11 herein, the completed briefing, and is fully informed.

12 **BACKGROUND**

13 On March 3, 2023, Plaintiffs filed an Amended Complaint, seeking the  
14 following relief: (1) "Declare ... that mifepristone is safe and effective and that  
15 Defendants' approval of mifepristone is lawful and valid;" (2) "Declare ... that the  
16 mifepristone REMS violated the Administrative Procedures Act;" (3) "Declare ...  
17 that the mifepristone REMS violated the United States Constitution;" (4) "Enjoin  
18 Defendants ... from enforcing or applying the mifepristone REMS;" (5) "Enjoin  
19 Defendants ... from taking any action to remove mifepristone from the market or  
20

1 reduce its availability;” and (6) “Award such additional relief as the interests of  
2 justice may require.” ECF No. 35 at 90.

3 On March 30, 2023, the Proposed State Plaintiff-Intervenors (“State  
4 Intervenors”) filed the present Motion to Intervene, seeking to intervene as a matter  
5 of right, or alternatively, through permissive intervention. *See* ECF No. 76. State  
6 Intervenors seek to file a Complaint, claiming the following relief: (1) “Adjudge  
7 and declare ... that the FDA’s final agency action on January 3, 2023 modifying  
8 the mifepristone REMS violated the notice-and-comment requirements under the  
9 Administrative Procedure Act[;]” (2) “Adjudge and declare ... that the FDA’s final  
10 agency action on January 3, 2023 modifying the mifepristone REMS is arbitrary,  
11 capricious, an abuse of discretion, or otherwise not in accordance with law under  
12 the Administrative Procedure Act;” (3) “Adjudge and declare ... that the FDA’s  
13 final agency action on January 3, 2023 modifying the mifepristone REMS exceeds  
14 the statutory authority granted to the FDA under the FDCA;” (4) “Enjoin  
15 Defendants ... from enforcing or applying the January 3, 2023 mifepristone  
16 REMS;” (5) “Vacate the FDA’s January 3, 2023 final agency action;” and (6)  
17 “Award [State Intervenors] such additional relief as the Court may deem just,  
18 proper, and necessary, including their attorneys’ fees and costs associated with this  
19 litigation.” ECF No. 76-1 at 20.  
20

1 On April 7, 2023, this Court preliminarily enjoined Defendants from altering  
2 the status quo and rights as it relates to the availability of Mifepristone under the  
3 current operative January 2023 Risk Evaluation and Mitigation Strategy under 21  
4 U.S.C. § 355-1 in Plaintiff States and the District of Columbia. ECF Nos. 80, 91.

5 Following this Court’s preliminary injunction, the State Intervenor filed a  
6 Motion to Expedite the Court’s consideration of the Motion to Intervene, which the  
7 Court granted. ECF Nos. 90, 96. Both parties oppose the Motion to Intervene.  
8 ECF Nos. 92, 93. State Intervenor timely filed a reply. ECF No. 103.

9 **DISCUSSION**

10 **I. Intervention as of Right**

11 “On timely motion, the court must permit anyone to intervene who... claims  
12 an interest relating to the property or transaction that is the subject of the action,  
13 and is so situated that disposing of the action may as a practical matter impair or  
14 impede the movant's ability to protect its interest, unless existing parties adequately  
15 represent that interest.” Fed. R. Civ. P. 24(a)(2). Thus, the applicant seeking to  
16 intervene must show (1) timeliness, (2) a significantly protectable interest relating  
17 to the subject of the action, (3) that interest is subject to impairment by disposition  
18 of the case, and (4) the interest is not adequately represented by the parties. *W.*  
19 *Watersheds Project v. Haaland*, 22 F.4th 828, 835 (9th Cir. 2022). The  
20 requirements are interpreted broadly in favor of intervention and review “is guided

1 primarily by practical considerations, not technical distinctions.” *Id.* (citation  
2 omitted). A failure to meet any element is fatal to mandatory intervention. *Perry*  
3 *v. Proposition 8 Official Proponents*, 587 F.3d 947, 950 (9th Cir. 2009).

4 “Whether an applicant for intervention as of right demonstrates sufficient  
5 interest in an action is a ‘practical, threshold inquiry,’ and ‘[n]o specific legal or  
6 equitable interest need be established.’” *Citizens for Balanced Use v. Montana*  
7 *Wilderness Ass’n*, 647 F.3d 893, 897 (9th Cir. 2011) (citation omitted). The  
8 interest must be “protectable under some law” with a “relationship between the  
9 legally protected interest and the claims at issue.” *Id.* A relationship exists “if the  
10 resolution of the plaintiff’s claims actually will affect the applicant.” *Donnelly v.*  
11 *Glickman*, 159 F.3d 405, 410 (9th Cir. 1998) (citation omitted).

12 State Intervenors contend they have “significantly protectable interests  
13 related to the FDA’s decision to modify mifepristone’s REMS.” ECF No. 76 at 4.  
14 Specifically, (1) “eliminating mifepristone’s in-person dispensing requirement will  
15 harm women residents of the State Intervenors”; (2) “FDA’s action .... undermines  
16 the State Intervenors’ ability to enforce their laws” and (3) “FDA’s action violates  
17 the Administrative Procedures Act[.]” ECF No. 76 at 4–5.

18 It is not enough that both groups assert APA claims against the FDA relating  
19 to the 2023 Mifepristone REMS Program. *Donnelly v. Glickman*, 159 F.3d 405,  
20 409 (9th Cir. 1998). As a practical matter, State Intervenors’ claims are not at

1 issue in this case. *See* ECF No. 76-1. State Intervenor challenge the 2023 REMS  
2 on the grounds that the in-person dispensing requirement should not have been  
3 removed. *See id.* The in-person dispensing requirement is not at issue in this case,  
4 and will neither be eliminated nor reinstated as a result of this litigation.

5 Moreover, this case will not impair State Intervenor’s ability to enforce their own  
6 state laws regulating medication abortion. *See Am. Coll. Of Obstetricians &*  
7 *Gynecologists v. United States Food & Drug Admin.*, 467 F. Supp. 3d 282, 289 (D.  
8 Md. 2020) (“[T]he resolution of this case will not eliminate any state’s ability to  
9 continue to regulate medication abortion, as they choose, above and beyond the  
10 FDA’s requirements.”).

11 Therefore, resolution of this case will not affect State Intervenor’s claims  
12 that FDA should have more restrictive limitations than the 2023 REMS nor will  
13 this litigation impede State Intervenor’s own laws. State Intervenor do not have a  
14 “significant protectable interest” that has a sufficient relationship to the claims at  
15 issue in this case. On this ground alone, intervention as a matter of right fails.

## 16 **II. Permissive Intervention**

17 “On timely motion, the court may permit anyone to intervene who... has a  
18 claim or defense that shares with the main action a common question of law or  
19 fact.” Fed. R. Civ. P. 24(b)(1)(B). Even if satisfied, district courts have discretion  
20 to deny permissive intervention. *Cooper v. Newsom*, 13 F.4th 857, 868 (9th Cir.

1 2021), *cert. denied sub nom. San Bernardino Cnty. Dist. Att’y v. Cooper*, 143 S.  
2 Ct. 287 (2022).

3 State Intervenors assert their “APA claims are grounded in the same facts  
4 and the same laws as the existing Plaintiffs’ action.” ECF No. 76 at 7. However,  
5 in practical application, this is not true. The question in this case is whether the  
6 January 2023 REMS violates the APA by imposing patient agreement form,  
7 provider certification, and pharmacy certification requirements. *See* ECF No. 35.  
8 The question State Intervenors pose is whether the January 2023 REMS violates  
9 the APA by *not* imposing an in-person dispensing requirement. *See* ECF No. 76-1.  
10 As a result, the Court finds there is no common question of law or fact within the  
11 meaning of Rule 24(b). Moreover, the addition of State Intervenors who allege  
12 claims and relief not at issue would cause additional delay in this complex  
13 litigation. *Cooper*, 13 F.4th at 868.

14 As a result, the Court declines to permit State Intervenors to intervene in this  
15 case. Fed. R. Civ. P. 24(b). As the above findings are dispositive, the Court  
16 declines to address the remaining arguments. State Intervenors’ Motion is denied.

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1 **ACCORDINGLY, IT IS HEREBY ORDERED:**

- 2 1. Proposed State Plaintiff-Intervenors' Motion to Intervene (ECF No.  
3 76) is **DENIED**.
- 4 2. Motion to Appear Pro Hac Vice re Attorney: Joshua N. Turner (ECF  
5 No. 77) is **GRANTED**.
- 6 3. Motion to Appear Pro Hac Vice re Attorney: Peter M. Torstensen, Jr.  
7 (ECF No. 79) is **GRANTED**.
- 8 4. Motion to Appear Pro Hac Vice re Attorney: Thomas T. Hydrick  
9 (ECF No. 85) is **GRANTED**.
- 10 5. Motion to Appear Pro Hac Vice re Attorney: Eric H. Wessan (ECF  
11 No. 87) is **GRANTED**.
- 12 6. Motion to Appear Pro Hac Vice re Attorney: Leif A. Olson (ECF No.  
13 88) is **GRANTED**.
- 14 7. Motion to Appear Pro Hac Vice re Attorney: Christopher A. Bates  
15 (ECF No. 89) is **GRANTED**.

16 The District Court Executive is directed to enter this Order and furnish  
17 copies to counsel.

18 DATED April 21, 2023.



*Thomas O. Rice*  
THOMAS O. RICE  
United States District Judge