



Next Ord: 2011-22
Next Res: 1094-22

CITY COUNCIL STUDY SESSION

IN PERSON AND VIA ZOOM

AGENDA

June 1, 2022

6:00 PM

Sedro-Woolley Municipal Building

Council Chambers

325 Metcalf Street

1. Confirmation of Daniel McIlraith to the Position of Police Chief with Authorization for the Mayor to Negotiate and Sign an Employment Agreement.
2. Check-In Regarding Discussion About Resolution 1088-22, in Objection to Mandated Vaccines
3. City Council Strategic Planning Session Follow-Up and Next Steps

Next Meeting: City Council June 8th, 2022

Topic: Sedro-Woolley City Council Study Session
Time: 6:00 PM to 8:00 PM

Join Zoom Meeting

<https://zoom.us/j/91785850179?pwd=Vys0Y29XalZmOTRmem1BM2txVDIUQT09>

Meeting ID: 917 8685 0179

Passcode: 091845

OR One tap mobile

+12532158782,,91786850179#,,,,,0#,,091845# US (Tacoma)

+16699006833,,91786850179#,,,,,0#,,091845# US (San Jose)

OR Dial by your location

+1 253 215 8782 US (Tacoma)

+1 669 900 6833 US (San Jose)

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+1 929 205 6099 US (New York)

+1 301 715 8592 US (Washington D.C)

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Meeting ID: 917 8685 0179

Passcode: 091845



Agenda
Item No.

Date:

June 1, 2022

Subject:

Confirmation of Daniel Mcilraith to the
Position of Police Chief with
Authorization for the Mayor to
Negotiate and Sign an Employment
Agreement.

FROM:

Charlie Bush, City Administrator

RECOMMENDED ACTION:

A motion to confirm the Mayor's appointment of Daniel Mcilraith to the position of Police Chief with authorization for the Mayor to negotiate and sign an Employment Agreement.

ISSUE:

Should the City Council confirm the Mayor's appointment of Daniel Mcilraith to the position of Police Chief?

BACKGROUND/SUMMARY INFORMATION:

2.20.040 Police chief—Declared full-time.

The police department shall have a chief of police who shall be appointed and removed at the pleasure of the mayor. The position of chief of police is not a classified position under the civil service for policemen. (Ord. 1125 § 1, 1991: Ord. 697 § 1, 1970)

While the Mayor can appoint the Police Chief, the City Council authorizes the Mayor to execute employment agreements. Therefore, staff are requesting authorization to allow the Mayor to enter into an employment contract and to support the appointment of Mr. Mcilraith to the position of Police Chief.

The Mayor plans to swear in Lieutenant Mcilraith as Police Chief at the June 8 City Council meeting, providing approximately 11 weeks of overlapping service with Chief Tucker for succession planning purposes. A similar overlapping transition occurred in the Fire Department when the City transitioned from Chief Klinger to Chief Wagner.

FISCAL IMPACT, IF APPROPRIATE:

This action creates no additional financial impact on the City's 2021-2022 Biennial Budget.

ATTACHMENTS:

1. Daniel Mcilraith Employment Contract
2. Daniel Mcilraith Employment Contract Exhibit A
3. Daniel Mcilraith Resume

EMPLOYMENT AGREEMENT

THIS AGREEMENT, made and entered into this first day of June, 2022, by and between the City of Sedro-Woolley, State of Washington, a municipal corporation, hereinafter called "Employer", and Daniel Mcilraith, hereinafter called "Employee", both of whom covenant and agree as follows:

WITNESSETH:

WHEREAS, Employer desires to employ the services of said Employee as Police Chief of the City of Sedro-Woolley; and

WHEREAS, it is the desire of the employer to provide certain benefits, establish certain conditions of employment and to set working conditions of said Employee; and

WHEREAS, it is the desire of the employer to (1) secure and retain the services of Employee and to provide inducement for him to remain in such employment, (2) to make possible full work productivity by assuring Employee's morale and peace of mind with respect to future security, (3) to provide a just means for terminating Employee's services at such time as he may be unable to fully discharge his duties due to disability or when Employer may otherwise desire to terminate his employ; and

WHEREAS, Employee desires to be employed as Police Chief of the City of Sedro-Woolley:

NOW, THEREFORE, in consideration of the mutual covenants herein contained, the parties agree as follows:

Section 1. Duties

Employer hereby agrees to employ said Employee as Police Chief of said Employer to perform the functions and duties of said office as specified by law, and to perform other legally permissible and proper duties and functions as the Employer shall from time to time assign. A job description is attached hereto and incorporated by reference as Exhibit A.

Section 2. Term

A. The Employee serves at the pleasure of the Mayor. Nothing in this agreement shall prevent, limit or otherwise interfere with the right of the Employer to terminate the services of Employee at any time, subject only to the provisions set forth in Section 4 of this agreement.

B. Nothing in this agreement shall prevent, limit or otherwise interfere with the right of the Employee to resign at any time from his position with Employer, subject only to the provision set forth in Section 4 of this agreement.

Section 3. Suspension

Employer may suspend the employee with full pay and benefits at any time during the term of this agreement.

Section 4. Termination and Severance Pay

A. In the event Employee is terminated by the Employer before expiration of the aforesaid term of employment during such time that employee is willing and able to perform his duties under this agreement, then the Employer agrees to pay Employee a lump sum cash payment equal to three (3) month's aggregate salary & health insurance; provided, however, that in the event Employee is terminated for just cause, or because of his conviction of any illegal act involving personal gain to him, that the Employer shall have no obligation to pay the aggregate severance sum designed in this paragraph. ("Just cause" shall include all matters that constitute grounds for disciplinary action as set forth in any personal policy manual of the Employer as now existing or hereinafter amended. The provisions of any personnel policy or other written or unwritten custom or policy regarding termination shall not apply to the Employee, except for purposes of defining "just cause".)

B. In the event employer at any time during the term of this agreement reduces the salary or other financial benefits of Employee in a greater percentage than an applicable across-the-board reduction for all department head Employees of employer, or in the event Employer refuses, following written notice, to comply with any other provisions benefiting Employee herein then the employee may, at his option, be deemed to be terminated at the date of such reduction or such refusal to comply with the meaning and context of the severance pay provisions, as his sole and exclusive remedy for such action.

C. In the event Employee voluntarily resigns his position with Employer before expiration of the aforesaid term of his employment, then Employee shall give Employer thirty (30) days written notice in advance, unless the parties otherwise agree.

D. The severance package provided in subparagraph 4.A. above shall not be construed as an extension of the Employee employment beyond the termination date. The Employee shall not during the period between the termination date and the end of the severance payments accrue any additional sick leave vacation leave or other benefit accorded active City employees.

Section 5. Salary

Employer agrees to pay Employee for his services rendered pursuant hereto a base salary of \$11,248 per month, payable in installments at the same time as other Employees of the Employer are paid.

Said salary shall cease upon termination of employment as provided in this agreement. In addition, the rate of pay and benefits will be adjusted annually equal to the cost of living and/or cost of market increase given to other nonunion management employees. Employer shall not at any time during the term of this agreement reduce the salary compensation or other financial benefits of Employee, except to the degree of such reduction across-the-board for all department head employees of the Employer. At any time during the term of the Agreement,

Employer may, in its discretion, review and adjust the salary of the Employee. Adjustments in salary or benefits, if any, shall be made pursuant to a lawful governing body action.

Section 6. Performance Evaluation

The Employer shall review and evaluate the performance of the Employee at least once annually. The employer shall provide the Employee with a summary written statement of the findings of the Employer and provide an adequate opportunity for the Employee to discuss his evaluation with the Employer.

Section 7. Hours of Work

The parties agree that this position is a professional exempt position, and that payment is based on a monthly salary, and not on an hourly rate of compensation. It is recognized that Employee must devote a great deal of time outside the normal office hours of business of the Employer. The Employee shall not receive additional compensation or compensatory time for such work. Upon approval of the Mayor, Employee may work a non-traditional workweek, such as a 4/10 schedule.

Section 8. Outside Activities

The employment provided for by this Agreement shall be the Employee's primary employment. Recognizing that certain outside consulting or teaching opportunities provide indirect benefits to the Employer and the community, the Employee may, subject to the approval of the Mayor, elect to accept limited teaching, consulting or other business opportunities with the understanding that such arrangements must neither constitute interference with nor a conflict of interest with his or her responsibilities under this Agreement.

Section 9. Automobile

For travel beyond the City limits, Employer shall provide Employee either the use of a City automobile for City purposes, or alternatively, compensation on a "per mile" basis for use of Employee's vehicle by Employee for City purposes at the same rate as applicable to other management employees of Employer.

Section 10. Vacation, Sick, Executive, and Military Leave

Employee shall accrue vacation at a rate of 8.33 hours per pay period (semi-monthly). Sick leave will accrue and have credited to his personal account at the same rate as other management employees of the Employer. Employee will receive Executive Leave according to City policy (current amount is 80 hours per year to be used in that year).

Section 11. Health Insurance

A. Employer agrees to provide policies of medical insurance covering Employee and his dependents that are required by law or provided to all other management employees of Employer and their dependents.

B. The Employee agrees to abide by the Employer's policy regarding drug testing.

Section 12. Retirement

Employer agrees to provide retirement benefits for Employee as provided by law.

Section 13. Dues and Subscription

Employer agrees to budget and to pay for the professional dues and subscriptions of Employee necessary for his continuation and full participation in associations and organizations necessary and desirable for his continued professional participation, growth and advancement, and for the good of the employer. These expenses shall be subject to prior approval of the Employer.

Section 14. Professional Development

Employer agrees to budget and to pay for the travel and subsistence expenses of Employee for short courses, institutes and seminars that are necessary for his professional development and for the good of the Employer. These expenses shall be subject to prior approval of the Employer.

Section 15. Indemnification

Employer shall defend, save harmless and indemnify Employee against any tort, professional liability claim or demand or other legal action, whether groundless or otherwise, arising out of an alleged act or omission occurring in the good faith performance of Employee's duties as Finance Director, except as may be caused by the intentional misconduct or criminal action of Employee. Employer will defend, compromise and settle any such claim or suit and pay the amount of any settlement of judgment rendered thereon.

Section 16. Other Terms and Conditions of Employment

A. The Employer shall fix any such other terms and conditions of employment, as it may determine from time to time, relating to the performance of Employee, provided such terms and conditions are not inconsistent with or in conflict with the provisions of this agreement, the City ordinance or any other law.

B. All ordinances, regulations and rules of the Employer relating to vacation and such leave, holidays and other fringe benefits and working conditions as they now exist or hereafter may be amended, also shall apply to Employee, except as herein provided.

Section 17. Notices

Notices pursuant to this agreement may be provided electronically or by deposit in the custody of the United States Postal Service, postage prepaid, addressed to the last known address of the parties hereto. Alternatively, notices required pursuant to this agreement may be personally served in the same manner as is applicable to civil judicial practice. Notice shall be deemed given

as the date of personal service or as of the date of deposit of such written notice in the course of transmission in the United States Postal Service.

Section 18. General Provisions

A. Integration. This Agreement sets forth and establishes the entire understanding between the Employer and the Employee relating to the employment of the Employee by the Employer. Any prior discussions or representations by or between the Employer and Employee are merged into and rendered null and void by this Agreement. The Employer and Employee by mutual written agreement may amend any provision of this agreement during the life of the agreement. Such amendments shall be incorporated and made a part of this agreement.

B. Binding Effect. This Agreement shall be binding on the Employer and the Employee as well as their heirs, assigns, executors, personal representatives and successors in interest.

C. Effective Date. This Agreement shall become effective on June 8, 2022.

D. Severability. The invalidity or partial invalidity of any portion of this Agreement will not affect the validity of any other provision. In the event that any provision of this Agreement is held to be invalid, the remaining provisions shall be deemed to be in full force and effect as if they have been executed by both Employer and Employee subsequent to the expungement or judicial modification of the invalid provision.

E. Precedence. In the event of any conflict between the terms, conditions and provisions of this Agreement and the provisions of Council's policies, or Employer's ordinance or Employer's rules and regulations, or any permissive state or federal law, then, unless otherwise prohibited by law, the terms of this Agreement shall take precedence over contrary provisions of Council's policies, or Employer's ordinances, or Employer's rules and regulations or any such permissive law drying the term of this Agreement

F. Amendments. This agreement may be amended at any time by mutual agreement of the Employer and the Employee. Any amendments are to be negotiated, and be in accordance with the provisions of the Sedro-Woolley Municipal Code. This Agreement may only be amended in writing.

G. The text herein shall constitute the entire agreement between the parties.

IN WITNESS WHEREOF, the City of Sedro-Woolley has caused this agreement to be signed and executed in its behalf by its Mayor, and duly attested by its City Clerk, and the Employee has signed and executed this agreement, both in duplicate, the day and year first above written.

CITY OF SEDRO-WOOLLEY

EMPLOYEE

By: _____
Julia Johnson, Mayor

Daniel Mcilraith

Attest:

Debbie Burton, Finance Director

Approved as to Form:

Nikki Thompson, City Attorney

Exhibit A: POLICE CHIEF

JOB DESCRIPTION

Reports to: Mayor

A. Current Organization:

The Sedro-Woolley Police Department currently has 25 full time employees, 20 of whom are commissioned. The Department is organized with a Police Chief, a Police Lieutenant, two Patrol Sergeants, three Detectives and 13 Patrol Officers. The Department also operates with a Records Sergeant and three Records Clerks and a Code Enforcement Officer. The Commissioned Officers are subject to the provisions of Civil Service, and a bargaining unit represents the Officers and Records Staff.

B. Position Overview:

Under the direction of the Mayor, the Police Chief has management responsibility for Sedro-Woolley's police organization. As the City's top law enforcement official, the Chief ensures that the City carries out its enforcement responsibilities in a highly professional manner, consistent with modern law enforcement concepts, practices, and legal requirements. As a City Department head, he/she serves as a member of an executive team who maintains close communications and working relationships between other City Departments.

The City of Sedro-Woolley is a small, friendly community of approximately 12,237 (2022), located on Highway 20, and the gateway to the North Cascade Highway; Sedro-Woolley is part of Skagit County, which has a population of 130,696 (2021 US Census data). Recreational opportunities abound, and there are also varied cultural opportunities in the area. The City of Sedro-Woolley has an excellent school system. The City is experiencing a growth in population without the retail and industry to help support the needed services. The Sedro-Woolley Police Department has historically had an excellent relationship with the community and organizations within the community, such as the school district and the Loggerodeo Committee. There is a great deal of community pride in the on-going programs within the Police Department.

The Police Chief maintains a highly visible role within the community and the Chief is expected to continue to participate in the community and to guide and develop a Department with a positive community-oriented philosophy.

C. Major Duties and Responsibilities:

1. Develops, maintains, and directs the municipal law enforcement agency in a state of training and readiness, which will ensure the greatest possible degree of public safety and public service for the citizens of Sedro-Woolley. Manages and provides leadership for the Department on a day-to-day basis in accordance with all appropriate laws and statutes.
2. Coordinates law enforcement activities with other public safety agencies (i.e., Fire, Skagit County Sheriff, Washington State Patrol, surrounding area Police Departments, Municipal Court and other State and Federal agencies) which have interest or jurisdiction in Sedro-Woolley.
3. Provides rules, regulations and guidelines for the Department. Ensures compliance with State and Federal regulations regarding operation of the Police Department. Maintains ongoing training and development programs of the commissioned and civilian members of the Police department. Coordinates activities with the City's legal office and the court system.
4. Functions as a member of the City's management team. Provides expert technical advice regarding issues of public safety, law enforcement, crime prevention and community services, which are within the scope of the Department's capabilities and interest.
5. Directly commands the police force during periods of emergency and provide necessary communications and information to the Mayor who will assist in making decisions relative to the emergency situation.
6. Maintains an ongoing program of community service and public information, which is responsible to the citizens of Sedro-Woolley and their community values. As directed, may serve as principal spokesperson for the City on law enforcement issues.
7. Serves as advisor to the Mayor or his/her designee in handling union grievances and negotiating labor contracts. Also advises Civil Service Commission of necessary rule changes and regulations necessary to comply with current laws.
8. Provides additional services and information as directed by the Mayor.

D. Desired Characteristics:

The ideal candidate for this position will be an experienced, seasoned professional law enforcement administrator/leader who has demonstrated experience managing

a law enforcement organization, as well as a strong background in street experience. This individual must be able to relate to the issues and interests of the community and the Department and be an effective leader, capable of maintaining the trust and respect of Sedro-Woolley citizens, Department personnel, City staff, Elected Officials, and outside law enforcement organizations. Candidates must have a service orientation and be able to provide a strong and active presence in the community.

1. **Leadership Skills:** The Police Chief must possess exceptional supervisory skills and have a personal presence and integrity that instills confidence. This will require an individual who is confident of his/her own abilities, capable of being decisive and firm, yet able to delegate responsibility and build confidence, morale, and professional management abilities within the Department. Interpersonal skills and exceptional listening skills must be highly developed.
2. **Administrative/Management Skills:** The Police Department functions as part of a larger City origination and in addition to developing and administering a budget of approximately \$3.96 Million, the Police Chief is required to be a team player and skillful administrator who is familiar with internal and external demands placed on the Department. The Police Chief must be flexible in approach and willing to examine new ways of improving Department effectiveness.
3. **Communication Skills:** The ability to effectively communicate issues, policies, directives, procedures, etc., and to listen to the Department and community is one of the primary requirements for this position. This will require an individual who has genuine respect for the views of others and who is able to maintain an honest dialogue with members of the Department, Mayor, City Council, outside organizations, media, etc. Must have strong public relations skills.
4. **Planning and Organization:** The Police Chief must have the ability to anticipate community needs and develop programs, which meet those needs. This includes establishment and communication of priorities, development of goals and objectives and development of logical, practical implementation plans. Grant writing ability is most helpful.

E. Interpersonal Skills:

The Police Chief must have the ability to deal with people both inside and outside the organization in a tactful, diplomatic and polite manner. This will require the ability to interact with others in a positive, constructive manner, without unnecessarily arousing antagonism or being confrontational.

Law enforcement situations are frequently emotionally charged, and the Police Chief must be able to deal effectively in this environment and separate personal feelings from the issue at hand. The Police Chief must genuinely respect the dignity and viewpoint of others.

F. Professional Experience:

Administrative experience in a Police Department with a comparable or larger size city (current population of Sedro-Woolley is 12,237 (2022)).

Must meet the standards set forth in the job description for Lieutenant in addition to the requirements outlined in this section.

Must meet all other minimum requirements as specified by RCW 35.21.333 and 35.21.334.

G. Educational Requirements:

B.A. in Police Science, Criminology, Social Science, Business Administration or related field or any combination of education and experience that provides the skills and ability necessary to perform the work.

Daniel McIlraith

31062 Prevedell Rd
Sedro-Woolley, Wa 98284
dmcilraith@sedro-woolley.gov

PROFESSIONAL SUMMARY

Experienced Law Enforcement professional for over 20 years. Equipped with skills in risk assessments, officer training, and security planning. Background includes case investigation, patrol protocols, and supervision of department. Believer in policies focused on building trusting relationships, teamwork, and a strong network of resources. Ability to communicate and enforce command decisions and initiatives.

LAW ENFORCEMENT WORK EXPERIENCE

- Sedro-Woolley Police Department (2002-Current)
- Currently hold the position of Lieutenant (2019-Current)
- Administrative Sergeant/Patrol Sergeant (2008-2019)
- Detective (2007-2008)
- Patrol Officer (2002-2007)
- SWAT Team Member (2007-2018)
- Skagit County Sheriff Office, Corrections Deputy (2000-2002)

EDUCATION

- Basic Law Enforcement Academy (November 2002-April 2003)
- Basic Corrections Academy (2000)
- Skagit Valley College Associates of Arts (Jun 1997)
- Burlington-Edison High School High School Diploma (1991-1995)

CERTIFICATIONS

- Middle Management and First Level Supervisor Certification (2021)
- First Line Supervision Certification (2011)
- Washington State Peace Officer Certification (Apr 2003)

ADDITIONAL TRAINING/ACCOMPLISHMENTS

- April 2005-Interviewing Techniques
- August 2006-Field Training Officer
- Detective in June 2007

- 2007 Became Member of SMART investigation team
- September 2007-Was selected as the first ever non-SCSO Deputy from a different agency to the County SWAT team, starting the path of a multi-jurisdiction SWAT team
- 2007-Applied for promotion to Sergeant, completed assessment center
- April 2008-Promoted to Patrol Sergeant
- July 2008-Completed First Line Supervision Course
- March 2009-Completed SWAT Basic Course
- September 2011-Sergeants Academy
- December 2011-Obtained First Line Supervisor Certification
- March 2012-Completed Command College
- 2015 Background investigator Course
- April 2016-Completed FEMA Wide Area Search
- March 2018-Retired from SWAT
- May 2018-Completed Middle Management Course
- October 2018-Crisis Management-School Based Incidents
- April 2019-Trauma Informed Law
- May 2019-Police Resource Analysis, Deploy, Scheduling
- May 2019-Truth Among Vapors
- May 2019-Positive Community Norms
- Sept 2019-Mental Health Awareness
- November 2019-Critical Race and Implicit Bias
- November 2019-Executive Academy
- July 2020 National Traffic Incident Management Responder
- October 2021-Building Supervisory Skills 101
- Several Crisis intervention Team Courses
- WASPC training
- This is not a full list-Plenty of Required monthly SWAT trainings over the year, Basic and Advanced Hostage Rescue, Tactical Planning and threat assessment, Advanced rifle courses, advance building searches, Defensive Tactics, Range Qualifications, DUI Trainings.

CURRENT AND PAST POSITIONS/COMMUNITY INVOLVEMENT

- Community Coalition Leadership Board Member with Sedro-Woolley RISE-Rallying to Inspires Safe Environments-Position of President
- SW RISE is directed towards youth and programs, education, limiting the availability of harmful substances, watching for new trends.
- Current Sedro-Woolley Rotary Member
- Past Sedro-Woolley Boys and Girls Club community board member.
- Past Sedro-Woolley Public Safety Guild President.
- Always been involved with coaching sports within the community.

COMMENDATIONS

- 2017 Distinguished Service Commendation for response to the Cascade Mall Shooting.

DUTIES

- Supervised daily operations during shifts.
- Scheduled officers and assigned functions based on coverage requirements and unexpected demands.
- Monitored and evaluate the work of subordinate officers to help each perform their job duties.
- Wrote reports for criminal investigations and supporting evidence.
- Develop, review, and change departmental policies to meet changing internal and community needs.
- Counseled, disciplined, mediated staff for violations of department policy rules and regulations.
- Planned for special events such as parades and protests.
- Created operation plans and threat assessments for high-risk search warrants or events.
- Worked with other law enforcement jurisdiction at municipal, county, state, and federal agency levels in conducting joint investigations and operations.
- Reviewed case reports to support the prosecution of crimes.
- Experienced officer in all areas, including traffic control.



Agenda
Item No.

Date:

June 1, 2022

Subject:

Check-In Regarding Discussion About
Resolution 1088-22, in Objection to
Mandated Vaccines

FROM:

Charlie Bush, City Administrator on behalf of City Councilor Nick Lavacca

RECOMMENDED ACTION:

No recommendation at this time.

ISSUE:

Should the Council consider a resolution regarding vaccine mandates?

BACKGROUND/SUMMARY INFORMATION:

At the January 5 City Council Work Session, Councilor Lavacca expressed an interest in the City Council considering a resolution regarding vaccine mandates. He subsequently drafted the attached resolution for the Council's consideration. Councilor Burns also asked that the second attachment, regarding Jacobson v. Massachusetts, be included with this item.

At the City Council's February 2 Work Session, the City Council tabled this item for four months, which is why it is present on this agenda. This item is submitted as a check-in with the City Council, a follow-up to the prior discussion, to see how the City Council would like to proceed with this item.

FISCAL IMPACT, IF APPROPRIATE:

N/A

ATTACHMENTS:

1. Resolution 1088-22 Regarding Objection to Vaccine Mandates
2. Jacobson v. Massachusetts

RESOLUTION 1088-22

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SEDRO-WOOLLEY, WASHINGTON, EXPRESSING CONCERN AND OPPOSITION TO THE AUTHORIZATION AND POTENTIAL AUTHORIZATION OR SUPPORT OF MANDATORY VACCINE REQUIREMENTS AFFECTING OUR CITIZENS, OUR BUSINESSES, AND OUR EMPLOYEES.

WHEREAS, the Governor declared a state of emergency on February 29, 2020, using his broad emergency authority under RCW 43.06. More specifically, under RCW 43.06.220 he was able to make Proclamation 21-14.1: COVID-19 Vaccination Requirements, on August 20th, 2021, amended on November 24th, 2021, which requires all state employees, higher education, childcare, and K-12 education employees, and most health and long-term care providers to be fully vaccinated with a recommended COVID-19 vaccine by October 18, 2021, as a condition of employment.

WHEREAS, we feel that this is in conflict with our citizens and our employees whom are affected by this proclamation or amendments, or other proclamations, to freely choose what is best for themselves and their families; and

WHEREAS, mandatory vaccine requirements are being put in place to prevent the spread of COVID-19. However, as noted by the CDC and the NIH, the vaccines and boosters have not proven to protect individuals from infection or the ability to infect other individuals regardless of the recipient's vaccine status; and

WHEREAS, we feel that it is essential to provide timely medical care and/or protection to our community members who desire the protection at their discretion. However, we feel that it is not in the best interest of our community for us to show support with our silence for mandated vaccines that members of our community may feel they either do not need or do not want; and

WHEREAS, much of our community is already vaccinated and has the resources to get vaccinated should they choose, in order to provide the best available protection that they feel they can get for themselves or their families; and

WHEREAS, we would like the opportunity to submit this letter in objection to vaccine mandates to the Skagit County Officials with strong concerns that mandating citizens to have a "current vaccine status" which would mean the necessity of an undetermined amount of booster at the discretion of the CDC or Health Department recommendation; and

WHEREAS, regardless of whether an individual has natural immunity or desire not to continue taking boosters, they would be subject to dismissal from their employment as well as possible discrimination from restaurants and other businesses as we have seen in King County; and

WHEREAS, it is our desire to provide as much information as we can as well as to continue to educate the citizens of Sedro-Woolley so that they are able to make the best-informed decision that they can for themselves and their families in regards to Covid-19 protection and we feel that ability as been removed under the above proclamation; and

WHEREAS, we strongly feel that our community is capable of making educated decisions without the need of having the government make this decision for us in regards to what medical care we receive for ourselves or our families, and we are deeply sorrowed at having to be subject to dismissing staff members based on personal and or religious beliefs due to the above Proclamation; and

WHEREAS, we felt it a duty and responsibility to voice these concerns to our county and neighboring cities, with respect of course, to state and federal law under the Washington State and the Federal Constitution; and

WHEREAS, with great respect for our Skagit County officials and neighboring communities, we are not seeking affirmation and in no way are we encouraging or challenging other communities to follow our lead, but we rather to have our stance in supporting our citizens, businesses, and employees in their ability to make choices freely for themselves on the record; and

WHEREAS, we feel this is in accordance with Article I, section 1 of the Washington State Constitution, that all political power is inherent in the people, and governments derive their just powers from the consent of the governed and are established to protect and maintain the individual's rights.

NOW THEREFORE BE IT RESOLVED BY THE City Council of the City of Sedro-Woolley that:

1. It is not in accordance with the freedom and protection of our citizens to mandate healthcare that will personally affect the person or violate any of the person's personal beliefs or views they may hold.
2. It is not in the interest of this body to show approval through our silence for mandates or as in this case emergency use vaccines and boosters that some individuals may personally believe have not been properly tested or that they have not been given the proper amount of information to feel confident assimilating into their persons, or that they have a faith-based conviction about taking a substance into their bodies that would violate deeply held religious beliefs.
3. We feel the best thing we as Sedro-Woolley City Council can do for our citizens is to help provide or direct them to where they can find the most accurate and relevant information and/or timely medical care they desire so that they can feel confident on making the decision themselves and have access taking a vaccine or any number of boosters thereafter as they choose.

4. We feel the need to have our objection noted for the record to any mandate that will remove the personal choice from our citizens although we do and will adhere to the laws set forth under our State and Federal Constitution.

5. This Resolution shall take effect and be in force immediately upon passage.

PASSED BY THE CITY COUNCIL AND APPROVED BY THE MAYOR ON THIS
____ OF JUNE, 2022.

MAYOR JULIA JOHNSON

ATTEST:

APPROVED AS TO FORM:

City Finance Director

City Attorney

197 U. S.

Syllabus.

JACOBSON v. MASSACHUSETTS.

ERROR TO THE SUPREME COURT OF THE STATE OF MASSACHUSETTS.

No. 70. Argued December 6, 1904.—Decided February 20, 1905.

The United States does not derive any of its substantive powers from the Preamble of the Constitution. It cannot exert any power to secure the declared objects of the Constitution unless, apart from the Preamble such power be found in, or can properly be implied from, some express delegation in the instrument.

While the spirit of the Constitution is to be respected not less than its letter, the spirit is to be collected chiefly from its words.

While the exclusion of evidence in the state court in a case involving the constitutionality of a state statute may not strictly present a Federal question, this court may consider the rejection of such evidence upon the ground of incompetency or immateriality under the statute as showing its scope and meaning in the opinion of the state court.

The police power of a State embraces such reasonable regulations relating to matters completely within its territory, and not affecting the people of other States, established directly by legislative enactment, as will protect the public health and safety.

While a local regulation, even if based on the acknowledged police power of a State, must always yield in case of conflict with the exercise by the General Government of any power it possesses under the Constitution, the mode or manner of exercising its police power is wholly within the discretion of the State so long as the Constitution of the United States is not contravened, or any right granted or secured thereby is not infringed, or not exercised in such an arbitrary and oppressive manner as to justify the interference of the courts to prevent wrong and oppression.

The liberty secured by the Constitution of the United States does not import an absolute right in each person to be at all times, and in all circumstances wholly freed from restraint, nor is it an element in such liberty that one person, or a minority of persons residing in any community and enjoying the benefits of its local government, should have power to dominate the majority when supported in their action by the authority of the State.

It is within the police power of a State to enact a compulsory vaccination law, and it is for the legislature, and not for the courts, to determine

in the first instance whether vaccination is or is not the best mode for the prevention of smallpox and the protection of the public health. There being obvious reasons for such exception, the fact that children, under certain circumstances, are excepted from the operation of the law does not deny the equal protection of the laws to adults if the statute is applicable equally to all adults in like condition. The highest court of Massachusetts not having held that the compulsory vaccination law of that State establishes the absolute rule that an adult must be vaccinated even if he is not a fit subject at the time or that vaccination would seriously injure his health or cause his death, this court holds that as to an adult residing in the community, and a fit subject of vaccination, the statute is not invalid as in derogation of any of the rights of such person under the Fourteenth Amendment.

THIS case involves the validity, under the Constitution of the United States, of certain provisions in the statutes of Massachusetts relating to vaccination.

The Revised Laws of that Commonwealth, c. 75, § 137, provide that "the board of health of a city or town if, in its opinion, it is necessary for the public health or safety shall require and enforce the vaccination and revaccination of all the inhabitants thereof and shall provide them with the means of free vaccination. Whoever, being over twenty-one years of age and not under guardianship, refuses or neglects to comply with such requirement shall forfeit five dollars."

An exception is made in favor of "children who present a certificate, signed by a registered physician that they are unfit subjects for vaccination." § 139.

Proceeding under the above statutes, the Board of Health of the city of Cambridge, Massachusetts, on the twenty-seventh day of February, 1902, adopted the following regulation: "Whereas, smallpox has been prevalent to some extent in the city of Cambridge and still continues to increase; and whereas, it is necessary for the speedy extermination of the disease, that all persons not protected by vaccination should be vaccinated; and whereas, in the opinion of the board, the public health and safety require the vaccination or revaccination of all the inhabitants of Cambridge; be it ordered, that

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all the inhabitants of the city who have not been successfully vaccinated since March 1, 1897, be vaccinated or revaccinated."

Subsequently, the Board adopted an additional regulation empowering a named physician to enforce the vaccination of persons as directed by the Board at its special meeting of February 27.

The above regulations being in force, the plaintiff in error, Jacobson, was proceeded against by a criminal complaint in one of the inferior courts of Massachusetts. The complaint charged that on the seventeenth day of July, 1902, the Board of Health of Cambridge, being of the opinion that it was necessary for the public health and safety, required the vaccination and revaccination of all the inhabitants thereof who had not been successfully vaccinated since the first day of March, 1897, and provided them with the means of free vaccination, and that the defendant, being over twenty-one years of age and not under guardianship, refused and neglected to comply with such requirement.

The defendant, having been arraigned, pleaded not guilty. The government put in evidence the above regulations adopted by the Board of Health and made proof tending to show that its chairman informed the defendant that by refusing to be vaccinated he would incur the penalty provided by the statute, and would be prosecuted therefor; that he offered to vaccinate the defendant without expense to him; and that the offer was declined and defendant refused to be vaccinated.

The prosecution having introduced no other evidence, the defendant made numerous offers of proof. But the trial court ruled that each and all of the facts offered to be proved by the defendant were immaterial, and excluded all proof of them.

The defendant, standing upon his offers of proof, and introducing no evidence, asked numerous instructions to the jury, among which were the following:

That section 137 of chapter 75 of the Revised Laws of Massachusetts was in derogation of the rights secured to the defendant by the Preamble to the Constitution of the United

States, and tended to subvert and defeat the purposes of the Constitution as declared in its Preamble;

That the section referred to was in derogation of the rights secured to the defendant by the Fourteenth Amendment of the Constitution of the United States, and especially of the clauses of that amendment providing that no State shall make or enforce any law abridging the privileges or immunities of citizens of the United States, nor deprive any person of life, liberty or property without due process of law, nor deny to any person within its jurisdiction the equal protection of the laws; and

That said section was opposed to the spirit of the Constitution.

Each of the defendant's prayers for instructions was rejected, and he duly excepted. The defendant requested the court, but the court refused, to instruct the jury to return a verdict of not guilty. And the court instructed the jury in substance that if they believed the evidence introduced by the Commonwealth and were satisfied beyond a reasonable doubt that the defendant was guilty of the offense charged in the complaint, they would be warranted in finding a verdict of guilty. A verdict of guilty was thereupon returned.

The case was then continued for the opinion of the Supreme Judicial Court of Massachusetts. That court overruled all the defendant's exceptions, sustained the action of the trial court, and thereafter, pursuant to the verdict of the jury, he was sentenced by the court to pay a fine of five dollars. And the court ordered that he stand committed until the fine was paid.

Mr. George Fred Williams, with whom *Mr. James A. Haloran* was on the brief, for plaintiff in error:

The right of the State under police power to enforce vaccination upon its inhabitants has not yet been determined, or more than remotely considered by this court; references are made to it in *Lawton v. Steele*, 152 U. S. 133; *Hannibal &*

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St. J. R. R. Co. v. Husen, 95 U. S. 465; *Am. School of Healing v. McAnnulty*, 187 U. S. 94. The plaintiff in error knows of no other cases in which the subject of vaccination has been considered by this court. From a summary of vaccination laws and vaccination statutes in the United States it appears that thirty-four States of the Union have no compulsory vaccination law, as follows: Alabama, Arkansas, California, Colorado, Delaware, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Maine, Michigan, Minnesota, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oregon, Rhode Island, South Dakota, Tennessee, Texas, Utah, Vermont, Washington, West Virginia and Wisconsin.

Compulsory vaccination exists in eleven States, as follows: Connecticut, Georgia, Kentucky, Maryland (of children), Massachusetts, Mississippi, North Carolina, Pennsylvania (in second class cities), South Carolina, Virginia and Wyoming. In thirteen States exclusion of unvaccinated children from the public schools is provided, as follows: California, Georgia, Iowa, Maine, Massachusetts, New Hampshire, New Jersey, New York, Oregon, Pennsylvania, Rhode Island, South Dakota and Virginia.

Three-quarters of the States have not entered upon the policy of enforcing vaccination by legal penalty. Not one of the States undertakes forcible vaccination, while Utah and West Virginia expressly provide that no such compulsion shall be used.

Smallpox has ceased to be the scourge which it once was, and there is a growing tendency to resort to sanitation and isolation rather than vaccination. The States which make no provision for vaccination are not any more afflicted with smallpox than those which compel vaccination. Even New York, which imports the major part of the immigrants who annually enter this country, has not undertaken to force it upon the people. As to other countries, the Queen of Holland has recently recommended the repeal of the compulsory vac-

cination laws. There are no vaccination laws in New Zealand, and Switzerland has by plebiscite abolished all compulsory vaccination.

The English law, 61 & 62 Vict., ch. 49, provides only for the vaccination of children, under a penalty, and furnishes to the people a special vaccinator.

See ch. 299, Laws of Minnesota of 1903, abolishing vaccination, and veto in 1901 of Governor La Follette of vaccination law of Wisconsin. In 1904 there were riots in Brazil arising from attempts to enforce vaccination.

For decisions of state courts involving vaccination laws which have mainly been decided upon statutes relating to the exclusion of children from the public schools see *Bissell v. Davison*, 65 Connecticut, 183; *Abeel v. Clark*, 84 California, 226; *State v. Zimmerman*, 86 Minnesota, 353; *Osborn v. Russell*, 64 Kansas, 507; *Potts v. Breen*, 167 Illinois, 67; *Duffield v. Williamsport School District*, 162 Pa. St. 476; *State v. Burdge*, 95 Wisconsin, 390; *Re Rebenack*, 62 Mo. App. 8; *Blue v. Beach*, 155 Indiana, 121. The only cases which have considered general compulsory vaccination laws are *State v. Hay*, 126 N. Car. 999; *Morris v. Columbus*, 102 Georgia, 792; *Re William H. Smith*, 146 N. Y. 68.

None of these cases are as extreme as the decision in the case at bar and the laws providing that unvaccinated children shall not attend the public schools are widely variant from laws compelling the vaccination of adult citizens.

As to admitted functions of the police power, see 4 Blackstone, 162; *Cooley's Const. Lim.* 704; *Han. & St. Jo. R. R. Co. v. Husen*, 95 U. S. 465, 470; but the power is for the security of liberty and not for oppression. *Barbier v. Connelly*, 113 U. S. 27; *Lawton v. Steele*, 152 U. S. 133.

A compulsory vaccination law is unreasonable, arbitrary and oppressive; it is only effective in the protection of law-breakers; the legal penalty is illogical and unjust. See under English Act, 30 & 31 Vict., ch. 84, extent of penalties. *Regina*

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v. *Justice*, L. R. 17 Q. B. D. 191; *Dutton v. Atkinson*, L. R. 6 Q. B. 373; *Pitcher v. Stafford*, 4 Vest. & S. 775; *Allen v. Worthy*, L. R. 5 Q. B. 163; *Tebb v. Jones*, 37 L. T. (N. S.) 576. The law is not of general application as children are exempted. Compulsion to introduce disease into a healthy system is a violation of liberty. The right to preserve life is the most sacred right of man, *Slaughter House Cases*, 16 Wall. 36, and is specially provided for in the Preamble of the Federal Constitution. If injured the person vaccinated is damaged without compensation. *Miller v. Horton*, 152 Massachusetts, 546. The law is not within any cognizable principle of criminal law. 1 Bishop, §§ 204, 230, 490, 513; *Commonwealth v. Thompson*, 6 Massachusetts, 134. The exemptions are unconstitutional. Minors are exempt while adults are penalized. The classification is not a reasonable one. *M., K. & T. Ry. Co. v. May*, 194 U. S. 267; *Gulf, Colo. & S. F. v. Ellis*, 165 U. S. 150.

Plaintiff in error offered to show that he had suffered seriously from previous vaccination, thus indicating that his system was sensitive to the poison of vaccination virus. The like illness of his son indicated that a hereditary condition existed which would cause the system to rebel against the introduction of the vaccine matter. If the plaintiff in error had offered the opinion of a physician that vaccination might even be deadly in its effects upon the plaintiff, the law recognized no such defense, and the evidence must have been excluded. The law itself testifies to its own oppressive and unreasonable character. It is not due process of law, when such defense is excluded. It is not equal protection of the laws, when such defense is open to parents for the protection of children and is not open to parents themselves. The right is of such an important and fundamental character as to deprive plaintiff of his liberty without due process of law. *West v. Louisiana*, 194 U. S. 258, 262.

The Board of Health is entrusted with arbitrary powers, and determines the necessity for, and methods of, vaccination

and plaintiff's rights in regard thereto without a hearing, thus depriving him of his liberty without due process of law. *Chi., M. & St. P. v. Minnesota*, 134 U. S. 418; *Hagan v. Reclamation Dist.*, 111 U. S. 701.

The law is not justified by necessity. *Miller v. Horton*, 152 Massachusetts, 546; *Am. School of Healing v. McAnulty*, 187 U. S. 94.

Plaintiff in error was entitled to show the facts as they existed about vaccination and its effects.

Mr. Frederick H. Nash, with whom *Mr. Herbert Parker*, Attorney General of the State of Massachusetts, was on the brief, for defendant in error:

It is no argument that the conviction was repugnant to the spirit or to the Preamble of the Constitution. An act of the legislature of a State and regular proceedings under it are to be overthrown only by virtue of some specific prohibition in the paramount law. *Forsythe v. City of Hammond*, 68 Fed. Rep. 774; *Walker v. Cincinnati*, 21 Ohio St. 14, 41; *State v. Staten*, 6 Coldwell, 233, 252; *State v. Gerhardt*, 145 Indiana, 439, 450; *State v. Smith*, 44 Ohio St. 348, 374; *People v. Fisher*, 24 Wend 214, 219; *Redell v. Moores*, 63 Nebraska, 219, overruling *State v. Moores*, 55 Nebraska, 480. The Fifth Amendment does not apply to action by a State. *Barron v. Baltimore*, 7 Pet. 243, 247; *Eilenbecker v. Plymouth Co.*, 134 U. S. 31; *McElvaine v. Brush*, 142 U. S. 155, 158; *Brown v. New Jersey*, 175 U. S. 172; *Capital City Dairy Co. v. Ohio*, 183 U. S. 238; *Lloyd v. Dollison*, 194 U. S. 445.

It is now too late to argue that the provisions of the Fifth Amendment, securing the fundamental rights of the individual as against the exercise of Federal power, are by virtue of the Fourteenth Amendment to be regarded as privileges and immunities of a citizen of the United States. *Slaughter House Cases*, 16 Wall. 36; *Maxwell v. Dow*, 176 U. S. 581.

The privileges and immunities of the plaintiff in error except where he comes in contact with the machinery of the

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Federal Government, are those which his own State gives him. In his relations with his State he takes no benefit from the Fifth Amendment or from the Preamble of the United States Constitution.

In its unquestioned power to preserve and protect the public health, it is for the legislature of each State to determine whether vaccination is effective in preventing the spread of smallpox or not, and deciding in the affirmative to require doubting individuals to yield for the welfare of the community. *In re Smith*, 146 N. Y. 68, 77; *Powell v. Pennsylvania*, 127 U. S. 678, 683.

The statute in the present case was enacted as a health measure, and has a real and substantial relation to that object.

Compare, by contrast, the statute forbidding the manufacture of cigars in tenement-houses, *In re Jacobs*, 98 N. Y. 98, the statute forbidding people to give away articles in connection with a sale of food, *People v. Gillson*, 109 N. Y. 389, and the statute forbidding bakers' employes to work more than ten hours a day, *People v. Lochner*, 177 N. Y. 145. Dissenting opinion.

Only in such cases of legislative dissimulation is it held that a law, apparently looking to the protection of the public health and working without undue classification, is a violation of the Fourteenth Amendment. *Mugler v. Kansas*, 123 U. S. 623; *Sentell v. New Orleans &c. Ry. Co.*, 166 U. S. 698, 704, 705; *Hawker v. New York*, 170 U. S. 189, 192; *Holden v. Hardy*, 169 U. S. 366.

In *Lawton v. Steele*, 152 U. S. 133, 136, it is said, by way of illustration, that compulsory vaccination is a proper exercise of the police power; see also *Morris v. City of Columbus*, 102 Georgia, 792, and *State v. Hay*, 126 N. Car. 999.

The courts may not listen to conflicting expert testimony as to the efficacy or hurtfulness of vaccination in general. The legislature is the only body which has power to determine whether the anti-vaccinationists or the majority of the medical profession are in the right.

That the legislature has large discretion to determine what personal sacrifice the public health, morals and safety require from individuals is elementary. Cases cited *supra*, and *Booth v. Illinois*, 184 U. S. 425; *Austin v. Tennessee*, 179 U. S. 343; *Fertilizing Co. v. Hyde Park*, 97 U. S. 659.

The legislature of Massachusetts has power to require the vaccination of its inhabitants and fix appropriate penalties for refusal. As to the form of the legislation and its application to the plaintiff in error, the exception of minors and wards from the provisions of the statute, rests upon a reasonable basis of classification and denies to nobody the equal protection of the laws. The advantage of uniform and general laws is best attained by vesting discretionary power in local administrative bodies. *Wilson v. Eureka City*, 173 U. S. 32; *Health Department v. Rector of Trinity Church*, 145 N. Y. 32.

A perfectly equal law may easily be the most unjust. A statute requiring the vaccination of all the inhabitants of a State at a specified time irrespective of the presence of small-pox and without regard to individual conditions of health, or a set of rules and regulations made by the legislature itself, which must necessarily be more or less inelastic, would be far less just than this statute which delegates discretion to local public officials. It is wise legislation which leaves the necessity for general vaccination and the decision as to the time for vaccination of each individual to the local boards of health. If they act in an arbitrary manner, depriving any individual of a right protected by the Fourteenth Amendment, their action in such individual case is void. Thus the law in general stands, but particular cases of oppression may be prevented. Compare *Yick Wo v. Hopkins*, 118 U. S. 356, and *Jew Ho v. Williamson*, 103 Fed. Rep. 10, with *Williams v. Mississippi*, 170 U. S. 213; *Ex parte Virginia*, 100 U. S. 339; *Carter v. Texas*, 177 U. S. 442; *Tarrence v. Florida*, 188 U. S. 519.

The order of the Board of Health is clearly within the authority of the statute. *Matthews v. Board of Education*, 127

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Michigan, 530; *Potts v. Breen*, 167 Illinois, 67; *State v. Burdge*, 95 Wisconsin, 390; *Lawbaugh v. Board of Education*, 177 Illinois, 572; *In re Smith*, 146 N. Y. 68; *Wong Wai v. Williamson*, 103 Fed. Rep. 1; *Wilson v. Alabama &c. R. R. Co.*, 77 Mississippi, 714; *Hurst v. Warner*, 102 Michigan, 238, distinguished, as the rules were held to be broader than the statute. And see where regulations were sustained, *Field v. Robinson*, 198 Pa. St. 638; *State v. Board of Education*, 21 Utah, 401; *Blue v. Beach*, 155 Indiana, 121; *Bissell v. Davidson*, 65 Connecticut, 183; *Morris v. City of Columbus*, 102 Georgia, 792. In *State v. Hay*, 126 N. Car. 999, the court observed that if the jury had found that the defendant's health made it unsafe for him to be vaccinated that would be a sufficient excuse for his non-compliance, since to vaccinate him under such conditions would be an arbitrary and unreasonable enforcement of the statute. See also *Abeel v. Clark*, 84 California, 226; *State v. Bell*, 157 Indiana, 25; *State v. Zimmerman*, 86 Minnesota, 353; *Matter of Walters*, 84 Hun, 457.

The action taken by the Board of Health in the case of the plaintiff in error did not infringe his rights under the Federal Constitution. Arbitrary action by the Board of Health, "with evil mind," might result in a denial of due process of law. If they picked out one class of persons arbitrarily for immediate vaccination, while indefinitely postponing action toward all others, or if they otherwise abused their discretion their action might be in violation of the Fourteenth Amendment, cases cited *supra*, but there is no suggestion of arbitrary conduct. It is not even hinted that in the exercise of their discretion they failed to make proper discrimination as to temporary conditions. If there were special reasons why the plaintiff in error could not be vaccinated at the time required by the Board of Health, he should have made them a ground of his refusal; and, if the Board neglected to consider them, a defense to his prosecution. *Penn. R. R. Co. v. Jersey City*, 47 N. J. L. 286. The statute did not require the vaccination and revaccination of all the inhabitants, without discrimination,

but left the matter to the discretion of the local authorities. This was an unobjectionable method of legislation. *Field v. Clark*, 143 U. S. 649, 693, 694.

MR. JUSTICE HARLAN, after making the foregoing statement, delivered the opinion of the court.

We pass without extended discussion the suggestion that the particular section of the statute of Massachusetts now in question (§ 137, c. 75) is in derogation of rights secured by the Preamble of the Constitution of the United States. Although that Preamble indicates the general purposes for which the people ordained and established the Constitution, it has never been regarded as the source of any substantive power conferred on the Government of the United States or on any of its Departments. Such powers embrace only those expressly granted in the body of the Constitution and such as may be implied from those so granted. Although, therefore, one of the declared objects of the Constitution was to secure the blessings of liberty to all under the sovereign jurisdiction and authority of the United States, no power can be exerted to that end by the United States unless, apart from the Preamble, it be found in some express delegation of power or in some power to be properly implied therefrom. 1 Story's Const. § 462.

We also pass without discussion the suggestion that the above section of the statute is opposed to the spirit of the Constitution. Undoubtedly, as observed by Chief Justice Marshall, speaking for the court in *Sturges v. Crowninshield*, 4 Wheat. 122, 202, "the spirit of an instrument, especially of a constitution, is to be respected not less than its letter, yet the spirit is to be collected chiefly from its words." We have no need in this case to go beyond the plain, obvious meaning of the words in those provisions of the Constitution which, it is contended, must control our decision.

What, according to the judgment of the state court, is the

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scope and effect of the statute? What results were intended to be accomplished by it? These questions must be answered.

The Supreme Judicial Court of Massachusetts said in the present case: "Let us consider the offer of evidence which was made by the defendant Jacobson. The ninth of the propositions which he offered to prove, as to what vaccination consists of, is nothing more than a fact of common knowledge, upon which the statute is founded, and proof of it was unnecessary and immaterial. The thirteenth and fourteenth involved matters depending upon his personal opinion, which could not be taken as correct, or given effect, merely because he made it a ground of refusal to comply with the requirement. Moreover, his views could not affect the validity of the statute, nor entitle him to be excepted from its provisions. *Commonwealth v. Connelly*, 163 Massachusetts, 539; *Commonwealth v. Has*, 122 Massachusetts, 40; *Reynolds v. United States*, 98 U. S. 145; *Regina v. Downes*, 13 Cox C. C. 111. The other eleven propositions all relate to alleged injurious or dangerous effects of vaccination. The defendant 'offered to prove and show by competent evidence' these so-called facts. Each of them, in its nature, is such that it cannot be stated as a truth, otherwise than as a matter of opinion. The only 'competent evidence' that could be presented to the court to prove these propositions was the testimony of experts, giving their opinions. It would not have been competent to introduce the medical history of individual cases. Assuming that medical experts could have been found who would have testified in support of these propositions, and that it had become the duty of the judge, in accordance with the law as stated in *Commonwealth v. Anthes*, 5 Gray, 185, to instruct the jury as to whether or not the statute is constitutional, he would have been obliged to consider the evidence in connection with facts of common knowledge, which the court will always regard in passing upon the constitutionality of a statute. He would have considered this testimony of experts in connection with the facts that for nearly a century most of the members of the medical profession

have regarded vaccination, repeated after intervals, as a preventive of smallpox; that while they have recognized the possibility of injury to an individual from carelessness in the performance of it, or even in a conceivable case without carelessness, they generally have considered the risk of such an injury too small to be seriously weighed as against the benefits coming from the discreet and proper use of the preventive; and that not only the medical profession and the people generally have for a long time entertained these opinions, but legislatures and courts have acted upon them with general unanimity. If the defendant had been permitted to introduce such expert testimony as he had in support of these several propositions, it could not have changed the result. It would not have justified the court in holding that the legislature had transcended its power in enacting this statute on their judgment of what the welfare of the people demands." *Commonwealth v. Jacobson*, 183 Massachusetts, 242.

While the mere rejection of defendant's offers of proof does not strictly present a Federal question, we may properly regard the exclusion of evidence upon the ground of its incompetency or immateriality under the statute as showing what, in the opinion of the state court, is the scope and meaning of the statute. Taking the above observations of the state court as indicating the scope of the statute—and such is our duty, *Leffingwell v. Warren*, 2 Black, 599, 603, *Morley v. Lake Shore Railway Co.*, 146 U. S. 162, 167, *Tullis v. L. E. & W. R. R. Co.*, 175 U. S. 348, *W. W. Cargill Co. v. Minnesota*, 180 U. S. 452, 466—we assume for the purposes of the present inquiry that its provisions require, at least as a general rule, that adults not under guardianship and remaining within the limits of the city of Cambridge must submit to the regulation adopted by the Board of Health. Is the statute, so construed, therefore, inconsistent with the liberty which the Constitution of the United States secures to every person against deprivation by the State?

The authority of the State to enact this statute is to be

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referred to what is commonly called the police power—a power which the State did not surrender when becoming a member of the Union under the Constitution. Although this court has refrained from any attempt to define the limits of that power, yet it has distinctly recognized the authority of a State to enact quarantine laws and “health laws of every description;” indeed, all laws that relate to matters completely within its territory and which do not by their necessary operation affect the people of other States. According to settled principles the police power of a State must be held to embrace, at least, such reasonable regulations established directly by legislative enactment as will protect the public health and the public safety. *Gibbons v. Ogden*, 9 Wheat. 1, 203; *Railroad Company v. Husen*, 95 U. S. 465, 470; *Beer Company v. Massachusetts*, 97 U. S. 25; *New Orleans Gas Co. v. Louisiana Light Co.*, 115 U. S. 650, 661; *Lawton v. Steele*, 152 U. S. 133. It is equally true that the State may invest local bodies called into existence for purposes of local administration with authority in some appropriate way to safeguard the public health and the public safety. The mode or manner in which those results are to be accomplished is within the discretion of the State, subject, of course, so far as Federal power is concerned, only to the condition that no rule prescribed by a State, nor any regulation adopted by a local governmental agency acting under the sanction of state legislation, shall contravene the Constitution of the United States or infringe any right granted or secured by that instrument. A local enactment or regulation, even if based on the acknowledged police powers of a State, must always yield in case of conflict with the exercise by the General Government of any power it possesses under the Constitution, or with any right which that instrument gives or secures. *Gibbons v. Ogden*, 9 Wheat. 1, 210; *Sinnot v. Davenport*, 22 How. 227, 243; *Missouri, Kansas & Texas Ry. Co. v. Haber*, 169 U. S. 613, 626.

We come, then, to inquire whether any right given, or secured by the Constitution, is invaded by the statute as in-

terpreted by the state court. The defendant insists that his liberty is invaded when the State subjects him to fine or imprisonment for neglecting or refusing to submit to vaccination; that a compulsory vaccination law is unreasonable, arbitrary and oppressive, and, therefore, hostile to the inherent right of every freeman to care for his own body and health in such way as to him seems best; and that the execution of such a law against one who objects to vaccination, no matter for what reason, is nothing short of an assault upon his person. But the liberty secured by the Constitution of the United States to every person within its jurisdiction does not import an absolute right in each person to be, at all times and in all circumstances, wholly freed from restraint. There are manifold restraints to which every person is necessarily subject for the common good. On any other basis organized society could not exist with safety to its members. Society based on the rule that each one is a law unto himself would soon be confronted with disorder and anarchy. Real liberty for all could not exist under the operation of a principle which recognizes the right of each individual person to use his own, whether in respect of his person or his property, regardless of the injury that may be done to others. This court has more than once recognized it as a fundamental principle that "persons and property are subjected to all kinds of restraints and burdens, in order to secure the general comfort, health, and prosperity of the State; of the perfect right of the legislature to do which no question ever was, or upon acknowledged general principles ever can be made, so far as natural persons are concerned." *Railroad Co. v. Husen*, 95 U. S. 465, 471; *Missouri, Kansas & Texas Ry. Co. v. Haber*, 169 U. S. 613, 628, 629; *Thorpe v. Rutland & Burlington R. R.*, 27 Vermont, 140, 148. In *Crowley v. Christensen*, 137 U. S. 86, 89, we said: "The possession and enjoyment of all rights are subject to such reasonable conditions as may be deemed by the governing authority of the country essential to the safety, health, peace, good order and morals of the community. Even liberty

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itself, the greatest of all rights, is not unrestricted license to act according to one's own will. It is only freedom from restraint under conditions essential to the equal enjoyment of the same right by others. It is then liberty regulated by law." In the constitution of Massachusetts adopted in 1780 it was laid down as a fundamental principle of the social compact that the whole people covenants with each citizen, and each citizen with the whole people, that all shall be governed by certain laws for "the common good," and that government is instituted "for the common good, for the protection, safety, prosperity and happiness of the people, and not for the profit, honor or private interests of any one man, family or class of men." The good and welfare of the Commonwealth, of which the legislature is primarily the judge, is the basis on which the police power rests in Massachusetts. *Commonwealth v. Alger*, 7 Cush. 53, 84.

Applying these principles to the present case, it is to be observed that the legislature of Massachusetts required the inhabitants of a city or town to be vaccinated only when, in the opinion of the Board of Health, that was necessary for the public health or the public safety. The authority to determine for all what ought to be done in such an emergency must have been lodged somewhere or in some body; and surely it was appropriate for the legislature to refer that question, in the first instance, to a Board of Health, composed of persons residing in the locality affected and appointed, presumably, because of their fitness to determine such questions. To invest such a body with authority over such matters was not an unusual nor an unreasonable or arbitrary requirement. Upon the principle of self-defense, of paramount necessity, a community has the right to protect itself against an epidemic of disease which threatens the safety of its members. It is to be observed that when the regulation in question was adopted, smallpox, according to the recitals in the regulation adopted by the Board of Health, was prevalent to some extent in the city of Cambridge and the disease was increasing. If such was

the situation—and nothing is asserted or appears in the record to the contrary—if we are to attach any value whatever to the knowledge which, it is safe to affirm, is common to all civilized peoples touching smallpox and the methods most usually employed to eradicate that disease, it cannot be adjudged that the present regulation of the Board of Health was not necessary in order to protect the public health and secure the public safety. Smallpox being prevalent and increasing at Cambridge, the court would usurp the functions of another branch of government if it adjudged, as matter of law, that the mode adopted under the sanction of the State, to protect the people at large, was arbitrary and not justified by the necessities of the case. We say necessities of the case, because it might be that an acknowledged power of a local community to protect itself against an epidemic threatening the safety of all, might be exercised in particular circumstances and in reference to particular persons in such an arbitrary, unreasonable manner, or might go so far beyond what was reasonably required for the safety of the public, as to authorize or compel the courts to interfere for the protection of such persons. *Wisconsin &c. R. R. Co. v. Jacobson*, 179 U. S. 287, 301; 1 Dillon Mun. Corp., 4th ed., §§ 319 to 325, and authorities in notes; Freund's Police Power, § 63 *et seq.* In *Railroad Company v. Husen*, 95 U. S. 465, 471–473, this court recognized the right of a State to pass sanitary laws, laws for the protection of life, liberty, health or property within its limits, laws to prevent persons and animals suffering under contagious or infectious diseases, or convicts, from coming within its borders. But as the laws there involved went beyond the necessity of the case and under the guise of exerting a police power invaded the domain of Federal authority and violated rights secured by the Constitution, this court deemed it to be its duty to hold such laws invalid. If the mode adopted by the Commonwealth of Massachusetts for the protection of its local communities against smallpox proved to be distressing, inconvenient or objectionable to some—if nothing more could be reasonably

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affirmed of the statute in question—the answer is that it was the duty of the constituted authorities primarily to keep in view the welfare, comfort and safety of the many, and not permit the interests of the many to be subordinated to the wishes or convenience of the few. There is, of course, a sphere within which the individual may assert the supremacy of his own will and rightfully dispute the authority of any human government, especially of any free government existing under a written constitution, to interfere with the exercise of that will. But it is equally true that in every well-ordered society charged with the duty of conserving the safety of its members the rights of the individual in respect of his liberty may at times, under the pressure of great dangers, be subjected to such restraint, to be enforced by reasonable regulations, as the safety of the general public may demand. An American citizen, arriving at an American port on a vessel in which, during the voyage, there had been cases of yellow fever or Asiatic cholera, although apparently free from disease himself, may yet, in some circumstances, be held in quarantine against his will on board of such vessel or in a quarantine station, until it be ascertained by inspection, conducted with due diligence, that the danger of the spread of the disease among the community at large has disappeared. The liberty secured by the Fourteenth Amendment, this court has said, consists, in part, in the right of a person “to live and work where he will,” *Allgeyer v. Louisiana*, 165 U. S. 578; and yet he may be compelled, by force if need be, against his will and without regard to his personal wishes or his pecuniary interests, or even his religious or political convictions, to take his place in the ranks of the army of his country and risk the chance of being shot down in its defense. It is not, therefore, true that the power of the public to guard itself against imminent danger depends in every case involving the control of one’s body upon his willingness to submit to reasonable regulations established by the constituted authorities, under the

sanction of the State, for the purpose of protecting the public collectively against such danger.

It is said, however, that the statute, as interpreted by the state court, although making an exception in favor of children certified by a registered physician to be unfit subjects for vaccination, makes no exception in the case of adults in like condition. But this cannot be deemed a denial of the equal protection of the laws to adults; for the statute is applicable equally to all in like condition and there are obviously reasons why regulations may be appropriate for adults which could not be safely applied to persons of tender years.

Looking at the propositions embodied in the defendant's rejected offers of proof it is clear that they are more formidable by their number than by their inherent value. Those offers in the main seem to have had no purpose except to state the general theory of those of the medical profession who attach little or no value to vaccination as a means of preventing the spread of smallpox or who think that vaccination causes other diseases of the body. What everybody knows the court must know, and therefore the state court judicially knew, as this court knows, that an opposite theory accords with the common belief and is maintained by high medical authority. We must assume that when the statute in question was passed, the legislature of Massachusetts was not unaware of these opposing theories, and was compelled, of necessity, to choose between them. It was not compelled to commit a matter involving the public health and safety to the final decision of a court or jury. It is no part of the function of a court or a jury to determine which one of two modes was likely to be the most effective for the protection of the public against disease. That was for the legislative department to determine in the light of all the information it had or could obtain. It could not properly abdicate its function to guard the public health and safety. The state legislature proceeded upon the theory which recognized vaccination as at least an effective if not the best known way in which to meet and suppress the

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evils of a smallpox epidemic that imperilled an entire population. Upon what sound principles as to the relations existing between the different departments of government can the court review this action of the legislature? If there is any such power in the judiciary to review legislative action in respect of a matter affecting the general welfare, it can only be when that which the legislature has done comes within the rule that if a statute purporting to have been enacted to protect the public health, the public morals or the public safety, has no real or substantial relation to those objects, or is, beyond all question, a plain, palpable invasion of rights secured by the fundamental law, it is the duty of the courts to so adjudge, and thereby give effect to the Constitution." *Mugler v. Kansas*, 123 U. S. 623, 661; *Minnesota v. Barber*, 136 U. S. 313, 320; *Atkin v. Kansas*, 191 U. S. 207, 223.

Whatever may be thought of the expediency of this statute, it cannot be affirmed to be, beyond question, in palpable conflict with the Constitution. Nor, in view of the methods employed to stamp out the disease of smallpox, can anyone confidently assert that the means prescribed by the State to that end has no real or substantial relation to the protection of the public health and the public safety. Such an assertion would not be consistent with the experience of this and other countries whose authorities have dealt with the disease of smallpox.¹ And the principle of vaccination as a means to

¹ "State-supported facilities for vaccination began in England in 1808 with the National Vaccine Establishment. In 1840 vaccination fees were made payable out of the rates. The first compulsory act was passed in 1853, the guardians of the poor being entrusted with the carrying out of the law; in 1854 the public vaccinations under one year of age were 408,825 as against an average of 180,960 for several years before. In 1867 a new Act was passed, rather to remove some technical difficulties than to enlarge the scope of the former Act; and in 1871 the Act was passed which compelled the boards of guardians to appoint vaccination officers. The guardians also appoint a public vaccinator, who must be duly qualified to practice medicine, and whose duty it is to vaccinate (for a fee of one shilling and sixpence) any child resident within his district brought to him for that purpose, to examine the same a week after, to give a certificate, and to certify to the vaccination officer the fact of vaccination or of insusceptibility. . . .

prevent the spread of smallpox has been enforced in many States by statutes making the vaccination of children a condition of their right to enter or remain in public schools. *Blue v. Beach*, 155 Indiana, 121; *Morris v. City of Columbus*, 102

Vaccination was made compulsory in Bavaria in 1807, and subsequently in the following countries: Denmark (1810), Sweden (1814), Württemberg, Hesse, and other German states (1818), Prussia (1835), Roumania (1874), Hungary (1876), and Servia (1881). It is compulsory by cantonal law in ten out of the twenty-two Swiss cantons; an attempt to pass a federal compulsory law was defeated by a plebiscite in 1881. In the following countries there is no compulsory law, but Government facilities and compulsion on various classes more or less directly under Government control, such as soldiers, state employés, apprentices, school pupils, etc.: France, Italy, Spain, Portugal, Belgium, Norway, Austria, Turkey. . . . Vaccination has been compulsory in South Australia since 1872, in Victoria since 1874, and in Western Australia since 1878. In Tasmania a compulsory Act was passed in 1882. In New South Wales there is no compulsion, but free facilities for vaccination. Compulsion was adopted at Calcutta in 1880, and since then at eighty other towns of Bengal, at Madras in 1884, and at Bombay and elsewhere in the presidency a few years earlier. Revaccination was made compulsory in Denmark in 1871, and in Roumania in 1874; in Holland it was enacted for all school pupils in 1872. The various laws and administrative orders which had been for many years in force as to vaccination and revaccination in the several German states were consolidated in an imperial statute of 1874." 24 *Encyclopædia Britannica* (1894), *Vaccination*.

"In 1857 the British Parliament received answers from 552 physicians to questions which were asked them in reference to the utility of vaccination, and only two of these spoke against it. Nothing proves this utility more clearly than the statistics obtained. Especially instructive are those which Flinzer compiled respecting the epidemic in Chemnitz which prevailed in 1870-71. At this time in the town there were 64,255 inhabitants, of whom 53,891, or 83.87 per cent., were vaccinated, 5,712, or 8.89 per cent. were unvaccinated, and 4,652, or 7.24 per cent., had had the smallpox before. Of those vaccinated 953, or 1.77 per cent., became affected with smallpox, and of the uninoculated 2,643, or 46.3 per cent., had the disease. In the vaccinated the mortality from the disease was 0.73 per cent., and in the unprotected it was 9.16 per cent. In general, the danger of infection is six times as great, and the mortality 68 times as great, in the unvaccinated as in the vaccinated. Statistics derived from the civil population are in general not so instructive as those derived from armies, where vaccination is usually more carefully performed and where statistics can be more accurately collected. During the Franco-German war (1870-71) there was in France a widespread epidemic of smallpox, but the German army lost

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Georgia, 792; *State v. Hay*, 126 N. Car. 999; *Abeel v. Clark*, 84 California, 226; *Bissell v. Davidson*, 65 Connecticut, 183; *Hazen v. Strong*, 2 Vermont, 427; *Duffield v. Williamsport School District*, 162 Pa. St. 476.

during the campaign only 450 cases, or 58 men to the 100,000; in the French army, however, where vaccination was not carefully carried out, the number of deaths from smallpox was 23,400." 8 *Johnson's Universal Cyclopædia* (1897), *Vaccination*.

"The degree of protection afforded by vaccination thus became a question of great interest. Its extreme value was easily demonstrated by statistical researches. In England, in the last half of the eighteenth century, out of every 1,000 deaths, 96 occurred from smallpox; in the first half of the present century, out of every 1,000 deaths, but 35 were caused by that disease. The amount of mortality in a country by smallpox seems to bear a fixed relation to the extent to which vaccination is carried out. In all England and Wales, for some years previous to 1853, the proportional mortality by smallpox was 21.9 to 1,000 deaths from causes; in London it was but 16 to 1,000; in Ireland, where vaccination was much less general, it was 49 to 1,000, while in Connaught it was 60 to 1,000. On the other hand, in a number of European countries where vaccination was more or less compulsory, the proportionate number of deaths from smallpox about the same time varied from 2 per 1,000 of causes in Bohemia, Lombardy, Venice, and Sweden, to 8.33 per 1,000 in Saxony. Although in many instances persons who had been vaccinated were attacked with smallpox in a more or less modified form, it was noticed that the persons so attacked had been commonly vaccinated many years previously." 16 *American Cyclopædia, Vaccination*, (1883).

"'Dr. Buchanan, the medical officer of the London Government Board, reported [1881] as the result of statistics that the smallpox death rate among adult persons vaccinated was 90 to a million; whereas among those unvaccinated it was 3,350 to a million; whereas among vaccinated children under 5 years of age, 42½ per million; whereas among unvaccinated children of the same age it was 5,950 per million.' *Hardway's Essentials of Vaccination* (1882). The same author reports that among other conclusions reached by the Académie de Médecine of France, was one that 'without vaccination, hygienic measures (isolation, disinfection, etc.) are of themselves insufficient for preservation from smallpox.'" *Ib.*

"The Belgian Academy of Medicine appointed a committee to make an exhaustive examination of the whole subject, and among the conclusions reported by them were: 1. 'Without vaccination, hygienic measures and means, whether public or private, are powerless in preserving mankind from smallpox. . . . 3. Vaccination is always an inoffensive operation when

The latest case upon the subject of which we are aware is *Viemeister v. White, President &c.*, decided very recently by the Court of Appeals of New York, and the opinion in which has not yet appeared in the regular reports. That case involved the validity of a statute excluding from the public schools all children who had not been vaccinated. One contention was that the statute and the regulation adopted in exercise of its provisions was inconsistent with the rights, privileges and liberties of the citizen. The contention was overruled, the court saying, among other things: "Smallpox is known of all to be a dangerous and contagious disease. If vaccination strongly tends to prevent the transmission or spread of this disease, it logically follows that children may be refused admission to the public schools until they have been vaccinated. The appellant claims that vaccination does not tend to prevent smallpox, but tends to bring about other diseases, and that it does much harm, with no good.

"It must be conceded that some laymen, both learned and unlearned, and some physicians of great skill and repute, do not believe that vaccination is a preventive of smallpox. The common belief, however, is that it has a decided tendency to prevent the spread of this fearful disease and to render it less dangerous to those who contract it. While not accepted by all, it is accepted by the mass of the people, as well as by most members of the medical profession. It has been general in our State and in most civilized nations for generations. It is

practiced with proper care on healthy subjects. . . . 4. It is highly desirable, in the interests of the health and lives of our countrymen, that vaccination should be rendered compulsory.'" *Edwards' Vaccination* (1882).

The English Royal Commission, appointed with Lord Herschell, the Lord Chancellor of England, at its head, to inquire, among other things, as to the effect of vaccination in reducing the prevalence of, and mortality from, smallpox, reported, after several years of investigation: "We think that it diminishes the liability to be attacked by the disease; that it modifies the character of the disease and renders it less fatal, of a milder and less severe type; that the protection it affords against attacks of the disease is greatest during the years immediately succeeding the operation of vaccination."

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generally accepted in theory and generally applied in practice, both by the voluntary action of the people and in obedience to the command of law. Nearly every State of the Union has statutes to encourage, or directly or indirectly to require, vaccination, and this is true of most nations of Europe. . . .

"A common belief, like common knowledge, does not require evidence to establish its existence, but may be acted upon without proof by the legislature and the courts. . . .

"The fact that the belief is not universal is not controlling, for there is scarcely any belief that is accepted by everyone. The possibility that the belief may be wrong, and that science may yet show it to be wrong, is not conclusive; for the legislature has the right to pass laws which, according to the common belief of the people, are adapted to prevent the spread of contagious diseases. In a free country, where the government is by the people, through their chosen representatives, practical legislation admits of no other standard of action; for what the people believe is for the common welfare must be accepted as tending to promote the common welfare, whether it does in fact or not. Any other basis would conflict with the spirit of the Constitution, and would sanction measures opposed to a republican form of government. While we do not decide and cannot decide that vaccination is a preventive of smallpox, we take judicial notice of the fact that this is the common belief of the people of the State, and with this fact as a foundation we hold that the statute in question is a health law, enacted in a reasonable and proper exercise of the police power." 72 N. E. Rep. 97.

Since then vaccination, as a means of protecting a community against smallpox, finds strong support in the experience of this and other countries, no court, much less a jury, is justified in disregarding the action of the legislature simply because in its or their opinion that particular method was—perhaps or possibly—not the best either for children or adults.

Did the offers of proof made by the defendant present a case which entitled him, while remaining in Cambridge, to

claim exemption from the operation of the statute and of the regulation adopted by the Board of Health? We have already said that his rejected offers, in the main, only set forth the theory of those who had no faith in vaccination as a means of preventing the spread of smallpox, or who thought that vaccination, without benefiting the public, put in peril the health of the person vaccinated. But there were some offers which it is contended embodied distinct facts that might properly have been considered. Let us see how this is.

The defendant offered to prove that vaccination "quite often" caused serious and permanent injury to the health of the person vaccinated; that the operation "occasionally" resulted in death; that it was "impossible" to tell "in any particular case" what the results of vaccination would be or whether it would injure the health or result in death; that "quite often" one's blood is in a certain condition of impurity when it is not prudent or safe to vaccinate him; that there is no practical test by which to determine "with any degree of certainty" whether one's blood is in such condition of impurity as to render vaccination necessarily unsafe or dangerous; that vaccine matter is "quite often" impure and dangerous to be used, but whether impure or not cannot be ascertained by any known practical test; that the defendant refused to submit to vaccination for the reason that he had, "when a child," been caused great and extreme suffering for a long period by a disease produced by vaccination; and that he had witnessed a similar result of vaccination not only in the case of his son, but in the cases of others.

These offers, in effect, invited the court and jury to go over the whole ground gone over by the legislature when it enacted the statute in question. The legislature assumed that some children, by reason of their condition at the time, might not be fit subjects of vaccination; and it is suggested—and we will not say without reason—that such is the case with some adults. But the defendant did not offer to prove that, by reason of his then condition, he was in fact not a fit subject of vaccination

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at the time he was informed of the requirement of the regulation adopted by the Board of Health. It is entirely consistent with his offer of proof that, after reaching full age he had become, so far as medical skill could discover, and when informed of the regulation of the Board of Health was, a fit subject of vaccination, and that the vaccine matter to be used in his case was such as any medical practitioner of good standing would regard as proper to be used. The matured opinions of medical men everywhere, and the experience of mankind, as all must know, negative the suggestion that it is not possible in any case to determine whether vaccination is safe. Was defendant exempted from the operation of the statute simply because of his dread of the same evil results experienced by him when a child and had observed in the cases of his son and other children? Could he reasonably claim such an exemption because "quite often" or "occasionally" injury had resulted from vaccination, or because it was impossible, in the opinion of some, by any practical test, to determine with absolute certainty whether a particular person could be safely vaccinated?

It seems to the court that an affirmative answer to these questions would practically strip the legislative department of its function to care for the public health and the public safety when endangered by epidemics of disease. Such an answer would mean that compulsory vaccination could not, in any conceivable case, be legally enforced in a community, even at the command of the legislature, however widespread the epidemic of smallpox, and however deep and universal was the belief of the community and of its medical advisers, that a system of general vaccination was vital to the safety of all.

We are not prepared to hold that a minority, residing or remaining in any city or town where smallpox is prevalent, and enjoying the general protection afforded by an organized local government, may thus defy the will of its constituted authorities, acting in good faith for all, under the legislative sanction of the State. If such be the privilege of a minority

then a like privilege would belong to each individual of the community, and the spectacle would be presented of the welfare and safety of an entire population being subordinated to the notions of a single individual who chooses to remain a part of that population. We are unwilling to hold it to be an element in the liberty secured by the Constitution of the United States that one person, or a minority of persons, residing in any community and enjoying the benefits of its local government, should have the power thus to dominate the majority when supported in their action by the authority of the State. While this court should guard with firmness every right appertaining to life, liberty or property as secured to the individual by the Supreme Law of the Land, it is of the last importance that it should not invade the domain of local authority except when it is plainly necessary to do so in order to enforce that law. The safety and the health of the people of Massachusetts are, in the first instance, for that Commonwealth to guard and protect. They are matters that do not ordinarily concern the National Government. So far as they can be reached by any government, they depend, primarily, upon such action as the State in its wisdom may take; and we do not perceive that this legislation has invaded any right secured by the Federal Constitution.

Before closing this opinion we deem it appropriate, in order to prevent misapprehension as to our views, to observe—perhaps to repeat a thought already sufficiently expressed, namely—that the police power of a State, whether exercised by the legislature, or by a local body acting under its authority, may be exerted in such circumstances or by regulations so arbitrary and oppressive in particular cases as to justify the interference of the courts to prevent wrong and oppression. Extreme cases can be readily suggested. Ordinarily such cases are not safe guides in the administration of the law. It is easy, for instance, to suppose the case of an adult who is embraced by the mere words of the act, but yet to subject whom to vaccination in a particular condition of his health

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or body, would be cruel and inhuman in the last degree. We are not to be understood as holding that the statute was intended to be applied to such a case, or, if it was so intended, that the judiciary would not be competent to interfere and protect the health and life of the individual concerned. "All laws," this court has said, "should receive a sensible construction. General terms should be so limited in their application as not to lead to injustice, oppression or absurd consequence. It will always, therefore, be presumed that the legislature intended exceptions to its language which would avoid results of that character. The reason of the law in such cases should prevail over its letter." *United States v. Kirby*, 7 Wall. 482; *Lau Ow Bew v. United States*, 144 U. S. 47, 58. Until otherwise informed by the highest court of Massachusetts we are not inclined to hold that the statute establishes the absolute rule that an adult must be vaccinated if it be apparent or can be shown with reasonable certainty that he is not at the time a fit subject of vaccination or that vaccination, by reason of his then condition, would seriously impair his health or probably cause his death. No such case is here presented. It is the case of an adult who, for aught that appears, was himself in perfect health and a fit subject of vaccination, and yet, while remaining in the community, refused to obey the statute and the regulation adopted in execution of its provisions for the protection of the public health and the public safety, confessedly endangered by the presence of a dangerous disease.

We now decide only that the statute covers the present case, and that nothing clearly appears that would justify this court in holding it to be unconstitutional and inoperative in its application to the plaintiff in error.

The judgment of the court below must be affirmed.

It is so ordered.

MR. JUSTICE BREWER and MR. JUSTICE PECKHAM dissent.



Agenda
Item No.

Date:

June 1, 2022

Subject:

City Council Strategic Planning Session
Follow-Up and Next Steps

FROM:

Charlie Bush, City Administrator

RECOMMENDED ACTION:

This item is for discussion.

ISSUE:

The City Council Conducted a Strategic Planning Session on April 29, 2022. This is a follow-up session to further define goals to be supported in the 2023-24 budget.

BACKGROUND/SUMMARY INFORMATION:

The Council identified several areas of emphasis in the prior session. The next step is to reduce their number to 2-3 and to further define those areas into clearly worded goals. As a part of his work for the City, Consultant Paul Horton summarized activities from the Council's strategic planning session and organized a suggested list of next steps for the Council to further define its goals. Policy questions for this discussion are:

- 1) Is the Council comfortable reducing the number of goal areas at this stage of the process?
- 2) Is the Council supportive of continuing with Mr. Horton's recommendations for better defining the Council's goals?
- 3) If so, is the Council ready to form into work groups to further define the areas and recommend a goal(s) for each? Are Councilors ready to commit to a date to return to the full Council to discuss progress in each area?

FISCAL IMPACT, IF APPROPRIATE:

None for this discussion. Once the Council settles upon specific goals, we will be in a position to better determine the fiscal impacts of realizing those goals.

ATTACHMENTS:

1. 4/29 Strategic Planning Session Summary Notes
2. City Council Strategic Planning Recommended Next Steps

Notes from City of Sedro-Woolley City Council Retreat

April 29, 2022

System Level (boundaries)

- Geographic boundary (land-locked; limit to where new housing can be accommodated; limit to how much light industrial commercial land)
- Public services (police, fire, wastewater, planning, public works)
- Rec activities for youth (playfields & future parks)
- Impact fees and growth affect schools (infrastructure) – the city doesn't have control over what the district does
- Finance

Question: Bring on a social worker?

Success Level

MISSION: to provide services and opportunities to create a community where people choose to live, work and play.

VISION: Sedro-Woolley is a friendly City that is characterized by City government and citizens working together to achieve a prosperous, vibrant and safe community.

POSSIBLE STRATEGIC GOALS (see raw notes below)

Possible Business/Economic Development Related Goals

A diverse array of new businesses (including cutting-edge technology companies) chooses to locate in Sedro-Woolley and are providing high-quality jobs for residents

The downtown business district is thriving and appealing (commercial space is fully utilized)

The tax commercial tax base is sustainable (it generates adequate revenue to support the City's other goals: parks/recreation/safety/etc.)

Sedro-Woolley is a largely self-sustaining community, where residents work, shop and recreate here without going to nearby cities

Possible Safety/Improve Public Safety Related Goals

Sedro-Woolley is a safe community for children & families (where crime, drug use, and homelessness are rare)

The police and fire departments are fully staffed and trained.

Community Related Goals

Sedro-Woolley is a happy, healthy, safe community, with abundant high-quality jobs, a diverse array of housing, and many parks and amenities

Sedro-Woolley embraces diversity while also celebrating its unique history and character [This feels more like a value to me]

Community Input Related Goals

A strong relationship based in shared goals and values exists between City government and Sedro-Woolley residents

Small government / Streamline Government Related Goals

City government is streamlined and highly efficient

Recreation Related Goals

The community is active and engaged with one another in parks and through play

Housing/Housing Availability/Diversified Housing Related Goals

All levels of income can find safe and affordable housing in Sedro-Woolley

Sedro-Woolley has within in a range of housing options for all residents (upper, medium, low and supportive housing)

Other Possible Goals

- No blighted properties (leads to greater pride in community)

STRATEGY LEVEL (Actions)

POSSIBLE ACTIONS (ways to achieve the goals)

Possible ways to work towards achieving the Business/Economic Development related goals

- Build strong relationships with business and schools (in a way that the community supports each agency and sees us as “whole” / and each as important to our success)

Possible ways to work towards achieving the Safety/Improve Public Safety related goals

- Hire and train additional officers
- Create a community crime watch
- Bring back mental hospital

Possible ways to work towards achieving the Community/Community Input related goals

- Use technology effectively to bring people together (interactive communication)
- Communicate directly and promptly

- Be responsive to residents

RAW NOTES FROM THE 'SUCCESS' PORTION OF THE RETREAT

Business (vibrant business community)

General

- Support economic development
- Building strong relationships with business and schools in a way that the community supports each agency and sees us as “whole” / and each as important to our success
- A place where businesses feel supported and encouraged
- Attract visitors
- No vacant businesses
- Tons of new successful businesses
- New cutting-edge businesses
- We would continue to attract those businesses that are cutting edge technology and, in the process, provide jobs that keep citizens here
- Business downtown is thriving and appealing
- Vibrant central business district
- Vibrant downtown
- Full business capacity: 1. Commercial space is utilized, 2. Citizens can get what they need locally
- Self-sustaining community – residents work, shop and recreate in S-W, without going to nearby cities

Other

- Swift Center vision realized
- Swift Center is booming (providing living-wage or better jobs)
- Created jobs

Finance

Strong tax base

- Strong local commercial tax base
- Sales tax revenue to support budget

Sustainable budget

- Budget – self-sustainability
- Sustainable budget

Other

- Adequate staffing

Safety (Improve public safety / safe community for children & families)

Policing & fire

- Fully staffed police and fire departments
- Community safety: 1. Fast and trained police response, 2/ community crime watch, 3. Community watch (getting citizens engaged with police and the city)

Other

- Safe community for children & families
- Little to no drugs
- Little or no homelessness
- Bring back mental hospital

Community Input

- Happy, healthy, safe community (jobs, housing, parks, amenities – quality of life)
- Embracing diversity – still appreciating our culture but celebrating others
- Stay true to our values
- Strong relationship between city and citizens: sharing vision for city and...
- A government that is great at communicating directly and promptly
- A body that comes together on ideas and policy for clear goals
- A governing body that is supportive and able (people who listen and do)
- For governing body to use technology to bring us together. Create interactive communication.
- No blighted properties (leads to greater pride in community)

Small government / Streamline government (less is more)

- Eliminate city government
- Simplified govt/city
- Encourage government efficiency
- Streamline government (improved support for departments)

Recreation

- Facilities (recreation & indoor sports)
- Active park use: 1. Parks are full with activities and games, 2. Community is engaged with each other through play

Housing (housing availability; diversified housing)

- Housing availability at all housing levels
- Well-rounded housing availability
- Housing availability: 1. All levels of income can find housing to live in S-W, 2. Generational housing (parents, children, grandchildren)
- Diversified housing (upper, medium and supportive housing)

CITY OF SEDRO-WOOLLEY CITY COUNCIL STRATEGIC PLANNING

STRATEGIC, LONG-RANGE GOALS HOMEWORK!

OVERALL GOAL: Get to no more than 5 strategic, long-range goals that meet the criteria described in the subsequent slides



INSTRUCTIONS

1. STEP 1: Form into groups of 3-4, each one to focus on two or three of the 3 goal categories.
2. STEP 2: Each group schedules a time (or times, as needed) to meet for 1-1.5 hours. During the meeting(s),
 - a. Assign a note taker for each group
 - b. Review the first draft Strategic Goal and the Raw notes from the Success portion of the retreat related to that goal
 - c. Consider the criteria outlined in slides 3-7
 - d. Try draft new strategic, long-range goals. (NOTE: See slides 7-9 for examples of well-crafted strategic, long-range goals)
 - e. Depending on time, move on to the next goal
3. STEP 3: Capture the results of your meeting in a shared Google Doc.
 - In addition to the newly worded goal, share your thinking on how you got to this goal. Are there any tensions? Any trade offs?. Note that eliminating a goal, or combining one goal with another, are options. Again, in such cases, share your thinking/logic.

CRITERIA FOR EVALUATING GOALS

Does it meet all 4 of the tests for whether a goal is in fact strategic?

1. **Is it clear and compelling?** (Is it aspirational? Does it stretch your sense of what is currently considered possible?)
2. **Does it provide direction in terms of knowing when you've achieved your goal?** (Does it describe a clear, beneficial end point?)
3. **Can it be achieved in 1 to 3 years?** (If so, it's probably not a BHAG/strategic, long-range goal)
4. **Does it describe or strongly suggest a particular solution?** (If so, it is probably too specific)

Avoid words along the lines of *Grow*, *Improve*, *Increase*, or *Expand* because:

- they are not clear (they are vague)
 - they are not compelling (they do not stretch our sense of what's currently considered possible)
 - they do not provide direction in terms of knowing when you've achieved the goal (they don't describe a beneficial end point)
-
- Also avoid using the word *Ensure* (e.g. Ensure everyone has...). Better to just say *Everyone has...* because this does a better job of describe the beneficial end point)

Avoid words along the lines of *Build, Provide, Create, or Promote* because:

- they suggest specific solutions or things that one would 'do' in order to achieve a goal; such things belong at the Actions Level of the 5-level model and are too specific for the Success Level

Example phrasings to avoid:

- Create a new task force
- Promote (a particular program or approach)
- Provide creative and innovative ideas for all residents
- Build resilience to create positive and supportive communities

Be sure to consider what is the end goal (what would success look like once you've provided the ideas?)

Again, try and describe the end state (what does success look like?).

Examples of strategic, long-range goals

Transit agency

- All riders, funders, planners, and providers are actively working together to achieve the vision
- Riders schedule, pay for, and access transportation services in one place
- Existing and new funding streams are coordinated to provide seamless services for all those with transportation challenges.
- Everyone is aware of their transportation options and uses them.

Note from Paul H - *In other words, once the goals have been achieved, 100% active collaboration of the key parties, one place to schedule, pay for, and access services, 100% of funding streams coordinated, etc.*

Examples of strategic, long-range goals

City of Lacey, WA – Homelessness Response Plan

- Safe and affordable shelter options should be available to anyone that is unsheltered, AND safe and affordable housing solutions are available to all.
- Services and resources are seamless, streamlined, easy to access, trauma informed, and tailored to the individual person experiencing homelessness.
- Robust prevention & early intervention strategies complement other strategies to reduce longer term and chronic homelessness.
- All services offered in Lacey are highly collaborative and connected, making the most efficient and effective use of available resources toward achieving all other local goals on homelessness.
- The community is educated about homelessness - causes, how to make meaningful difference, and what the City of Lacey and partners are doing to address it.
- Ensure the community is a safe, clean, and inviting environment for all who live, work, and play here.

Success
level

Resident Services DRAFT Strategic, Long-Range Goals

1. No one is evicted or loses housing
2. Resident Services is the best in the nation in terms of providing services to residents regardless of race, gender, religion, language, etc.
3. Residents are stable (including financially), self-sufficient, and feel a sense of stability and agency over their lives
4. Residents are informed about and have equitable access to high-quality services and resources to meet their basic needs
5. All residents are engaged, empowered, and motivated
6. Resident Services operates with the highest level of professionalism, integrity, and efficiency
7. Resident Services is seen as premier partner to other community agencies on all things related to housing stability
8. Resident Services operates as the internal resource hub for experiences and opportunities for residents
9. Resident Services operates in a highly collaborative manner both internally and externally
10. Communities where our residents live are safe, healthy, and thriving