FOIA COMPLAINT Case No. 3:17-cv-01970

## **INTRODUCTION**

- 1. The American Civil Liberties Union of Northern California, American Civil Liberties Union of Hawai'i, and American Civil Liberties Union of Utah (collectively, "Plaintiffs" or "ACLU") bring this action under the Freedom of Information Act, 5 U.S.C. § 552 et seq., as amended ("FOIA"), to obtain injunctive and other appropriate relief requiring Defendants U.S. Department of Homeland Security ("DHS") and U.S. Customs and Border Protection ("CBP") (collectively, "Defendants") to respond to a FOIA request sent by Plaintiffs on February 2, 2017, and amended by letter dated February 3, 2017 (collectively, "Request"), and to promptly disclose the requested records.
- Trump's January 27, 2017 Executive Order titled "Protecting the Nation From Foreign Terrorist Entry Into the United States," Exec. Order No. 13769, 82 Fed. Reg. 8977 (Feb. 1, 2017) ("Executive Order No. 1"), as well as any other judicial order or executive directive issued regarding Executive Order No.1, including President Trump's March 6, 2017 Executive Order, identically titled, Exec. Order No. 13780, 82 Fed. Reg. 13209 (Mar. 6, 2017) ("Executive Order No. 2") (collectively, "Executive Orders"). A true and correct copy of the Request is attached as **Exhibit A**.
- 3. Specifically, the Request seeks records concerning CBP's local implementation of the Executive Orders at international airports within the purview of CBP's San Francisco Field Office. These airports include Honolulu International Airport, Kona International Airport, Salt Lake City International Airport, San Francisco International Airport, and San Jose International Airport.
- 4. Among other things, the Executive Orders purport to halt refugee admissions and bar entrants from several predominantly Muslim countries from entering the United States.
- 5. Defendants' implementation of the Executive Orders has been the subject of significant public concern, as reflected by mass protests around the country, substantial news coverage, and numerous lawsuits filed following the President's signing of each Executive Order.

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- 6. Over the weekend of January 27–29, 2017, at least five lawsuits resulted in emergency court orders enjoining implementation of various sections of Executive Order No. 1.1 On March 15, 2017, a district court enjoined implementation of Sections 2 and 6 of Executive Order No. 2.<sup>2</sup>
- 7. News reports described Defendants' implementation of the Executive Orders as "chaotic" and "total[ly] lack[ing] . . . clarity and direction." Official DHS statements reflected this confusion.<sup>3</sup>
- 8. Official DHS statements reflected this confusion. For example, DHS stated on January 28 that Executive Order No. 1 would "bar green card holders." <sup>4</sup> The next day, however, DHS Secretary John Kelly deemed "the entry of lawful permanent residents to be in the national interest"<sup>5</sup> and the government clarified that Executive Order No. 1 did *not* apply to green card holders.6
- 9. Reportedly spurred by this chaos, on January 29, Senators Tammy Duckworth and Dick Durbin called upon the Office of the Inspector General of the Department of Homeland Security to investigate Defendants' implementation of Executive Order No. 1.<sup>7</sup> The Senators

muslim-ban-rollout-orders-document-preservation/.

<sup>&</sup>lt;sup>1</sup> Vaveghan v. Kelly, No. CV 17-0702, 2017 WL 396531 (C.D. Cal. Jan. 29, 2017); Tootkaboni v. Trump, No. 17-CV-10154, 2017 WL 386550 (D. Mass. Jan. 29, 2017); Doe v. Trump, No. C17-126, 2017 WL 388532 (W.D. Wash. Jan. 28, 2017); Aziz v. Trump, No. 1:17-CV-116, 2017 WL 386549 (E.D. Va. Jan. 28, 2017); Darweesh v. Trump, No. 17 CIV. 480 (AMD), 2017 WL 388504 (E.D.N.Y. Jan. 28, 2017).

Hawai'i v. Trump, No. CV 17-00050 DKW-KSC, 2017 WL 1011673 (D. Haw. Mar. 15, 2017). See, e.g., Ryan Devereaux et al., Homeland Security Inspector General Opens Investigation of Muslim Ban, Orders Document Preservation, THE INTERCEPT, Feb. 1, 2017, available at https://theintercept.com/2017/02/01/homeland-security-inspector-general-opens-investigation-of-

See Max Greenwood, Immigration Ban Includes Green Card Holders: DHS, THE HILL, Jan. 28, 2017, available at http://thehill.com/policy/national-security/316670-trump-refugee-ban-barsgreen-card-holders-report.

Statement By Secretary John Kelly On The Entry Of Lawful Permanent Residents Into The United States, DEP'T OF HOMELAND SECURITY (Jan. 29, 2017), available at https://www.dhs.gov/news/2017/01/29/statement-secretary-john-kelly-entry-lawful-permanentresidents-united-states.

See Robert Mackey, As Protests Escalate, Trump Retreats From Barring Green Card Holders, THE INTERCEPT, Jan. 29, 2017, available at https://theintercept.com/2017/01/29/trumps-executiveorder-no-longer-bars-green-card-holders/.

See Ryan Devereaux et al., Homeland Security Inspector General Opens Investigation of Muslim Ban, Orders Document Preservation, THE INTERCEPT, Feb. 1, 2017, available at https://theintercept.com/2017/02/01/homeland-security-inspector-general-opens-investigation-ofmuslim-ban-rollout-orders-document-preservation/.

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specifically sought information regarding: any guidance Defendants provided to the White House in developing the order; any directions that were provided to Defendants in implementing it; whether CBP officers complied with the relevant court orders; and whether DHS and CBP officers kept a list of individuals that they had detained at ports of entry under the order. In response, the Inspector General directed Defendants' personnel to preserve all records "that might reasonably lead to the discovery of relevant information relating the implementation of 'Executive Order No. 1.8

- 10. CBP officials across the country detained an estimated 100 to 200 individuals at airports throughout the United States, including San Francisco International Airport.
- 11. Disclosure of the records Plaintiffs seek through this action would facilitate the public's understanding of how Defendants implemented and enforced the Executive Orders here in the San Francisco Field Office, including in particular at San Francisco International Airport. Such information is critical to the public's ability to hold the government accountable.
- 12. This action is necessary because Defendants have failed to provide Plaintiffs with a determination as to whether they will comply with the Request, although more than 30 business days have elapsed since Defendants received the Request.

#### **JURISDICTION**

13. This Court has subject-matter jurisdiction over this action and personal jurisdiction over the parties under 5 U.S.C. § 552(a)(4)(B), 5 U.S.C. § 701–706, and 28 U.S.C. § 1331.

#### **VENUE**

14. Venue in the Northern District of California is proper under 5 U.S.C.

§ 552(a)(4)(B) as the requested agency records are, upon information and belief, situated within

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See, e.g., Michael D. Shear et al., Judge Blocks Trump Order on Refugees Amid Chaos and Outcry Worldwide, N.Y. TIMES, Jan. 28, 2017, available at https://www.nytimes.com/2017/ 01/28/us/refugees-detained-at-us-airports-prompting-legal-challenges-to-trumps-immigrationorder.html; Emma Brown et al., Refugees Detained at U.S. airports, including SFO, challenge Trump executive order, SAN JOSE MERCURY NEWS, Jan. 28, 2017, available at http://www.mercurynews.com/2017/01/28/refugees-detained-at-u-s-airports-challenge-trumpsexecutive-order/: Joe Fitzgerald Rodriguez, Detainees released from SFO as thousands protest Trump refugee orders, Jan. 29, 2017, available at http://www.sfexaminer.com/detainees-releasedsfo-thousands-protest-trump-refugee-orders/.

<sup>&</sup>lt;sup>8</sup> *Id*.

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this District at CBP facilities at or near San Francisco International Airport and San Jose International Airport and because Plaintiff American Civil Liberties Union of Northern California's principal place of business is in this district. For the same reasons, venue also is proper under 28 U.S.C. § 1391(e).

15. Pursuant to Local Rule 3-2(c) and (d), assignment to the San Francisco Division is proper because a substantial portion of the events giving rise to this action occurred at San Francisco International Airport, which is in San Mateo County, and because Plaintiff American Civil Liberties Union of Northern California is headquartered in San Francisco.

### **PARTIES**

- 16. The American Civil Liberties Union of Northern California, American Civil Liberties Union of Hawaii, and American Civil Liberties Union of Utah are non-profit, 501(c)(4) membership organizations that educate the public about the civil liberties implications of pending and proposed state and federal legislation, provide analysis of pending and proposed legislation, directly lobby legislators, and mobilize their members to lobby their legislators.
- 17. Defendant Department of Homeland Security is a department of the executive branch of the U.S. government and is an agency within the meaning of 5 U.S.C. § 552(f)(1).
- 18. Defendant U.S. Customs and Border Protection is a component of DHS and is a federal agency within the meaning of 5 U.S.C. § 552(f)(1).
- 19. Plaintiffs are informed and therefore believe that Defendants have possession, custody, or control of the requested records.

### **FACTS**

20. On February 2, 2017, Plaintiffs sent the Request to CBP's San Francisco Field Office and CBP's FOIA Officer at CBP Headquarters via certified, trackable United States mail, with United States Postal Service tracking numbers of 70162070000003798167 (request to San Francisco Field Office) and 70162070000003798150 (request to CBP Headquarters). On February 3, 2017, Plaintiffs sent an amendment to the Request to CBP's San Francisco Field Office and CBP's FOIA Officer at CBP Headquarters via first class mail. Copies of the February 3 amendment to the Request were later mailed a second time to CBP's San Francisco Field Office

and CBP's FOIA Officer at CBP Headquarters via priority express, trackable United States mail, with a United States Postal Service tracking number of EL378106957US (to San Francisco Field Office) and EL378106965US (to CBP Headquarters) on February 15, 2017.

- 21. The Request sought copies of CBP's local interpretation and enforcement of the Executive Order at: 1) certain airports specified in the Request, including Honolulu International Airport, Kona International Airport, Salt Lake City International Airport, San Francisco International Airport, and San Jose International Airport ("Local International Airports"); and 2) certain Port of Entry offices specified in the Request, including Honolulu International Airport, Kona International Airport, Salt Lake City International Airport, San Francisco International Airport, and San Jose International Airport ("Port of Entry Offices"). The Request expressly did *not* seek information held in the records of CBP Headquarters.
  - 22. Specifically, the Request sought the following:
    - 1. "Records created on or after January 27, 2017 concerning CBP's interpretation, enforcement, and implementation of the following at Local International Airports:
      - a. President Trump's Executive Order, signed on January 27, 2017 and titled
         'Protecting the Nation From Foreign Terrorist Entry Into the United States';
      - Any guidance 'provided to DHS field personnel shortly' after President
         Trump signed the Executive Order, as referenced in CBP's online FAQ;<sup>10</sup>
      - c. Associate Director of Field Operations for U.S. Citizenship and
        Immigration Services Daniel M. Renaud's email, sent at 11:12 A.M. on
        January 27, 2017, instructing DHS employees that they could not adjudicate
        any immigration claims from the seven targeted countries;<sup>11</sup>

<sup>&</sup>lt;sup>10</sup> To assist CBP in responding, the Request included the following information in a footnote for reference: "Protecting the Nation from Foreign Terrorist Entry into the United States, U.S. CUSTOMS AND BORDER PROTECTION (Jan. 31, 2017), available at https://www.cbp.gov/border-security/protecting-nation-foreign-terrorist-entry-united-states ('The Executive Order and the instructions therein were effective at the time of the order's signing. Guidance was provided to DHS field personnel shortly thereafter.') (emphasis added)."

<sup>&</sup>lt;sup>11</sup> The following footnote was included for reference: "See Alice Speri and Ryan Devereaux, Turmoil at DHS and State Department—'There Are People Literally Crying in the Office Here,' THE INTERCEPT, Jan. 30, 2017, available at https://theintercept.com/2017/01/30/asylum-officials-and-state-department-in-turmoil-there-are-people-literally-crying-in-the-office-here/."

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- d. Judge Donnelly's Decision and Order granting an Emergency Motion for Stay of Removal, issued in the Eastern District of New York on January 27, 2017, including records related to CBP's efforts to comply with the court's oral order requiring prompt production of a list of all class members detained by CBP;<sup>12</sup>
- Judge Brinkema's Temporary Restraining Order, issued in the Eastern e. District of Virginia on January 28, 2017;<sup>13</sup>
- f. Judge Zilly's Order Granting Emergency Motion for Stay of Removal, issued in the Western District of Washington on January 28, 2017;<sup>14</sup>
- Judge Burroughs' Temporary Restraining Order, issued in the District of g. Massachusetts on January 29, 2017:<sup>15</sup>
- Judge Gee's Order granting an Amended Ex Parte Application for h. Temporary Restraining Order, issued in the Central District of California on January 29, 2017;<sup>16</sup>
- i. Assurances from the U.S. Attorney's Office for the Eastern District of Pennsylvania that all individuals detained at Philadelphia International Airport under the Executive Order would be admitted to the United States and released from custody on Sunday, January 29, 2017;

<sup>&</sup>lt;sup>12</sup> The following footnote was included for reference: "Decision and Order, *Darweesh v. Trump*, No. 17 Civ. 480 (AMD) (E.D.N.Y. Jan. 28, 2017), available at https://www.aclu.org/legaldocument/darweesh-v-trump-decision-and-order.'

The following footnote was included for reference: "Temporary Restraining Order, Aziz v. Trump, No. 1:17-cv-116 (E.D. Va. Jan. 28, 2017), available at https://www.justice4all.org/wpcontent/uploads/2017/01/TRO-order-signed.pdf."

<sup>&</sup>lt;sup>14</sup> The following footnote was included for reference: "Order Granting Emergency Motion for Stay of Removal, *Doe v. Trump*, No. C17-126 (W.D. Wash. Jan. 28, 2017), *available at* https://www.justsecurity.org/wpcontent/uploads/2017/01/Seattle-Order.pdf."

<sup>&</sup>lt;sup>15</sup> The following footnote was included for reference: "Temporary Restraining Order, *Tootkaboni* v. Trump, No. 17-cv-10154 (D. Mass. Jan. 29, 2017), available at https://aclum.org/wpcontent/uploads/2017/01/6-TRO-Jan-29-2017.pdf."

The following footnote was included for reference: "Order, Vayeghan v. Trump, No. CV 17-0702 (C.D. Cal. Jan. 28, 2017), available at https://www.aclusocal.org/sites/default/files/vayeghan - order re tro.pdf."

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- j. DHS's 'Response to Recent Litigation' statement, issued on January 29,
   2017;<sup>17</sup>
- k. DHS Secretary John Kelly's 'Statement on the Entry of Lawful Permanent Residents Into the United States,' issued on January 29, 2017;<sup>18</sup>
- 1. DHS's 'Statement on Compliance with Court Orders and the President's Executive Order,' issued on January 29, 2017;<sup>19</sup> and
- Many other judicial order or executive directive issued regarding the
   Executive Order on or after January 27, 2017.
- 2. Records concerning the number of individuals who were detained or subjected to secondary screening, extending questioning, an enforcement examination, or consideration for a waiver at Local International Airports pursuant to the Executive Order, including:
  - a. The total number of individuals who remain detained or subject to secondary screening, extending questioning, an enforcement examination, or consideration for a waiver at Local International Airports both as of the date of this request and as of the date on which this request is processed; and
  - b. The total number of individuals who have been detained or subjected to secondary screening, extending questioning, an enforcement examination, or consideration for a waiver for any length of time at Local International

<sup>&</sup>lt;sup>17</sup> The following footnote was included for reference: "Department of Homeland Security Response to Recent Litigation, DEP'T OF HOMELAND SECURITY (Jan. 29, 2017), available at https://www.dhs.gov/news/2017/01/29/department-homeland-security-response-recent-litigation."

<sup>&</sup>lt;sup>18</sup> The following footnote was included for reference: "Statement from Secretary Kelly on the President's Appointment of Thomas D. Homan as Acting ICE Director, DEP'T OF HOMELAND SECURITY (Jan. 30, 2017), available at https://www.dhs.gov/news/2017/01/30/statement-secretary-kelly-presidents-appointment-thomas-d-homan-acting-ice-director."

<sup>&</sup>lt;sup>19</sup> The following footnote was included for reference: "DHS Statement On Compliance With Court Orders And The President's Executive Order, DEP'T OF HOMELAND SECURITY (Jan. 29, 2017), available at https://www.dhs.gov/news/2017/01/29/dhs-statement-compliance-court-orders-and-presidents-executive-order."

Airports since January 27, 2017, including the number of individuals who have been

- i. released,
- ii. transferred into immigration detention, or
- iii. removed from the United States;
- Records concerning the number of individuals who have been removed from Local International Airports from January 27, 2017 to date pursuant to the Executive Order;
- 4. Records concerning the number of individuals who arrived at Local International Airports from January 27, 2017 to date with valid visas or green cards who subsequently agreed voluntarily to return; and
- 5. Records containing the 'guidance' that was 'provided to DHS field personnel shortly' after President Trump signed the Executive Order."<sup>20</sup>

Exh. A (February 2, 2017 request at 6-9).

- 23. The Request included an application for expedited processing, on the grounds that there is a "compelling need" for these records under 5 U.S.C. § 552(a)(6)(E)(v)(II) because the information requested is "urgen[tly]" needed by an organization primarily engaged in disseminating information "to inform the public concerning actual or alleged Federal Government activity." Exh. A (February 2, 2017 request at 10-16).
- 24. The Request provided detail showing that the ACLU is primarily engaged in disseminating information within the meaning of 5 U.S.C. § 552(a)(6)(E)(v), given that a critical and substantial aspect of the ACLU's mission is to obtain information about government activity, analyze that information, and publish and disseminate that information widely to the press and public. Exh. A (February 2, 2017 request at 10-15).

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The following footnote was included for reference: "Protecting the Nation from Foreign Terrorist Entry into the United States, U.S. CUSTOMS AND BORDER PROTECTION (Jan. 31, 2017), available at https://www.cbp.gov/border-security/protecting-nation-foreign-terrorist-entry-united-states ('The Executive Order and the instructions therein were effective at the time of the order's signing. Guidance was provided to DHS field personnel shortly thereafter.') (emphasis added)."

- 25. The Request described examples of the ACLU's information-dissemination function. Exhibit A (February 2, 2017 request at 11-15).
- 26. The Request also included an application for a fee waiver or limitation under 5 U.S.C. § 552(a)(4)(A)(iii) on the grounds that disclosure of the requested records is in the public interest and is "likely to contribute significantly to public understanding of the operations or activities of the government and is not primarily in the commercial interest of the requester." In particular, the ACLU emphasized that the Request would significantly contribute to public understanding on a matter of profound public importance about which scant specific information had been made public, *i.e.*, how local CBP Field Offices had enforced, and continue to enforce, the Executive Orders. The Request also made clear that the ACLU plans to disseminate the information disclosed as a result of the Request to the public at no cost. Exh. A (February 2, 2017 request at 16).
- 27. The Request also applied for a waiver of search fees under 5 U.S.C. § 552(a)(4)(A)(ii)(II) on the grounds that Plaintiffs qualify as "representatives of the news media" and the records are not sought for commercial use, given the ACLU's non-profit mission and substantial activities to publish information for dissemination to the public, as discussed in greater detail in ¶ 25 above. Exh. A (February 2, 2017 request at 16-17).
- 28. CBP's San Francisco Field Office received the February 2, 2017 request on February 3, 2017, and CBP Headquarters received the February 2, 2017 request on February 6, 2017 The ACLU mailed the February 3, 2017 request by first class mail on February 3, 2017. It also re-delivered the February 3, 2017 request by priority mail, and the request was received by the San Francisco Field Office on February 17, 2017, and CBP Headquarters on February 21, 2017. See Exhibit B.
- 29. DHS, on behalf of its component CBP, acknowledged receipt of the Request on March 30, 2017. A true and correct copy of the CBP's acknowledgement of receipt is attached as **Exhibit C**. The acknowledgement of receipt invoked a 10-day extension of time for the Request

<sup>&</sup>lt;sup>21</sup> In all likelihood, the amendment mailed on February 3, 2017, via first class mail was received prior to these dates, but the ACLU does not have a record of when the amendment mailed on February 3, 2017, was actually received.

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pursuant to 5 U.S.C. § 552(a)(6)(B) and stated that DHS would assess fees applicable to non-commercial requesters. *See* Exh. C.

- 30. In its acknowledgement of receipt, however, CBP did not provide a determination as to whether, or when, CBP will comply with the Request. *See* Exh. C.
- 31. As of the filing date of this Complaint, more than 30 days (excepting Saturdays, Sundays, and legal public holidays) have elapsed since CBP received the Request.
- 32. As of the filing date of this Complaint, Defendants have not notified Plaintiffs of a determination as to whether Defendants will comply with the Request.
- 33. Because Defendants failed to comply with the time limit provision of FOIA, Plaintiffs are deemed to have exhausted their administrative remedies with respect to the Request under 5 U.S.C. § 552(a)(6)(C)(i).

# Violation of FOIA for Failure to Provide a Determination Within 30 Business Days

- 34. Plaintiffs repeat and re-allege the allegations contained in paragraphs 1 through 33 above, inclusive.
- 35. Defendants have a legal duty under FOIA to determine whether to comply with a request within 30 days (excepting Saturdays, Sundays, and legal public holidays) after receiving the request, and also have a legal duty to immediately notify a requester of the agency's determination and the reasons therefor.
- 36. Defendants' failure to determine whether to comply with the Request within 30 business days after receiving it violates FOIA, 5 U.S.C. § 552(a)(6)(A)(i), and applicable regulations promulgated thereunder.

# <u>Violation of FOIA for Failure</u> <u>to Make Records Available</u>

37. Plaintiffs repeat and re-allege the allegations contained in paragraphs 1 through 3 above, inclusive.

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- 38. Plaintiffs have a legal right under FOIA to obtain the specific agency records sought in the Request, and there exists no legal basis for Defendants' failure to promptly make the requested records available to Plaintiffs, their members, and the public.
- 39. Defendants' failure to promptly make available the records sought by the Request violates FOIA, 5 U.S.C. § 552(a)(3)(A), and applicable regulations promulgated thereunder.
- 40. On information and belief, Defendants currently have possession, custody or control of the requested records.

# Violation of FOIA for Failure to Provide a Determination As To Expedited Processing Within 10 Days

- 41. Plaintiffs repeat and re-allege the allegations contained in paragraphs 1 through 333 above, inclusive.
- 42. Defendants have a legal duty under FOIA to determine whether to provide expedited processing, and to provide notice of that determination to Plaintiffs, within 10 days after the date of the Request.
- 43. Defendants' failure to determine whether to provide expedited processing and to provide notice of that determination to Plaintiffs within 10 days after the date of the Request violates FOIA, 5 U.S.C. § 552(a)(6)(E)(ii)(I), and applicable regulations promulgated thereunder.
- 44. Because Defendants have not provided a complete response to the Request, this Court has jurisdiction under FOIA, 5 U.S.C. § 552(a)(6)(E)(iv) to review Defendants' failure to make a determination concerning Plaintiffs' request for expedited processing.

WHEREFORE, Plaintiffs request that the Court award them the following relief:

- 1. Declare that Defendants violated FOIA by failing to determine whether to comply with the Request within 30 business days and by failing to immediately thereafter notify Plaintiffs of such determination and the reasons therefor;
- 2. Declare that Defendants violated FOIA by unlawfully withholding the requested records;
- 3. Declare that Defendants violated FOIA by failing to determine whether to provide expedited processing, and to provide notice of that determination to Plaintiffs, within 10 days;

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4. Ord	ler Defendants to immediately disclose the requested records to the public and
make copies imme	ediately available to Plaintiffs without charge for any search or duplication fees,
or, in the alternativ	ve, provide for expedited proceedings to adjudicate Plaintiffs' rights under
FOIA;	

- 5. Award Plaintiffs their reasonable costs and attorneys' fees; and
- 6. Grant such other relief as the Court may deem just and proper.

DATED this 10<sup>th</sup> day of April, 2017.

Respectfully submitted,
DAVIS WRIGHT TREMAINE LLP

By: <u>/s/ Thomas R. Burke</u> Thomas R. Burke

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UTAH