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11  
 12 IN THE UNITED STATES DISTRICT COURT  
 13 FOR THE NORTHERN DISTRICT OF CALIFORNIA  
 14 SAN FRANCISCO DIVISION

15 CITY AND COUNTY OF SAN  
 16 FRANCISCO,  
 17 Plaintiff,  
 18 v.  
 19 DONALD J. TRUMP, *et al.*,  
 20 Defendants.

**REPLY IN SUPPORT OF DEFENDANTS’  
 MOTION FOR RECONSIDERATION OR,  
 IN THE ALTERNATIVE, CLARIFICA-  
 TION OF THE COURT’S ORDER OF  
 APRIL 25, 2017**

No. 3:17-cv-00485-WHO

21 COUNTY OF SANTA CLARA,  
 22 Plaintiff,  
 23 v.  
 24 DONALD J. TRUMP, *et al.*,  
 25 Defendants.  
 26

No. 3:17-cv-00574-WHO

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1 Defendants filed motions for leave in these actions on May 22, 2017 (SF Dkt. No. 102; SC Dkt.  
2 No. 108). On May 23, 2017, the Court entered an “Order Granting Motion for Leave to File  
3 Motion for Reconsideration,” stating that the Court would “GRANT the government’s Motion for  
4 Leave . . . and deem the government’s Motions for Reconsideration” filed as of that date (SF Dkt.  
5 No. 106 at 2). Although the Court noted that it would “consider the issues raised in the Counties’  
6 short oppositions regarding diligence and material change of fact *when evaluating the merits of*  
7 *the government’s motion for reconsideration*” (*id.*, emphasis added), the Court’s Order resolved  
8 defendants’ compliance with Civil Local Rule 7-9. Presently before the Court, therefore, are “the  
9 merits of the government’s motion for reconsideration,” which should be judged according to the  
10 standards governing such motions, as discussed below.

## 11 II. Defendants’ Motion for Reconsideration Is Timely

12 Plaintiffs argue that defendants have not been “diligent” in submitting their motion for  
13 reconsideration (SF Dkt. No. 108 at 5-6; SC Dkt. No. 114 at 9-10). To the extent the timing of  
14 defendants’ motion is relevant to its merits, the motion is timely – as was, indeed, the AG  
15 Memorandum itself. Two time periods are involved here: the period between promulgation of  
16 the Executive Order and issuance of the AG Memorandum, and the period between issuance of  
17 the AG Memorandum and the filing of defendants’ motion for leave. Plaintiffs cannot complain  
18 about the length of the second period, which lasted less than a day. Nor can plaintiffs complain  
19 about the length of the first period, during which defendants were preparing to implement the  
20 grant eligibility provision in the Executive Order. This litigation commenced only a few days  
21 after issuance of the Executive Order, and defendants explained, in their opposition to plaintiffs’  
22 motions for preliminary injunction, that the government would need more time to implement the  
23 grant eligibility provision. The AG Memorandum was issued once it was ready. *Cf. Coal. for*  
24 *Healthy Ports v. U.S. Coast Guard*, No. 13-CV-5347 (RA), 2015 WL 7460018, at \*2 (S.D.N.Y.  
25 Nov. 24, 2015) (referring to agency guidance that “clarified” an Executive Order issued three  
26 years earlier).

27 Furthermore, the passage of time between promulgation of the Executive Order and  
28 issuance of the AG Memorandum did not harm the plaintiffs. During that time, the grant eligibil-

1 ity provision was not implemented, and, indeed, its implementation was judicially enjoined as of  
 2 April 25, 2017. Although San Francisco argues that this sequence of events “maintained the full  
 3 coercive force of the Executive Order for as long as possible” (SF Dkt. No. 108 at 1), plaintiff  
 4 does not allege (and cannot allege) that the Order has had *any* “coercive force” on the City.  
 5 Finally, as plaintiffs concede, defendants’ motion for reconsideration is timely under Rule 59(e)  
 6 of the Federal Rules of Civil Procedure, as it was filed 28 days after the Court’s preliminary  
 7 injunction. *See Vargasarellano v. Hessler*, No. 16-CV-00919-YGR (PR), 2017 WL 661367, at  
 8 \*1-2 (N.D. Cal. Feb. 17, 2017) (noting timeliness of motion for reconsideration filed within 28  
 9 days).<sup>3</sup>

10 III. The AG Memorandum Constitutes New Evidence and New Authority  
 11 Relevant to the Motions for Preliminary Injunction

12 The Court of Appeals has held that reconsideration of a prior decision is appropriate if the  
 13 court is presented with “newly discovered evidence,” there has been “an intervening change in  
 14 controlling law,” the court committed “clear error,” or the decision was “manifestly unjust.” *See*  
 15 *Sch. Dist. No. 1J, Multnomah Cty., Or. v. ACandS, Inc.*, 5 F.3d 1255, 1263 (9th Cir. 1993); *see*  
 16 *also Aris Helicopters, Ltd. v. Avco Corp., Textron Lycoming Div.*, 956 F.2d 274 (9th Cir. 1992)  
 17 (noting that reconsideration may be based on “new authority or new evidence”). Here, the AG  
 18 Memorandum constitutes both new evidence and new legal authority. Plaintiffs argue that the  
 19 Memorandum does not constitute new authority because it merely repeats the representations of  
 20 government counsel at oral argument on the motions for preliminary injunction (SC Dkt. No. 114  
 21 at 6-8, 10-; SF Dkt. No. 105 at 6-7). But they fail to recognize that the significance of the AG  
 22 Memorandum lies not only in what it says, but also in the fact that the Attorney General himself  
 23 has now provided guidance, and in a formal way that is binding on those who will implement the  
 24 grant eligibility provision – thus directly affecting the likelihood that the Order could be imple-  
 25 mented in any way that violates the Constitution or injures the plaintiffs. The Attorney General is  
 26 not only the “chief legal advisor” to the President, *United States v. Ehrlichman*, 546 F.2d 910,

27 \_\_\_\_\_  
 28 <sup>3</sup> Defendants regret the short time allowed for the Court to act on their motion for leave,  
 and appreciate the Court’s quick action.

1 925 (D.C. Cir. 1976), but also one of the two officials charged with implementing Section 9.  
 2 Thus, the AG Memorandum constitutes more than a mere “interpretation” of Section 9 (SC Dkt.  
 3 No. 114 at 1; SF Dkt. No. 108 at 1).

4 In fact, at oral argument, counsel for Santa Clara County argued against relying on the  
 5 representations made by defendants’ counsel specifically because they were not made by the  
 6 Attorney General:

7 [I]t’s not binding on anybody. [W]hat we’re worried about is the President, we’re  
 8 worried about the Attorney General. [W]ith all deference, what a Justice  
 9 Department lawyer down the food chain says, without a declaration, without an  
 10 affidavit, without any binding effect, is not something that you should consider,  
 11 we believe.

12 Tr. of Oral Arg. at 11:7-13, *City & Cnty. of San Francisco v. Trump*, No. 3:17-cv-00485 (N.D.  
 13 Cal. Apr. 14, 2017). And later, counsel added: “I didn’t hear that Attorney General Sessions had  
 14 signed off to this new interpretation.” *Id.* at 46:1-3. The Attorney General himself has now  
 15 issued authoritative guidance regarding the implementation of Section 9.<sup>4</sup>

16 IV. The AG Memorandum Provides a Basis for the Court to  
 17 Reconsider Its Preliminary Injunction

18 Not only does the AG Memorandum constitute new evidence and new authority justifying  
 19 a motion for reconsideration, but it also sets forth an authoritative elucidation of Section 9 of the  
 20 Executive Order. Further, the Attorney General’s guidance undercuts the Court’s findings that  
 21 plaintiffs’ claims are justiciable and that plaintiffs are likely to succeed on the merits.

22 A. The AG Memorandum Is an Authoritative Elucidation  
 23 of the Executive Order

24 Plaintiffs challenge the extent to which the AG Memorandum authoritatively “binds other  
 25 Executive Branch agencies and officials” regarding the scope of the grant eligibility provision (SF  
 26 Dkt. No. 108 at 10). As noted in defendants’ motion for reconsideration, however, the Attorney

27 <sup>4</sup> Thus, this case is unlike *Doe v. Harris*, 772 F.3d 563 (9th Cir. 2014), on which San  
 28 Francisco relies (SF Dkt. No. 108 at 9). There, the court rejected an argument that the challenged  
 provision would be implemented consistent with “general principles of good police practices” and  
 thus was not overly broad. *Id.* at 581. In this case, by contrast, the very official charged with  
 implementing the grant eligibility provision – and with providing legal advice to other agencies –  
 has stated how the provision will be implemented.



1 General has a statutory duty to advise executive department heads on “questions of law,” 28  
2 U.S.C. § 512, and to furnish formal legal opinions to executive agencies, 28 C.F.R. § 0.5(c).<sup>5</sup>  
3 Also, although the Secretary of Homeland Security is principally responsible for administering  
4 the immigration laws, the Immigration and Nationality Act (“INA”) provides that “the  
5 determination and ruling by the Attorney General with respect to all questions of law shall be  
6 controlling.” 8 U.S.C. § 1103(a)(1).

7 The AG Memorandum obviously deals with underlying “questions of law,” such as the  
8 application of 8 U.S.C. 1373. *See* 28 U.S.C. § 512; 28 C.F.R. § 0.5(c); *see also* *ACLU v. Dep’t of*  
9 *Def.*, 396 F. Supp. 2d 459, 462 (S.D.N.Y. 2005) (“The Office of the Attorney General of the DOJ  
10 is empowered to furnish advice and opinions on legal matters to government agencies, 28 C.F.R.  
11 § 0.5 (2005), and has issued public memoranda interpreting the Convention Against Torture.”).  
12 Similarly, for purposes of the INA, the AG Memorandum clearly constitutes a “determination” on  
13 underlying “questions of law.” *See* 8 U.S.C. § 1103(a)(1). San Francisco argues that these  
14 statutory and regulatory provisions do not apply because the AG Memorandum does not contain  
15 “legal analysis” or set forth “opinions on questions of law” (SF Dkt. No. 108 at 10), but there is  
16 no indication in 28 U.S.C. § 512 or 28 C.F.R. § 0.5(c) that an opinion thereunder must contain  
17 any particular degree of “analysis.” Additionally, the Order instructs the Attorney General and  
18 the Secretary to “ensure that jurisdictions that willfully refuse to comply with 8 U.S.C. 1373  
19 (sanctuary jurisdictions) are not eligible to receive Federal grants, except as deemed necessary for  
20 law enforcement purposes by the Attorney General or the Secretary.” Exec. Order No. 13,768,  
21 § 9(a). Necessarily, therefore, the grant eligibility provision can have no broader scope than that  
22 specified by the Attorney General and the Secretary, even aside from any general statutory or  
23 regulatory statement of their duties.<sup>6</sup>

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26 <sup>5</sup> Additionally, except as otherwise authorized by law, the Attorney General or his  
designee conducts litigation on behalf of the United States and its agencies. *See* 28 U.S.C. § 516.

27 <sup>6</sup> Further, the issue here is not whether *this Court* is bound by the Attorney General’s  
28 determination as to the scope and meaning of the grant eligibility provision, but rather whether  
*other federal agencies* are bound by it. Thus, the rules of judicial deference are inapplicable. *See*  
SC Dkt. No. 114 at 11-14; SF Dkt. No. 108 at 13-16 & n.9.

1 Plaintiffs argue that the Court should not credit the AG Memorandum because it was  
2 issued “in the context of this litigation” and therefore was meant merely “to gain a litigation  
3 advantage” (SF Dkt. No. 108 at 15-16; *see* SC Dkt. 114 at No. 1, 5, 16). But the fact that the  
4 Memorandum was issued during the course of litigation is attributable to the timing of this  
5 litigation, not to the Attorney General’s timing. The President signed the Executive Order on  
6 January 25, 2017, and San Francisco filed its original complaint six days later, on January 31. The  
7 Order required the Attorney General to take various actions to implement Section 9(a) and, as  
8 defendants indicated in response to plaintiffs’ motions for preliminary injunctions and in the  
9 hearing before the Court on those motions, those actions had not yet been completed. The  
10 Attorney General, of course, was required to take action at some point to implement Section 9(a),  
11 and the fact that he took action during the course of this ongoing litigation should not undercut  
12 the authoritativeness of the AG’s memorandum.

13 Plaintiffs also argue that the Court should not rely on the AG Memorandum in relation to  
14 the meaning of the term “sanctuary jurisdiction” “because the Executive Order gives the  
15 Secretary – not the Attorney General – the authority and discretion to designate sanctuary  
16 jurisdictions” (SF Dkt. No. 108 at 21; *see* SC Dkt. No. 114 at 1-2, 6, 16). The plaintiffs, however,  
17 are confusing the elucidation of that term with the responsibility to *designate* individual sanctuary  
18 jurisdictions. The Order gives the Secretary “the authority to designate, in his discretion and to  
19 the extent consistent with law, a jurisdiction as a sanctuary jurisdiction.” Exec. Order No. 13,768,  
20 § 9(a). But the AG Memorandum does not “designate” any sanctuary jurisdictions; it only  
21 clarifies what the Executive Order says about the meaning of the term – that is, that it “will refer  
22 only to jurisdictions that ‘willfully refuse to comply with 8 U.S.C. 1373.’” AG Mem. at 2. And  
23 the Memorandum makes clear that the Secretary concurs in that understanding.<sup>7</sup>

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27 <sup>7</sup> Lastly, plaintiffs argue that the AG Memorandum is not authoritative or binding because  
28 the Attorney General could issue a differing guidance in the future (SF Dkt. No. 108 at 12-13; SC  
Dkt. No. 114 at 22). But that is true of any authoritative guidance issued by a federal official.  
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1           B.     The AG Memorandum Provides a Basis for the Court to  
2                     Reconsider Its Justiciability Determination

3           The AG Memorandum undercuts this Court’s findings and conclusions regarding the  
4 justiciability of plaintiffs’ claims. In opposing plaintiffs’ motions for preliminary injunction,  
5 defendants argued that the Executive Order had not been applied to the plaintiffs, such as through  
6 a loss of federal funds or a designation of “sanctuary jurisdictions,” so that plaintiffs lacked the  
7 “concrete,” “objective,” and “palpable” injury needed for constitutional standing and the Order  
8 had not been “formalized and its effects felt in a concrete way” as needed for constitutional  
9 ripeness (SF Dkt. No. 35 at 19; SC Dkt. No. 46 at 17-18). In rejecting those arguments, the Court  
10 found, among other things, that plaintiffs had a “well-founded fear” of the “withholding [of] all  
11 federal funds, or at least all federal grants,” which made up “a significant part of the Counties’  
12 budgets” (SF Dkt. No 82 at 29, 32). The Court found that a loss of such grants would, among  
13 other things, “require severe cuts to [San Francisco’s] transportation system; threaten the Mayor’s  
14 program to end chronic veterans’ homelessness by 2018; and likely require cuts to social services,  
15 such as senior meals, safety net services for low-income children, and domestic violence preven-  
16 tion services” (*id.* at 30). “[This] potential loss of all federal grants,” the Court observed, “creates  
17 a contingent liability large enough to have real and concrete impacts on the Counties’ ability to  
18 budget and plan for the future” (*id.* at 29).

19           The AG Memorandum completely eliminates this element of the Court’s justiciability  
20 analysis. The Memorandum makes clear that the grant eligibility provision will be applied only  
21 to DOJ and DHS grants, not to “all federal grants” (much less “all federal funds”).<sup>8</sup> There is no  
22 indication that grants from those two agencies make up a “a significant part of the Counties’

23 \_\_\_\_\_  
24           <sup>8</sup> In arguing to the contrary, Santa Clara County seeks to rely on Section 9(c) of the Order  
25 (SC Dkt. No. 114 at 14-15), which directs the Office of Management and Budget to “obtain and  
26 provide relevant and responsive information on *all* Federal grant money that currently is received  
27 by any sanctuary jurisdiction.” *See* Exec. Order No. 13,768, § 9(c) (emphasis added). That  
28 provision, however, is consistent with the AG Memorandum’s statements regarding the grant  
eligibility provision in Section 9(a). The President can direct the gathering and dissemination of  
information in an effort to affect public perception and opinion, separately from directing certain  
agencies to use their discretion to impose conditions on certain federal grants, where statutorily  
authorized.

1 budgets,” and they do not include grants for “social services, such as senior meals, [or] safety net  
 2 services for low-income children.” Plaintiffs do not address this aspect of the justiciability  
 3 analysis in opposing defendants’ motion for reconsideration.

4 C. The AG Memorandum Alleviates the Court’s Concerns on the Merits

5 The AG Memorandum also alleviates the concerns expressed by the Court on the merits  
 6 of plaintiffs’ claims under the Separation of Powers, the Spending Clause, the Tenth Amendment,  
 7 and the Fifth Amendment (vagueness and procedural due process). The Memorandum’s effect on  
 8 these claims is addressed in defendants’ motions to dismiss (SF Dkt. No. 111; SC Dkt. No. 115),  
 9 which also refute many of the arguments that plaintiffs make in opposing defendants’ motion for  
 10 reconsideration. The points in plaintiffs’ oppositions are addressed below to the extent they are  
 11 not already refuted in the motions to dismiss.<sup>9</sup>

12 1. The AG Memorandum Alleviates the Court’s  
 13 Separation of Powers Concerns

14 In relation to plaintiffs’ Separation of Powers claims, the AG Memorandum makes clear  
 15 that the Executive Order does not “purport to expand the existing statutory or constitutional  
 16 authority of the Attorney General and the Secretary,” and that compliance with Section 1373 will  
 17 be imposed as a condition of grant eligibility only where the agency “is statutorily authorized to  
 18 impose such a condition.” AG Mem. at 2; *see, e.g.*, 42 U.S.C. § 3712(a)(6) (authorizing certain  
 19 DOJ officials to place “special conditions” on particular grants); *id.* § 3752(a)(5)(D) (authorizing  
 20 Office of Justice Programs to require applicants to certify compliance “with all provisions of this  
 21 part and all other applicable Federal laws”); *Morton v. Ruiz*, 415 U.S. 199, 230 (1974) (finding  
 22 that, in certain instances, such as where a congressional appropriation is insufficient to carry out  
 23 its purpose, the agency administering the program is deemed authorized “to create reasonable  
 24 classifications and eligibility requirements in order to allocate the limited funds available”). This  
 25 eliminates any concern in relation to the Separation of Powers.<sup>10</sup>

26 <sup>9</sup> Santa Clara County’s opposition says nothing about its procedural due process claim  
 27 (SC Dkt. No. 114), so that claim is not addressed below.

28 <sup>10</sup> Thus, this case is similar to *Building & Construction Trades Department, AFL-CIO v.*  
*Allbaugh*, 295 F.3d 28 (D.C. Cir. 2002), where the President issued an executive order instructing  
 his subordinates to take certain action “[t]o the extent permitted by law.” *Id.* at 30. Santa Clara



1 narrow a focus, however. As the Court of Appeals has held, this aspect of *South Dakota v. Dole*,  
2 483 U.S. 203 (1987), “only suggests that [an enactment] *might* be illegitimate without  
3 demonstrating a nexus between the conditions and a specified national interest,” and it does not  
4 impose “an exacting standard for relatedness.” *Mayweathers v. Newland*, 314 F.3d 1062, 1067  
5 (9th Cir. 2002). Specifically, the court said, conditions on federal funding must only “bear some  
6 relationship to the purpose of the federal spending.” *Id.* (quoting *New York v. United States*, 505  
7 U.S. 144, 167 (1992)); see *Barbour v. Washington Metro. Area Transit Auth.*, 374 F.3d 1161,  
8 1168 (D.C. Cir. 2004) (noting that Supreme Court has never “overturned Spending Clause  
9 legislation on relatedness grounds”).

10 That standard is easily met here, where the grant eligibility provision will be applied only  
11 to certain grants administered by two federal law enforcement agencies. Each of these agencies  
12 has grant programs whose purposes obviously “bear some relationship” to encouraging grantees  
13 to cooperate with federal law enforcement agencies. Moreover, any alleged violation of this  
14 principle in connection with a specific grant could be raised in an as-applied challenge.<sup>12</sup>

15 3. The AG Memorandum Alleviates the Court’s  
16 Tenth Amendment Concerns

17 In relation to San Francisco’s Tenth Amendment claim, the AG Memorandum makes  
18 clear that, “for purposes of enforcing the Executive Order, the term ‘sanctuary jurisdiction’ will  
19 refer only to jurisdictions that ‘willfully refuse to comply with 8 U.S.C. 1373,’” which simply  
20 proscribes prohibiting or restricting the sharing of information with federal immigration  
21 authorities, and that the grant eligibility provision will be implemented by requiring grantees to  
22 certify their compliance with Section 1373. AG Mem. at 2. Thus, a potential grantee can avoid  
23 any possibility of encroachment by the Federal Government simply by refraining from seeking or  
24 accepting funds under the covered grant programs. See *Envtl. Def. Ctr., Inc. v. EPA*, 344 F.3d  
25 832, 847 (9th Cir. 2003) (“[A]s long as the alternative to implementing a federal regulatory  
26 program does not offend the Constitution’s guarantees of federalism, the fact that the alternative

27 <sup>12</sup> Plaintiffs point to certain specific grants (SC Dkt. No. 114 at 20; SF Dkt. No. 108 at 21  
28 n.13), but there is no indication that the grant eligibility provision will be applied in relation to  
any of them.

1 is difficult, expensive or otherwise unappealing is insufficient to establish a Tenth Amendment  
2 violation.”) (internal quotation marks omitted).

3 In opposing reconsideration, plaintiffs express a concern that a federal agency may take  
4 action under the Executive Order to try to compel them to comply with federal immigration  
5 detainer requests (SF Dkt. No. 108 at 22-23; SC Dkt. No. 114 at 22). But a jurisdiction can  
6 choose whether to participate in a given grant program, and thus necessarily cannot be  
7 “commandeered” in that way (SC Dkt. No. 114 at 22). Further, in expressing a concern that the  
8 Attorney General might seek to compel compliance with detainer requests under the provision in  
9 the Order instructing the Attorney General to take “appropriate enforcement action” against  
10 certain jurisdictions (SF Dkt. No. 108 at 22-23), San Francisco ignores the fact that the govern-  
11 ment has recently confirmed its position that such requests “are voluntary . . . rather than  
12 mandatory commands.” See Br. of the United States as Amicus Curiae at 22, *Mass. v. Lunn*, No.  
13 SJC-12276, 2017 WL 1240651, at \*22 (D. Mass. Mar. 27, 2017). In any event, if the Attorney  
14 General were to take any “enforcement action” that San Francisco believed to be unconstitutional,  
15 the City could assert the unconstitutionality at that time.

16 4. The AG Memorandum Alleviates the Court’s  
17 Vagueness Concerns

18 Finally, in relation to Santa Clara County’s vagueness claim, the Supreme Court has noted  
19 that facial vagueness challenges are “disfavored for several reasons,” including because such  
20 claims often “rest on speculation.” *Wash. State Grange v. Wash. State Republican Party*, 552  
21 U.S. 442, 450 (2008). Further, the Court of Appeals has held that “[o]utside the First  
22 Amendment context, a plaintiff alleging facial vagueness must show that the enactment is  
23 impermissibly vague in all its applications.” *Humanitarian Law Project v. U.S. Treasury Dep’t*,  
24 578 F.3d 1133, 1146 (9th Cir. 2009) (internal quotation marks omitted). The County’s opposition  
25 does not mention either of these decisions, and the AG Memorandum forecloses any ability to  
26 show that Section 9 of the Order is “impermissibly vague in all its applications.” See *id.*

27 The County asserts that the Order is still unconstitutionally vague because it does not  
28 define the phrase “willfully refuse to comply with 8 U.S.C. 1373” (SC Dkt. No. 114 at 21). Any

1 uncertainty on that subject cannot support a facial vagueness challenge, however. Although the  
2 margins of Section 1373's coverage may be unsettled, it obviously covers "information regarding  
3 the citizenship or immigration status, lawful or unlawful, of any individual." 8 U.S.C. § 1373(a).

4 CONCLUSION

5 Accordingly, the Court should grant Defendants' Motion for Reconsideration or, in the  
6 Alternative, Clarification of the Court's Order of April 25, 2017.

7 Dated: June 13, 2017

8 Respectfully submitted,

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DONALD J. TRUMP, President of the United States; JOHN F. KELLY, Secretary of Homeland Security; JEFFERSON B. SESSIONS, III, Attorney General of the United States; MICK MULVANEY, Director of the Office of Management and Budget in *County of Santa Clara v. Trump, et al.*, No. 3:17-cv-00574-WHO