

No. 19-16102

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**In the United States Court of Appeals  
for the Ninth Circuit**

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SIERRA CLUB; SOUTHERN BORDER COMMUNITIES COALITION,

*Plaintiffs-Appellees,*

v.

DONALD J. TRUMP, President of the United States, in his official capacity;  
PATRICK M. SHANAHAN, Acting Secretary of Defense, in his official capacity;  
KEVIN K. MCALEENAN, Acting Secretary of Homeland Security, in his official  
capacity; and STEVEN MNUCHIN, Secretary of the Treasury, in his official  
capacity,

*Defendants-Appellants.*

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**APPELLEES' OPPOSITION TO APPELLANTS'  
EMERGENCY MOTION FOR STAY PENDING APPEAL**

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On Appeal from the United States District Court  
for the Northern District of California  
Case No. 4:19-cv-892-HSG

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Dror Ladin  
Noor Zafar  
Jonathan Hafetz  
Hina Shamsi  
Omar C. Jadwat  
American Civil Liberties Union  
Foundation  
125 Broad Street, 18th Floor  
New York, NY 10004  
Tel.: (212) 549-2500

Cecillia D. Wang  
American Civil Liberties Union  
Foundation  
39 Drumm Street  
San Francisco, CA 94111  
Tel.: (415) 343-0770

*Attorneys for Plaintiffs-Appellees  
(Additional Counsel on Next Page)*

Mollie M. Lee  
Christine P. Sun  
American Civil Liberties Union  
Foundation of Northern  
California, Inc.  
39 Drumm Street  
San Francisco, CA 94111  
Tel.: (415) 621-2493

Sanjay Narayan\*  
Gloria D. Smith\*  
Sierra Club Environmental Law  
Program  
2101 Webster Street, Suite 1300  
Oakland, CA 94612  
Tel.: (415) 977-5772

David Donatti  
Andre I. Segura  
American Civil Liberties Union  
Foundation of Texas  
P.O. Box 8306  
Houston, TX 77288  
Tel.: (713) 325-7011

*Attorneys for Plaintiffs-Appellees*

*\*Attorneys for Plaintiff-Appellee  
Sierra Club*

## **CORPORATE DISCLOSURE STATEMENT**

Plaintiffs-Appellees are non-profit entities that do not have parent corporations. No publicly held corporation owns 10 percent or more of any stake or stock in Plaintiffs-Appellees.

*/s/ Dror Ladin*

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Dror Ladin

American Civil Liberties Union Foundation

125 Broad Street, 18th Floor

New York, NY 10004

T: (212) 549-2500

F: (212) 549-2654

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## INTRODUCTION

The President requested that Congress appropriate \$5.7 billion for the Department of Homeland Security (DHS) to construct a wall on the border with Mexico. Congress denied that request, and the resulting impasse resulted in the longest government shutdown in U.S. history. Following the shutdown, Congress passed an appropriations act providing far less than the administration had sought. President Trump signed the law, but simultaneously announced he was “not happy with it” because Congress denied the requested wall funding.

Defendants now argue that the appropriations debate and shutdown were an empty exercise. According to Defendants, the entire sum of wall money the administration sought through the appropriations process was and remains available for wall construction all along—regardless of Congress’s decision. Although Congress explicitly refused the administration’s request to provide DHS with billions to fund wall construction, Defendants maintain they can funnel this money to DHS from various military accounts and achieve the same result.

Defendants seek an emergency order so that they may rush construction of a wall before their expedited appeal is heard. They argue that the ordinary appellate process must be set aside because the funds they seek to use “will no longer be available” once Congress has the opportunity to pass the military budget. But the order Defendants challenge simply maintains the status quo for the next few

weeks, as the district court has set a schedule that will permit a ruling on the merits on or about July 1. Defendants are not entitled to a stay.

### **BACKGROUND**

1. In December 2018, Congress refused to provide appropriations for the “President’s desired border barrier funding and, due to this impasse, the United States entered into the nation’s longest partial government shutdown.” Order 4. On January 6, 2019, the administration formally requested \$5.7 billion to construct “approximately 234 miles of new physical barrier.” Order 4. As Congress debated the request, community and environmental organizations—including Plaintiffs—advocated with lawmakers to limit the scope and location of any construction. *See* Houle Decl. (ECF No. 33), (attached) ¶ 7; Gaubeca Decl. (ECF No. 32), (attached) ¶ 5.

On February 14, Congress denied the administration’s request for billions of dollars in wall funds, instead passing the Consolidated Appropriations Act (CAA). “The CAA made available \$1.375 billion—less than one quarter of the \$5.7 billion sought by the President,” Order 6, and restricted construction to eastern Texas; even within that area, Congress expressly protected certain ecologically sensitive lands, Pub. Law No. 116-6, Division A §§ 230-31.

2. On February 15, the President signed the CAA into law but announced that he was “not happy with it” and would rather build a wall across the border

“much faster” than Congress had provided for. Order 6. That same day, the White House “issued a fact sheet” explaining that it would spend an additional \$6.7 billion “to build the border wall”—beyond the \$1.375 billion Congress had appropriated. Order 7. This sum included “[u]p to \$2.5 billion under the Department of Defense [(DoD)] funds transferred for Support for Counterdrug Activities.” Order 7.

3. On February 25, eleven days after Congress refused to appropriate \$5.7 billion to construct “approximately 234 miles of new physical barrier,” DHS requested that DoD fund “approximately 218 miles” of new walls. *See* Rapuano Decl. (ECF No. 64-8), (attached to Motion), Ex. A at 10. On March 25, Defendant Shanahan agreed to fund an initial \$1 billion in projects in Arizona and New Mexico, invoking Section 284.

4. Because DoD’s counter-narcotics account contained less than a tenth of the \$2.5 billion the administration announced it would funnel through the account to DHS, Defendant Shanahan “simultaneously invoked Section 8005 of the most-recent DoD appropriations act to ‘reprogram’ \$1 billion from Army personnel funds to the counter-narcotics support budget.” Order 9. “Since Defendants first announced that they would reprogram funds using Section 8005, they have uniformly described the object of that reprogramming as border barrier construction.” Order 24.

Defendant Shanahan has since authorized transfer of an additional \$1.5 billion to DHS for wall projects in Arizona and California. Order 11-12. Summary judgment briefing on both transfers will be completed on June 24, with decision expected on or about July 1. *See* Scheduling Order (ECF No. 164), (attached).

### **ARGUMENT**

The administration has made neither “a strong showing that [it] is likely to succeed on the merits,” nor demonstrated irreparable injury. *Washington v. Trump*, 847 F.3d 1151, 1164 (9th Cir. 2017) (citation omitted). Its failure to satisfy these “most critical factors” alone requires denying its stay request, without need to examine the remaining factors. *Id.* In any event, however, because a stay would injure both other parties and the public interest, Defendants’ motion should be denied. *Id.*

#### **I. Defendants Have Not Made a Strong Showing That They Are Likely to Succeed on the Merits.**

Defendants argue that: (a) Congress’s enacted appropriations limitations are unreviewable and unenforceable; and (b) Congress never “denied” funding for wall construction, and the wall project was “unforeseen” until February 25, 2019. Defendants have not shown any likely success on these arguments, much less made a “strong showing.”

**A. Congress did not preclude review.**

Plaintiffs sought an injunction because Defendants' plan to circumvent congressional appropriations decisions violated the Constitution's Appropriations and Presentment Clauses, usurped Congress's exclusive prerogatives, and violated the CAA, resulting in injury to Plaintiffs. "The crux of Plaintiffs' case is that Defendants' methods for funding border barrier construction are unlawful." Order 27.

Defendants argue that once they have invoked Section 8005 to justify the appropriation, all inquiry must end and no court may review whether their claimed authority remotely fits within the statute's terms. Defendants are wrong.

The district court properly reviewed Plaintiffs' ultra vires challenge to Defendants' usurpation of Congress's exclusive role in appropriations, correctly holding that Plaintiffs need not show that Congress created a right of action under Section 8005. But even if Plaintiffs had to show that their claims are within the zone-of-interests of a *defense* to their claim of ultra vires action, Plaintiffs satisfy that test.

1. The district court correctly concluded that the zone-of-interests analysis is not required where, as here, Plaintiffs bring traditional equitable claims to enjoin federal officials from committing ultra vires acts. Order 29-30. As the Supreme Court explained, "where [an] officer's powers are limited by statute, his actions

beyond those limitations . . . are ultra vires his authority and therefore may be made the object of specific relief.” *Larson v. Domestic & Foreign Commerce Corp.*, 337 U.S. 682, 689 (1949). Plaintiffs’ “cause of action, which exists outside of the APA, allows courts to review ultra vires actions by the President that go beyond the scope of the President’s statutory authority.” *Hawaii v. Trump*, 878 F.3d 662, 682 (9th Cir. 2017), *rev’d on other grounds*, 138 S. Ct. 2392 (2018).

Courts regularly review in equity whether a particular executive action exceeded constitutional or statutory authority. *See, e.g., Sale v. Haitian Ctrs. Council, Inc.*, 509 U.S. 155, 187-88 (1993) (challenge to executive order issued under Immigration and Nationality Act); *Dames & Moore v. Regan*, 453 U.S. 654, 667 (1981) (reviewing whether officials’ actions “were beyond their statutory and constitutional powers”); *Leedom v. Kyne*, 358 U.S. 184, 188-89 (1958) (challenge to executive order despite lack of final agency action); *Chamber of Commerce v. Reich*, 74 F.3d 1322, 1327-28 (D.C. Cir. 1996) (review of presidential action through a challenge brought against Secretary of Labor).

As the lack of any discussion of a zone-of-interest limitation in these cases suggests, ultra vires review, also known as nonstatutory review, does not typically involve such an inquiry. *See Haitian Refugee Ctr. v. Gracey*, 809 F.2d 794, 811 n.14 (D.C. Cir. 1987) (“Appellants need not, however, show that their interests fall within the zones of interests of the constitutional and statutory powers invoked by

the President in order to establish their standing to challenge the interdiction program as ultra vires.”). The Supreme Court has since confirmed the limited applicability of the test to legislatively-created actions in *Lexmark Int’l, Inc. v. Static Control Components, Inc.*, 572 U.S. 118, 129-30 (2014). The government’s citations to zone-of-interests inquiries for “implied equitable causes of action under the Constitution,” Mot. 12, predate *Lexmark*, which “recast the zone-of-interests inquiry as one of statutory interpretation.” *Ray Charles Found. v. Robinson*, 795 F.3d 1109, 1120-21 (9th Cir. 2015).<sup>1</sup>

2. Even if Plaintiffs were required to satisfy a further zone-of-interest test with respect to Defendants’ claimed Section 8005 authority, the test would pose no obstacle to the Court’s review. *See Cook v. Billington*, 737 F.3d 767, 771 (D.C. Cir. 2013) (Kavanaugh, J.) (zone-of-interest test “poses a low bar”). “The test forecloses suit only when a plaintiff’s interests are so marginally related to or inconsistent with the purposes implicit in the statute that it cannot reasonably be assumed that Congress intended to permit the suit.” *Match-E-Be-Nash-She-Wish*

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<sup>1</sup> Defendants rely on *Grupo Mexicano v. Desarrollo, S.A. v. All. Bond Fund, Inc.*, 527 U.S. 308 (1999), but that case stands for the unremarkable proposition that a court’s equitable powers under statute do not include “the power to create remedies previously unknown to equitable jurisprudence,” such as a creditor’s prejudgment control of a debtor’s assets. *Id.* at 332. The relief Plaintiffs request—halting ultra vires executive action—is “traditionally accorded by courts of equity.” *Id.* at 319.

*Band of Pottawatomis Indians v. Patchak*, 567 U.S. 209, 225 (2012) (quotations omitted).

Defendants mistakenly suggest that a “heightened” zone-of-interests standard might apply here. Mot. 10. Even if such standard might apply in private disputes where “a private right of action under a statute is asserted,” *Clarke v. Sec. Indus. Ass’n*, 479 U.S. 388, 400 n.16 (1987) (quoting *Cort v. Ash*, 422 U.S. 66 (1975)), this Court applies, at most, ordinary zone-of-interests analysis to actions seeking relief from government action. Thus, in a non-APA case that Defendants cite, this Court “determined whether [plaintiffs’] interests bear more than a marginal relationship to the purposes underlying the dormant Commerce Clause.” *Individuals for Responsible Gov’t, Inc. v. Washoe Cty. ex rel. Bd. of Cty. Comm’rs*, 110 F.3d 699, 703 (9th Cir. 1997); *see also, e.g., Stormans, Inc. v. Selecky*, 586 F.3d 1109, 1122 (9th Cir. 2009). In such situations, the inquiry is causal: zone-of-interests requires only that an injury “somehow be tied to” a violation of the underlying statutory or constitutional purpose. *Yakima Valley Mem’l Hosp. v. Wash. State Dep’t of Health*, 654 F.3d 919, 932 (9th Cir. 2011).<sup>2</sup>

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<sup>2</sup> Additionally, if the Court views these claims as challenges arising under Section 8005, rather than nonstatutory ultra vires claims, it may treat them as APA claims on review. *See, e.g., Alto v. Black*, 738 F.3d 1111, 1117 (9th Cir. 2013) (electing to consider under APA claims not “explicitly denominated as an APA claim” as they were “fairly characterized as claims for judicial review of agency action under the APA”); *Clouser v. Espy*, 42 F.3d 1522, 1533 (9th Cir. 1994) (“We shall therefore treat plaintiffs’ arguments as being asserted under the APA,



Here, Plaintiffs’ interest in avoiding circumvention of Congress’s decision to deny funds is entirely aligned with Section 8005’s purpose. Plaintiffs were involved with Congress’s funding decisions with respect to the border wall, and repeatedly advocated with lawmakers to limit the scope and location of any construction. *See* Houle Decl. ¶ 7; Gaubeca Decl. ¶ 5. They now seek to enforce the denial of funds that Congress enacted in the CAA. *See Clarke*, 479 U.S. at 401 (zone-of-interests analysis “not limited to considering the statute under which respondents sued” but must consider “overall context” and “overall purposes” of congressional action). “[I]t is sufficient that the Organizations’ asserted interests are consistent with and more than marginally related to the purposes of the [statute].” *E. Bay Sanctuary Covenant v. Trump* (“EBSC”), 909 F.3d 1219, 1244 (9th Cir. 2018). Plaintiffs’ “stake in opposing” the use of Section 8005 to circumvent Congress’s protection of the lands Plaintiffs treasure is “intense and obvious,” and easily passes the “zone-of-interests test[, which] weeds out litigants who lack a sufficient interest in the controversy.” *Patchak v. Salazar*, 632 F.3d

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although plaintiffs sometimes have not framed them this way in their pleadings.”); *Japan Whaling Ass’n. v. Am. Cetacean Soc’y*, 478 U.S. 221, 228, 230 n.4 (1986) (treating Mandamus Act petition as APA claim). The transfers are final agency decisions because “the initial agency decisionmaker arrived at a definitive position and put the decision into effect,” *Oregon Nat. Desert Ass’n v. U.S. Forest Serv.*, 465 F.3d 977, 984-85 (9th Cir. 2006) (quotation omitted), leading directly to the challenged harms to Plaintiffs, Order 24-25.

702, 707 (D.C. Cir. 2011), *aff'd sub nom. Match-E-Be-Nash-She-Wish Band of Pottawatomie Indians v. Patchak*, 567 U.S. 209.

Defendants largely ignore the cardinal question of whether Plaintiffs' interests are inconsistent with the purpose of Section 8005 in favor of the sweeping claim that Section 8005 is unreviewable. Defendants argue that Section 8005 seeks to benefit Congress, concerns only predicate transfers rather than the ultimate use of funds, and bars review absent an affirmative indication of Congress's intent to create a cause of action. These arguments all fail.

First, *Patchak* forecloses Defendants' argument that Plaintiffs are not proper challengers because Section 8005 "regulates the relationship between Congress and the Executive" to Congress's benefit. Mot. 10. In *Patchak*, the Court held that a neighboring property owner could bring suit under a statute that "authorizes the acquisition of property 'for the purpose of providing land for Indians.'" 567 U.S. at 224. The neighbor asserted that an unauthorized acquisition of property would eventually cause him "economic, environmental, and aesthetic harm as a nearby property owner," because after its acquisition the property would be developed. *Id.*

As the Supreme Court explained, it was of no moment that the statute at issue did not "seek[] to benefit" the plaintiff, or that the plaintiffs' interests were "environmental" and "aesthetic." *Id.* at 225. That the plaintiff was "not an Indian or tribal official seeking land" and did not "claim an interest in advancing tribal

development . . . is beside the point.” *Id.* at 225 n.7 (quotation omitted). Nor did it matter that because Patchak’s land was not acquired, he was not directly regulated by the statute. The zone-of-interests test imposes no such requirements.

Second, Defendants’ suggestion that Plaintiffs’ interests must be restricted to the unlawful 8005 transfer itself, rather than its use to divert funds to build the wall, cannot be squared with *Patchak*. There, the Court found “unpersuasive” the argument that mere violation of the acquisition statute, which “does not turn on any particular use of the land . . . has no impact on [Patchak] or his asserted interests.” 567 U.S. at 225. What mattered was that when the agency used its statutory powers, it did “not do so in a vacuum,” but rather acted “with at least one eye directed toward how tribes will use those lands . . .” *Id.* at 226. And it was the *use* of the lands that Patchak objected to, as a nearby casino would inflict “environmental” and “aesthetic harm.” *See also Patchak*, 632 F.3d at 707 (Patchak alleged “that the rural character of the area would be destroyed” and that “he would lose the enjoyment of the agricultural land surrounding the casino site”).

“[F]rom start to finish, the decision whether to acquire the Bradley Property under § 465 involved questions of land use.” *Patchak*, 567 U.S. at 227. Therefore, because “the statute’s implementation centrally depends on the projected use of a given property,” an objector to the eventual projected use of the land could sue under the predicate land acquisition and tribal development statute. *Id.* at 226-27.

Here too, Plaintiffs’ claim turns centrally on the interests incorporated in the statute’s implementation. From “start to finish, the decision whether” to transfer funds under Section 8005 “involved questions” of Congress’s funding decisions with respect to border barriers, including Defendant Shanahan’s explicit “finding” that Congress had not denied funds for the border wall and that its construction was an “unforeseen military requirement.” “Since Defendants first announced that they would reprogram funds using Section 8005, they have uniformly described the object of that reprogramming as border barrier construction.” Order 24. Plaintiffs, as parties injured by that implementation, “are reasonable—indeed, predictable—challengers of the Secretary’s decisions.” *Patchak*, 567 U.S. at 227-28.

Finally, Defendants’ argument that Section 8005 requires an affirmative authorization of judicial enforcement turns the ordinary presumption of judicial review on its head. *See* Mot. 10. Defendants claim that “this is not a statute that anyone really has the authority to invoke.” Hearing Tr. 98:04-05, *House v. Mnuchin*, No. 19-cv-969 (D.D.C. May 23, 2019) (attached). But this claim flies in the face of the “strong presumption favoring judicial review” of agency actions and the “heavy burden” to establish that Congress intended to preclude judicial review. *Mach Mining, LLC v. EEOC*, 135 S. Ct. 1645, 1651 (2015). As then-Judge Kavanaugh observed, under the Supreme Court’s “capacious view of the zone of

interests requirement,” a “suit should be allowed unless the statute evinces discernible congressional intent to preclude review.” *White Stallion Energy Ctr., LLC v. E.P.A.*, 748 F.3d 1222, 1269 (D.C. Cir. 2014) (Kavanaugh, J., concurring in part and dissenting in part), *rev’d sub nom. Michigan v. E.P.A.*, 135 S. Ct. 2699 (2015). Defendants have not shown such intent here.

**B. Defendants’ plan to funnel \$1 billion from the military to wall construction in Arizona and New Mexico is unlawful.**

1. The district correctly held that Defendants were unlikely to show that they could invoke Section 8005 to funnel billions of dollars to DHS for wall construction. Section 8005 cannot be used when “the item for which funds are requested has been denied by the Congress.” Pub. Law No. 115-245 § 8005. In addition, Section 8005 bars transfers unless “based on unforeseen military requirements.” *Id.* Similar prohibitions are codified at 10 U.S.C § 2214(b).

The administration requested \$5.7 billion to construct “approximately 234 miles of new physical barrier” across the southern border. Order 4. On February 14, 2019, Congress refused, appropriating a fraction of the money and explicitly limiting construction to eastern Texas. Eleven days later, DHS requested that DoD transfer billions to DHS to construct “approximately 218 miles” of barriers outside of Texas. Rapuano Decl., Ex. A at 10.

Faced with this unambiguous record, Defendants maintain that Congress’s denial of the *entire* wall project outside of Texas is irrelevant, because Defendants

did not specifically and separately request funding for each *subsection* of wall outside of Texas. Mot. 15. In addition, because Defendants never specifically identified the “counter-narcotics support line” during the budget debate over wall construction, they argue that Congress did not explicitly deny that potential authority. Mot. 15.

Defendants’ crabbed reading of “denied” has no basis in the language or logic of Section 8005. The statute’s plain language refers to an “item” denied (such as the President’s wall), and includes no reference to an item’s subcomponents, requesting agency, or specific budget line. The district court did not err in finding that Defendants’ interpretation of “denied” “is likely wrong, when the reality is that Congress was presented with—and declined to grant—a \$5.7 billion request for border barrier construction.” Order 34.

Moreover, Defendants’ reading of “denied” would defeat the entire purpose of Section 8005 because the administration often simply (as it did here) requests items without reference to specific budget lines or subcomponents. According to Defendants, once funding for a project is denied, the administration is free to reallocate monies to each constituent subcomponent of the denied project. As the district court explained, such a reading would “render meaningless Congress’s constitutionally-mandated power to assess proposed spending, then render its binding judgment as to the scope of permissible spending.” Order 38.

Defendants' reading of "unforeseen" is equally flawed. It is not plausible that Congress intended its own decisions to deny funding to constitute "unforeseen" military requirements. For more than year before the March 2019 transfers, the administration requested, and Congress considered, the allocation of billions of dollars to build a border wall in these same lands. Order 35-36. The purported need for hundreds of miles of wall was unquestionably "foreseen by the government as a whole (even if DoD did not realize that it would be asked to pay for them until after Congress declined to appropriate funds requested by another agency)." Order 36.

Moreover, "if 'unforeseen' has the meaning that Defendants claim, Section 8005 would give the agency making a request for assistance under Section 284 complete control over whether that condition is met, simply by virtue of the timing of the request. As here, DHS could wait and see whether Congress granted a requested appropriation, then turn to DoD if Congress declined, and DoD could always characterize the resulting request as raising an 'unforeseen' requirement because it did not come earlier." Order 40.

Finally, although the district court did not need to reach Section 8005's "military requirement" prong, Order 36 n.17, the transfers fail this test as well. Building a permanent border wall on behalf of DHS is not a "military requirement." It is not a project to be carried out for any military purpose, but

instead is for civilian law enforcement purposes. *See* Rapuano Decl., Ex. C (CBP is “the proponent of the requested action,” “DHS will accept custody” of the wall, “operate and maintain” it, and “account for that infrastructure in its real property records”); *see also* 6 U.S.C. § 202 (assigning DHS responsibility for “[s]ecuring the borders”). DoD’s authority to provide limited support to civilian agencies, when Congress so appropriates, does not convert civilian enforcement requests to a “military requirement” justifying a Section 8005 transfer. If anything the military might do is deemed a “military requirement,” the statutory phrase imposes no restriction at all. Such a reading violates the “presumption that statutory language is not superfluous.” *McDonnell v. United States*, 136 S. Ct. 2355, 2369 (2016) (quotation marks omitted).

2. Although the district court did not need to decide whether Defendants’ wall construction also exceeded any Section 284 authority, it noted that “reading the statute to suggest that Congress requires reporting of tiny projects but nonetheless has delegated authority to DoD to conduct the massive funnel-and-spend project proposed here is implausible, and likely would raise serious questions as to the constitutionality of such an interpretation.” Order 39. In the past, Congress has approved of small-scale fencing projects that were one one-hundredth of the scope and expense of DoD’s initial transfer of \$1 billion to DHS. *See* H.R. Rep. No. 103-200, at 330-31 (1993).



It is not plausible that Section 284 contains within it a broad delegation of power to the Secretary of Defense to override Congress's specific decisions about funding of the border wall. *See F.D.A. v. Brown & Williamson Tobacco Corp.*, 529 U.S. 120, 133 (2000) (interpretation of statutes "must be guided to a degree by common sense as to the manner in which Congress is likely to delegate a policy decision of such economic and political magnitude"). As the Supreme Court has instructed, "[w]e expect Congress to speak clearly if it wishes to assign to an agency decisions of vast economic and political significance." *Util. Air Regulatory Grp. v. E.P.A.*, 573 U.S. 302, 324 (2014) (citation omitted).

Finally, although the district court did not need to decide Plaintiffs' constitutional or CAA claims, it noted that "Congress has repeatedly rejected legislation that would have funded substantially broader border barrier construction," and that through the CAA it "decid[ed] in the end to appropriate only \$1.375 billion." Order 38-39. Defendants' efforts to add billions to DHS's wall funding from general DoD accounts violates the established principle that when Congress expressly appropriates a specific amount, that "indicates that is all Congress intended" for a given project "to get in [a fiscal year] from whatever source." *Nevada v. Dep't of Energy*, 400 F.3d 9, 16 (D.C. Cir. 2005). In exceeding the CAA's limits, Defendants violated both the Appropriations Clause and the CAA itself, usurping Congress's "exclusive" power "not only to formulate

legislative policies and mandate programs and projects, but also to establish their relative priority for the Nation.” *United States v. McIntosh*, 833 F.3d 1163, 1172 (9th Cir. 2016).

Defendants argue that Congress “could have granted DoD unfettered discretion over its total budget,” obviating separation-of-powers concerns. Mot. 17. But Congress did not, and in any event could not, permit the executive to override its enacted judgments. A statute would run afoul of the Presentment Clause if, as Defendants insist here, it permitted the president to sign an appropriations act and, “based on the same facts and circumstances that Congress considered,” have the option of “rejecting the policy judgment made by Congress and relying on [its] own policy judgment.” *Clinton v. City of New York*, 524 U.S. 417, 444 & n.35 (1998).

For these additional reasons, Defendants are unlikely to succeed on the merits.

\* \* \*

Defendants argue that “[t]he real separation-of-powers concern is the district court’s intrusion into the budgeting process.” Mot. 17. “But if there is a separation-of-powers concern here, it is between the President and Congress, a boundary that [courts] are sometimes called upon to enforce.” *EBSC*, 909 F.3d at 1250. As this Court recently admonished in denying a stay when the “Executive ha[d] attempted

an end-run around Congress”: “Just as we may not, as we are often reminded, ‘legislate from the bench,’ neither may the Executive legislate from the Oval Office.” *Id.* at 1250-51.

“In short, the position that when Congress declines the Executive’s request to appropriate funds, the Executive nonetheless may simply find a way to spend those funds ‘without Congress’ does not square with fundamental separation of powers principles dating back to the earliest days of our Republic.” Order 54-55. Defendants have not shown a strong likelihood of success.

## **II. Defendants Have Not Shown Irreparable Harm.**

1. Defendants’ claims of harm “should the district court’s preliminary injunction continue into the coming months,” Mot. 22, are irrelevant given the extraordinarily time-limited nature of this preliminary injunction. Courts “must consider only the portion of the harm that would occur while the preliminary injunction is in place, and proportionally diminish total harms to reflect only the time when a preliminary injunction would be in place.” *League of Wilderness Defs./Blue Mountains Biodiversity Project v. Connaughton*, 752 F.3d 755, 765 (9th Cir. 2014). Here, such proportional diminishment must account for the fact that the injunction will almost certainly become moot within two weeks of argument. The district court has ordered the parties to complete briefing on partial summary judgment and a permanent injunction by June 24. *See* Scheduling Order. This date

was selected so that the district court can make a final decision on the merits before additional Section 284 construction projects are slated to begin on July 1.

2. Moreover, Defendants' sudden urgency to build the wall while this appeal is pending represents an abrupt shift from their previous course of conduct, undermining their claim of irreparable harm. As the district court noted, "although Congress appropriated \$1.571 billion for physical barriers and associated technology along the Southwest border for fiscal year 2018," the record shows "as recently as April 30, 2019 that CBP represents it has only constructed 1.7 miles of fencing with that funding. . . . This representation tends to undermine Defendants' claim that irreparable harm will result if the funds at issue on this motion are not deployed immediately." Order 54 n.22; *see generally Lydo Enters., Inc. v. City of Las Vegas*, 745 F.2d 1211, 1213 (9th Cir. 1984) (unexplained delay weighs against finding "urgent need" for injunction because it demonstrates "lack of need for speedy action" (citation omitted)).

3. Defendants also argue that they will be responsible for contractual penalties without a stay. But any contractual liability results from Defendants' own strategic choices about how to proceed in the face of litigation. Defendants awarded the contracts at issue on April 9, after the motion for a preliminary injunction was filed, and on May 15, two days before the hearing. McFadden Decl. (ECF No. 146-2), (attached to Motion) ¶ 10. It would be inequitable to permit

Defendants to affect the balance of hardships by incurring new and unlawful obligations during the course of litigation over this motion. *See Davis v. Mineta*, 302 F.3d 1104, 1116 (10th Cir. 2002) (holding that “financial” impacts could not overcome environmental harms where such impacts “may be self-inflicted”).

4. Finally, Defendants argue that they will be irreparably harmed if they cannot obligate funds before the end of the fiscal year, because at that point Congress would have to re-appropriate the funds they seek to use. Mot. 21-22. But if Congress in fact permitted their use of Sections 8005 and 284, Defendants would have no reason to fear irrevocably losing power to transfer taxpayer funds to wall construction. Moreover, if Defendants were to prevail on the merits, courts have “repeatedly reaffirmed the power of the courts to order that funds be held available beyond their statutory lapse date if equity so requires.” *Connecticut v. Schweiker*, 684 F.2d 979, 997 (D.C. Cir. 1982).

### **III. The Equities and Public Interest Support the District Court’s Injunction.**

1. Congress considered, and rejected, the same argument Defendants make here: that a border wall is urgently needed to combat drugs. The administration specifically supported its Fiscal Year 2019 budget request with the claim that a border barrier “is critical to combating the scourge of drug addiction that leads to thousands of unnecessary deaths.” Order 34 (quotation omitted). At bottom, Congress has already considered the public interest Defendants claim here, and

decided that it does not justify urgent expenditure of billions of taxpayer dollars on wall construction in Arizona and New Mexico.

Defendants request that the Court allow them to override the balance struck by Congress earlier this year so they may construct a permanent wall this summer, before Congress has a chance to consider and pass another budget. Defendants' efforts to circumvent congressional control of the budget are contrary to the public interest. *See EBSC*, 909 F.3d at 1255 (“[T]he public also has an interest in ensuring that ‘statutes enacted by [their] representatives’ are not imperiled by executive fiat.” (quoting *Maryland v. King*, 567 U.S. 1301, 1301 (2012) (Roberts, C.J., in chambers))).

2. Moreover, the administration's own assessments undermine Defendants' claim that a stay here is urgently needed so as to significantly block “deadly heroin and fentanyl” from “flowing into our Nation.” Mot. 1. According to the Drug Enforcement Agency's most recent assessment, the “majority of the [heroin] flow is through [privately operated vehicles] entering the United States at legal ports of entry, followed by tractor-trailers, where the heroin is co-mingled with legal goods.” DEA, 2018 National Drug Threat Assessment at 19 (Oct. 2018), <https://tinyurl.com/yaqyh3ld>. Only “a small percentage of all heroin seized by CBP along the land border was between Ports of Entry.” *Id.* Fentanyl transiting the

Southern border is likewise most commonly smuggled in “multi-kilogram loads” in vehicles crossing at legal ports of entry. *Id.* at 33.

Defendants have not disputed the DEA’s conclusions, and their submissions do not justify disregarding normal appellate processes and upending Congress’s recent decision to restrict wall funding and locations. *See Washington v. Trump*, 847 F.3d at 1168 (“Despite the district court’s and our own repeated invitations to explain the urgent need for the Executive Order to be placed immediately into effect, the Government submitted no evidence to rebut the States’ argument that the district court’s order merely returned the nation temporarily to the position it has occupied for many previous years.”).

3. Because the environmental effects of a billion-dollar construction project are effectively impossible to undo, the balance of harms favors an injunction. This Court has determined that, “when environmental injury is sufficiently likely, the balance of harms will usually favor the issuance of an injunction to protect the environment.” *Sierra Club v. U.S. Forest Serv.*, 843 F.2d 1190, 1195 (9th Cir. 1988) (quotation marks omitted); *see also League of Wilderness Defs.*, 752 F.3d at 765 (balance favored injunction where environmental harms were “permanent” while the injunction imposed “temporary delay”). Defendants not only mischaracterize these lasting and significant harms, but also ignore that the harms they assert flow from overriding Congress’s considered appropriations decision.

Defendants' reliance on *Winter v. Natural Resources Defense Council, Inc.*, 555 U.S. 7 (2008), is misplaced. Not only was the asserted harm to the government there far more direct and unambiguous, but, critically, the challenged injunction was both unrelated to the merits and upended the status quo. As the Court explained, because there was no claim that the Navy "must cease sonar training, there [wa]s no basis for enjoining such training in a manner credibly alleged to pose a serious threat to national security." *Id.* at 32-33. Moreover, the injunction drastically altered the status quo: at that point "training ha[d] been going on for 40 years with no documented episode of harm." *Id.* at 33.

Here, by contrast, "a stay of the district court's order would not preserve the status quo: it would upend it, as the [injunction] has temporarily restored the law to what it had been for many years prior . . . ." *EBSC*, 909 F.3d at 1255. As the district court held, "Defendants' request to proceed immediately with the enjoined construction would not preserve the status quo pending resolution of the merits of Plaintiffs' claims, and would instead effectively moot those claims." Stay Denial Order 2 (ECF No. 152), (attached).

### CONCLUSION

Defendants' request for a stay should be denied.



Dated: June 11, 2019

Respectfully submitted,

/s/ Dror Ladin

Mollie M. Lee (SBN 251404)  
Christine P. Sun (SBN 218701)  
American Civil Liberties Union  
Foundation of Northern  
California, Inc.  
39 Drumm Street  
San Francisco, CA 94111  
Tel.: (415) 621-2493  
Fax: (415) 255-8437  
mlee@aclunc.org  
csun@aclunc.org

Dror Ladin  
Noor Zafar  
Jonathan Hafetz  
Hina Shamsi  
Omar C. Jadwat  
American Civil Liberties Union  
Foundation  
125 Broad Street, 18th Floor  
New York, NY 10004  
Tel.: (212) 549-2660  
Fax: (212) 549-2564  
dladin@aclu.org  
nzafar@aclu.org  
jhafetz@aclu.org  
hshamsi@aclu.org  
ojadwat@aclu.org

David Donatti  
Andre I. Segura (SBN 247681)  
American Civil Liberties Union  
Foundation of Texas  
P.O. Box 8306  
Houston, TX 77288  
Tel.: (713) 325-7011  
Fax: (713) 942-8966  
ddonatti@aclutx.org  
asegura@aclutx.org

Cecillia D. Wang (SBN 187782)  
American Civil Liberties Union  
Foundation  
39 Drumm Street  
San Francisco, CA 94111  
Tel.: (415) 343-0770  
Fax: (415) 395-0950  
cwang@aclu.org

*Attorneys for Plaintiffs-Appellees*

*\*Attorneys for Plaintiff-Appellee  
Sierra Club*

Sanjay Narayan (SBN 183227)\*  
Gloria D. Smith (SBN 200824)\*  
Sierra Club Environmental Law  
Program  
2101 Webster Street, Suite 1300  
Oakland, CA 94612  
Tel.: (415) 977-5772  
sanjay.narayan@sierraclub.org  
gloria.smith@sierraclub.org

**CERTIFICATE OF SERVICE**

I hereby certify that on June 11, 2019, I electronically filed the foregoing with the Clerk for the United States Court of Appeals for the Ninth Circuit by using the appellate CM/ECF system. All participants in this case are registered CM/ECF users and will be served by the appellate CM/ECF system. There are no unregistered participants.

/s/ Dror Ladin

Dror Ladin

Dated: June 11, 2019

### **CERTIFICATE OF COMPLIANCE**

I hereby certify that the foregoing motion complies with the type-volume limitation of Fed. R. App. P. 27 because it contains 5,562 words. This brief complies with the typeface and the type style requirements of Fed. R. App. P. 27 because this brief has been prepared in a proportionally spaced typeface using Word 14-point Times New Roman typeface.

/s/ Dror Ladin  
Dror Ladin  
Dated: June 11, 2019

UNITED STATES DISTRICT COURT  
NORTHERN DISTRICT OF CALIFORNIA  
SAN FRANCISCO-OAKLAND DIVISION

SIERRA CLUB and SOUTHERN  
BORDER COMMUNITIES COALITION,

*Plaintiffs,*

v.

DONALD J. TRUMP, President of the  
United States, in his official capacity; PATRICK  
M. SHANAHAN, Acting Secretary of Defense, in  
his official capacity; KIRSTJEN M. NIELSEN,  
Secretary of Homeland Security, in her official  
capacity; and STEVEN MNUCHIN, Secretary of  
the Treasury, in his official capacity,

*Defendants.*

Case No.: 4:19-cv-00892-HSG

**DECLARATION OF  
CHRISTINA PATIÑO HOULE,  
NETWORK WEAVER, EQUAL  
VOICE NETWORK**

My name is Christina Patiño Houle and I declare:

1. I am over the age of eighteen, and I am competent to make this declaration. I provide this declaration based upon my personal knowledge. I would testify to the facts in this declaration under oath if called upon to do so.

2. I am the Network Weaver for the Rio Grande Valley Equal Voice Network, a coalition of nonprofit organizations in the Rio Grande Valley and the Texas regional anchor for the Southern Border Communities Coalition ("SBCC"). In addition, I am a member of SBCC's Steering Committee, helping to shape SBCC's priorities and strategies across the southern border. I have occupied both positions since 2017.

3. The Equal Voice Network was formed a decade ago to advocate for the community-development needs of families in the region. The Rio Grande Valley is one of the poorest regions in the United States. It has a number of health and environmental needs, including susceptibility to



flooding. It is over 90% Latinx, with several immigrant and mixed-status families. Many of these families live in *colonias*, or unincorporated towns.

4. We derive our priorities from the needs of the communities we serve and have six working groups with our coalition partners: Civic Engagement; Jobs and Economic Security; Education; Housing; Immigration; and Health Care. The working groups set strategic priorities and create plans of action, empowering communities to advocate for themselves at the local, state, and national levels. For example, our housing working group educates low-income communities about their rights and has empowered them to win basic necessities like street lighting, paved roads, and garbage collection. Because of the unincorporated status of *colonias*, advocacy may be onerous and occur piecemeal. However, we recently engaged communities to win a county-wide drainage bond to expand infrastructure in Hidalgo County. The Rio Grande Valley is highly susceptible to flooding, and poor and unincorporated communities in particular often cannot weather high-rain events. Improved flood-control infrastructure is critical to these communities' survival.

5. The declaration of a "national emergency" in our communities, the ongoing construction of a border wall, and the ever-present threat to build a wall without constitutional or congressional constraint has upended our organization's existing plans to serve and advocate for our communities. We are, in effect, developing an additional arm to the nonprofit, adding an additional mission component to our limited capacity.

6. Because the nature of our missions is profoundly affected by the new threat posed by the border wall, both SBCC and the Equal Voice Network must respond to the emergency declaration. Our communities live, work, and play in lands that are threatened with construction. In addition to displacing people from their homes, a wall and its underground foundation can make it difficult or impossible to run electricity or other utilities to communities; it can increase lands' susceptibility to flooding; and, because walls can be constructed miles inland, communities can be segregated from the United States. Border-wall construction threatens scarce green space. One of the first things the communities we work with want is access to a park, and the realities of the

development of this region are such that the area near the river, from the state and natural parks to smaller areas where communities gather and play, is the green space we have.

7. Our organization had previously secured limitations on wall construction that were critical to our communities and on which we relied. In 2018 I joined SBCC as part of one of multiple delegations to Washington, D.C. to communicate the impacts of the wall on our communities to lawmakers. Members of the Equal Voice Network joined two other delegations to Washington with SBCC in 2018 for the same purpose. The resulting political victory—Congress’s rejection of the President’s requested billions of dollars—still left some of our communities in harm’s way. But it also limited the amount the Department of Homeland Security could spend on the border wall, even in the Rio Grande Valley, protected key areas in our communities, and imposed consultation requirements on certain construction.

8. The President’s declaration of an “emergency” upended any comfort we had from Congress’s appropriation decision. The threats to our communities are constant and credible, and we have received no assurances. The communities we serve, our coalition partners, the media, city and elected officials depend on us to provide on-the-ground information and to resist new construction. My work—previously determined by our working groups, and including advocacy for increased access to bilingual education, organization of labor-worker cooperatives to fight for wage justice, and educating communities about the 2020 census—has been frustrated preparing to respond to stakeholders’ concerns, to identify and resist new, unlawful construction, and to counter the message about our communities being propagated by the President. I cannot provide the same level of feedback, oversight, coordination, or management to this work as I have provided in the past, and the rollout and reach of the work in these programs has been negatively impacted. We have been forced instead to defend our lands and communities from erasure.

9. We are constantly monitoring, researching, and responding to the “emergency” declaration and the construction it enables. In our citizenship classes, know-your-rights trainings, and community meetings, people ask whether there will be an increased military presence, and what



the “emergency” and military presence means for their rights. In our monthly housing working group meetings, the border wall, its location, and its timing are important issues to the communities we serve and are now standing agenda items. We respond to requests for information from city officials and chambers of commerce seeking to understand the scope of the “emergency” and what it means for our communities moving forward. We have devoted our time to remain prepared to respond to, protect, and educate the communities we serve, a feat that is complicated by a lack of transparency about the plans for construction. In our experience, notice, if any is given, comes too late for a meaningful response.

10. In addition, we continue to be forced to devote resources to respond to calls for information from media, city officials, and other stakeholders regarding the “emergency” and its impacts on border wall construction throughout Texas. We have granted requests to provide tours to groups wanting to see the “emergency” and the lands threatened by border-wall construction. The Equal Voice Network coordinates such tours with its coalition partners on a nearly weekly basis. Such coordination and tours require significant time. Given the size of the Texas border, travel alone can consume hours of our staff and partners’ time.

11. We have also been forced to organize and promote events to resist new construction. For example, we organized a protest in March 2019 when Secretary Nielsen and members of Congress were visiting the Rio Grande Valley to see the “emergency.” We planned the event with our partners, organized community members, arranged for carpools, prepared press statements, and coordinated speakers. This work consumed several days for me and for staff from our organizational partners.

12. We have worked to counter the “national emergency” declaration—its effort to militarize and wall off our communities—by promoting the truth about our communities. After the President’s declaration, we held an internal discussion as to how best to respond. We determined that it was necessary to counter its message and goals by uplifting that we are a community that is safe, that supports migrants, that works well together and supports one another, that is worthy of

existence. Our communications strategist, Michelle Serrano, created a toolkit for journalists coming to the region so they report on it in a way that promotes the good work that is coming in the community, instead of amplifying and reifying the effort to paint and treat us as communities in crisis. Responding to the emergency has consumed and continues to consume a significant portion of Michelle's time that would otherwise be spent on our core organizational mission of affirmative advocacy for the communities we serve.

13. The Equal Voice Network is united by a vision of organizing our constituents into a local force to create lasting social and political change. A wall is an intervention into our communities that is the antithesis of what our communities and organizations are working towards, and the preparation for and reality of construction throughout the borderlands entrenches an incorrect and damaging narrative about our communities. Our community survival requires investment, development, and infrastructure, the pursuit of which is frustrated and hindered by the fireballs being thrown at us by our own government.

I hereby declare under the penalty of perjury pursuant to the laws of the United States that the above is true and correct to the best of my knowledge.

EXECUTED this 4 day of April, 2019.

  
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UNITED STATES DISTRICT COURT  
NORTHERN DISTRICT OF CALIFORNIA  
SAN FRANCISCO-OAKLAND DIVISION

SIERRA CLUB and SOUTHERN  
BORDER COMMUNITIES COALITION,

*Plaintiffs,*

v.

DONALD J. TRUMP, President of the  
United States, in his official capacity; PATRICK  
M. SHANAHAN, Acting Secretary of Defense, in  
his official capacity; KIRSTJEN M. NIELSEN,  
Secretary of Homeland Security, in her official  
capacity; and STEVEN MNUCHIN, Secretary of  
the Treasury, in his official capacity,

*Defendants.*

Case No.: 4:19-cv-00892-HSG

**DECLARATION OF VICKI B.  
GAUBECA, DIRECTOR, SOUTHERN  
BORDER COMMUNITIES  
COALITION**

My name is Vicki B. Gaubeca and I declare:

1. I am over the age of eighteen, and I am competent to make this declaration. I provide this declaration based upon my personal knowledge. I would testify to the facts in this declaration under oath if called upon to do so.
2. I am the Director of the Southern Border Communities Coalition ("SBCC") for Alliance San Diego, a community-empowerment organization and convener of SBCC focusing on human rights and inclusive democracy. I joined SBCC in 2017, became the interim director in March 2018, and have served as Director since June 2018.
3. SBCC brings together 60 organizations from California, Arizona, New Mexico, and Texas to fight for policies and solutions that improve quality of life in border communities. Formed in March 2011, SBCC's membership spans the borderlands from California to Texas. The communities we serve are as diverse as our geographies, and include community, environmental,

immigrant-rights, human-rights, faith, direct-service and labor groups. We are united to amplify the voices of border communities.

4. The border is a place of encounter, hope, and opportunity. The southern border region is home to about 15 million people, and one of the most diverse, economically vibrant, and safest regions of the country. SBCC's principal goals are to protect human rights, dignity, and safety against increasingly unaccountable border law enforcement, and to promote rational and humane immigration policies affecting the border region. In furtherance of these goals, SBCC engages in oversight of U.S. Customs and Border Protection and its components, including Border Patrol, and advocates for accountability and transparency in the government policies and practices that impact border communities.

5. A border wall, as physical structure and symbol, is contrary to the goals of SBCC and the needs of border communities. Instead of revitalizing our communities, it is the culmination of a campaign to militarize the border region and generate fear among the communities that live there. Since 2017, SBCC has worked to promote the voices of our communities, including against the construction of a border wall, in the appropriations process in Congress. We believe legislators are accountable to constituents, and funding for the number of boots on the ground, detention beds, and miles of border wall in our communities can be shaped to reflect positive values at the border. When the Administration's proposed policies of harsh enforcement are out of sync with our values as a nation and as border communities, we use the democratic process to push back. Through the appropriations process, SBCC pushed back on the proposed appropriation of \$25 billion to build a wall in Fiscal Year 2018, and \$5.7 billion in Fiscal Year 2019. The appropriations process provided a forum for SBCC and its members to speak, and the Consolidated Appropriations Act in 2019 reflected our input on the amount, location, and requirements of new border-wall construction in our communities better than the much greater requested allocation would have.

6. The "national emergency" declaration shattered the security we obtained through the democratic appropriations process. SBCC cannot ignore the threat and reality of the diversion of

billions of dollars to build a wall, amplified by persistent statements by the President and his administration that hundreds of miles are going to be built this year alone.

7. SBCC, as well as our member organizations, has been forced to devote substantial time to analyze and respond to the declaration and the promise to build border walls across the southern border. I and several SBCC and member staff, including Andrea Guerrero, the Executive Director of Alliance San Diego and SBCC Co-Chair, Hiram Soto, our Communications Director, and a team of communications assistants, have spent the *majority* of our time analyzing and responding to the declaration, at a substantial monetary and opportunity cost to SBCC.

8. The increased time is due, in large part, to the delimited geography of threatened construction and the willingness to circumvent prior processes. SBCC has been forced to respond to an unprecedented volume of inquiries from members, media, and elected officials about the “emergency” and its current and coming impacts, which in turn has required that SBCC devote substantial time to analyze the declaration, monitor developments, and rapidly respond. To educate our members and the public about the current status, SBCC has created materials to reflect the uncertain impact of the declaration and the diversion of funds, developed and distributed social-media kits to SBCC members and national allies, and conducted trainings for staff and partners to speak about the emergency and fight against delimited construction in their communities.

9. The time spent is not only exponentially greater than that spent resisting the border wall prior to the declaration; it is qualitatively different from our prior advocacy against the border wall. The Trump Administration has communicated that it intends to take money from the budget and redirect it to fulfill a campaign promise to build a contiguous border wall, without consideration of community input. There is often little or no notice of the plans to build until the process of construction begins in the community. A border wall carries significant risks for local environments and protected and endangered species. It threatens historical and cultural treasures along the entire border. And the symbol of the wall entrenches a narrative SBCC believes is dangerous by imposing division into our communities, fostering hate of immigrants and others, and undermining SBCC’s



community and economic-development goals.


10. The emergency declaration and the threat and reality of construction have caused us to reduce the time we spend on our core projects, including public education about border policies, community engagement on local issues, and affirmative advocacy for Border Patrol accountability and immigration reform. That work—for example, forming alliances with criminal justice groups to advocate for those policy initiatives that increase law-enforcement accountability, is our bailiwick. We have been forced to prioritize the emergency declaration and the border wall construction it enables because we have seen that the effects of a wall, once built, are irreversible—relationships between sister cities are divided; communities are economically disaffected; increased flooding makes lands uninhabitable; endangered species are imperiled; sacred sites are destroyed; and a monument to hate is erected.

11. Though the emergency declaration and diversion of funds delimit construction, forcing SBCC to be reactive, SBCC has worked tirelessly to proactively counter the narrative of “emergency” that is being thrust on our communities. Migration is not an emergency, but the failure of leadership to manage it in a humane way is traumatizing. A wall will not resolve this failure; it will displace us. SBCC has responded to questions from congressional offices about the scope and impact of the emergency declaration, educated and empowered local elected officials and community members to hold the Administration accountable to border communities, and worked with partners to support grassroots movements and protests to push back on unjust actions that take our land and cause us harm. SBCC has also produced and distributed videos and other multimedia content on the inaccurate portrayal of border communities to counter the message of the emergency declaration and convey the harm that will be caused by more walls.

12. The goal of this work is to empower communities and elected officials against efforts of the Administration to disenfranchise border communities through its unilateral determination of where, when, and on what terms to build. The work will continue until our voices prevail, and democratic limits are re-imposed on the construction in our communities.

I hereby declare under the penalty of perjury pursuant to the laws of the United States that the above is true and correct to the best of my knowledge.

EXECUTED this 4<sup>th</sup> day of April, 2019.

A handwritten signature in black ink, appearing to read "Vicki B. Gaubeca", with a long horizontal line extending to the right.

UNITED STATES DISTRICT COURT  
NORTHERN DISTRICT OF CALIFORNIA

STATE OF CALIFORNIA, et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

Case No. [19-cv-00872-HSG](#)

**SCHEDULING ORDER**

SIERRA CLUB, et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

Case No. [19-cv-00892-HSG](#)

On May 31, 2019, the parties submitted proposed schedules for briefing motions and cross-motions for summary judgment. *See* Case No. 19-cv-00872-HSG, Dkt. No. 169. Having considered the parties' proposals, the Court **SETS** the following deadlines pursuant to Federal Rule of Civil Procedure 16 and Civil Local Rule 16-10:

Event	Date
Plaintiffs' Motions for Partial Summary Judgment/Permanent Injunction Concerning Sections 284 and 8005	June 12, 2019
Defendants' Oppositions	June 19, 2019
Plaintiffs' Replies	June 24, 2019
Plaintiffs' Motions for Summary Judgment on all other issues	July 11, 2019

1	Defendants' Oppositions to Plaintiffs' Motions for Summary Judgment and Cross-Motions for Summary Judgment	July 25, 2019
2	Plaintiffs' Oppositions to Defendants' Cross-Motions for Summary Judgment and Replies in Support of Plaintiffs' Motions for Summary Judgment	August 8, 2019
3		
4	Defendants' Replies in Support of Cross-Motions for Summary Judgment	August 15, 2019
5	Hearing on Plaintiffs' Motions for Summary Judgment and Defendants' Cross-Motions for Summary Judgment	August 29, 2019 at 2:00 p.m.
6		


7 Plaintiffs' motions for partial summary judgment/permanent injunction on the Section 284  
8 and 8005 issues will be deemed submitted upon the completion of briefing. The Court will notify  
9 the parties if a hearing is necessary.

10 As discussed at the June 5, 2019 case management conference, given (1) the expedited  
11 briefing schedule for Plaintiffs' motions for partial summary judgment, which will address all  
12 matters presented in the pending motions for preliminary injunction, and (2) Defendants'  
13 representation that no border barrier construction in dispute in the pending motions for preliminary  
14 injunction will commence before July 1, 2019, the Court holds the pending motions in abeyance.  
15 See Case No. 19-cv-00872-HSG, Dkt. No. 167; Case No. 19-cv-00892-HSG, Dkt. No. 150. No  
16 further briefing is necessary on those motions.

17 These dates may only be altered by order of the Court and only upon a showing of good  
18 cause. The parties are directed to review and comply with this Court's Civil Pretrial and Trial  
19 Standing Order.

20 **IT IS SO ORDERED.**

21 Dated: 6/7/2019

22  
23   
24 HAYWOOD S. GILLIAM, JR.  
25 United States District Judge  
26  
27  
28

UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF COLUMBIA

UNITED STATES HOUSE OF	)	
REPRESENTATIVES,	)	
	)	Civil No. 19-969
Plaintiff	)	
	)	
v.	)	
	)	Washington, D.C.
STEVEN T. MNUCHIN, et al.,	)	
	)	
Defendants.	)	Thursday, May 23, 2019
	)	

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TRANSCRIPT OF PRELIMINARY INJUNCTION HEARING  
BEFORE THE HONORABLE TREVOR N. McFADDEN  
UNITED STATES DISTRICT JUDGE

APPEARANCES:

For the Plaintiff:	Douglas N. Letter, Esq.
	Todd B. Tatelman, Esq.
	Megan Barbero, Esq.
	Kristin A. Shapiro, Esq.
	Brooks M. Hanner, Esq.
	Sally Clouse, Esq.
	U.S. HOUSE OF REPRESENTATIVES
	Office of General Counsel
	219 Cannon House Office Building
	Washington, DC 20515

For the Defendant:	James Mahoney Burnham, Esq.
	U.S. DEPARTMENT OF JUSTICE
	Civil Division
	950 Pennsylvania Avenue, NW
	Washington, DC 20530

-and-

(Appearances continued on next  
page)



1 Michael J. Gerardi, Esq.  
2 Leslie Cooper Vigen, Esq.  
3 U.S. DEPARTMENT OF JUSTICE  
4 Civil Division, Federal Programs  
5 Branch  
6 1100 L Street NW  
7 Washington, DC 20005

8 -and-

9 Kathryn Celia Davis, Esq.  
10 Andrew I. Warden, Esq.  
11 U.S. DEPARTMENT OF JUSTICE  
12 Civil Division, Federal Programs  
13 Branch  
14 1100 L Street, NW  
15 Washington, DC 20530

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Court Reporter:  
PATRICIA A. KANESHIRO-MILLER, RMR, CRR  
U.S. Courthouse, Room 4700A  
333 Constitution Avenue, NW  
Washington, DC 20001  
(202) 354-3243

1 MR. BURNHAM: Sorry, Your Honor.

2 I don't think so because I think what this provision  
3 is generally about is moving money around the agency. But I  
4 don't think saying that something is foreseen in the  
5 budgeting process is a very broad requirement. I think it is  
6 actually a pretty specific requirement.

7 I guess my answer has two components. The first is  
8 we're not in the run-of-the-mill application of the transfer  
9 provision because normally what Congress and DoD are talking  
10 about in this provision is funding for different DoD internal  
11 projects. So the vast majority of the universe where this  
12 provision applies is not implicated here because it is kind  
13 of an unusual circumstance.

14 My second point is that it still has some teeth.  
15 Right? Imagine that, instead, the DoD budget was passed the  
16 same time as the DHS budget, so we knew that DHS was going to  
17 get 137.5 billion. And DHS said -- you know, Secretary  
18 Nielsen had called up to Acting Secretary Shanahan and said,  
19 I'm going to send over these requests for 284, they're  
20 coming. That's a different sort of thing. Because then you  
21 would have something that is concrete and specific and  
22 foreseen, but we don't have that here. So I'm not saying it  
23 doesn't have any meaning. I'm just saying it doesn't apply.  
24 I also think, though, Your Honor, that one of the reasons why  
25 this is such an odd case is that this is just not a statute

1       that anyone ever thought someone in your position would be  
2       interpreting and applying because it is not -- the House  
3       doesn't have the ability to sue for all the reasons we have  
4       talked about, and this is not a statute that anyone really  
5       has the authority to invoke. It's meant to regulate the  
6       relationship between the agency and the appropriating  
7       committees. That's why there are no cases on it because no  
8       one has ever tried to bring a lawsuit over the use of this  
9       transfer authority.

10               So Congress, of course, by the way, is not bound by  
11       what I just said is the definition "foreseen." Right?  
12       Congress can define "foreseen" for itself. It is an  
13       independent branch of government. And I suspect that they  
14       will do so and that they will curtail DoD's transfer  
15       authority in the next appropriations bill because they will  
16       be unhappy with how DoD used it here. And that's how the  
17       political process works, and that's their right.

18               THE COURT: So can we talk about military  
19       construction?

20               MR. BURNHAM: Of course.

21               THE COURT: Mr. Letter has a pretty convincing  
22       argument that you're trying to have it both ways.

23               MR. BURNHAM: Right.

24               THE COURT: It's yes military construction for one,  
25       and no military construction for the other.

1 MR. BURNHAM: Right. You would be surprised to hear  
2 that I disagree with Mr. Letter.

3 First, I would say Mr. Letter agrees that the 284  
4 projects that the transfers are for are not military  
5 construction. So I think in assessing the transfer we win on  
6 that issue because it is not disputed.

7 So let's move to 2808. Again, this is another level  
8 of abstraction versus specific thing. What Mr. Letter wants  
9 to do is conflate every project at the border as the same  
10 project, they're all the border wall. So they're either all  
11 military construction or they're not all military  
12 construction. With all respect, that's just not how statutes  
13 work. Okay.

14 So the only projects that have been approved and that  
15 are outstanding that are in the world are the 284 projects.  
16 We agree -- Mr. Letter and I -- that those are not military  
17 construction.

18 On 2808, the secretary is right now actively  
19 considering the issue, collecting information, and is going  
20 to make a decision soon. I would suggest that Your Honor  
21 wait until that decision is made and we have an actual  
22 project that we'll tell you about as soon as it's made. The  
23 Department is also required to notify Congress when the  
24 decision is made. And I will be able to explain to you, I  
25 think quite persuasively, why it is military construction

## 1 CERTIFICATE OF OFFICIAL COURT REPORTER

2  
3 I, Patricia A. Kaneshiro-Miller, certify that the  
4 foregoing is a correct transcript from the record of  
5 proceedings in the above-entitled matter.  
6  
7

8 /s/ Patricia A. Kaneshiro-Miller

May 28, 2019

9 PATRICIA A. KANESHIRO-MILLER

DATE

UNITED STATES DISTRICT COURT  
NORTHERN DISTRICT OF CALIFORNIA

SIERRA CLUB, et al.,  
Plaintiffs,

v.

DONALD J. TRUMP, et al.,  
Defendants.

Case No. [19-cv-00892-HSG](#)

**ORDER DENYING MOTION TO STAY  
PRELIMINARY INJUNCTION**

Re: Dkt. Nos. 146, 147

Pending before the Court is Defendants' Motion to Stay Preliminary Injunction Pending Appeal. *See* Dkt. No. 146 ("Mot."). Defendants seek a stay of the Court's May 24, 2019 preliminary injunction order pending the outcome of their recently filed appeal to the United States Court of Appeals for the Ninth Circuit. *See* Dkt. No. 144 ("Order"). The Order enjoined Defendants from "taking any action to construct a border barrier in the areas Defendants have identified as Yuma Sector Project 1 and El Paso Sector Project 1 using funds reprogrammed by DoD under Section 8005 of the Department of Defense Appropriations Act, 2019." *Id.* at 55.<sup>1</sup>

"A stay is not a matter of right, even if irreparable injury might otherwise result." *Nken v. Holder*, 556 U.S. 418, 433 (2009) (internal quotation marks omitted). Instead, it is "an exercise of judicial discretion," and "the propriety of its issue is dependent upon the circumstances of the particular case." *Id.* (internal quotation and alteration marks omitted). The party seeking a stay bears the burden of justifying the exercise of that discretion. *Id.* at 433–34.

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<sup>1</sup> Reasonably, Defendants "request that the Court rule on this motion expeditiously," without a response from Plaintiffs, and without oral argument, so that Defendants may promptly seek relief in the Ninth Circuit if the Court denies the motion to stay. Mot. at 1. The Court finds this matter appropriate for disposition without oral argument and the matter is deemed submitted. *See* Civil L.R. 7-1(b). The Court further finds that no response from Plaintiffs is necessary.


Whether to grant a stay pending appeal involves a similar inquiry as whether to issue a preliminary injunction. *Tribal Vill. of Akutan v. Hodel*, 859 F.2d 662, 663 (9th Cir. 1988). Courts consider four familiar factors: “(1) whether the stay applicant has made a strong showing that he is likely to succeed on the merits; (2) whether the applicant will be irreparably injured absent a stay; (3) whether issuance of the stay will substantially injure the other parties interested in the proceeding; and (4) where the public interest lies.” *Nken*, 556 U.S. at 434 (noting overlap with *Winter v. Natural Resources Defense Council, Inc.*, 555 U.S. 7 (2008)). The first two factors “are the most critical.” *Id.*

The Court will not stay its preliminary injunction order pending Defendants’ appeal. The Court does not find that Defendants are likely to prevail on the merits of their appeal. In granting the preliminary injunction, the Court rejected all of the arguments Defendants now advance regarding their intended use of funds reprogrammed by DoD under Section 8005, and found that Plaintiffs, not Defendants, were likely to succeed on the merits of their respective arguments. The Court incorporates that reasoning here. Moreover, Defendants’ request to proceed immediately with the enjoined construction would not preserve the status quo pending resolution of the merits of Plaintiffs’ claims, and would instead effectively moot those claims. Finally, the Court continues to see no reason that the merits of this case cannot be resolved expeditiously, enabling the parties to litigate a final judgment on appeal, rather than a preliminary injunction.

For these reasons, the Court **DENIES** Defendants’ Motion to Stay.<sup>2</sup> Defendants’ Motion to Shorten Time is **TERMINATED AS MOOT**. *See* Dkt. No. 147.

**IT IS SO ORDERED.**

Dated: 5/30/2019

  
HAYWOOD S. GILLIAM, JR.  
United States District Judge

<sup>2</sup> Because the Court finds that Defendants have not met their burden to make a strong showing that they are likely to succeed on the merits of their appeal, the Court need not further address the other *Nken* factors.