

UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF MARYLAND  
SOUTHERN DIVISION

IRANIAN ALLIANCES ACROSS BORDERS,  
UNIVERSITY OF MARYLAND COLLEGE  
PARK CHAPTER  
154 Grand Street  
New York, NY 10013

DOE PLAINTIFFS 1–6<sup>1</sup>

Plaintiffs,

v.

DONALD J. TRUMP, in his official capacity as  
President of the United States  
1600 Pennsylvania Avenue NW  
Washington, DC 20500

ELAINE C. DUKE, in her official capacity as  
Acting Secretary of Homeland Security  
3801 Nebraska Avenue NW  
Washington, DC 20016

KEVIN K. MCALEENAN, in his official  
capacity as Acting Commissioner of U.S.  
Customs and Border Protection  
1300 Pennsylvania Avenue NW  
Washington, DC 20229

JAMES MCCAMENT, in his official capacity as  
Acting Director of U.S. Citizenship and  
Immigration Services  
20 Massachusetts Avenue NW  
Washington, DC 20008

**Case No.** \_\_\_\_\_

**COMPLAINT FOR DECLARATORY  
AND INJUNCTIVE RELIEF**

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<sup>1</sup> All of the individual Plaintiffs concurrently move to waive their obligations under Local Rule 102.2(a) to provide addresses, on the basis of their objectively reasonable fear that publicizing their home addresses would subject Plaintiffs to harassment (potentially including violence) and threats. As set forth below, at least three of the “Doe” Plaintiffs reside in Montgomery County, Maryland. For similar reasons, all Plaintiffs are concurrently moving to proceed anonymously.

REX W. TILLERSON, in his official capacity as  
Secretary of State  
2201 C Street NW  
Washington, DC 20037

JEFFERSON BEAUREGARD SESSIONS III,  
in his official capacity as Attorney General of the  
United States  
U.S. Department of Justice  
950 Pennsylvania Avenue NW  
Washington, DC 20530-0001

Defendants.

## INTRODUCTION

1. Plaintiffs bring this case to challenge President Donald J. Trump’s latest attempt to implement an unlawful Muslim ban, this time through the “Presidential Proclamation Enhancing Vetting Capabilities and Processes for Detecting Attempted Entry Into the United States by Terrorists or Other Public-Safety Threats” (“the Proclamation”) issued on September 24, 2017 (**Attachment A** to this Complaint). Plaintiffs are United States citizens and Lawful Permanent Residents with bona fide relationships with current or potential applicants for immigrant and non-immigrant visas to the United States from the countries affected by the Proclamation, as well as an organization of similarly situated individuals.

2. President Trump has been consistent and clear about his intention to restrict Muslims from entering the United States. Beginning on December 7, 2015, he called for “a total and complete shutdown of Muslims entering the United States.” Throughout the remainder of his campaign, he pledged to follow through on this promise in terms that explicitly discriminated against Muslims.

3. In the first days of his presidency, President Trump sought to fulfill this campaign promise by signing Executive Order 13769, entitled “Protecting the Nation from Foreign Terrorist Entry into the United States” (the “First Executive Order”). On its face, the First Executive Order restricted travel to the United States for 90 days for nationals of seven countries, all Muslim-majority countries. It also put in effect a world-wide ban on refugees, with certain exceptions for those of minority religious faiths. The First Executive Order spurred significant litigation in several district courts and was enjoined on a national basis on February 3, 2017, on a finding that the plaintiffs showed they were likely to succeed on the merits of their constitutional challenges, or, in the alternative, that “they have established at least serious questions going to the merits of their claims and the balance of equities tips sharply in their favor.” *Washington v. Trump*, No. 2:17-cv-00141-JLR, ECF 52 at 4 (W.D. Wash. Feb. 3, 2017).

4. On March 6, 2017, President Trump rescinded and replaced the First Executive Order with Executive Order 13780 (“The Second Executive Order”). The Second Executive Order had the same purpose and effect as the first: Both were designed to, and did, prevent Muslims from entering the United States. The major provisions of the two orders were nearly identical. Both included language reflecting bigotry, implicitly associating Muslims with violence and terrorism. The Second Executive Order suffered from the same fundamental constitutional and statutory defects as the first, so it too was blocked by the courts. *Hawaii v. Trump*, 859 F.3d 741 (9th Cir. 2017); *Int’l Refugee Assistance Project v. Trump*, 857 F.3d 554 (4th Cir. 2017) (en banc). The Supreme Court narrowed these two preliminary injunctions to enjoin the application of the relevant provisions with respect to visitors and immigrants to the United States only if they have a bona fide relationship with a U.S. individual or entity. *Trump v. Int’l Refugee Assistance Project*, 137 S.Ct. 2080 (2017).

5. In a continuation of his unlawful Muslim ban, on September 24, 2017, President Trump issued the Proclamation, which suspends categorically and indefinitely, without a specified expiration date, the entry into the United States of nationals of five of the six countries included in the Second Executive Order (Iran, Libya, Syria, Yemen, and Somalia), as well as yet another Muslim-majority country (Chad). In an effort to disguise the Proclamation's targeting of Muslims, the Proclamation adds North Korea, even though virtually no North Korean nationals travel to the United States, and adds Venezuela, but then imposes only limited restrictions on the non-immigrant entry of just a small group of Venezuelan government officials and their immediate family members.

6. Despite President Trump's attempts to cloak this latest iteration of his Muslim ban in religiously neutral garb by invoking a national security review and including North Korea and Venezuela, the purpose and effect of the Proclamation remain unchanged: to keep Muslims from entering the United States.

7. The Proclamation penalizes the nationals of the targeted Muslim-majority countries without adequate determinations or findings as to a detrimental impact on the interests of the United States of any of those particular nationals, and it harms U.S. citizens and U.S. Lawful Permanent Residents with family or business ties to these countries—particularly those with bona fide relationships with current or potential applicants for immigrant- and non-immigrant visas to the United States from the countries affected by the Proclamation—as well as organizations of similarly situated individuals.

8. The Proclamation, like the First and Second Executive Orders that preceded it, violates the Immigration and Nationality Act's prohibition against discrimination in the issuance of immigrant visas, 8 U.S.C. § 1152(a)(1), and exceeds the President's authority under the

Immigration and Nationality Act's provisions delineating classes of aliens ineligible for visas or admission and the nature of Presidential suspension that is authorized, 8 U.S.C. § 1182.

9. The Proclamation, like the First and Second Executive Orders that preceded it, violates fundamental, dearly held constitutional protections. It violates the guarantees that the government will not establish, favor, discriminate against, denigrate, or condemn any religion; the guarantee of freedom of speech; and the guarantee of equal protection of the law. It betrays our nation's most central principles and forsakes our common heritage as a country founded in part on the principle of freedom from religious persecution.

10. As a result of the Proclamation, the individual Plaintiffs are cut off from their family members, unable to have their relatives visit under tourist visas or join them as immigrants to the United States. The Proclamation violates the Immigration and Nationality Act, constitutes an exercise of authority in excess of the Act, and violates the Establishment Clause and due process and equal protection guarantees of the Fifth Amendment. Plaintiff Iranian Alliances Across Borders ("IAAB") suffers further harms to their constitutionally-protected right to engage in the free flow of ideas under the First Amendment.

## **PARTIES**

### **A. The Plaintiffs**

11. IAAB is a national organization, founded in 2003 by Iranian-American university students. Its mission is to strengthen the Iranian diaspora community through leadership and educational programming that encourages collaboration and solidarity across borders and between communities. IAAB organizes camps for youths, regional summits, Persian-language educational events, international conferences on the Iranian diaspora, and other activities, and in so doing is in the practice of inviting prominent scholars and other participants from outside the country, including from Iran, to the United States for its events. IAAB affiliates through its

Campus Action Network with a national network of affiliated Iranian-American student groups and representatives, including groups at the University of Maryland College Park, one of the biggest and most active Iranian-American student groups in the nation, and a group at the University of Maryland in Baltimore.

12. Doe Plaintiff #1 is a United States citizen of Iranian origin who fled religious persecution in Iran. From 2015 to 2016, she lived in Bethesda, Maryland, and was looking forward to building her life there. She met her now-husband in 2015, and they married in 2016. Because her husband does not have permission to reside in the United States, she relocated to the United Arab Emirates on a temporary basis to live with him while his visa application to the United States was being processed. She submitted an I-130 form for her husband in June 2016, and the request was approved on September 20, 2017. She fears that due to the Proclamation, his visa will now be suspended and they will be indefinitely banned from building their life together in Maryland as they had hoped. Their residency status in the United Arab Emirates is uncertain; they can never receive permanent residency and must continue to reapply for temporary residency every three years. They would face persecution if forced to return to Iran.

13. Doe Plaintiff #2 is a US citizen of Iranian origin. She was born in the United States and has lived in Maryland ever since. She graduated from the University of Maryland in College Park in 2017 and continues to live and work in Maryland. In February 2017, she applied for a K-visa for her fiancé, who is Iranian. He completed his interview at the U.S. Embassy in Ankara, Turkey on August 4, 2017, and she is awaiting a final response on his application. If the visa is not granted by October 18, 2017, Doe Plaintiff #2 will be separated indefinitely from her fiancé, and will be forced to choose between the only home she has ever known and the love of her life.

14. Doe Plaintiff #3 is a U.S. citizen of Iranian origin. She became a US citizen in 1994. She has lived in Montgomery County, Maryland for many years and has been a special-education teacher for Montgomery County Public Schools since 2006. She has a pending I-130 application for her younger brother, who is the only remaining family member in Iran. Her mother, father, and two brothers are all in the United States. If the Proclamation goes into full effect on October 18, processing of her petition will be suspended and she will be indefinitely banned from reuniting here with her brother.

15. Doe Plaintiff #4 is a US citizen of Iranian origin. She has lived in the United States since 1978 and is a resident of Montgomery County, Maryland. She has a pending I-130 application on behalf of her sister, who is 72 years old and remains in Iran. If the Proclamation goes into full effect on October 18, the processing of her application will be suspended and she will be indefinitely banned from reuniting here with her sister.

16. Doe Plaintiff #5 is an elderly Iranian national and a Lawful Permanent Resident of the United States, who resides in Montgomery County, Maryland. She has been in the United States since 2010 and lives with her husband and her U.S. citizen son. She applied to sponsor her second son shortly after she became a resident, and her I-130 application was approved in November 2010. In December 2016, her son received a letter scheduling his interview at the U.S. Embassy in Ankara, Turkey for February 5, 2017. Because of the First Executive Order, that interview was canceled. After the First Executive Order was enjoined by the courts, his interview was rescheduled for March 20, 2017. He completed the interview and is now awaiting final approval to come to the United States. Doe Plaintiff #5 is in desperate need of her son's presence, as she is wheelchair-bound. Her husband, who is 90 years old, also has significant health problems. Her U.S. citizen son is their only caretaker, and they all need the assistance of

her other son. If the Proclamation goes into full effect on October 18, the processing of his application will be suspended and Doe Plaintiff #5 will be indefinitely banned from reuniting with her son.

17. Doe Plaintiff #6 is an Iranian national and a Lawful Permanent Resident of the United States, who resides in Maryland. He has lived in the United States for five years and works as an engineer. His wife, who also resides in Maryland, is Iranian and is employed at the National Institutes of Health as a biochemistry researcher. She has a Ph.D. in Chemistry from Johns Hopkins University. They have together made their home in Maryland. His mother-in-law and sister-in-law have each applied for business/tourist (B1/B2) visitor visas in order to come visit them, and both had their interviews at the U.S. Embassy in Dubai on January 5, 2017. If their visitor visas are not issued before the Proclamation goes into full effect on October 18, they will be indefinitely banned from coming to the United States to visit their son-in-law and brother-in-law, as well as their daughter and sister, and they will be separated indefinitely from some of their closest and dearest family members.

**B. The Defendants**

18. Defendant Donald J. Trump is the President of the United States and is sued in his official capacity. President Trump issued the Proclamation that is the subject of this lawsuit.

19. Defendant Elaine C. Duke is the Acting Secretary of Homeland Security and is sued in her official capacity. The Department of Homeland Security (“DHS”) is an executive department of the United States government, headquartered in Washington, DC. DHS was involved in preparing a report that was cited in the Proclamation and is assigned several responsibilities regarding implementation and enforcement of the Proclamation. Acting

Secretary Duke is responsible for DHS's administration of the Immigration and Nationality Act ("INA") and its implementation and enforcement of the Proclamation.

20. Defendant Kevin McAleenan is the Acting Commissioner of U.S. Customs and Border Protection and is sued in his official capacity. The U.S. Customs and Border Protection ("CBP") is an administrative agency within DHS, headquartered in Washington, DC. The Proclamation assigns CBP various responsibilities regarding implementation and enforcement. Acting Commissioner McAleenan is responsible for CBP's implementation of the INA and its implementation and enforcement of the Proclamation.

21. Defendant James McCament is the Acting Director of U.S. Citizenship and Immigration Services and is sued in his official capacity. The U.S. Citizenship and Immigration Services ("USCIS") is an administrative agency within DHS, headquartered in Washington, DC. USCIS oversees lawful immigration to the United States. Acting Director McCament is responsible for USCIS's implementation of the INA and its implementation and enforcement of the Proclamation.

22. Defendant Rex W. Tillerson is the Secretary of State and is sued in his official capacity. The Department of State is an executive department of the United States, headquartered in Washington DC. The State Department consulted on the report prepared by DHS and is responsible for issuing visas and implementing the Proclamation. The Proclamation assigns the State Department various responsibilities regarding implementation and enforcement. Secretary Tillerson oversees the State Department's activities with respect to the INA and its implementation and enforcement of the Proclamation.

23. Defendant Jefferson Beauregard Sessions III is the Attorney General of the United States and is sued in his official capacity. The Department of Justice ("DOJ") is an

executive department of the United States, headquartered in Washington, DC. The Proclamation assigns the Department of Justice various responsibilities regarding implementation and enforcement. Attorney General Sessions oversees the DOJ's activities with respect to the INA and the implementation and enforcement of the Proclamation.

### **JURISDICTION AND VENUE**

24. The Court has federal question jurisdiction under 28 U.S.C. § 1331.

25. The Court has authority to award declaratory and injunctive relief under the Declaratory Judgment Act, 28 U.S.C. §§ 2201, 2202.

26. Venue is proper in this district under 28 U.S.C. § 1391(e)(1)(C).

### **STATEMENT OF FACTS**

#### **A. President Trump's Express Intent to Target Muslims for Prohibition Against, or Restrictions on, Entry into the United States**

27. President Donald Trump made his intent to impose a "Muslim ban" against those entering the United States a central tenet of his campaign for President and since assuming office, he has worked to give effect to this Muslim ban through various measures, culminating in the Proclamation.

28. In a series of interviews in the fall of 2015, Mr. Trump stated that he would require Muslims in the United States to register with the government, and he insisted that the country had "absolutely no choice" but to shut down mosques.

29. On December 7, 2015, after the attack in San Bernardino, California, Mr. Trump released a written statement on his campaign website calling for a "total and complete shutdown on Muslims entering the United States until our country's representatives can figure out what is

going on.”<sup>2</sup> This original statement invoked invidious stereotypes of Muslims, suggesting that all Muslims believe in “murder against non-believers who won’t convert” and “unthinkable acts” against women. He suggested that barring immigration by Muslims was necessary to prevent “horrendous attacks” on U.S. soil because “there is great hatred towards Americans by large segments of the Muslim population.”<sup>3</sup>

30. When asked that same day how customs officials would apply such a ban, Candidate Trump said, “[T]hey would say, are you Muslim?” In response, a reporter asked, “[I]f they say yes, they would not be allowed in the country?” Candidate Trump responded, “That’s correct.”<sup>4</sup>

31. This intended Muslim ban became a central talking point of the Trump campaign, promoted by Mr. Trump and his surrogates at campaign events across the country.

32. On January 14, 2016, when asked whether he had rethought his “comments about banning Muslims from entering the country,” Mr. Trump responded “No.”<sup>5</sup>

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<sup>2</sup> Donald J. Trump, *Donald J. Trump Statement on Preventing Muslim Immigration*, DonaldJTrump.com (Dec. 7, 2015), <https://web.archive.org/web/20170508151734/www.donaldjtrump.com/press-releases/donald-j.-trump-statement-on-preventing-muslim-immigration>.

<sup>3</sup> *Id.*

<sup>4</sup> Jenna Johnson & Sean Sullivan, *Donald Trump explains how his ban on Muslims entering the U.S. would work*, WASH. POST (Dec. 8, 2015), [https://www.washingtonpost.com/news/post-politics/wp/2015/12/08/donald-trump-explains-how-his-ban-on-muslims-entering-the-u-s-would-work/?utm\\_term=.c0bda2a45d8b](https://www.washingtonpost.com/news/post-politics/wp/2015/12/08/donald-trump-explains-how-his-ban-on-muslims-entering-the-u-s-would-work/?utm_term=.c0bda2a45d8b).

<sup>5</sup> Gerhard Peters & John T. Wooley, *Presidential Candidate Debates: Republican Candidates Debate in North Charleston, South Carolina*, The American Presidency Project (Jan. 14, 2016), <http://www.presidency.ucsb.edu/ws/index.php?pid=111395>.

33. On March 9, 2016, Mr. Trump stated in a televised interview that “I think Islam hates us . . . and we can’t allow people coming into this country who have this hatred of the United States.”<sup>6</sup>

34. On June 13, 2016, after an attack on a nightclub in Orlando, Florida, Mr. Trump gave a speech in which he said, “I called for a ban after San Bernardino, and was met with great scorn and anger, but now many are saying I was right to do so.” He went on to clarify that he blamed Islam, writ large, for such attacks: “We cannot continue to allow thousands and thousands of people to pour into our country, many of whom have the same thought process as this savage killer.”<sup>7</sup> He blamed “Muslim communities” for failing to “turn in the people who they know are bad—and they do know where they are.”<sup>8</sup>

35. On July 17, 2016, Mr. Trump was asked to respond to criticism by his running mate (now the Vice President) that a ban on Muslims entering the country would be unconstitutional. He responded, “So you call it territories, okay? We’re gonna do territories.”<sup>9</sup>

36. On July 24, 2016, Mr. Trump was asked if this statement constituted a “rollback” from his intended Muslim ban. His answer was “I don’t think so. I actually don’t think it’s a rollback. In fact, you could say it’s an expansion. I’m looking now at territories. People were

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<sup>6</sup> Exclusive Interview by Anderson Cooper with Donald Trump, Presidential Candidate, in Miami, Fl. (Mar. 9, 2016), <http://www.cnn.com/TRANSCRIPTS/1603/09/acd.01.html>.

<sup>7</sup> *Transcript: Donald Trump’s national security speech*, Politico (Jun. 13, 2016, 3:06 PM), <http://www.politico.com/story/2016/06/transcript-donald-trump-national-security-speech-224273>.

<sup>8</sup> *Id.*

<sup>9</sup> Lesley Stahl, *The Republican Ticket: Trump and Pence*, CBS News (Jul. 17, 2016), <http://www.cbsnews.com/news/60-minutes-trump-pence-republican-ticket/>.

so upset when I used the word Muslim. Oh, you can't use the word Muslim. . . . And I'm okay with that, because I'm talking territory instead of Muslim.”<sup>10</sup>

37. On October 9, 2016, during a televised presidential debate, Mr. Trump stated that “The Muslim ban is something that in some form has morphed into a[n] extreme vetting from certain areas of the world.”<sup>11</sup>

38. These remarks signal Mr. Trump's search for a pretext to disguise blatant animus toward Muslims and presage how his administration would carry out his unconstitutional measure by dressing it up as a bona fide national security measure.

### **B. The First Executive Order**

39. On January 27, 2017, a week after assuming office, President Trump signed Executive Order 13769, titled “Protecting the Nation from Foreign Terrorist Entry into the United States.”<sup>12</sup> At the time of signing, his original December 7, 2015, statement calling for a “total shutdown” of Muslim entrants remained live on his campaign website.

40. At the signing ceremony, President Trump read the order's title, and stated, “We all know what that means.”<sup>13</sup> The next day, President Trump's advisor and vice chair of his transition team, Rudy Giuliani, stated that the First Executive Order was the result of an

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<sup>10</sup> Interview by Chuck Todd with Donald Trump, Presidential Candidate on Meet the Press (Jul. 24, 2016, 11:47 AM), <http://www.nbcnews.com/meet-the-press/meet-press-july-24-2016-n615706>.

<sup>11</sup> Gerhard Peters & John T. Wooley, *Presidential Debate at Washington University in St. Louis, Missouri*, The American Presidency Project (Oct. 9, 2016), <http://www.presidency.ucsb.edu/ws/index.php?pid=119038>.

<sup>12</sup> 82 Fed. Reg. 8977 (Jan. 27, 2017).

<sup>13</sup> Matt Shuham, *Trump Signs Executive Order Laying Out 'Extreme Vetting,'* Talking Points Memo (Jan. 27, 2017, 4:56 PM), <http://talkingpointsmemo.com/livewire/trump-signs-vetting-executive-order>.

instruction by President Trump to him to find a way to implement a “Muslim ban” “legally.”<sup>14</sup>

Three days later, on January 30, President Trump referred on his Twitter account to the First Executive Order as “the ban.”<sup>15</sup>

41. The First Executive Order banned entry of nationals of seven Muslim-majority countries<sup>16</sup> for 90 days, suspended the entire U.S. Refugee Admissions Program for 120 days, established a policy of prioritizing certain religious denominations over others upon resuming the Refugee program, and indefinitely barred entry of all Syrian refugees.<sup>17</sup>

42. In its “Purpose” section, the First Executive Order explicitly relied on negative stereotypes about Islam, stating that the United States should not admit individuals who “place violent ideologies over American law” or engage in acts of violence “including ‘honor killings,’ [or] other forms of violence against women.”<sup>18</sup>

43. An overt preference for Christian refugees was one of the objectives of the First Executive Order. Section 5(b) directed the Secretary of State, in consultation with the Secretary of Homeland Security, to give priority to refugee claims made by persons fleeing “religious-

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<sup>14</sup> See Rebecca Savransky, *Giuliani: Trump asked me how to do a Muslim ban ‘legally,’* The Hill (Jan. 29, 2017, 8:48 AM), <http://thehill.com/homenews/administration/316726-giuliani-trump-asked-me-how-to-do-a-muslim-ban-legally>.

<sup>15</sup> Donald J. Trump (@realDonaldTrump), Twitter (Jan. 30, 2017 5:31AM), <https://twitter.com/realdonaldtrump/status/826060143825666051?lang=en> (“If the ban were announced with a one week notice, the ‘bad’ would rush into our country during that week. A lot of bad ‘dudes’ out there!”).

<sup>16</sup> Some of the targeted countries have far more than simple Muslim majority. In Iran and Yemen for instance, over 99% of the population is Muslim. *The World Factbook: Middle East: Iran*, CIA, <https://www.cia.gov/library/publications/the-world-factbook/geos/ir.html> (last visited October 2, 2017); *The World Factbook: Middle East: Yemen*, CIA, <https://www.cia.gov/library/publications/the-world-factbook/geos/ym.html> (last visited October 2, 2017).

<sup>17</sup> See 82 Fed. Reg. 8977 §§ 3(c), 5(a)-(c).

<sup>18</sup> *Id.* § 1.

based persecution,” but only if the claimant belonged to a “minority religion in the individual’s country of nationality.”<sup>19</sup> Although this exception was not expressly limited to religious minorities residing in Muslim-majority countries, President Trump explained in an interview that this exception was intended to give priority to Christian refugees over their Muslim counterparts.<sup>20</sup>

44. Like the current Proclamation, the First Executive Order attempted to mask its unconstitutional purposes with national security and foreign policy rationales, suggesting that its implementation would protect the country from terrorists.

45. The First Executive Order was immediately met with a series of legal challenges across the country. The day after the First Executive Order was issued, the U.S. District Court for the Eastern District of New York granted an Emergency Motion for Stay of Removal, enjoining the government from removing individuals with approved applications under the Refugee Admissions Program, holders of visas, and other individuals legally authorized to enter the United States from the seven countries designated in the First Executive Order. *Darweesh v. Trump*, No. 1:17-cv-00480, ECF 8 at 2 (E.D.N.Y. Jan. 28, 2017). It did so on the basis that the petitioners had a strong likelihood of success in establishing that removal would violate their rights to due process and equal protection, and that there was imminent danger of “substantial and irreparable injury to refugees, visa-holders, and other individuals from nations subject to” the First Executive Order. *Id.*

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<sup>19</sup> *Id.* § 5(e).

<sup>20</sup> David Brody, *Brody File Exclusive: President Trump Says Persecuted Christians Will Be Given Priority As Refugees*, CBN News (Jan. 27, 2017), <http://www1.cbn.com/thebrodyfile/archive/2017/01/27/brody-file-exclusive-president-trump-says-persecuted-christians-will-be-given-priority-as-refugees>.

46. On February 3, 2017, the U.S. District Court for the Western District of Washington issued a Temporary Restraining Order enjoining enforcement of several sections of the First Executive Order on a nationwide basis. *Washington v. Trump*, No. 2:17-cv-00141-JLR, ECF 52 at 5 (W.D. Wash. Feb. 3, 2017). That order was upheld by the U.S. Court of Appeals for the Ninth Circuit. *Washington v. Trump*, 847 F.3d 1151, 1156 (9th Cir. 2017).

47. During the pendency of the Washington case, the U.S. District Court for the Eastern District of Virginia preliminarily enjoined Section 3(c) of the First Executive Order, finding that the statements made by President Trump and his Administration demonstrated an intent to ban Muslims from the United States, and that the plaintiffs were therefore likely to succeed on the merits of their Establishment Clause claims. *See Aziz v. Trump*, No. 1:17-cv-00116-LMB-TCB, ECF 111 at 7–9, 20 (E.D. Va. Feb. 13, 2017).

48. One week after the Ninth Circuit’s decision in *Washington v. Trump*, the Department of Justice informed the Ninth Circuit that the President intended to rescind the First Executive Order and replace it with a “new, substantially revised Executive Order to eliminate what the panel erroneously thought were constitutional concerns.” Defendants-Appellants’ Supplemental Brief on *En Banc* Consideration, *Washington v. Trump*, No. 17-35105, ECF 154 at 4 (9th Cir. Feb. 16, 2017).

49. On February 21, 2017, a White House Senior Policy Advisor elaborated during an interview that the intended revised executive order would include “mostly minor technical differences” but “[f]undamentally, you’re still going to have the same basic policy outcome for the country.”<sup>21</sup>

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<sup>21</sup> Matt Zapotosky, *A new travel ban with ‘mostly minor technical differences’? That probably won’t cut it, analysts say*, Wash. Post (Feb. 22, 2017), <https://www.washingtonpost.com/world/national-security/a-new-travel-ban-with-mostly->

50. On February 24, 2017, the Associated Press obtained a DHS report prepared at the request of the Acting Under Secretary for Intelligence and Analysis.<sup>22</sup> That report found that citizenship is “likely an unreliable indicator” of terrorist activity,<sup>23</sup> despite the First Executive Order’s supposed purpose to protect the nation from foreign terrorists.

### **C. The Second Executive Order**

51. On March 6, 2017, President Trump issued a new executive order with the same name.<sup>24</sup> The Second Executive Order removed Iraq from the list of countries from which nationals were categorically banned from entry into the United States, but subjected Iraqis entering the United States to enhanced vetting.<sup>25</sup> The Second Executive Order also eliminated the priority for refugees of minority religions but still referenced “acts of gender-based violence against women, including so-called ‘honor killings’ in the United States by foreign nationals.”<sup>26</sup>

52. The Second Executive Order also directed the Secretary of Homeland Security to “conduct a worldwide review” to determine what information the U.S. government needed from foreign governments to adjudicate visa applications.<sup>27</sup>

53. On March 15, 2017, the U.S. District Court for the District of Hawaii issued a nationwide temporary restraining order against Sections 2 and 6 of the Second Executive Order.

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[minortechnical-differences-that-probably-wont-cut-it-analysts-say/2017/02/22/8ae9d7e6-f918-11e6-bf01-d47f8cf9b643\\_story.html](http://www.usatoday.com/story/news/2017/02/24/dhs-memo-contradicttravel-ban-trump/98374184/).

<sup>22</sup> Rick Jervis, *DHS memo contradicts threats cited by Trump’s travel ban*, USA Today (Feb. 24, 2017), <http://www.usatoday.com/story/news/2017/02/24/dhs-memo-contradicttravel-ban-trump/98374184/>.

<sup>23</sup> *Id.*

<sup>24</sup> 82 Fed. Reg. 13209 (March 6, 2017).

<sup>25</sup> *Id.* § 4.

<sup>26</sup> *Id.* § 11(a)(iii).

<sup>27</sup> *Id.* § 2(a).

*Hawaii v. Trump*, 241 F. Supp. 3d 1119, 1140 (D. Haw. 2017).<sup>28</sup> It did so on the basis that the plaintiffs “met their burden of establishing a strong likelihood of success on the merits of their Establishment Clause claim.” *Id.* at 1123.

54. The next day, this Court issued a preliminary injunction against enforcement of Section 2(c) of the Second Executive Order (the provision restricting entry into the United States by nationals of Iran, Syria, Yemen, Sudan, Libya, and Somalia). *Int’l Refugee Assistance Project v. Trump*, 241 F. Supp. 3d 539, 565–66 (D. Md. 2017). The Court ruled that the plaintiffs showed a likelihood of success on the merits of their Establishment Clause challenge. *Id.* at 564.

55. Speaking at a rally in Nashville, Tennessee, on the same day that the Hawaii Court issued its ruling, President Trump stated that the Second Executive Order was a “watered-down version” of the first one and that “we ought to go back to the first one and go all the way.”<sup>29</sup>

56. On May 25, 2017, the U.S. Court of Appeals for the Fourth Circuit upheld in large part the nationwide injunction issued by this Court. *IRAP*, 857 F.3d at 606. The government filed a petition for writ of certiorari in the U.S. Supreme Court on June 1, 2017. On the same day, the government filed with the Supreme Court an application for a stay of the injunctions in both *IRAP v. Trump* and *Hawaii v. Trump* (the latter of which was still pending on appeal in the Ninth Circuit).

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<sup>28</sup> The Ninth Circuit lifted the injunction with respect to the review and reporting provisions of the Second Executive Order on June 12, 2017. *Hawaii*, 859 F.3d at 786.

<sup>29</sup> Matt Zapposky, et al., *Federal judge in Hawaii freezes President Trump’s new entry ban*, Wash. Post (Mar. 16, 2017), [https://www.washingtonpost.com/local/social-issues/lawyers-face-off-on-trump-travel-ban-in-md-court-wednesday-morning/2017/03/14/b2d24636-090c-11e7-93dc-00f9bdd74ed1\\_story.html?utm\\_term=.bf85c7c44a4c](https://www.washingtonpost.com/local/social-issues/lawyers-face-off-on-trump-travel-ban-in-md-court-wednesday-morning/2017/03/14/b2d24636-090c-11e7-93dc-00f9bdd74ed1_story.html?utm_term=.bf85c7c44a4c).

57. On June 12, 2017, the Ninth Circuit ruled on the *Hawaii* injunction, unanimously ruling in favor of the plaintiffs and upholding the injunction in large part. 859 F.3d at 741. Rather than relying on the constitutional grounds cited by the district court, the Ninth Circuit held that portions of the Second Executive Order likely exceeded the President's authority under the INA. *Id.*

58. The provisions of the Second Executive Order were originally scheduled to end on June 14, 2017, raising questions about whether the appeal to the Supreme Court might be moot. That day, however, the White House issued a Presidential Memorandum delaying the start date of each of the provisions that had been enjoined by the courts until 72 hours after the injunctions were lifted or stayed as to those provisions.

59. On June 26, 2017, the Supreme Court granted the petitions for certiorari. It consolidated the cases and set them for argument during the first argument session of the Court's next Term, in October 2017, and ordered the parties to address in their briefing the additional question whether the challenges became moot on June 14. 137 S.Ct.at 2087. The Court also stayed the preliminary injunctions "to the extent the injunctions prevent enforcement of § 2(c) with respect to foreign nationals who lack any bona fide relationship with a person or entity in the United States." *Id.* The portions of the injunctions not subject to the stay remain in effect, and the Second Executive Order therefore cannot be enforced against foreign nationals who do have such a "bona fide relationship."<sup>30</sup> The Ninth Circuit reviewed the District of Hawaii's modified injunction, and in so doing ruled that the district court did not err in including

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<sup>30</sup> The Supreme Court's order outlined the requirements for a bona fide relationship: "For individuals, a close familial relationship is required." For entities, "the relationship must be formal, documented, and formed in the ordinary course, rather than for the purpose of evading EO-2." 137 S.Ct. at 2088.

grandparents, grandchildren, brothers-in-law, sisters-in-law, aunts, uncles, nieces, nephews, and cousins of persons in the United States within the definition of bona fide close familial relationships. *Hawaii v. Trump*, \_\_\_ F.3d \_\_\_, 2017 WL 3911055 at \*9 (9th Cir. September 7, 2017).

60. During the litigation prompted by the Second Executive Order, President Trump continued to make official statements underscoring that the Executive Orders, in each iteration, were intended to restrict Muslims from entering the United States. In response to a terrorist attack in London on September 15, 2017, for example, President Trump tweeted that “[t]he travel ban into the United States should be far larger, tougher and more specific—but stupidly, that would not be politically correct!”<sup>31</sup>

#### **D. The Proclamation**

61. On September 24, 2017, President Trump issued the Proclamation, which now expands the Muslim ban to a ban of indefinite duration against the entry into the United States of nationals of the listed Muslim-majority countries, including individuals with bona fide relationships with American citizens and Lawful Permanent Residents.<sup>32</sup> Unlike the two Executive Orders, there is no time limit in the Proclamation; affected persons are indefinitely banned from entering the United States.

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<sup>31</sup> Donald J. Trump (@realDonaldTrump), Twitter (Sept. 15, 2017, 3:54 AM), <https://twitter.com/realdonaldtrump/status/908645126146265090?lang=en>.

<sup>32</sup> *Presidential Proclamation Enhancing Vetting Capabilities and Processes for Detecting Attempted Entry Into the United States by Terrorists or Other Public-Safety Threats*, The White House: Office of the Press Secretary (Sept. 24, 2017), **Attach. A**; <https://www.whitehouse.gov/the-press-office/2017/09/24/enhancing-vetting-capabilities-and-processes-detecting-attempted-entry>.

62. The Proclamation expressly refers to the Second Executive Order, does not rescind or nullify the vast majority of the provisions of the Second Executive Order, and imposes the indefinite ban against entry into the United States as immigrants on nationals of the following six Muslim-majority countries, and broad bans on certain visas, with limited exceptions,<sup>33</sup> as follows:

- a. Chad: All nationals of Chad are banned from entry into the United States as immigrants or under business (B-1), tourist (B-2), or business/tourist (B-1/B-2) visas.<sup>34</sup>
- b. Iran: All nationals of Iran are banned from entry into the United States, except under student and exchange visitor visas (F, M, and J), and such student and exchange visitor visa applicants are subject to unspecified “enhanced screening and vetting requirements.”<sup>35</sup>
- c. Libya: All nationals of Libya are banned from entry into the United States as immigrants or under business (B-1), tourist (B-2), or business/tourist (B-1/B-2) visas.<sup>36</sup>

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<sup>33</sup> The visa bans outlined in Section 2 of the Proclamation do not apply to lawful permanent residents of the United States; foreign nationals admitted to the United States on or after the applicable effective date of the Proclamation; “any foreign national who has a document other than a visa—such as a transportation letter, an appropriate boarding foil, or an advance parole document—valid on the applicable effective date under section 7 of this proclamation or issued on any date thereafter”; dual nationals; foreign nationals traveling on a diplomatic or diplomatic-type visa, NATO visa, C-2 visa, or G-1, G-2, G-3 or G-4 visa; foreign nationals who have been granted asylum; refugees who have already been admitted; or individuals who have been granted relief under the Convention Against Torture. *Id.* § 3(b).

<sup>34</sup> *Id.* § 2(a)(ii).

<sup>35</sup> *Id.* § 2(b)(ii).

<sup>36</sup> *Id.* § 2(c)(ii).

- d. Syria: All nationals of Syria are banned from entry into the United States.<sup>37</sup>
- e. Yemen: All nationals of Yemen are banned from entry into the United States as immigrants or under business (B-1), tourist (B-2), or business/tourist (B-1/B-2) visas.<sup>38</sup>
- f. Somalia: All nationals of Somalia are banned from entry into the United States as immigrants. Somali nationals traveling on non-immigrant visas are subject to unspecified “additional scrutiny.”<sup>39</sup>

63. The Proclamation’s restrictions that apply to individuals who were subject to the operative provisions of the Second Executive Order—nationals from Iran, Libya, Somalia, Yemen, and Syria who do not have a credible claim of a bona fide relationship with a person or entity in the United States—went into effect on September 24, 2017. All of the Proclamation’s other restrictions are set to go into effect on October 18, 2017.

64. The bans on entry into the United States by nationals of these Muslim-majority countries mean that U.S. citizens and Lawful Permanent Residents cannot reunite in the United States with their spouses, children, and parents who are nationals of countries subject to the Proclamation. And the Proclamation purports to justify its blanket restrictions on immigrant entry from all of these Muslim-majority countries by observing that Lawful Permanent Residents receive “more enduring rights” and are therefore “more difficult to remove than nonimmigrants.”<sup>40</sup>

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<sup>37</sup> *Id.* § 2(e)(ii).

<sup>38</sup> *Id.* § 2(g)(ii).

<sup>39</sup> *Id.* § 2(h)(ii).

<sup>40</sup> *Id.* § 1(h)(ii).

65. In an effort to disguise the underlying intent to ban entry of Muslims into the United States, the Proclamation—unlike its predecessor Executive Orders—also imposes nominal restrictions relating to nationals of two non-Muslim-majority countries: North Korea and Venezuela. The Proclamation bans immigrant and non-immigrant visas for North Korean nationals (except for the limited exceptions in § 3(b)), but the number of visas issued each year to North Korean nationals is extraordinarily low.<sup>41</sup> And unlike the restrictions imposed for the Muslim-majority countries, most nationals of Venezuela generally are not subject to a ban; the Proclamation applies solely to a small group of officials of the Venezuelan government and their immediate family traveling under certain classes of non-immigrant visas.<sup>42</sup> The additional travel restrictions involving these two non-Muslim-majority countries are thus without practical effect, and in any event cannot transform the unconstitutional Muslim ban into a permissible national-security measure.

66. Excluding the makeweight additions of North Korea and Venezuela, which are subject to only negligible impacts, the Proclamation restricts entry of more than 157 million nationals of Chad, Iran, Libya, Somalia, Syria, and Yemen. Of those nationals, a conservative estimate is that at least 137 million of those people—over 87%—are Muslim.<sup>43</sup>

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<sup>41</sup> For example, according to the 2015 Yearbook of Immigration Statistics published by DHS, only 99 non-immigrants from North Korea were admitted to the United States in 2015. *Table 26: Nonimmigrant Admissions (I-94 Only) By Region And Country Of Citizenship: Fiscal Years 2013 To 2015*, Homeland Security, <https://www.dhs.gov/immigration-statistics/yearbook/2015/table26> (last published Dec. 15, 2016). Similarly, only 55 people from North Korea obtained Lawful Permanent Resident status in 2015. *See Table 3. Persons Obtaining Lawful Permanent Resident Status By Region And Country Of Birth: Fiscal Years 2013 To 2015*, Homeland Security, <https://www.dhs.gov/immigration-statistics/yearbook/2015/table3> (last published Dec. 15, 2016).

<sup>42</sup> Attach. A § 2(f)(ii).

<sup>43</sup> *The World Factbook, Country Comparison: Population*, CIA <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2119rank.html> (last

67. Also to try to disguise its underlying religious purpose, the Proclamation purports to be based on the worldwide review of information-sharing practices, policies, and capabilities of foreign countries directed by the Second Executive Order. The Proclamation states that the Secretary of Homeland Security, with assistance from the Secretary of State and Director of National Intelligence, “developed a baseline for the kinds of information required from foreign governments” regarding individuals seeking entry into the United States,<sup>44</sup> and evaluated each country against this baseline.<sup>45</sup>

68. The contents of the Department of Homeland Security’s review and evaluation have not been made public, despite discussion in the Proclamation indicating that portions have been shared with foreign governments during a “50-day engagement period” with other countries with respect to the baseline,<sup>46</sup> and indicating that the review and evaluation contain information similar to that set forth publicly in the First and Second Executive Orders.

69. The government of Chad issued a statement on September 25, 2017, expressing “astonishment” and “incomprehension in the face of the official reasons for [the] decision” to extend the ban against entry to the United States to nationals of Chad.<sup>47</sup>

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visited Oct. 1, 2017). The Factbook lists the populations of the six Muslim-majority countries subject to the Proclamation, in the total amount of more than 157 million people, as well as the estimated percentages of Muslims in each country. This calculation excludes the entire Muslim population of Somalia, for which information was not available; this suggests that the true proportion of the nationals subject to the ban who are Muslim is actually considerably higher than 87%.

<sup>44</sup> Attach. A § 1(c).

<sup>45</sup> *Id.* §§ 1(d), (e).

<sup>46</sup> *Id.* § 1(f).

<sup>47</sup> Helene Cooper, Michael D. Shear, & Dionne Searcey, *Chad’s Inclusion in Travel Ban Could Jeopardize American Interests, Officials Say*, N.Y. Times (Sept. 26, 2017), <https://www.nytimes.com/2017/09/26/world/africa/chad-travel-ban-american-interests.html>.

70. The Proclamation states that the Secretary of Homeland Security “assesse[d]” seven countries to “have ‘inadequate’ identity-management protocols, information-sharing practices, and risk factors with respect to the baseline . . . such that entry restrictions and limitations are recommended: Chad, Iran, Libya, North Korea, Syria, Venezuela, and Yemen.”<sup>48</sup> The Secretary submitted a report on September 15, 2017, to the President “recommending entry restrictions and limitations” on nationals of the seven countries, but the specifics of those recommendations are not provided in the Proclamation. He also “assesse[d]” that Iraq “did not meet the baseline” but declared that “additional scrutiny” was recommended nonetheless. Although Somalia was not similarly “assessed” by the Secretary, he determined that “special circumstances” warrant “entry restrictions, limitations, and other measures” for nationals of Somalia.<sup>49</sup> The Proclamation states that the President reviewed the report and imposed the “restrictions and limitations” by the proclamation because, in his judgment, they were necessary, among other reasons, “to elicit improved identity-management and information-sharing protocols and practices from foreign governments.”<sup>50</sup>

71. The Proclamation applies to nationals of the listed countries regardless of where they currently reside, including those who reside in other countries that have not been identified as having “‘inadequate’ identity-management protocols, information-sharing practices, and risk factors”—and even if those persons have resided outside their country of origin for their entire lives, and even if those persons reside outside their country of origin because of fear of persecution. This categorical ban on the entry into the United States of more than 157 million

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<sup>48</sup> Attach. A § 1(g).

<sup>49</sup> *Id.* § 1(i).

<sup>50</sup> *Id.* § 1(h)(i).

nationals of six Muslim-majority nations cannot be justified by a single report prepared in a matter of months on worldwide practices, and cannot be reconciled with the framework of the INA.

72. The Proclamation's purported reliance on various criteria and imposition of restrictions on North Korean nationals and on a small group of Venezuelan government officials paper over the legal and constitutional defects of the predecessor expressions of the Muslim ban with post-hoc national security justifications. The national-security and other purported rationales for the bans imposed by the Proclamation on millions of Muslims from the several Muslim-majority countries, which disproportionately harm their American Muslim relatives, are not bona fide reasons for the Proclamation.

73. The recently generated national security rationale cannot wipe away the anti-Muslim bias that has animated President Trump's dogged efforts to fulfill his promise to ban Muslims from entering this country. Indeed, the history of the President's failed attempts to enact his intended Muslim ban through two Executive Orders supports the inference that the national security report is a pretext. And even if the national security report identifies legitimate vetting and information-sharing issues with respect to the specified countries, the categorical and undifferentiated ban of at least 137 million Muslims is a wildly overbroad response that violates both the INA and the Constitution.

## **CAUSES OF ACTION**

### **COUNT I**

#### **(Violation of the Immigration and Nationality Act) (All Parties Against All Defendants)**

74. Plaintiffs repeat and incorporate by reference each and every allegation contained in the preceding paragraphs as if fully set forth herein.

75. The Immigration and Nationality Act (“INA”) provides that “no person shall receive any preference or priority or be discriminated against in the issuance of an immigrant visa because of the person’s race, sex, nationality, place of birth, or place of residence.” 8 U.S.C. § 1152(a)(1)(A).

76. The Proclamation violates the INA by discriminating on the basis of nationality.

77. Defendants’ violation causes ongoing harm to Plaintiffs.

**COUNT II**  
**(Exceeding the Executive’s Authority Under the Immigration and Nationality Act)**  
**(All Parties Against All Defendants)**

78. Plaintiffs repeat and incorporate by reference each and every allegation contained in the preceding paragraphs as if fully set forth herein.

79. Congress established a detailed framework in the INA, 8 U.S.C. § 1182, of specific criteria for “classes of aliens ineligible for visas or admission,” 8 U.S.C. § 1182(a), including on “security and related grounds,” 8 U.S.C. § 1182(a)(3), specifically terrorism, 8 U.S.C. § 1182(a)(3)(B), 1182(a)(3)(F), and foreign policy, 8 U.S.C. § 1182(a)(3)(C). Section 1182 provides for suspension of entry or imposition of restrictions on aliens by the President “for such period” as deemed necessary if he “finds” that entry of the aliens or class of aliens “would be detrimental to the interests of the United States.” 8 U.S.C. § 1182(f). The INA further addresses aspects of immigration and other entry into the United States in various provisions throughout the statute.

80. The Proclamation exceeds the Executive’s authority under the INA, including under 8 U.S.C. §§ 1182(f).

81. Defendants’ violation causes ongoing harm to Plaintiffs.

**COUNT III**  
**(Violation of the Establishment Clause of the First Amendment)**  
**(All Plaintiffs Against All Defendants)**

82. Plaintiffs repeat and incorporate by reference each and every allegation contained in the preceding paragraphs as if fully set forth herein.

83. The Establishment Clause of the First Amendment to the U.S. Constitution prohibits the government from “differentiat[ing] among religions.” *Hernandez v. C.I.R.*, 490 U.S. 680, 695 (1989) (citing *Larson v. Valente*, 456 U.S. 228 (1982)).

84. The Establishment Clause further prohibits the government from taking actions that lack a secular purpose or have the principal or primary effect of advancing or inhibiting religion.

85. The Establishment Clause prohibits the government from endorsing or disapproving of a religion or particular religious beliefs.

86. The Proclamation impermissibly discriminates on the basis of religion and constitutes an unconstitutional denominational preference against Muslims. Despite being cloaked in the rhetoric of national security, the Proclamation—like the Executive Orders that preceded it—is intended to and does disproportionately harm Muslims because of their faith. The six countries whose nationals the Proclamation meaningfully restricts—Chad, Iran, Libya, Syria, Yemen, and Somalia—are all Muslim-majority countries. The other two countries nominally covered by the ban are North Korea, whose nationals currently receive a vanishingly small number of visas, and Venezuela, whose nationals are affected only if they are family members of government officials “involved in screening and vetting procedures” who are not seeking to immigrate to the United States. Thus the Proclamation’s effects on non-Muslim countries’ nationals are *de minimis*. The continued outsized effect on Muslim entrants demonstrates that the Proclamation discriminates on the basis of religion.

87. In addition, the Proclamation violates the Establishment Clause because the President's repeatedly stated intent to ban Muslims from immigrating to or entering the United States and the Proclamation's direct lineage from and effectuation of those policy statements, demonstrate that the Proclamation lacks a predominantly secular purpose and that it has a principal effect of discriminating against, denigrating, and disfavoring Muslims.

88. Finally, the Proclamation communicates official disapproval of Islam, stigmatizing Plaintiffs and their religion.

89. Defendants' violation causes ongoing harm to Plaintiffs.

**COUNT IV**  
**(Violation of the Free Speech Clause of the First Amendment)**  
**(Iranian Alliances Across Borders Against All Defendants)**

90. Plaintiffs repeat and incorporate by reference each and every allegation contained in the preceding paragraphs as if fully set forth herein.

91. The Free Speech Clause of the First Amendment protects the "right to receive information and ideas." *Stanley v. Georgia*, 394 U.S. 557, 564 (1969).

92. The Proclamation violates the right of IAAB to receive information and ideas from the Persian scholars (many of whom are nationals of Iran) whom IAAB routinely invites to speaking engagements and other cultural community-building events.

93. Defendants' violation causes ongoing harm to IAAB.

**COUNT V**  
**(Violation of Equal Protection Under the Fifth Amendment)**  
**(All Plaintiffs Against All Defendants)**

94. Plaintiffs repeat and incorporate by reference each and every allegation contained in the preceding paragraphs as if fully set forth herein.

95. Plaintiffs are entitled to the protections of the Fifth Amendment.

96. The Due Process Clause of the Fifth Amendment prohibits the federal government from denying equal protection of the law.

97. The Proclamation was motivated by animus and a desire to harm a particular group.

98. The Proclamation has a disparate impact, targeting individuals for discriminatory treatment on the basis of religion and national origin. The discriminatory terms and application of the Proclamation are not justified by legitimate governmental interests, much less by compelling ones.

99. Defendants have violated the equal protection guarantee of the Fifth Amendment.

100. Defendants' violation causes ongoing harm to Plaintiffs.

**COUNT VI**  
**(Violation of Procedural Due Process under the Fifth Amendment)**  
**(All Plaintiffs Against All Defendants)**

101. Plaintiffs repeat and incorporate by reference each and every allegation contained in the preceding paragraphs as if fully set forth herein.

102. The Due Process Clause of the Fifth Amendment prohibits the federal government from depriving individuals of their liberty interests without due process of law.

103. Congress has granted statutory rights and prescribed procedures applicable to prospective immigrants and refugees. Due process rights attach to those statutory rights.

104. In addition, United States citizens have a cognizable liberty interest with respect to the ability of specific noncitizen family members to travel to the United States.

105. The Proclamation, in depriving immigrants and refugees of the rights afforded to them by statute, and in depriving United States citizens of travel by specific noncitizen family members to the United States, violates the procedural due process guarantees of the Fifth Amendment.

106. Defendants' violation causes ongoing harm to Plaintiffs.

**PRAYER FOR RELIEF**

WHEREFORE, all Plaintiffs seek an order and judgment to:

107. Declare that the Proclamation, on its face or as applied, violates the Immigration and Nationality Act, exceeds the Executive's authority under the Act, and violates the Constitution and laws of the United States;

108. Enter a nationwide injunction enjoining Defendants from:

- a. Enforcing the Proclamation;
- b. Applying the Proclamation to deny, revoke, restrict, cancel, or delay issuance of any immigrant or nonimmigrant visa;
- c. Applying the Proclamation to deny or suspend entry or admission of any person;
- d. Applying the Proclamation to prohibit any person from applying for or receiving any benefit under the Immigration and Nationality Act;
- e. Denying any person subject to the Proclamation access to legal counsel of his or her choice;
- f. Applying the Proclamation to instruct any airline or other common carrier to deny passage to any person;
- g. Applying the Proclamation to impose any penalty on any airline or other common carrier for allowing passage to any person covered by the Proclamation;

109. Order Defendants promptly to provide written guidance to employees, contractors, and agents of DHS, the State Department, U.S. Customs and Border Protection, and all other United States government officials and entities necessary to ensure full and timely compliance with all terms of the order to be entered by the Court;

110. Require Defendants promptly to rescind any guidance, directive, memorandum, or statement interpreting or applying the Proclamation that conflicts with any term of the order to be entered by the Court;

111. Require Defendants promptly to post a copy of the written guidance required under paragraph 114 on government websites, including state.gov;

112. Require Defendants promptly to update all relevant public guidance, documentation, and FAQs to reflect the terms of the order to be entered by the Court;

113. Require Defendants to instruct the consular officials handling the visa applications of Plaintiffs, their families, and IAAB's invitees and others attending IAAB programs to print and issue the visas and travel documents within 10 days of the Court's order;

114. Require Defendants to instruct the relevant officials from the State Department and Department of Homeland Security not to deny visas or entry into the United States to Plaintiffs, their families, or IAAB's invitees and others attending IAAB programs for any reason directed by or arising from the Proclamation or guidance implementing it;

115. Require Defendants to process without undue delay visa applications submitted by nationals of Chad, Iran, Libya, Syria, Yemen, and Somalia;

116. Require Defendants to file with the Court, on the tenth day of each month following the entry of the Court's order, a signed and verified declaration stating:

- a. The number of United States visas granted during the previous month to nationals of Chad, Iran, Libya, Syria, Yemen, and Somalia;
- b. The number of United States visa applications denied during the previous month to nationals of Chad, Iran, Libya, Syria, Yemen, and Somalia;

- c. For each denied visa application under the above subparagraph (b), the identifying information or numbers for the application for the Court's reference;
- d. For each denied visa application under the above subparagraph (b), a detailed explanation of the reason or reasons why the application was denied. The explanation under this subsection must state the facts, authorities, and reasoning relevant to the Defendants' decision on the application;

117. Require Defendants to pay reasonable attorneys' fees and costs pursuant to 42 U.S.C. § 1988;

118. Any other relief that the Court deems necessary or just to cure the violations specified in this Complaint or that justice may require.

Dated: October 2, 2017

Respectfully submitted,



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# **Attachment A**

## Presidential Documents

Proclamation 9645 of September 24, 2017

### Enhancing Vetting Capabilities and Processes for Detecting Attempted Entry Into the United States by Terrorists or Other Public-Safety Threats

By the President of the United States of America

#### A Proclamation

In Executive Order 13780 of March 6, 2017 (Protecting the Nation from Foreign Terrorist Entry into the United States), on the recommendations of the Secretary of Homeland Security and the Attorney General, I ordered a worldwide review of whether, and if so what, additional information would be needed from each foreign country to assess adequately whether their nationals seeking to enter the United States pose a security or safety threat. This was the first such review of its kind in United States history. As part of the review, the Secretary of Homeland Security established global requirements for information sharing in support of immigration screening and vetting. The Secretary of Homeland Security developed a comprehensive set of criteria and applied it to the information-sharing practices, policies, and capabilities of foreign governments. The Secretary of State thereafter engaged with the countries reviewed in an effort to address deficiencies and achieve improvements. In many instances, those efforts produced positive results. By obtaining additional information and formal commitments from foreign governments, the United States Government has improved its capacity and ability to assess whether foreign nationals attempting to enter the United States pose a security or safety threat. Our Nation is safer as a result of this work.

Despite those efforts, the Secretary of Homeland Security, in consultation with the Secretary of State and the Attorney General, has determined that a small number of countries—out of nearly 200 evaluated—remain deficient at this time with respect to their identity-management and information-sharing capabilities, protocols, and practices. In some cases, these countries also have a significant terrorist presence within their territory.

As President, I must act to protect the security and interests of the United States and its people. I am committed to our ongoing efforts to engage those countries willing to cooperate, improve information-sharing and identity-management protocols and procedures, and address both terrorism-related and public-safety risks. Some of the countries with remaining inadequacies face significant challenges. Others have made strides to improve their protocols and procedures, and I commend them for these efforts. But until they satisfactorily address the identified inadequacies, I have determined, on the basis of recommendations from the Secretary of Homeland Security and other members of my Cabinet, to impose certain conditional restrictions and limitations, as set forth more fully below, on entry into the United States of nationals of the countries identified in section 2 of this proclamation.

NOW, THEREFORE, I, DONALD J. TRUMP, by the authority vested in me by the Constitution and the laws of the United States of America, including sections 212(f) and 215(a) of the Immigration and Nationality Act (INA), 8 U.S.C. 1182(f) and 1185(a), and section 301 of title 3, United States Code, hereby find that, absent the measures set forth in this proclamation, the immigrant and nonimmigrant entry into the United States of persons described in section 2 of this proclamation would be detrimental to the

interests of the United States, and that their entry should be subject to certain restrictions, limitations, and exceptions. I therefore hereby proclaim the following:

**Section 1. Policy and Purpose.** (a) It is the policy of the United States to protect its citizens from terrorist attacks and other public-safety threats. Screening and vetting protocols and procedures associated with visa adjudications and other immigration processes play a critical role in implementing that policy. They enhance our ability to detect foreign nationals who may commit, aid, or support acts of terrorism, or otherwise pose a safety threat, and they aid our efforts to prevent such individuals from entering the United States.

(b) Information-sharing and identity-management protocols and practices of foreign governments are important for the effectiveness of the screening and vetting protocols and procedures of the United States. Governments manage the identity and travel documents of their nationals and residents. They also control the circumstances under which they provide information about their nationals to other governments, including information about known or suspected terrorists and criminal-history information. It is, therefore, the policy of the United States to take all necessary and appropriate steps to encourage foreign governments to improve their information-sharing and identity-management protocols and practices and to regularly share identity and threat information with our immigration screening and vetting systems.

(c) Section 2(a) of Executive Order 13780 directed a “worldwide review to identify whether, and if so what, additional information will be needed from each foreign country to adjudicate an application by a national of that country for a visa, admission, or other benefit under the INA (adjudications) in order to determine that the individual is not a security or public-safety threat.” That review culminated in a report submitted to the President by the Secretary of Homeland Security on July 9, 2017. In that review, the Secretary of Homeland Security, in consultation with the Secretary of State and the Director of National Intelligence, developed a baseline for the kinds of information required from foreign governments to support the United States Government’s ability to confirm the identity of individuals seeking entry into the United States as immigrants and nonimmigrants, as well as individuals applying for any other benefit under the immigration laws, and to assess whether they are a security or public-safety threat. That baseline incorporates three categories of criteria:

(i) *Identity-management information.* The United States expects foreign governments to provide the information needed to determine whether individuals seeking benefits under the immigration laws are who they claim to be. The identity-management information category focuses on the integrity of documents required for travel to the United States. The criteria assessed in this category include whether the country issues electronic passports embedded with data to enable confirmation of identity, reports lost and stolen passports to appropriate entities, and makes available upon request identity-related information not included in its passports.

(ii) *National security and public-safety information.* The United States expects foreign governments to provide information about whether persons who seek entry to this country pose national security or public-safety risks. The criteria assessed in this category include whether the country makes available, directly or indirectly, known or suspected terrorist and criminal-history information upon request, whether the country provides passport and national-identity document exemplars, and whether the country impedes the United States Government’s receipt of information about passengers and crew traveling to the United States.

(iii) *National security and public-safety risk assessment.* The national security and public-safety risk assessment category focuses on national security risk indicators. The criteria assessed in this category include whether the country is a known or potential terrorist safe haven, whether it is

a participant in the Visa Waiver Program established under section 217 of the INA, 8 U.S.C. 1187, that meets all of its requirements, and whether it regularly fails to receive its nationals subject to final orders of removal from the United States.

(d) The Department of Homeland Security, in coordination with the Department of State, collected data on the performance of all foreign governments and assessed each country against the baseline described in subsection (c) of this section. The assessment focused, in particular, on identity management, security and public-safety threats, and national security risks. Through this assessment, the agencies measured each country's performance with respect to issuing reliable travel documents and implementing adequate identity-management and information-sharing protocols and procedures, and evaluated terrorism-related and public-safety risks associated with foreign nationals seeking entry into the United States from each country.

(e) The Department of Homeland Security evaluated each country against the baseline described in subsection (c) of this section. The Secretary of Homeland Security identified 16 countries as being "inadequate" based on an analysis of their identity-management protocols, information-sharing practices, and risk factors. Thirty-one additional countries were classified "at risk" of becoming "inadequate" based on those criteria.

(f) As required by section 2(d) of Executive Order 13780, the Department of State conducted a 50-day engagement period to encourage all foreign governments, not just the 47 identified as either "inadequate" or "at risk," to improve their performance with respect to the baseline described in subsection (c) of this section. Those engagements yielded significant improvements in many countries. Twenty-nine countries, for example, provided travel document exemplars for use by Department of Homeland Security officials to combat fraud. Eleven countries agreed to share information on known or suspected terrorists.

(g) The Secretary of Homeland Security assesses that the following countries continue to have "inadequate" identity-management protocols, information-sharing practices, and risk factors, with respect to the baseline described in subsection (c) of this section, such that entry restrictions and limitations are recommended: Chad, Iran, Libya, North Korea, Syria, Venezuela, and Yemen. The Secretary of Homeland Security also assesses that Iraq did not meet the baseline, but that entry restrictions and limitations under a Presidential proclamation are not warranted. The Secretary of Homeland Security recommends, however, that nationals of Iraq who seek to enter the United States be subject to additional scrutiny to determine if they pose risks to the national security or public safety of the United States. In reaching these conclusions, the Secretary of Homeland Security considered the close cooperative relationship between the United States and the democratically elected government of Iraq, the strong United States diplomatic presence in Iraq, the significant presence of United States forces in Iraq, and Iraq's commitment to combating the Islamic State of Iraq and Syria (ISIS).

(h) Section 2(e) of Executive Order 13780 directed the Secretary of Homeland Security to "submit to the President a list of countries recommended for inclusion in a Presidential proclamation that would prohibit the entry of appropriate categories of foreign nationals of countries that have not provided the information requested until they do so or until the Secretary of Homeland Security certifies that the country has an adequate plan to do so, or has adequately shared information through other means." On September 15, 2017, the Secretary of Homeland Security submitted a report to me recommending entry restrictions and limitations on certain nationals of 7 countries determined to be "inadequate" in providing such information and in light of other factors discussed in the report. According to the report, the recommended restrictions would help address the threats that the countries' identity-management protocols, information-sharing inadequacies, and other risk factors pose to the security and welfare of the United

States. The restrictions also encourage the countries to work with the United States to address those inadequacies and risks so that the restrictions and limitations imposed by this proclamation may be relaxed or removed as soon as possible.

(i) In evaluating the recommendations of the Secretary of Homeland Security and in determining what restrictions to impose for each country, I consulted with appropriate Assistants to the President and members of the Cabinet, including the Secretaries of State, Defense, and Homeland Security, and the Attorney General. I considered several factors, including each country's capacity, ability, and willingness to cooperate with our identity-management and information-sharing policies and each country's risk factors, such as whether it has a significant terrorist presence within its territory. I also considered foreign policy, national security, and counterterrorism goals. I reviewed these factors and assessed these goals, with a particular focus on crafting those country-specific restrictions that would be most likely to encourage cooperation given each country's distinct circumstances, and that would, at the same time, protect the United States until such time as improvements occur. The restrictions and limitations imposed by this proclamation are, in my judgment, necessary to prevent the entry of those foreign nationals about whom the United States Government lacks sufficient information to assess the risks they pose to the United States. These restrictions and limitations are also needed to elicit improved identity-management and information-sharing protocols and practices from foreign governments; and to advance foreign policy, national security, and counterterrorism objectives.

(ii) After reviewing the Secretary of Homeland Security's report of September 15, 2017, and accounting for the foreign policy, national security, and counterterrorism objectives of the United States, I have determined to restrict and limit the entry of nationals of 7 countries found to be "inadequate" with respect to the baseline described in subsection (c) of this section: Chad, Iran, Libya, North Korea, Syria, Venezuela, and Yemen. These restrictions distinguish between the entry of immigrants and nonimmigrants. Persons admitted on immigrant visas become lawful permanent residents of the United States. Such persons may present national security or public-safety concerns that may be distinct from those admitted as nonimmigrants. The United States affords lawful permanent residents more enduring rights than it does to nonimmigrants. Lawful permanent residents are more difficult to remove than nonimmigrants even after national security concerns arise, which heightens the costs and dangers of errors associated with admitting such individuals. And although immigrants generally receive more extensive vetting than nonimmigrants, such vetting is less reliable when the country from which someone seeks to emigrate exhibits significant gaps in its identity-management or information-sharing policies, or presents risks to the national security of the United States. For all but one of those 7 countries, therefore, I am restricting the entry of all immigrants.

(iii) I am adopting a more tailored approach with respect to nonimmigrants, in accordance with the recommendations of the Secretary of Homeland Security. For some countries found to be "inadequate" with respect to the baseline described in subsection (c) of this section, I am restricting the entry of all nonimmigrants. For countries with certain mitigating factors, such as a willingness to cooperate or play a substantial role in combatting terrorism, I am restricting the entry only of certain categories of nonimmigrants, which will mitigate the security threats presented by their entry into the United States. In those cases in which future cooperation seems reasonably likely, and accounting for foreign policy, national security, and counterterrorism objectives, I have tailored the restrictions to encourage such improvements.

(i) Section 2(e) of Executive Order 13780 also provided that the "Secretary of State, the Attorney General, or the Secretary of Homeland Security may also submit to the President the names of additional countries for which

any of them recommends other lawful restrictions or limitations deemed necessary for the security or welfare of the United States.” The Secretary of Homeland Security determined that Somalia generally satisfies the information-sharing requirements of the baseline described in subsection (c) of this section, but its government’s inability to effectively and consistently cooperate, combined with the terrorist threat that emanates from its territory, present special circumstances that warrant restrictions and limitations on the entry of its nationals into the United States. Somalia’s identity-management deficiencies and the significant terrorist presence within its territory make it a source of particular risks to the national security and public safety of the United States. Based on the considerations mentioned above, and as described further in section 2(h) of this proclamation, I have determined that entry restrictions, limitations, and other measures designed to ensure proper screening and vetting for nationals of Somalia are necessary for the security and welfare of the United States.

(j) Section 2 of this proclamation describes some of the inadequacies that led me to impose restrictions on the specified countries. Describing all of those reasons publicly, however, would cause serious damage to the national security of the United States, and many such descriptions are classified.

**Sec. 2. *Suspension of Entry for Nationals of Countries of Identified Concern.*** The entry into the United States of nationals of the following countries is hereby suspended and limited, as follows, subject to categorical exceptions and case-by-case waivers, as described in sections 3 and 6 of this proclamation:

(a) *Chad.*

(i) The government of Chad is an important and valuable counterterrorism partner of the United States, and the United States Government looks forward to expanding that cooperation, including in the areas of immigration and border management. Chad has shown a clear willingness to improve in these areas. Nonetheless, Chad does not adequately share public-safety and terrorism-related information and fails to satisfy at least one key risk criterion. Additionally, several terrorist groups are active within Chad or in the surrounding region, including elements of Boko Haram, ISIS-West Africa, and al-Qa’ida in the Islamic Maghreb. At this time, additional information sharing to identify those foreign nationals applying for visas or seeking entry into the United States who represent national security and public-safety threats is necessary given the significant terrorism-related risk from this country.

(ii) The entry into the United States of nationals of Chad, as immigrants, and as nonimmigrants on business (B–1), tourist (B–2), and business/tourist (B–1/B–2) visas, is hereby suspended.

(b) *Iran.*

(i) Iran regularly fails to cooperate with the United States Government in identifying security risks, fails to satisfy at least one key risk criterion, is the source of significant terrorist threats, and fails to receive its nationals subject to final orders of removal from the United States. The Department of State has also designated Iran as a state sponsor of terrorism.

(ii) The entry into the United States of nationals of Iran as immigrants and as nonimmigrants is hereby suspended, except that entry by such nationals under valid student (F and M) and exchange visitor (J) visas is not suspended, although such individuals should be subject to enhanced screening and vetting requirements.

(c) *Libya.*

(i) The government of Libya is an important and valuable counterterrorism partner of the United States, and the United States Government looks forward to expanding on that cooperation, including in the areas of immigration and border management. Libya, nonetheless, faces significant challenges in sharing several types of information, including public-safety

and terrorism-related information necessary for the protection of the national security and public safety of the United States. Libya also has significant inadequacies in its identity-management protocols. Further, Libya fails to satisfy at least one key risk criterion and has been assessed to be not fully cooperative with respect to receiving its nationals subject to final orders of removal from the United States. The substantial terrorist presence within Libya's territory amplifies the risks posed by the entry into the United States of its nationals.

(ii) The entry into the United States of nationals of Libya, as immigrants, and as nonimmigrants on business (B-1), tourist (B-2), and business/tourist (B-1/B-2) visas, is hereby suspended.

(d) *North Korea.*

(i) North Korea does not cooperate with the United States Government in any respect and fails to satisfy all information-sharing requirements.

(ii) The entry into the United States of nationals of North Korea as immigrants and nonimmigrants is hereby suspended.

(e) *Syria.*

(i) Syria regularly fails to cooperate with the United States Government in identifying security risks, is the source of significant terrorist threats, and has been designated by the Department of State as a state sponsor of terrorism. Syria has significant inadequacies in identity-management protocols, fails to share public-safety and terrorism information, and fails to satisfy at least one key risk criterion.

(ii) The entry into the United States of nationals of Syria as immigrants and nonimmigrants is hereby suspended.

(f) *Venezuela.*

(i) Venezuela has adopted many of the baseline standards identified by the Secretary of Homeland Security and in section 1 of this proclamation, but its government is uncooperative in verifying whether its citizens pose national security or public-safety threats. Venezuela's government fails to share public-safety and terrorism-related information adequately, fails to satisfy at least one key risk criterion, and has been assessed to be not fully cooperative with respect to receiving its nationals subject to final orders of removal from the United States. There are, however, alternative sources for obtaining information to verify the citizenship and identity of nationals from Venezuela. As a result, the restrictions imposed by this proclamation focus on government officials of Venezuela who are responsible for the identified inadequacies.

(ii) Notwithstanding section 3(b)(v) of this proclamation, the entry into the United States of officials of government agencies of Venezuela involved in screening and vetting procedures—including the Ministry of the Popular Power for Interior, Justice and Peace; the Administrative Service of Identification, Migration and Immigration; the Scientific, Penal and Criminal Investigation Service Corps; the Bolivarian National Intelligence Service; and the Ministry of the Popular Power for Foreign Relations—and their immediate family members, as nonimmigrants on business (B-1), tourist (B-2), and business/tourist (B-1/B-2) visas, is hereby suspended. Further, nationals of Venezuela who are visa holders should be subject to appropriate additional measures to ensure traveler information remains current.

(g) *Yemen.*

(i) The government of Yemen is an important and valuable counterterrorism partner, and the United States Government looks forward to expanding that cooperation, including in the areas of immigration and border management. Yemen, nonetheless, faces significant identity-management challenges, which are amplified by the notable terrorist presence within its territory. The government of Yemen fails to satisfy critical identity-management requirements, does not share public-safety and terrorism-related information adequately, and fails to satisfy at least one key risk criterion.

(ii) The entry into the United States of nationals of Yemen as immigrants, and as nonimmigrants on business (B–1), tourist (B–2), and business/tourist (B–1/B–2) visas, is hereby suspended.

(h) *Somalia*.

(i) The Secretary of Homeland Security's report of September 15, 2017, determined that Somalia satisfies the information-sharing requirements of the baseline described in section 1(c) of this proclamation. But several other considerations support imposing entry restrictions and limitations on Somalia. Somalia has significant identity-management deficiencies. For example, while Somalia issues an electronic passport, the United States and many other countries do not recognize it. A persistent terrorist threat also emanates from Somalia's territory. The United States Government has identified Somalia as a terrorist safe haven. Somalia stands apart from other countries in the degree to which its government lacks command and control of its territory, which greatly limits the effectiveness of its national capabilities in a variety of respects. Terrorists use under-governed areas in northern, central, and southern Somalia as safe havens from which to plan, facilitate, and conduct their operations. Somalia also remains a destination for individuals attempting to join terrorist groups that threaten the national security of the United States. The State Department's 2016 Country Reports on Terrorism observed that Somalia has not sufficiently degraded the ability of terrorist groups to plan and mount attacks from its territory. Further, despite having made significant progress toward formally federating its member states, and its willingness to fight terrorism, Somalia continues to struggle to provide the governance needed to limit terrorists' freedom of movement, access to resources, and capacity to operate. The government of Somalia's lack of territorial control also compromises Somalia's ability, already limited because of poor record-keeping, to share information about its nationals who pose criminal or terrorist risks. As a result of these and other factors, Somalia presents special concerns that distinguish it from other countries.

(ii) The entry into the United States of nationals of Somalia as immigrants is hereby suspended. Additionally, visa adjudications for nationals of Somalia and decisions regarding their entry as nonimmigrants should be subject to additional scrutiny to determine if applicants are connected to terrorist organizations or otherwise pose a threat to the national security or public safety of the United States.

**Sec. 3. *Scope and Implementation of Suspensions and Limitations.*** (a) *Scope.* Subject to the exceptions set forth in subsection (b) of this section and any waiver under subsection (c) of this section, the suspensions of and limitations on entry pursuant to section 2 of this proclamation shall apply only to foreign nationals of the designated countries who:

(i) are outside the United States on the applicable effective date under section 7 of this proclamation;

(ii) do not have a valid visa on the applicable effective date under section 7 of this proclamation; and

(iii) do not qualify for a visa or other valid travel document under section 6(d) of this proclamation.

(b) *Exceptions.* The suspension of entry pursuant to section 2 of this proclamation shall not apply to:

(i) any lawful permanent resident of the United States;

(ii) any foreign national who is admitted to or paroled into the United States on or after the applicable effective date under section 7 of this proclamation;

(iii) any foreign national who has a document other than a visa—such as a transportation letter, an appropriate boarding foil, or an advance parole document—valid on the applicable effective date under section 7 of this proclamation or issued on any date thereafter, that permits him or her to travel to the United States and seek entry or admission;

(iv) any dual national of a country designated under section 2 of this proclamation when the individual is traveling on a passport issued by a non-designated country;

(v) any foreign national traveling on a diplomatic or diplomatic-type visa, North Atlantic Treaty Organization visa, C-2 visa for travel to the United Nations, or G-1, G-2, G-3, or G-4 visa; or

(vi) any foreign national who has been granted asylum by the United States; any refugee who has already been admitted to the United States; or any individual who has been granted withholding of removal, advance parole, or protection under the Convention Against Torture.

(c) *Waivers.* Notwithstanding the suspensions of and limitations on entry set forth in section 2 of this proclamation, a consular officer, or the Commissioner, United States Customs and Border Protection (CBP), or the Commissioner's designee, as appropriate, may, in their discretion, grant waivers on a case-by-case basis to permit the entry of foreign nationals for whom entry is otherwise suspended or limited if such foreign nationals demonstrate that waivers would be appropriate and consistent with subsections (i) through (iv) of this subsection. The Secretary of State and the Secretary of Homeland Security shall coordinate to adopt guidance addressing the circumstances in which waivers may be appropriate for foreign nationals seeking entry as immigrants or nonimmigrants.

(i) A waiver may be granted only if a foreign national demonstrates to the consular officer's or CBP official's satisfaction that:

(A) denying entry would cause the foreign national undue hardship;

(B) entry would not pose a threat to the national security or public safety of the United States; and

(C) entry would be in the national interest.

(ii) The guidance issued by the Secretary of State and the Secretary of Homeland Security under this subsection shall address the standards, policies, and procedures for:

(A) determining whether the entry of a foreign national would not pose a threat to the national security or public safety of the United States;

(B) determining whether the entry of a foreign national would be in the national interest;

(C) addressing and managing the risks of making such a determination in light of the inadequacies in information sharing, identity management, and other potential dangers posed by the nationals of individual countries subject to the restrictions and limitations imposed by this proclamation;

(D) assessing whether the United States has access, at the time of the waiver determination, to sufficient information about the foreign national to determine whether entry would satisfy the requirements of subsection (i) of this subsection; and

(E) determining the special circumstances that would justify granting a waiver under subsection (iv)(E) of this subsection.

(iii) Unless otherwise specified by the Secretary of Homeland Security, any waiver issued by a consular officer as part of the visa adjudication process will be effective both for the issuance of a visa and for any subsequent entry on that visa, but will leave unchanged all other requirements for admission or entry.

(iv) Case-by-case waivers may not be granted categorically, but may be appropriate, subject to the limitations, conditions, and requirements set forth under subsection (i) of this subsection and the guidance issued under subsection (ii) of this subsection, in individual circumstances such as the following:

(A) the foreign national has previously been admitted to the United States for a continuous period of work, study, or other long-term activity, is outside the United States on the applicable effective date under section 7 of this proclamation, seeks to reenter the United States to resume that activity, and the denial of reentry would impair that activity;

(B) the foreign national has previously established significant contacts with the United States but is outside the United States on the applicable effective date under section 7 of this proclamation for work, study, or other lawful activity;

(C) the foreign national seeks to enter the United States for significant business or professional obligations and the denial of entry would impair those obligations;

(D) the foreign national seeks to enter the United States to visit or reside with a close family member (e.g., a spouse, child, or parent) who is a United States citizen, lawful permanent resident, or alien lawfully admitted on a valid nonimmigrant visa, and the denial of entry would cause the foreign national undue hardship;

(E) the foreign national is an infant, a young child or adoptee, an individual needing urgent medical care, or someone whose entry is otherwise justified by the special circumstances of the case;

(F) the foreign national has been employed by, or on behalf of, the United States Government (or is an eligible dependent of such an employee), and the foreign national can document that he or she has provided faithful and valuable service to the United States Government;

(G) the foreign national is traveling for purposes related to an international organization designated under the International Organizations Immunities Act (IOIA), 22 U.S.C. 288 *et seq.*, traveling for purposes of conducting meetings or business with the United States Government, or traveling to conduct business on behalf of an international organization not designated under the IOIA;

(H) the foreign national is a Canadian permanent resident who applies for a visa at a location within Canada;

(I) the foreign national is traveling as a United States Government-sponsored exchange visitor; or

(J) the foreign national is traveling to the United States, at the request of a United States Government department or agency, for legitimate law enforcement, foreign policy, or national security purposes.

**Sec. 4. *Adjustments to and Removal of Suspensions and Limitations.*** (a) The Secretary of Homeland Security shall, in consultation with the Secretary of State, devise a process to assess whether any suspensions and limitations imposed by section 2 of this proclamation should be continued, terminated, modified, or supplemented. The process shall account for whether countries have improved their identity-management and information-sharing protocols and procedures based on the criteria set forth in section 1 of this proclamation and the Secretary of Homeland Security's report of September 15, 2017. Within 180 days of the date of this proclamation, and every 180 days thereafter, the Secretary of Homeland Security, in consultation with the Secretary of State, the Attorney General, the Director of National Intelligence, and other appropriate heads of agencies, shall submit a report with recommendations to the President, through appropriate Assistants to the President, regarding the following:

(i) the interests of the United States, if any, that continue to require the suspension of, or limitations on, the entry on certain classes of nationals of countries identified in section 2 of this proclamation and whether the restrictions and limitations imposed by section 2 of this proclamation should be continued, modified, terminated, or supplemented; and

(ii) the interests of the United States, if any, that require the suspension of, or limitations on, the entry of certain classes of nationals of countries not identified in this proclamation.

(b) The Secretary of State, in consultation with the Secretary of Homeland Security, the Secretary of Defense, the Attorney General, the Director of National Intelligence, and the head of any other executive department or agency (agency) that the Secretary of State deems appropriate, shall engage the countries listed in section 2 of this proclamation, and any other countries that have information-sharing, identity-management, or risk-factor deficiencies as practicable, appropriate, and consistent with the foreign policy, national security, and public-safety objectives of the United States.

(c) Notwithstanding the process described above, and consistent with the process described in section 2(f) of Executive Order 13780, if the Secretary of Homeland Security, in consultation with the Secretary of State, the Attorney General, and the Director of National Intelligence, determines, at any time, that a country meets the standards of the baseline described in section 1(c) of this proclamation, that a country has an adequate plan to provide such information, or that one or more of the restrictions or limitations imposed on the entry of a country's nationals are no longer necessary for the security or welfare of the United States, the Secretary of Homeland Security may recommend to the President the removal or modification of any or all such restrictions and limitations. The Secretary of Homeland Security, the Secretary of State, or the Attorney General may also, as provided for in Executive Order 13780, submit to the President the names of additional countries for which any of them recommends any lawful restrictions or limitations deemed necessary for the security or welfare of the United States.

**Sec. 5. Reports on Screening and Vetting Procedures.** (a) The Secretary of Homeland Security, in coordination with the Secretary of State, the Attorney General, the Director of National Intelligence, and other appropriate heads of agencies shall submit periodic reports to the President, through appropriate Assistants to the President, that:

(i) describe the steps the United States Government has taken to improve vetting for nationals of all foreign countries, including through improved collection of biometric and biographic data;

(ii) describe the scope and magnitude of fraud, errors, false information, and unverifiable claims, as determined by the Secretary of Homeland Security on the basis of a validation study, made in applications for immigration benefits under the immigration laws; and

(iii) evaluate the procedures related to screening and vetting established by the Department of State's Bureau of Consular Affairs in order to enhance the safety and security of the United States and to ensure sufficient review of applications for immigration benefits.

(b) The initial report required under subsection (a) of this section shall be submitted within 180 days of the date of this proclamation; the second report shall be submitted within 270 days of the first report; and reports shall be submitted annually thereafter.

(c) The agency heads identified in subsection (a) of this section shall coordinate any policy developments associated with the reports described in subsection (a) of this section through the appropriate Assistants to the President.

**Sec. 6. Enforcement.** (a) The Secretary of State and the Secretary of Homeland Security shall consult with appropriate domestic and international partners, including countries and organizations, to ensure efficient, effective, and appropriate implementation of this proclamation.

(b) In implementing this proclamation, the Secretary of State and the Secretary of Homeland Security shall comply with all applicable laws and regulations, including those that provide an opportunity for individuals to enter the United States on the basis of a credible claim of fear of persecution or torture.

(c) No immigrant or nonimmigrant visa issued before the applicable effective date under section 7 of this proclamation shall be revoked pursuant to this proclamation.

(d) Any individual whose visa was marked revoked or marked canceled as a result of Executive Order 13769 of January 27, 2017 (Protecting the Nation from Foreign Terrorist Entry into the United States), shall be entitled to a travel document confirming that the individual is permitted to travel to the United States and seek entry under the terms and conditions of the visa marked revoked or marked canceled. Any prior cancellation or revocation of a visa that was solely pursuant to Executive Order 13769 shall not be the basis of inadmissibility for any future determination about entry or admissibility.

(e) This proclamation shall not apply to an individual who has been granted asylum by the United States, to a refugee who has already been admitted to the United States, or to an individual granted withholding of removal or protection under the Convention Against Torture. Nothing in this proclamation shall be construed to limit the ability of an individual to seek asylum, refugee status, withholding of removal, or protection under the Convention Against Torture, consistent with the laws of the United States.

**Sec. 7. *Effective Dates.*** Executive Order 13780 ordered a temporary pause on the entry of foreign nationals from certain foreign countries. In two cases, however, Federal courts have enjoined those restrictions. The Supreme Court has stayed those injunctions as to foreign nationals who lack a credible claim of a bona fide relationship with a person or entity in the United States, pending its review of the decisions of the lower courts.

(a) The restrictions and limitations established in section 2 of this proclamation are effective at 3:30 p.m. eastern daylight time on September 24, 2017, for foreign nationals who:

(i) were subject to entry restrictions under section 2 of Executive Order 13780, or would have been subject to the restrictions but for section 3 of that Executive Order, and

(ii) lack a credible claim of a bona fide relationship with a person or entity in the United States.

(b) The restrictions and limitations established in section 2 of this proclamation are effective at 12:01 a.m. eastern daylight time on October 18, 2017, for all other persons subject to this proclamation, including nationals of:

(i) Iran, Libya, Syria, Yemen, and Somalia who have a credible claim of a bona fide relationship with a person or entity in the United States; and

(ii) Chad, North Korea, and Venezuela.

**Sec. 8. *Severability.*** It is the policy of the United States to enforce this proclamation to the maximum extent possible to advance the national security, foreign policy, and counterterrorism interests of the United States. Accordingly:

(a) if any provision of this proclamation, or the application of any provision to any person or circumstance, is held to be invalid, the remainder of this proclamation and the application of its other provisions to any other persons or circumstances shall not be affected thereby; and

(b) if any provision of this proclamation, or the application of any provision to any person or circumstance, is held to be invalid because of the lack of certain procedural requirements, the relevant executive branch officials shall implement those procedural requirements to conform with existing law and with any applicable court orders.

**Sec. 9. *General Provisions.*** (a) Nothing in this proclamation shall be construed to impair or otherwise affect:

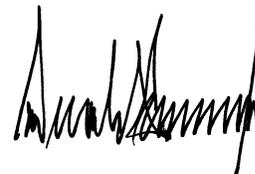
(i) the authority granted by law to an executive department or agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This proclamation shall be implemented consistent with applicable law and subject to the availability of appropriations.

(c) This proclamation is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

IN WITNESS WHEREOF, I have hereunto set my hand this twenty-fourth day of September, in the year of our Lord two thousand seventeen, and of the Independence of the United States of America the two hundred and forty-second.

A handwritten signature in black ink, appearing to be the name of Donald Trump, written in a cursive style.