

**IN THE UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF COLUMBIA**

PARS EQUALITY CENTER,  
IRANIAN AMERICAN BAR ASSOCIATION,  
PUBLIC AFFAIRS ALLIANCE OF IRANIAN  
AMERICANS, INC., *et al.*,

*Plaintiffs,*

v.

DONALD J. TRUMP *et al.*,

*Defendants.*

Civil Action No. 1:17-cv-255

Hon. Tanya S. Chutkan

**PLAINTIFFS' SUPPLEMENTAL SUBMISSION AND PROPOSED  
MODIFICATION OF SCOPE OF PROPOSED PRELIMINARY INJUNCTION**

Since Plaintiffs filed their Motion for Preliminary Injunction on October 12, 2017 (ECF No. 107), there have been several developments that bear on the scope of the injunction necessary to provide full relief to the Plaintiffs. These developments include a new executive order and accompanying agency guidance that discriminate against refugees from Iran and other Muslim-majority countries. The new executive actions are not covered by the pending injunctions and will cause irreparable harm to certain Plaintiffs in the absence of further injunctive relief. Accordingly, Plaintiffs respectfully submit this supplement to the Motion for Preliminary Injunction, as well as a revised proposed order to enjoin the Defendants from engaging in discriminatory conduct against Iranian and Muslim refugees. We submit this supplement now both to advise the Court of these important developments, as well as to give the Government ample time to respond prior to the November 2 hearing.

**I. FURTHER INFORMATION IN SUPPORT OF PRELIMINARY INJUNCTION**

1. The Government has filed notices of appeal in *Hawaii v. Trump*, No. 17 Civ. 50 (D. Haw. Filed Oct. 24, 2017), ECF No. 391, and *IRAP v. Trump*, No. 17 Civ. 361 (D. Md. filed Oct. 20, 2014), ECF No. 223.

2. On October 24, 2017, the Supreme Court vacated the judgment in *Trump v. Hawaii*, No. 16-1540, and remanded that case to the Ninth Circuit with instructions to dismiss as moot the challenge to the March 6 Executive Order. Ex. 1.

3. Also on October 24, the President issued a new Executive Order concerning the United States Refugee Admissions Program (USRAP). Ex. 2. At the same time, Secretary of State Rex Tillerson, Acting Secretary of Homeland Security Elaine Duke, and Director of National Intelligence Daniel Coats released a Memorandum to the President dated October 23, 2017, describing how that October 24 Executive Order will be implemented. Ex. 3.

4. Read together, the September 24 Proclamation, the October 24 Executive Order, and the October 23 Memorandum implement an effective ban on Muslim refugees.

a. Although the October 24 Executive Order provides that (i) the 120-day ban on the USRAP admitting new refugees is lifted, and (ii) refugees are not covered by the September 24 Proclamation, the October 23 Memorandum states that a new ban will remain in effect for at least 90 additional days for refugees from 11 particular countries.

b. Nine of the 11 countries targeted in the October 24 Executive Order are Muslim-majority countries. Five of those Muslim-majority countries were identified in the September 24 Proclamation as well as the earlier iterations of the Travel Ban—Iran, Libya, Somalia, Syria, Yemen. The October 24 Executive Order also includes four additional Muslim-majority countries—Egypt, Mali, Iraq, and Sudan. The two non-

Muslim-majority countries are South Sudan and North Korea. *See* Y. Torbati & M. Rosenberg, *Under Trump plan, refugees from 11 countries face additional U.S. barriers*, Reuters (Oct. 24, 2017).

c. In addition, the October 23 Memorandum specifies that the Departments of State and Homeland Security will “prioritize refugee applications” from other countries (i.e., other than the 11 countries) and will “reallocate . . . resources” that would otherwise be “dedicated to processing nationals” of the 11 countries “to process applicants” from other countries.

d. The October 23 Memorandum acknowledges that refugee applicants from the 11 countries specified in the October 24 Executive Order were already required to go through a heightened security-screening process called the Security Advisory Opinion (SAO) process. The October 24 Executive Order found that “the refugee screening and vetting process generally meets the uniform baseline for immigration screening and vetting.” October 24 Executive Order § 2(b).

e. In recent years, Iran and the eight other predominantly Muslim countries have been responsible for approximately 45% of the total refugees admitted to the United States, with the largest contingents coming from four countries: Iran, Iraq, Somalia, and Syria (41%, 38%, and 45% of total refugees in 2016, 2015, and 2014 respectively were from those four countries).

f. The October 24 Executive Order and October 23 Memorandum follow the administration’s announcement that, for the fiscal year starting October 1, 2017, the United States would admit only 45,000 refugees—the smallest number admitted since

Congress enacted the Refugee Act of 1980 and substantially (35%–60%) fewer refugees admitted than in recent fiscal years.

g. Taken together, the September 14 Proclamation, the October 24 Executive Order, the October 23 Memorandum, and the reduction in refugee admissions effectively bar refugees from the Muslim-majority countries that send the most refugees to the United States. Although the ban is nominally for 90 days, when that period expires there is a significant risk that all available spots in the USRAP for this fiscal year will already be filled by applicants from other, non-Muslim countries. This means that that no Iranian refugees, nor any refugees from the eight other Muslim-majority countries, will be admitted to the United States for at least another full year. In addition, at the end of the 90 days, President Trump could simply issue a new order permanently codifying the new refugee restrictions, just as he permanently codified the earlier Travel Bans in the September 14 Proclamation.

h. In other words, the Defendants' actions constitute a subterfuge, a Muslim Refugee Ban by another name, precisely of the type that President Trump promised throughout his campaign and immediately before signing the January 27 Executive Order. *See* Second Amended Complaint (ECF No. 106) ¶ 64 (President Trump on the refugee provisions: "If you were a Muslim you could come in, but if you were a Christian, it was almost impossible . . . . And I thought it was very, very unfair. So we are going to help them.").

5. The October 23 Memorandum directly impacts several Plaintiffs and individuals similarly situated to the Plaintiffs. Specifically:

a. Plaintiff Reza Zoghi is an Iranian political dissident who, after multiple periods of imprisonment and torture, fled Iran with his family in 2013 and currently resides at a refugee camp in Turkey. He, his wife, and his three-year-old daughter have been referred by the U.N. High Commissioner for Refugees (UNHCR) to USRAP for resettlement in the United States. Mr. Zoghi and his family have been through the SAO screening, their final medical screening, their cultural orientation, and were awaiting issuance of their travel documents when President Trump issued the March 6 Executive Order. *See* ECF No. 93, Ex. 4.

b. Plaintiff Jane Doe #8 is an lesbian refugee who fled Iran in 2014 after experiencing repeated sexual assault, and currently resides in a refugee camp in Turkey with her fiancée, Jane Doe # 9. Homosexuality is a crime in Iran, and can be punishable by death. She was referred by UNHCR to USRAP for resettlement in the United States in December 2016, when she had her first interview. She was awaiting her second interview to be scheduled when the March 6 Executive Order issued. ECF No. 92, Ex. 2.

c. Plaintiff Jane Doe #9 is a transgender refugee who fled Iran in 2014 after experiencing physical assault and being expelled from school due to her sexual orientation. She currently resides in a refugee camp in Turkey with her fiancée, Jane Doe #8. She was referred by UNHCR to USRAP for resettlement in the United States in December 2016, when she had her first interview. She was awaiting her second interview to be scheduled when the March 6 Executive Order issued. ECF No. 92, Ex. 3.

6. Although they are currently in the United States, the experience of several of the other individual plaintiffs is illustrative of the plight of Iranian refugees generally. For example:

a. Jane Doe #4 is an adherent of Efran-e-Halgheh (also known as the Circle of Mysticism) who sought and received asylum in the United States because she feared religious persecution in Iran, where members of her spiritual group have been killed by Iranian officials. ECF No. 107, Ex. 13.

b. Jane Doe #13 is a political activist who participated in the Green Movement, and sought and received asylum in the United States after learning that the Iranian government had tried and convicted her in absentia based on her political activity. ECF No. 107, Ex. 14.

7. In addition to these individual plaintiffs, Organizational Plaintiff Pars Equality Center provides social and legal services to facilitate the social, cultural, and economic integration of refugees into their communities in the United States. ECF No. 35-2, Ex. 1. Generally, each of the Organizational Plaintiffs works to advance the interests of and fight discrimination against Iranians and Iranian Americans, and have had to divert substantial resources from their programs since President Trump first announced the Travel Ban. ECF No. 35-2.

8. Neither the October 20 preliminary injunction in *Hawaii* nor the October 17 preliminary injunction in *IRAP* addresses the impact of the October 24 Executive Order or October 23 Memorandum. Those injunctions, accordingly, provide no relief to the individual refugee plaintiffs here—Reza Zoghi, Jane Doe #8, and Jane Doe #9.

## **II. MODIFIED SCOPE OF INJUNCTIVE RELIEF**

Currently, Plaintiffs' proposed injunction (ECF No. 107-4) covers the Travel Ban enacted in the September 14 Proclamation. In light of the foregoing, in addition to entry the proposed injunction, Plaintiffs request that Defendants also be enjoined from suspending refugee

processing or barring admittance of Iranians and the eight other predominantly Muslim countries referenced in the October 23 Memorandum.

### **III. LEGAL GROUNDS FOR ADDITIONAL INJUNCTIVE RELIEF**

In addition to the arguments made in Plaintiffs' Memorandum in Support of a Preliminary Injunction (ECF No. 107-1) supporting extension of the injunction to cover refugees, the following additional points support Plaintiffs' request for further relief here.

1. In addition to being "contrary to law" under the Administrative Procedure Act, ECF No. 107-1 at 14-15, the October 23 Memorandum is also contrary to the antidiscrimination provisions of the Refugee Act of 1980, 8 U.S.C. § 1522(a)(5). That provision states that that refugee programs "shall be provided to refugees without regard to race, religion, nationality, sex, or political opinion." The October 23 Memorandum bars refugees from Iran and other predominantly Muslim nations from availing themselves of the USRAP, a refugee program. Against the backdrop of certain Defendants' repeated statements reflecting animus against the Iranian government and Muslims, this violates the plain language of the Refugee Act.

2. In addition to violating the Equal Protection Clause, ECF No. 107-1 at 16-22, a ban on Iranian refugees specifically or refugees from the other predominantly Muslim countries generally is illogical and lacks any legitimate basis:

a. The September 24 Proclamation contained an express carve-out for refugees, such that refugees would not be covered by the Travel Ban. *See* September 24 Proclamation § 3(b)(iii). The October 24 Executive Order confirmed that the "restrictions and limitations" of the September 24 Proclamation "do not apply to those who seek to enter the United States through the USRAP." *See* September 24 Proclamation § 1(g).

b. The October 24 Executive Order notes that refugees go through extensive screening and vetting, and concludes that “the improvements to the USRAP vetting process are generally adequate to ensure the security and welfare of the United States . . . the refugee screening and vetting process generally meets the uniform baseline for immigration screening and vetting.” October 24 Executive Order § 2(a), (b).

c. Since Plaintiffs filed their Motion for Preliminary Injunction, President Trump has repeatedly acknowledged the oppression of the Iranian people by the Iranian government. For example, on October 13, the President stated: “The [Iranian] regime violently suppresses its own citizens; it shot unarmed student protestors in the street during the Green Revolution. . . . [W]e stand in total solidarity with the Iranian regime’s longest-suffering victims: its own people.” *Remarks by President Trump on Iran Strategy*, Oct. 13, 2017. Banning Iranian people attempting to flee the Iranian regime is hardly “total solidarity” with those people but rather underlines the administration’s unlawful anti-Muslim animus.

3. The implementation of the October 23 Memorandum will cause Plaintiffs irreparable harm. Given the administration’s painfully deep cuts to the number of refugee admissions to the United States, the practical effect of the October 23 Memorandum is to categorically bar refugee applicants from the affected countries. In particular, by the time the 90-day window ends, the refugee quota for the fiscal year will likely be entirely or substantially filled.

4. As described in the declarations of Mr. Zoghi and Jane Does # 8 and 9, the situation for Iranian refugees in Turkey remains treacherous. Mr. Zoghi wrote that he lives “in constant fear for [his] life” because “the Iranian Revolutionary guard has a lot of spies in Turkey



and easy access to Turkey,” and notes that Turkish authorities deported him back to Iran on one prior occasion. ECF No. No. 93 Ex. 4. Both Jane Doe # 8 and Jane Doe # 9 note that their life in Turkey is difficult because they are discriminated against on the grounds of their sexual orientation; Jane Doe # 9 has also been sexually assaulted in Turkey. ECF No. 92-2 & 92-3.

### **CONCLUSION**

For the foregoing reasons, this Court should enter a preliminary injunction against the discriminatory provisions of the September 24 Proclamation, as well as discriminatory provisions of the October 24 Executive Order and October 23 Memorandum.

Dated: October 25, 2017

Respectfully submitted,

Cyrus Mehri (D.C. Bar # 420970)  
Joanna K. Wasik (D.C. Bar # 1027916)  
MEHRI & SKALET, PLLC  
1250 Connecticut Ave., NW, Suite 300  
Washington, DC 20036  
(202) 822-5100  
(202) 822-4997 (fax)  
cmehri@findjustice.com

Kristen Clarke (D.C. Bar # 973885)  
Jon Greenbaum (D.C. Bar # 489887)  
LAWYERS' COMMITTEE FOR  
CIVIL RIGHTS UNDER LAW  
1401 New York Ave., NW, Suite 400  
Washington, DC 20005  
(202) 662-8600  
(202) 783-0857 (fax)  
jgreenbaum@lawyerscommittee.org

Hassan Zavareei (D.C. Bar # 456161)  
TYCKO & ZAVAREEI LLP  
1828 L Street, NW, Suite 1000  
Washington, DC 20036  
(202) 973-0900  
(202) 973-0950 (fax)  
hzavareei@tzlegal.com

Adrienne D. Boyd (*pro hac vice*)  
ARNOLD & PORTER  
KAYE SCHOLER LLP  
370 Seventeenth Street, Suite 4400  
Denver, CO 80202  
(303) 863-1000  
(303) 832-0428 (fax)  
adrienne.boyd@apks.com

/s/ John A. Freedman  
John A. Freedman (D.C. Bar # 453075)  
David P. Gersch (D.C. Bar # 367469)  
R. Stanton Jones (D.C. Bar # 987088)  
Nancy L. Perkins (D.C. Bar # 421574)  
Ronald A. Schechter (D.C. Bar # 245019)  
Robert N. Weiner (D.C. Bar # 298133)  
Samuel M. Witten (D.C. Bar # 378008)  
Sally L. Pei (D.C. Bar # 1030194)  
Sonia Tabriz (D.C. Bar # 1025020)  
Stephen K. Wirth (D.C. Bar # 1034038)  
ARNOLD & PORTER  
KAYE SCHOLER LLP  
601 Massachusetts Ave., NW  
Washington, DC 20001  
(202) 942-5000  
(202) 942-5999 (fax)  
john.freedman@apks.com

Christopher M. Odell (*pro hac vice*)  
ARNOLD & PORTER  
KAYE SCHOLER LLP  
700 Louisiana Street, Suite 1600  
Houston, TX 77002  
(713) 576-2400  
(713) 576-2499 (fax)  
christopher.odell@apks.com

Susan S. Hu (*pro hac vice*)  
ARNOLD & PORTER  
KAYE SCHOLER LLP  
250 West 55th Street  
New York, NY 10019  
(212) 836-8000  
(303) 836-8689 (fax)  
susan.hu@apks.com

*Counsel for Plaintiffs*

# **EXHIBIT 1**

(ORDER LIST: 583 U.S.)

TUESDAY, OCTOBER 24, 2017

CERTIORARI – SUMMARY DISPOSITION

16-1540 TRUMP, PRESIDENT OF U.S., ET AL. V. HAWAII, ET AL.

We granted certiorari in this case to resolve a challenge to the temporary suspension of entry of aliens and refugees under Section 2(c) and Section 6 of Executive Order No. 13,780. Because those provisions of the Order have “expired by [their] own terms,” the appeal no longer presents a “live case or controversy.” *Burke v. Barnes*, 479 U. S. 361, 363 (1987). Following our established practice in such cases, the judgment is therefore vacated, and the case is remanded to the United States Court of Appeals for the Ninth Circuit with instructions to dismiss as moot the challenge to Executive Order No. 13,780. *United States v. Munsingwear, Inc.*, 340 U. S. 36, 39 (1950). We express no view on the merits.

Justice Sotomayor dissents from the order vacating the judgment below and would dismiss the writ of certiorari as improvidently granted.

# **EXHIBIT 2**

**The White House**

Office of the Press Secretary

For Immediate Release

October 24, 2017

# Presidential Executive Order on Resuming the United States Refugee Admissions Program with Enhanced Vetting Capabilities

EXECUTIVE ORDER

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RESUMING THE UNITED STATES REFUGEE ADMISSIONS PROGRAM WITH ENHANCED VETTING  
CAPABILITIES

By the authority vested in me as President by the Constitution and the laws of the United States of America, including the Immigration and Nationality Act (INA), 8 U.S.C. 1101 et seq., and section 301 of title 3, United States Code, it is hereby ordered as follows:

Section 1. Policy. (a) It is the policy of the United States to protect its people from terrorist attacks and other public-safety threats. Screening and vetting procedures associated with determining which foreign nationals may enter the United States, including through the U.S. Refugee Admissions Program (USRAP), play a critical role in implementing that policy. Those procedures enhance our ability to detect foreign nationals who might commit, aid, or support acts of terrorism, or otherwise pose a threat to the national security or public safety of the United States, and they bolster our efforts to prevent such individuals from entering the country.

(b) Section 5 of Executive Order 13780 of March 6, 2017 (Protecting the Nation from Foreign Terrorist Entry into the United States), directed the Secretary of State, the Attorney General, the Secretary of Homeland Security, and the Director of National Intelligence to develop a uniform baseline for screening and vetting standards and procedures applicable to all travelers who seek to enter the United States. A working group was established to satisfy this directive.

(c) Section 6(a) of Executive Order 13780 directed a review to strengthen the vetting process for the USRAP. It also instructed the Secretary of State to suspend the travel of refugees into the United States under that program, and the Secretary of Homeland Security to suspend decisions on applications for refugee status, subject to certain exceptions. Section 6(a) also required the Secretary of State, in conjunction with the Secretary of Homeland Security and in consultation with the Director of National Intelligence, to conduct a 120-day review of the USRAP application and adjudication process in order to determine, and implement, additional procedures to ensure that individuals seeking admission as refugees do not pose a threat to the security and welfare of the United States. Executive Order 13780 noted that terrorist groups have sought to infiltrate several nations through refugee programs and that the Attorney General had reported that more than 300 persons who had entered the United States as refugees were then the subjects of counterterrorism investigations by the Federal Bureau of Investigation.

(d) The Secretary of State convened a working group to implement the review process under section 6(a) of Executive Order 13780. This review was informed by the development of uniform baseline screening and vetting standards and procedures for all travelers under section 5 of Executive Order 13780. The section 6(a) working group compared the process for screening and vetting refugees with the uniform baseline standards and procedures established by the section 5 working group. The section 6(a) working group identified several ways to enhance the process for screening and vetting refugees and began implementing those improvements.

(e) The review process for refugees required by Executive Order 13780 has made our Nation safer. The improvements the section 6(a) working group has identified will strengthen the data-collection process for all refugee applicants considered for resettlement in the United States. They will also bolster the process for interviewing refugees through improved training, fraud-detection procedures, and interagency information sharing. Further, they will enhance the ability of our

systems to check biometric and biographic information against a broad range of threat information contained in various Federal watchlists and databases.

(f) Section 2 of 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), suspended and limited, subject to exceptions and case-by-case waivers, the entry into the United States of foreign nationals of eight countries. As noted in that Proclamation, those suspensions and limitations are in the interest of the United States because of certain deficiencies in those countries' identity-management and information-sharing protocols and procedures, and because of the national security and public-safety risks that emanate from their territory, including risks that result from the significant presence of terrorists within the territory of several of those countries.

(g) The entry restrictions and limitations in Proclamation 9645 apply to the immigrant and nonimmigrant visa application and adjudication processes, which foreign nationals use to seek authorization to travel to the United States and apply for admission. Pursuant to section 3(b)(iii) of Proclamation 9645, however, those restrictions and limitations do not apply to those who seek to enter the United States through the USRAP.

(h) Foreign nationals who seek to enter the United States with an immigrant or nonimmigrant visa stand in a different position from that of refugees who are considered for entry into this country under the USRAP. For a variety of reasons, including substantive differences in the risk factors presented by the refugee population and in the quality of information available to screen and vet refugees, the refugee screening and vetting process is different from the process that applies to most visa applicants. At the same time, the entry of certain refugees into the United States through the USRAP poses unique security risks and considerable domestic challenges that require the application of substantial resources.

Sec. 2. Resumption of the U.S. Refugee Admissions Program. (a) Section 6(a) of Executive Order 13780 provided for a temporary, 120-day review of the USRAP application and adjudication process and an accompanying worldwide suspension of refugee travel to the United States and of application decisions under the USRAP. That 120-day period expires on October 24, 2017. Section 6(a) further provided that refugee travel and application decisions could resume after 120 days for stateless persons and for the nationals of countries for which the Secretary of State, the Secretary of Homeland Security, and the Director of National Intelligence jointly determine that the additional procedures identified through the USRAP review process are adequate to ensure the security and welfare of the United States. The Secretary of State, the Secretary of Homeland Security, and the Director of National Intelligence have advised that the improvements to the USRAP vetting process are generally adequate to ensure the security and welfare of the United States, that the Secretary of State and Secretary of Homeland Security may resume that program, and that they will apply special measures to certain categories of refugees whose entry continues to pose potential threats to the security and welfare of the United States.

(b) With the improvements identified by the section 6(a) working group and implemented by the participating agencies, the refugee screening and vetting process generally meets the uniform



baseline for immigration screening and vetting established by the section 5 working group.

Accordingly, a general resumption of the USRAP, subject to the conditions set forth in section 3 of this order, is consistent with the security and welfare of the United States.

(c) The suspension of the USRAP and other processes specified in section 6(a) of Executive Order 13780 are no longer in effect. Subject to the conditions set forth in section 3 of this order, the Secretary of State may resume travel of qualified and appropriately vetted refugees into the United States, and the Secretary of Homeland Security may resume adjudicating applications for refugee resettlement.

Sec. 3. Addressing the Risks Presented by Certain Categories of Refugees. (a) Based on the considerations outlined above, including the special measures referred to in subsection (a) of section 2 of this order, Presidential action to suspend the entry of refugees under the USRAP is not needed at this time to protect the security and interests of the United States and its people. The Secretary of State and the Secretary of Homeland Security, however, shall continue to assess and address any risks posed by particular refugees as follows:

(i) The Secretary of State and the Secretary of Homeland Security shall coordinate to assess any risks to the security and welfare of the United States that may be presented by the entry into the United States through the USRAP of stateless persons and foreign nationals. Under section 207(c) and applicable portions of section 212(a) of the INA, 8 U.S.C. 1157(c) and 1182(a), section 402(4) of the Homeland Security Act of 2002, 6 U.S.C. 202(4), and other applicable authorities, the Secretary of Homeland Security, in consultation with the Secretary of State, shall determine, as appropriate and consistent with applicable law, whether any actions should be taken to address the risks to the security and welfare of the United States presented by permitting any category of refugees to enter this country, and, if so, what those actions should be. The Secretary of State and the Secretary of Homeland Security shall administer the USRAP consistent with those determinations, and in consultation with the Attorney General and the Director of National Intelligence.

(ii) Within 90 days of the date of this order and annually thereafter, the Secretary of Homeland Security, in consultation with the Secretary of State and the Director of National Intelligence, shall determine, as appropriate and consistent with applicable law, whether any actions taken to address the risks to the security and welfare of the United States presented by permitting any category of refugees to enter this country should be modified or terminated, and, if so, what those modifications or terminations should be. If the Secretary of Homeland Security, in consultation with the Secretary of State, determines, at any time, that any actions taken pursuant to section 3(a) (i) should be modified or terminated, the Secretary of Homeland Security may modify or terminate those actions accordingly. The Secretary of Homeland Security and the Secretary of State shall administer the USRAP consistent with the determinations made under this subsection, and in consultation with the Attorney General and the Director of National Intelligence.

(b) Within 180 days of the date of this order, the Attorney General shall, in consultation with the Secretary of State and the Secretary of Homeland Security, and in cooperation with the heads of other executive departments and agencies as he deems appropriate, provide a report to the President on the effect of refugee resettlement in the United States on the national security, public

safety, and general welfare of the United States. The report shall include any recommendations the Attorney General deems necessary to advance those interests.

Sec. 4. General Provisions. (a) Nothing in this order 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 order shall be implemented consistent with applicable law and subject to the availability of appropriations.
- (c) This order 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.

DONALD J. TRUMP

THE WHITE HOUSE,  
October 24, 2017.

# **EXHIBIT 2**

**The White House**

Office of the Press Secretary

For Immediate Release

October 24, 2017

# Presidential Executive Order on Resuming the United States Refugee Admissions Program with Enhanced Vetting Capabilities

EXECUTIVE ORDER

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RESUMING THE UNITED STATES REFUGEE ADMISSIONS PROGRAM WITH ENHANCED VETTING  
CAPABILITIES

By the authority vested in me as President by the Constitution and the laws of the United States of America, including the Immigration and Nationality Act (INA), 8 U.S.C. 1101 et seq., and section 301 of title 3, United States Code, it is hereby ordered as follows:

Section 1. Policy. (a) It is the policy of the United States to protect its people from terrorist attacks and other public-safety threats. Screening and vetting procedures associated with determining which foreign nationals may enter the United States, including through the U.S. Refugee Admissions Program (USRAP), play a critical role in implementing that policy. Those procedures enhance our ability to detect foreign nationals who might commit, aid, or support acts of terrorism, or otherwise pose a threat to the national security or public safety of the United States, and they bolster our efforts to prevent such individuals from entering the country.

(b) Section 5 of Executive Order 13780 of March 6, 2017 (Protecting the Nation from Foreign Terrorist Entry into the United States), directed the Secretary of State, the Attorney General, the Secretary of Homeland Security, and the Director of National Intelligence to develop a uniform baseline for screening and vetting standards and procedures applicable to all travelers who seek to enter the United States. A working group was established to satisfy this directive.

(c) Section 6(a) of Executive Order 13780 directed a review to strengthen the vetting process for the USRAP. It also instructed the Secretary of State to suspend the travel of refugees into the United States under that program, and the Secretary of Homeland Security to suspend decisions on applications for refugee status, subject to certain exceptions. Section 6(a) also required the Secretary of State, in conjunction with the Secretary of Homeland Security and in consultation with the Director of National Intelligence, to conduct a 120-day review of the USRAP application and adjudication process in order to determine, and implement, additional procedures to ensure that individuals seeking admission as refugees do not pose a threat to the security and welfare of the United States. Executive Order 13780 noted that terrorist groups have sought to infiltrate several nations through refugee programs and that the Attorney General had reported that more than 300 persons who had entered the United States as refugees were then the subjects of counterterrorism investigations by the Federal Bureau of Investigation.

(d) The Secretary of State convened a working group to implement the review process under section 6(a) of Executive Order 13780. This review was informed by the development of uniform baseline screening and vetting standards and procedures for all travelers under section 5 of Executive Order 13780. The section 6(a) working group compared the process for screening and vetting refugees with the uniform baseline standards and procedures established by the section 5 working group. The section 6(a) working group identified several ways to enhance the process for screening and vetting refugees and began implementing those improvements.

(e) The review process for refugees required by Executive Order 13780 has made our Nation safer. The improvements the section 6(a) working group has identified will strengthen the data-collection process for all refugee applicants considered for resettlement in the United States. They will also bolster the process for interviewing refugees through improved training, fraud-detection procedures, and interagency information sharing. Further, they will enhance the ability of our

systems to check biometric and biographic information against a broad range of threat information contained in various Federal watchlists and databases.

(f) Section 2 of 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), suspended and limited, subject to exceptions and case-by-case waivers, the entry into the United States of foreign nationals of eight countries. As noted in that Proclamation, those suspensions and limitations are in the interest of the United States because of certain deficiencies in those countries' identity-management and information-sharing protocols and procedures, and because of the national security and public-safety risks that emanate from their territory, including risks that result from the significant presence of terrorists within the territory of several of those countries.

(g) The entry restrictions and limitations in Proclamation 9645 apply to the immigrant and nonimmigrant visa application and adjudication processes, which foreign nationals use to seek authorization to travel to the United States and apply for admission. Pursuant to section 3(b)(iii) of Proclamation 9645, however, those restrictions and limitations do not apply to those who seek to enter the United States through the USRAP.

(h) Foreign nationals who seek to enter the United States with an immigrant or nonimmigrant visa stand in a different position from that of refugees who are considered for entry into this country under the USRAP. For a variety of reasons, including substantive differences in the risk factors presented by the refugee population and in the quality of information available to screen and vet refugees, the refugee screening and vetting process is different from the process that applies to most visa applicants. At the same time, the entry of certain refugees into the United States through the USRAP poses unique security risks and considerable domestic challenges that require the application of substantial resources.

Sec. 2. Resumption of the U.S. Refugee Admissions Program. (a) Section 6(a) of Executive Order 13780 provided for a temporary, 120-day review of the USRAP application and adjudication process and an accompanying worldwide suspension of refugee travel to the United States and of application decisions under the USRAP. That 120-day period expires on October 24, 2017. Section 6(a) further provided that refugee travel and application decisions could resume after 120 days for stateless persons and for the nationals of countries for which the Secretary of State, the Secretary of Homeland Security, and the Director of National Intelligence jointly determine that the additional procedures identified through the USRAP review process are adequate to ensure the security and welfare of the United States. The Secretary of State, the Secretary of Homeland Security, and the Director of National Intelligence have advised that the improvements to the USRAP vetting process are generally adequate to ensure the security and welfare of the United States, that the Secretary of State and Secretary of Homeland Security may resume that program, and that they will apply special measures to certain categories of refugees whose entry continues to pose potential threats to the security and welfare of the United States.

(b) With the improvements identified by the section 6(a) working group and implemented by the participating agencies, the refugee screening and vetting process generally meets the uniform

baseline for immigration screening and vetting established by the section 5 working group.

Accordingly, a general resumption of the USRAP, subject to the conditions set forth in section 3 of this order, is consistent with the security and welfare of the United States.

(c) The suspension of the USRAP and other processes specified in section 6(a) of Executive Order 13780 are no longer in effect. Subject to the conditions set forth in section 3 of this order, the Secretary of State may resume travel of qualified and appropriately vetted refugees into the United States, and the Secretary of Homeland Security may resume adjudicating applications for refugee resettlement.

Sec. 3. Addressing the Risks Presented by Certain Categories of Refugees. (a) Based on the considerations outlined above, including the special measures referred to in subsection (a) of section 2 of this order, Presidential action to suspend the entry of refugees under the USRAP is not needed at this time to protect the security and interests of the United States and its people. The Secretary of State and the Secretary of Homeland Security, however, shall continue to assess and address any risks posed by particular refugees as follows:

(i) The Secretary of State and the Secretary of Homeland Security shall coordinate to assess any risks to the security and welfare of the United States that may be presented by the entry into the United States through the USRAP of stateless persons and foreign nationals. Under section 207(c) and applicable portions of section 212(a) of the INA, 8 U.S.C. 1157(c) and 1182(a), section 402(4) of the Homeland Security Act of 2002, 6 U.S.C. 202(4), and other applicable authorities, the Secretary of Homeland Security, in consultation with the Secretary of State, shall determine, as appropriate and consistent with applicable law, whether any actions should be taken to address the risks to the security and welfare of the United States presented by permitting any category of refugees to enter this country, and, if so, what those actions should be. The Secretary of State and the Secretary of Homeland Security shall administer the USRAP consistent with those determinations, and in consultation with the Attorney General and the Director of National Intelligence.

(ii) Within 90 days of the date of this order and annually thereafter, the Secretary of Homeland Security, in consultation with the Secretary of State and the Director of National Intelligence, shall determine, as appropriate and consistent with applicable law, whether any actions taken to address the risks to the security and welfare of the United States presented by permitting any category of refugees to enter this country should be modified or terminated, and, if so, what those modifications or terminations should be. If the Secretary of Homeland Security, in consultation with the Secretary of State, determines, at any time, that any actions taken pursuant to section 3(a) (i) should be modified or terminated, the Secretary of Homeland Security may modify or terminate those actions accordingly. The Secretary of Homeland Security and the Secretary of State shall administer the USRAP consistent with the determinations made under this subsection, and in consultation with the Attorney General and the Director of National Intelligence.

(b) Within 180 days of the date of this order, the Attorney General shall, in consultation with the Secretary of State and the Secretary of Homeland Security, and in cooperation with the heads of other executive departments and agencies as he deems appropriate, provide a report to the President on the effect of refugee resettlement in the United States on the national security, public

safety, and general welfare of the United States. The report shall include any recommendations the Attorney General deems necessary to advance those interests.

Sec. 4. General Provisions. (a) Nothing in this order 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 order shall be implemented consistent with applicable law and subject to the availability of appropriations.
- (c) This order 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.

DONALD J. TRUMP

THE WHITE HOUSE,  
October 24, 2017.