



May 7, 2020

VIA EMAIL

U.S. Department of State
Office of Information Programs and Services
A/GIS/IPS/RL
SA-2, Suite 8100
Washington, DC 20522-0208
FOIArequest@state.gov

Re: Freedom of Information Act Request

Dear FOIA Officers:

Pursuant to the Freedom of Information Act (FOIA), 5 U.S.C. § 552, and the implementing regulations of your agency, American Oversight makes the following request for records.

The outbreak of the novel coronavirus, SARS-CoV-2, and the disease it causes, COVID-19, has been declared a public health emergency at both the national and international levels.¹ Since late 2019, the virus has spread to dozens of countries, sickened millions of people, and resulted in hundreds of thousands of deaths.²

Despite this ongoing health crisis, the Trump administration decided last month to halt funding to the World Health Organization (WHO) while it undertakes global efforts to combat the disease, with the president claiming that the WHO had mismanaged and covered up the spread of the virus.³ The U.S. is the largest donor to the WHO, and according to the U.N. Secretary General, its funding is “absolutely critical to the world’s efforts” to fight coronavirus.⁴ Members of Congress have highlighted that the administration has provided little formal justification for cutting WHO funding, and that this funding pause may run afoul of the Impoundment Control Act.⁵

¹ *Coronavirus Disease 2019 (COVID-19) Situation Summary*, CTRS. FOR DISEASE CONTROL & PREVENTION, <https://www.cdc.gov/coronavirus/2019-ncov/summary.html>.

² *Coronavirus Map: Tracking the Global Outbreak*, N.Y. TIMES (May 7, 2020, 8:22 AM) <https://www.nytimes.com/interactive/2020/world/coronavirus-maps.html>.

³ Alice Ollstein, *Trump Halts Funding to World Health Organization*, POLITICO (Apr. 14, 2020, 9:22 PM), <https://www.politico.com/news/2020/04/14/trump-world-health-organization-funding-186786>.

⁴ *Id.*

⁵ Letter from Chairman Rep. Engel, U.S. House of Representatives Committee on Foreign Affairs to Mike Pompeo, Secretary, U.S. Dep’t of State, Apr. 27, 2020,



American Oversight seeks records to shed light on the circumstances surrounding the decision to withhold aid to the WHO.

Requested Records

American Oversight requests that your agency produce the following records within twenty business days:

1. Any final assessments or analyses (including formal memoranda, other written products, or final talking points and associated background materials written or obtained by your agency) regarding the implications of cutting or halting World Health Organization funding—including but not limited to implications for global efforts to fight the coronavirus pandemic or for the U.S.’s global standing.⁶

Please provide all responsive records from December 1, 2019, through the date the search is conducted.

2. Any directives or guidance regarding funding for the World Health Organization, including any directives or guidance originating at your agency, at the White House, or at other federal government agencies.⁷ This includes,

<https://foreignaffairs.house.gov/cache/files/6/e/6ebd95bd-76ff-4eeb-afc8-56ff96206c04/8CD54BDD144026EDC5618B546B0C9054.4-27-2020-ele-letter-to-pompeo-who-doc-request.pdf>; Caitlin Emma, *Trump Halt to WHO Funding Violates Same Law as Ukraine Aid Freeze, House Democrats Say*, POLITICO (Apr. 15, 2020, 12:38 PM), <https://www.politico.com/news/2020/04/15/house-democrats-trump-who-funding-188124>.

⁶ Press reporting indicates that a State Department internal memorandum addressed to Secretary Pompeo warned that cutting WHO funding would “erode America’s global standing, threaten U.S. lives and hobble global efforts to combat the coronavirus pandemic.” Therefore, responsive records produced by State Department should include, at a minimum, a copy of this memorandum. See Yeganeh Torbati, *Trump Administration Officials Warned Against Halting Funding to WHO, Leaked Memo Shows*, PROPUBLICA (Apr. 15, 2020, 1:23 PM), <https://www.propublica.org/article/trump-administration-officials-warned-against-halting-funding-to-who-leaked-memo-shows>.

⁷ Press reporting as of late April indicates that Secretary of State Pompeo instructed employees to “cut out the middle man” in efforts to fund public health efforts previously funded via the WHO. Therefore, responsive records produced by the State Department should include, at a minimum, a copy of this instruction. See John Hudson, et al., *Trump Expands Battle with WHO Far Beyond Aid Suspension*, WASH. POST (Apr. 25, 2020, 6:25 PM), https://www.washingtonpost.com/national-security/trump-expands-battle-with-world-health-organization-far-beyond-aid-suspension/2020/04/25/72c754e6-856e-11ea-9728-c74380d9d410_story.html. Reporting also indicates that State Department informed

but is not limited to instructions of senior leadership regarding the review of funding to the WHO, as well as the appropriations documents (including the use of footnotes) or any other mechanism used to officially pause the funding.

Please provide all responsive records from March 1, 2020, through the date the search is conducted.

American Oversight believes that your agency is best positioned to determine where responsive records may reside. However, at a minimum, we believe a search for responsive records should include the immediate front offices of the following: the Office of the Secretary and Executive Secretariat, the Office of the White House Liaison, the Office of the Under Secretary for Management, the Office of the Legal Advisor, the Office of U.S. Foreign Assistance Resources, the Bureau of International Organizations, and the Office of the Global Aids Coordinator.

Fee Waiver Request

In accordance with 5 U.S.C. § 552(a)(4)(A)(iii) and your agency's regulations, American Oversight requests a waiver of fees associated with processing this request for records. The subject of this request concerns the operations of the federal government, and the disclosures will likely contribute to a better understanding of relevant government procedures by the general public in a significant way. Moreover, the request is primarily and fundamentally for non-commercial purposes.

American Oversight requests a waiver of fees because disclosure of the requested information is "in the public interest because it is likely to contribute significantly to public understanding of operations or activities of the government."⁸ The public has a significant interest in the federal government's support of and relationship with the WHO,

USAID that Pompeo instructed State and USAID officials "to identify and utilize alternative implementers for foreign assistance beyond the WHO." Therefore, responsive records produced by the State Department and/or USAID should include, at a minimum, a copy of this instruction. See Nahal Toosi, *Trump Hobbles Foreign Aid as Coronavirus Rips Around the World*, POLITICO (Apr. 15, 2020, 4:21 PM),

<https://www.politico.com/news/2020/04/15/trump-foreign-aid-coronavirus-188659>.

Separate reporting as of early April indicates that agencies and departments were asked to obtain higher-level approval before sending additional funds to the WHO this fiscal year. Therefore, responsive records produced by State also may include, at a minimum, a copy of this instruction as well as any approvals or disapprovals of funding to the WHO. See Nahal Toosi & Dan Diamond, *Trump Team Ramps Up Scrutiny of Funds to WHO*, POLITICO (Apr. 9, 2020, 2:54 PM), <https://www.politico.com/news/2020/04/09/who-funding-trump-pompeo-177852>.

⁸ 5 U.S.C. § 552(a)(4)(A)(iii).

the world's leading international public health organization. Records with the potential to shed light on this matter would contribute significantly to public understanding of operations of the federal government, including the factual and legal analyses behind the administration's unilateral funding halt, how this halt is being effectuated, and how the funds are being repurposed. These issues are of particular concern given the WHO's role in combatting the ongoing coronavirus pandemic, such as by conducting vaccine trials and distributing test kits,⁹ as well as the outstanding questions regarding the legality of the administration's actions.¹⁰ American Oversight is committed to transparency and makes the responses agencies provide to FOIA requests publicly available, and the public's understanding of the government's activities would be enhanced through American Oversight's analysis and publication of these records.

This request is primarily and fundamentally for non-commercial purposes.¹¹ As a 501(c)(3) nonprofit, American Oversight does not have a commercial purpose and the release of the information requested is not in American Oversight's financial interest. American Oversight's mission is to promote transparency in government, to educate the public about government activities, and to ensure the accountability of government officials. American Oversight uses the information gathered, and its analysis of it, to educate the public through reports, press releases, or other media. American Oversight also makes materials it gathers available on its public website and promotes their availability on social media platforms, such as Facebook and Twitter.¹²

American Oversight has also demonstrated its commitment to the public disclosure of documents and creation of editorial content through numerous substantive analyses posted to its website.¹³ Examples reflecting this commitment to the public disclosure of documents and the creation of editorial content include the posting of records related to an ethics waiver received by a senior Department of Justice attorney and an analysis of what those records demonstrated regarding the Department's process for issuing such waivers;¹⁴ posting records received as part of American Oversight's "Audit the Wall"

⁹ See, e.g., Torbati, *supra* note 6; Ollstein, *supra* note 3.

Trump Halts Funding to World Health Organization, POLITICO (Apr. 14, 2020, 9:22 PM), <https://www.politico.com/news/2020/04/14/trump-world-health-organization-funding-186786>.

¹⁰ Emma, *supra* note 5.

¹¹ See 5 U.S.C. § 552(a)(4)(A)(iii).

¹² American Oversight currently has approximately 15,500 page likes on Facebook and 102,200 followers on Twitter. American Oversight, FACEBOOK, <https://www.facebook.com/weareoversight/> (last visited May 5, 2020); American Oversight (@weareoversight), TWITTER, <https://twitter.com/weareoversight> (last visited May 5, 2020).

¹³ News, AMERICAN OVERSIGHT, <https://www.americanoversight.org/blog>.

¹⁴ *DOJ Records Relating to Solicitor General Noel Francisco's Recusal*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/document/doj-civil-division-response-noel-francisco-compliance>; *Francisco & the Travel Ban: What We Learned from the DOJ Documents*, AMERICAN

project to gather and analyze information related to the administration’s proposed construction of a barrier along the U.S.-Mexico border, and analyses of what those records reveal;¹⁵ posting records regarding potential self-dealing at the Department of Housing & Urban Development and related analysis;¹⁶ posting records and analysis relating to the federal government’s efforts to sell nuclear technology to Saudi Arabia;¹⁷ and posting records and analysis regarding the Department of Justice’s decision in response to demands from Congress to direct a U.S. Attorney to undertake a wide-ranging review and make recommendations regarding criminal investigations relating to the President’s political opponents and allegations of misconduct by the Department of Justice itself and the Federal Bureau of Investigation.¹⁸

Accordingly, American Oversight qualifies for a fee waiver.

Guidance Regarding the Search & Processing of Requested Records

In connection with its request for records, American Oversight provides the following guidance regarding the scope of the records sought and the search and processing of records:

- Please search all locations and systems likely to have responsive records, regardless of format, medium, or physical characteristics. For instance, if the request seeks “communications,” please search all locations likely to contain communications, including relevant hard-copy files, correspondence files, appropriate locations on hard drives and shared drives, emails, text messages or other direct messaging systems (such as iMessage, WhatsApp, Signal, or Twitter direct messages), voicemail messages, instant messaging systems such as Lync or ICQ, and shared messages systems such as Slack.

OVERSIGHT, <https://www.americanoversight.org/francisco-the-travel-ban-what-we-learned-from-the-doj-documents>.

¹⁵ See generally *Audit the Wall*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/investigation/audit-the-wall>; see, e.g., *Border Wall Investigation Report: No Plans, No Funding, No Timeline, No Wall*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/border-wall-investigation-report-no-plans-no-funding-no-timeline-no-wall>.

¹⁶ *Documents Reveal Ben Carson Jr.’s Attempts to Use His Influence at HUD to Help His Business*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/documents-reveal-ben-carson-jr-s-attempts-to-use-his-influence-at-hud-to-help-his-business>.

¹⁷ *Investigating the Trump Administration’s Efforts to Sell Nuclear Technology to Saudi Arabia*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/investigating-the-trump-administrations-efforts-to-sell-nuclear-technology-to-saudi-arabia>.

¹⁸ *Sessions’ Letter Shows DOJ Acted on Trump’s Authoritarian Demand to Investigate Clinton*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/sessions-letter>.

- In conducting your search, please understand the terms “record,” “document,” and “information” in their broadest sense, to include any written, typed, recorded, graphic, printed, or audio material of any kind. We seek records of any kind, including electronic records, audiotapes, videotapes, and photographs, as well as letters, emails, facsimiles, telephone messages, voice mail messages, and transcripts, notes, or minutes of any meetings, telephone conversations, or discussions.
- Our request for records includes any attachments to those records or other materials enclosed with those records when they were previously transmitted. To the extent that an email is responsive to our request, our request includes all prior messages sent or received in that email chain, as well as any attachments to the email.
- Please search all relevant records or systems containing records regarding agency business. Do not exclude records regarding agency business contained in files, email accounts, or devices in the personal custody of your officials, such as personal email accounts or text messages. Records of official business conducted using unofficial systems or stored outside of official files are subject to the Federal Records Act and FOIA.¹⁹ It is not adequate to rely on policies and procedures that require officials to move such information to official systems within a certain period of time; American Oversight has a right to records contained in those files even if material has not yet been moved to official systems or if officials have, by intent or through negligence, failed to meet their obligations.²⁰
- Please use all tools available to your agency to conduct a complete and efficient search for potentially responsive records. Agencies are subject to government-wide requirements to manage agency information electronically,²¹ and many agencies have adopted the National Archives and Records Administration (NARA) Capstone program, or similar policies. These systems provide options for searching emails and other electronic records in a manner that is reasonably likely to be more complete than just searching individual custodian files. For example, a custodian may have deleted a responsive email from his or her email program, but your agency’s archiving tools may capture that email under Capstone. At the same

¹⁹ See *Competitive Enter. Inst. v. Office of Sci. & Tech. Policy*, 827 F.3d 145, 149–50 (D.C. Cir. 2016); cf. *Judicial Watch, Inc. v. Kerry*, 844 F.3d 952, 955–56 (D.C. Cir. 2016).

²⁰ See *Competitive Enter. Inst. v. Office of Sci. & Tech. Policy*, No. 14-cv-765, slip op. at 8 (D.D.C. Dec. 12, 2016).

²¹ Presidential Memorandum—Managing Government Records, 76 Fed. Reg. 75,423 (Nov. 28, 2011), <https://obamawhitehouse.archives.gov/the-press-office/2011/11/28/presidential-memorandum-managing-government-records>; Office of Mgmt. & Budget, Exec. Office of the President, Memorandum for the Heads of Executive Departments & Independent Agencies, “Managing Government Records Directive,” M-12-18 (Aug. 24, 2012), <https://www.archives.gov/files/records-mgmt/m-12-18.pdf>.

time, custodian searches are still necessary; agencies may not have direct access to files stored in .PST files, outside of network drives, in paper format, or in personal email accounts.

- In the event some portions of the requested records are properly exempt from disclosure, please disclose any reasonably segregable non-exempt portions of the requested records. If a request is denied in whole, please state specifically why it is not reasonable to segregate portions of the record for release.
- Please take appropriate steps to ensure that records responsive to this request are not deleted by the agency before the completion of processing for this request. If records potentially responsive to this request are likely to be located on systems where they are subject to potential deletion, including on a scheduled basis, please take steps to prevent that deletion, including, as appropriate, by instituting a litigation hold on those records.

Conclusion

If you have any questions regarding how to construe this request for records or believe that further discussions regarding search and processing would facilitate a more efficient production of records of interest to American Oversight, please do not hesitate to contact American Oversight to discuss this request. American Oversight welcomes an opportunity to discuss its request with you before you undertake your search or incur search or duplication costs. By working together at the outset, American Oversight and your agency can decrease the likelihood of costly and time-consuming litigation in the future.

Where possible, please provide responsive material in an electronic format by email. Alternatively, please provide responsive material in native format or in PDF format on a USB drive. Please send any responsive material being sent by mail to American Oversight, 1030 15th Street NW, Suite B255, Washington, DC 20005. If it will accelerate release of responsive records to American Oversight, please also provide responsive material on a rolling basis.

We share a common mission to promote transparency in government. American Oversight looks forward to working with your agency on this request. If you do not understand any part of this request, please contact Christine H. Monahan at foia@americanoversight.org

or (202) 869-5244. Also, if American Oversight's request for a fee waiver is not granted in full, please contact us immediately upon making such a determination.

Sincerely,

A handwritten signature in blue ink, appearing to read 'MS', is positioned above the typed name.

Melanie Sloan
Senior Advisor
American Oversight