



August 11, 2016

VIA ELECTRONIC MAIL

Ryan Witt  
BLM FOIA Officer  
1849 C. Street NW, Rm 2134LM  
Washington, DC 20240  
(202) 912-7562  
[rwitt@blm.gov](mailto:rwitt@blm.gov)

Re: Freedom of Information Act Request: Federal Oil and Gas Lease Sale Protesters

Dear FOIA Officer:

This is a request under the Freedom of Information Act, 5 U.S.C. § 552, *as amended* (“FOIA”), from the Center for Biological Diversity (“Center”), a non-profit organization that works to secure a future for all species hovering on the brink of extinction through science, law, and creative media, and to fulfill the continuing educational goals of its membership and the general public in the process.

As part of its mission, the Center advocates that federal land management agencies and others keep fossil fuels in the ground to help the U.S. attain its climate change objectives and preserve a livable future on our planet. It has recently come to light that the Bureau of Land Management (“BLM”) in conjunction with local law enforcement and oil and gas industry staff and contractors monitored and even spied upon environmental organizations participating in the Keep It in the Ground campaign. This FOIA request seeks records related to BLM’s role in these events.

REQUESTED RECORDS

The Center requests all records that discuss: monitoring of protests or protesters of federal oil and gas lease sales; plans for responding to, participating in, or monitoring protests or protesters of federal oil and gas lease sales; and/or actual public protests or protesters of federal oil and gas lease sales, including but not limited to internal correspondence and correspondence with cooperating and/or external agencies (including but not limited to local, state, and federal law enforcement), industry, and/or consultants thereof.

Specifically, the Center requests the above-described records in connection with all onshore and offshore federal oil and gas lease sales that were planned and/or conducted since August 2015, including but not limited to the following:

| <u>Year</u> | <u>Date</u> | <u>Agency</u> | <u>Location</u>    |
|-------------|-------------|---------------|--------------------|
| 2015        | NOV 12      | BLM           | Lakewood, CO       |
| 2015        | NOV 16      | BLM           | Salt Lake City, UT |
| 2016        | FEB 11      | BLM           | Lakewood, CO       |
| 2016        | FEB 16      | BLM           | Salt Lake City, UT |
| 2016        | MAR 8       | BLM           | Milwaukee, WI      |
| 2016        | MAR 23      | BOEM          | New Orleans, LA    |
| 2016        | APR 20      | BLM           | Santa Fe, NM       |
| 2016        | MAY 3       | BLM           | Cheyenne, WY       |
| 2016        | MAY 12      | BLM           | Lakewood, CO       |
| 2016        | May 17      | BLM           | Salt Lake City, UT |
| 2016        | June 14     | BLM           | Reno, NV           |
| 2016        | June 16     | BLM           | Washington, DC     |
| 2016        | July 12     | BLM           | MT                 |
| 2016        | July 20     | BLM           | Santa Fe, NM       |

For purposes of this request, “records” is consistent with the meaning of the term under FOIA. This includes, but is not limited to, documents of any kind including electronic as well as paper documents, e-mails, writings (handwritten, typed, electronic or otherwise produced, reproduced or stored), correspondence, letters, memoranda, reports, consultations, papers, studies, notes, field notes, recordings, telephone conversation recordings, voice mails, telephone logs, messages, instant messages, G-chats, text messages, chats, telefaxes, data, data bases, drawings, surveys, graphs, charts, photographs, videos, meeting notes or minutes, electronic and magnetic recordings of meetings, maps, GIS layers, GPS, UTM, LiDAR, CDs, and any other compilations of data from which information can be obtained.

All of the foregoing is included in this request if it is in BLM’s possession and control. If such records are no longer under the control of BLM but were at any time, please refer this request to the relevant federal agency or agencies.

Please be advised that the Center sends this request to the Washington, D.C., headquarters for BLM and also to the Bureau of Ocean Energy Management and the following BLM State and/or Field Offices: Colorado State Office, Eastern States Office, Montana State Office, Nevada State Office, New Mexico State Office, Utah State Office, and Wyoming State Office.

This request is not meant to be exclusive of any other records that, although not specially requested, have a reasonable relationship to the subject matter of this request. If you or your office have destroyed or determine to withhold any records that could be reasonably construed to be responsive to this request, I ask that you indicate this fact and the reasons therefore in your response.

Should you decide to invoke a FOIA exemption, please include in your letter sufficient information for us to appeal. Please include a detailed ledger which includes:

1. Basic factual material about each withheld item, including the originator, date, length, general subject matter, and location of each item; and
2. Complete explanations and justifications for the denial, including the identification of the category within the governing statutory provision under which the record (or portion thereof) was withheld and a full explanation of how each exemption fits the withheld material. Such statements will be helpful in deciding whether to appeal an adverse determination. Your written justification may help to avoid litigation.

If you determine that portions of the records requested are exempt from disclosure, we request that you: (1) identify each such record with specificity (including date, author, recipient, and parties copied); (2) explain in full the basis for withholding responsive material; and (3) segregate the exempt portions and mail the remaining records to my attention at the address below location within the statutory time limit. 5 U.S.C. § 552(b).

The Center is willing to receive records on a rolling basis.

#### FORMAT OF REQUESTED RECORDS

Under FOIA, you are obligated to provide records in a readily-accessible electronic format and in the format requested. *See, e.g.*, 5 U.S.C. § 552(a)(3)(B) (“In making any record available to a person under this paragraph, an agency shall provide the record in any form or format requested by the person if the record is readily reproducible by the agency in that form or format.”). “Readily-accessible” means text-searchable and OCR-formatted. *See* 5 U.S.C. § 552(a)(3)(B). Please provide all records in a readily-accessible, electronic .pdf format. Additionally, please provide the records either in (1) load-ready format with a CSV file index or excel spreadsheet, or if that is not possible; (2) in .pdf format, without any “profiles” or “embedded files.” Profiles and embedded files within files are not readily-accessible. *Please do not provide the records in a single, or “batched,” .pdf file.* We appreciate the inclusion of an index.

#### RECORD DELIVERY

We appreciate your help in expeditiously obtaining a determination on the requested records. As mandated in FOIA, we anticipate a reply within 20 working days. 5 U.S.C. § 552(a)(6)(A)(i); 5 C.F.R. § 1303.10(c). Failure to comply within the statutory timeframe may result in the Center taking additional steps to ensure timely receipt of the requested materials. Please provide a complete reply as expeditiously as possible. You may email or mail copies of the requested records to:

Margaret E. Townsend  
Center for Biological Diversity  
P.O. Box 11374  
Portland, OR 97211  
mtownsend@biologicaldiversity.org

If you find that this request is unclear, or if the responsive records are voluminous, please call me at (971) 717-6409 to discuss the scope of this request.

### REQUEST FOR FEE WAIVER

FOIA was designed to provide citizens a broad right to access government records. FOIA's basic purpose is to "open agency action to the light of public scrutiny," with a focus on the public's "right to be informed about what their government is up to." *U.S. Dep't of Justice v. Reporters Comm. for Freedom of Press*, 489 U.S. 749, 773-74 (1989) (internal quotation and citations omitted). In order to provide public access to this information, FOIA's fee waiver provision requires that "[d]ocuments shall be furnished without any charge or at a [reduced] charge," if the request satisfies the standard. 5 U.S.C. § 552(a)(4)(A)(iii). FOIA's fee waiver requirement is "liberally construed." *Judicial Watch, Inc. v. Rossotti*, 326 F.3d 1309, 1310 (D.C. Cir. 2003); *Forest Guardians v. U.S. Dept. of Interior*, 416 F.3d 1173, 1178 (10th Cir. 2005).

The fee waiver amendments of 1986 were designed specifically to provide non-profit organizations such as the Center access to government records without paying fees. Indeed, FOIA's fee waiver provision was intended "to prevent government agencies from using high fees to discourage certain types of requesters and requests," which are "consistently associated with requests from journalists, scholars, and *non-profit public interest groups*." *Ettlinger v. FBI*, 596 F.Supp. 867, 872 (D. Mass. 1984) (emphasis added). As one Senator stated, "[a]gencies should not be allowed to use fees as an offensive weapon against requesters seeking access to Government information ... ." 132 Cong. Rec. S. 14298 (statement of Senator Leahy).

#### I. The Center Qualifies for a Fee Waiver.

Under FOIA, a party is entitled to a fee waiver when "disclosure of the information is in the public interest because it is likely to contribute significantly to public understanding of the operations or activities of the [Federal] government and is not primarily in the commercial interest of the requester." 5 U.S.C. § 552(a)(4)(A)(iii). BLM FOIA regulations at 43 C.F.R. § 2.19(b) establish the same standard.

Thus, BLM must consider four factors to determine whether a request is in the public interest: (1) whether the subject of the requested records concerns "the operations or activities of the Federal government," (2) whether the disclosure is "likely to contribute" to an understanding of government operations or activities, (3) whether the disclosure "will contribute to public understanding" of a reasonably-broad audience of persons interested in the subject, and (4) whether the disclosure is likely to contribute "significantly" to public understanding of government operations or activities. 43 C.F.R. § 2.48(a)(1) – (4). As shown below, the Center meets each of these factors.

A. The Subject of This Request Concerns “The Operations and Activities of the Government.”

The subject matter of this request concerns the operations and activities of BLM. This request asks for all records that discuss: monitoring of protests or protesters of federal oil and gas lease sales; plans for responding to, participating in, or monitoring protests or protesters of federal oil and gas lease sales; and/or actual public protests or protesters of federal oil and gas lease sales, including but not limited to internal correspondence and correspondence with cooperating and/or external agencies (including but not limited to local, state, and federal law enforcement), industry, and/or consultants thereof.

Specifically, the Center requests the above-described records in connection with all onshore and offshore federal oil and gas lease sales that were planned and/or conducted since August 2015, including but not limited to the following:

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This FOIA will provide the Center and the public with crucial insight into whether and to what extent government agencies are monitoring and collecting information on public protests, protesters of federal oil and gas lease sales, and the Keep It in the Ground campaign and its member organizations. These monitoring activities, as well as the management and execution of federal oil and gas lease sales, are specific and identifiable activities of the government, in this case the executive branch agency, BLM. *Judicial Watch*, 326 F.3d at 1313 (“[R]easonable specificity is all that FOIA requires with regard to this factor”) (internal quotations omitted). Thus, the Center meets this factor.

B. Disclosure is “Likely to Contribute” to an Understanding of Government Operations or Activities.

The requested records are meaningfully informative about government operations or activities and will contribute to an increased understanding of those operations and activities by the public.

Disclosure of the requested records will allow the Center to convey to the public information about the methods that BLM and local, state, and federal law enforcement agencies use to monitor the public and in particular individuals and organizations opposed to federal oil and gas leasing. Once the information is made available, the Center will analyze it and present it to its 1.1 million members and online activists and the general public in a manner that will meaningfully enhance the public's understanding of whether and to what extent government agencies are monitoring and collecting information on the public, on protests, on protesters of federal oil and gas lease sales, and on the Keep It in the Ground campaign and its member organizations.

Thus, the requested records are likely to contribute to an understanding of BLM operations and activities.

C. Disclosure of the Requested Records Will Contribute to a Reasonably Broad Audience of Interested Persons' Understanding of Whether and to What Extent Government Agencies Are Monitoring and Collecting Information on the Public, on Protests and Protesters of Federal Oil and Gas Lease Sales, and the Keep It in the Ground Campaign Member Organizations.

The requested records will contribute to public understanding of the extent to which BLM and local, state, and federal law enforcement agencies are monitoring the public, protesters of oil and gas lease sales, and entities associated with the Keep It in the Ground campaign. As explained above, the records will contribute to public understanding of whether and to what extent government agencies are monitoring and collecting information on the public, on protests and protesters of federal oil and gas lease sales, and on entities participating in the Keep It in the Ground campaign. This topic is of interest to a reasonably broad segment of the public as in entails the government singling out certain entities for monitoring. The Center will use the information it obtains from the disclosed records to educate the public at large about the methods that BLM and local, state, and federal law enforcement agencies use to monitor the public and the rationales put forth for these activities. *See W. Watersheds Proj. v. Brown*, 318 F.Supp.2d 1036, 1040 (D. Idaho 2004) (“... find[ing] that WWP adequately specified the public interest to be served, that is, educating the public about the ecological conditions of the land managed by the BLM and also how ... management strategies employed by the BLM may adversely affect the environment.”).

Through the Center's synthesis and dissemination (by means discussed in Section II, below), disclosure of information contained in and gleaned from the requested records will contribute to a broad audience of persons who are interested in the subject matter. *Ettlinger v. FBI*, 596 F.Supp. at 876 (benefit to a population group of some size distinct from the requester alone is sufficient); *Carney v. Dep't of Justice*, 19 F.3d 807, 815 (2d Cir. 1994), *cert. denied*, 513 U.S. 823 (1994) (applying “public” to require a sufficient “breadth of benefit” beyond the requester's own interests); *Cnty. Legal Servs. v. Dep't of Hous. & Urban Dev.*, 405 F.Supp.2d 553, 557 (E.D. Pa. 2005) (in granting fee waiver to community legal group, court noted that while the requester's “work by its nature is unlikely to reach a very general audience,” “there is a segment of the public that is interested in its work”).

Indeed, the public does not currently have an ability to evaluate the requested records, which concern the methods that BLM and local, state, and federal law enforcement agencies use to monitor the public and participants in the Keep It in the Ground campaign, because these records are not currently in the public domain. *See Cmty. Legal Servs. v. HUD*, 405 F.Supp.2d 553, 560 (D. Pa. 2005) (because requested records “clarify important facts” about agency policy, “the CLS request would likely shed light on information that is new to the interested public.”). As the Ninth Circuit observed in *McClellan Ecological Seepage Situation v. Carlucci*, 835 F.2d 1282, 1286 (9th Cir. 1987), “[FOIA] legislative history suggests that information [has more potential to contribute to public understanding] to the degree that the information is new and supports public oversight of agency operations... .”<sup>1</sup>

Disclosure of these records is not only “likely to contribute,” but is certain to contribute, to public understanding of whether and to what extent government agencies are monitoring and collecting information on the public, public protests and protesters of federal oil and gas lease sales, and the Keep It in the Ground campaign. The public is always well served when it knows how the government conducts its activities, particularly matters touching on public protest and first amendment rights. Hence, there can be no dispute that disclosure of the requested records to the public will educate the public about the methods that BLM and local, state, and federal law enforcement agencies use to monitor the public in protests of federal oil and gas lease sales.

D. Disclosure is Likely to Contribute Significantly to Public Understanding of Government Operations or Activities.

The Center is not requesting these records merely for their intrinsic informational value. Disclosure of the requested records will significantly enhance the public’s understanding of whether and to what extent government agencies are monitoring and collecting information on the public, on protests and protesters of federal oil and gas lease sales and the Keep It in the Ground campaign, as compared to the level of public understanding that exists prior to the disclosure. Indeed, public understanding will be *significantly* increased as a result of disclosure because the requested records will help reveal more about the methods that BLM and local, state, and federal law enforcement agencies use to monitor these entities.

The records are also certain to shed light on BLM’s compliance with federal laws and the constitution. Such public oversight of agency action is vital to our democratic system and clearly envisioned by the drafters of the FOIA. Thus, the Center meets this factor as well.

II. The Center has a Demonstrated Ability to Disseminate the Requested Information Broadly.

The Center is a non-profit organization that informs, educates, and counsels the public regarding environmental issues, policies, and laws relating to environmental issues. The Center has been

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<sup>1</sup> In this connection, it is immaterial whether any portion of the Center’s request may currently be in the public domain because the Center requests considerably more than any piece of information that may currently be available to other individuals. *See Judicial Watch*, 326 F.3d at 1315.

substantially involved in the activities of numerous government agencies for over 25 years, and has consistently displayed its ability to disseminate information granted to it through FOIA.

In consistently granting the Center's fee-waivers, agencies have recognized: (1) that the information requested by the Center contributes significantly to the public's understanding of the government's operations or activities; (2) that the information enhances the public's understanding to a greater degree than currently exists; (3) that the Center possesses the expertise to explain the requested information to the public; (4) that the Center possesses the ability to disseminate the requested information to the general public; (5) and that the news media recognizes the Center as an established expert in the field of imperiled species, biodiversity, and impacts on protected species. The Center's track record of active participation in oversight of governmental activities and decisionmaking, and its consistent contribution to the public's understanding of those activities as compared to the level of public understanding prior to disclosure are well established.

The Center intends to use the records requested here similarly. The Center's work appears in more than 2,000 news stories online and in print, radio and TV per month, including regular reporting in such important outlets as *The New York Times*, *Washington Post*, and *Los Angeles Times*. Many media outlets have reported about protests of federal oil and gas lease sales, utilizing information obtained by the Center from federal agencies including BLM. Last year, more than 1.5 million people visited the Center's extensive website, viewing a total of more than 5.7 million pages. The Center sends out more than 350 email newsletters and action alerts per year to more than 1.1 million members and supporters. Three times a year, the Center sends printed newsletters to more than 50,000 members. More than 100,000 people have "liked" the Center on Facebook, and there are regular postings regarding protests of federal oil and gas lease sales. The Center also regularly tweets to more than 40,000 followers on Twitter. The Center intends to use any or all of these far-reaching media outlets to share with the public information obtained as a result of this request. Moreover, the requested information will be shared with other members of the Keep It in the Ground campaign who are also just as likely to disseminate this information to their members and activists.

Public oversight and enhanced understanding of BLM's duties is absolutely necessary. In determining whether disclosure of requested information will contribute significantly to public understanding, a guiding test is whether the requester will disseminate the information to a reasonably-broad audience of persons interested in the subject. *Carney v U.S. Dept. of Justice*, 19 F.3d 807 (2nd Cir. 1994). The Center need not show how it intends to distribute the information, because "[n]othing in FOIA, the [agency] regulation, or our case law require[s] such pointless specificity." *Judicial Watch*, 326 F.3d at 1314. It is sufficient for the Center to show how it distributes information to the public generally. *Id.*

### III. Obtaining the Requested Records is of No Commercial Interest to the Center.

Access to government records, disclosure forms, and similar materials through FOIA requests is essential to the Center's role of educating the general public. Founded in 1994, the Center is a 501(c)(3) nonprofit conservation organization (EIN: 27-3943866) with more than 1 million members and online activists dedicated to the protection of endangered and threatened species



and wild places. The Center has no commercial interest and will realize no commercial benefit from the release of the requested records.

IV. Conclusion

For all of the foregoing reasons, the Center qualifies for a full fee-waiver. We hope that BLM will immediately grant this fee waiver request and begin to search and disclose the requested records without any unnecessary delays.

If you have any questions, please contact me at (971) 717-6409 or [foia@biologicaldiversity.org](mailto:foia@biologicaldiversity.org). All records and any related correspondence should be sent to my attention at the address below.

Sincerely,

A handwritten signature in black ink that reads "Margaret E. Townsend". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

Margaret E. Townsend  
Open Government Staff Attorney  
CENTER FOR BIOLOGICAL DIVERSITY  
P.O. Box 11374  
Portland, OR 97211-0374  
[foia@biologicaldiversity.org](mailto:foia@biologicaldiversity.org)