

United States District Court
Northern District of California

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UNITED STATES DISTRICT COURT
NORTHERN DISTRICT OF CALIFORNIA

STATE OF CALIFORNIA, et al.,
Plaintiffs,

v.

WILBUR ROSS, et al.,
Defendants.

CITY OF SAN JOSE, et al.,
Plaintiffs,

v.

WILBUR L. ROSS, et al.,
Defendants.

Case No. [18-cv-01865-RS](#)
[18-cv-02279-RS](#)

**ORDER DENYING MOTIONS FOR
SUMMARY JUDGMENT AND FOR
PARTIAL SUMMARY JUDGMENT**

I. INTRODUCTION

This action, comprising two related cases, arises from the U.S. Census Bureau’s decision to include a question regarding citizenship status on the 2020 decennial census questionnaire. The plaintiffs in these two related cases contend the decision to include this question violated the Constitution and the Administrative Procedure Act (“APA”). Plaintiffs in Case No. 18-cv-1865 are the State of California, the County of Los Angeles, the City of Los Angeles, the City of Fremont, the City of Long Beach, the City of Oakland, the City of Stockton, and the Los Angeles Unified School District (collectively, “California Plaintiffs”). Plaintiffs in Case No. 18-cv-2279

1 are the City of San Jose and the Black Alliance for Just Immigration (“BAJI”) (collectively, “San
2 Jose Plaintiffs”).¹ Defendants in both matters are Wilbur Ross, in his official capacity as Secretary
3 of the U.S. Department of Commerce; the U.S. Department of Commerce; Ron Jarmin, in his
4 official capacity as Acting Director of the U.S. Census Bureau; and the U.S. Census Bureau.

5 Defendants now move for summary judgment with respect to all claims asserted against
6 them. The San Jose Plaintiffs move for partial summary judgment with respect to their APA claim.
7 For the reasons set forth below, these motions are denied.

8 II. BACKGROUND

9 The factual background of this case is set forth in the Order Denying Motion to Dismiss,
10 issued on August 17, 2018.

11 III. LEGAL STANDARD

12 Under the Federal Rules of Civil Procedure, a court must grant a motion for summary
13 judgment if, viewing the evidence in the light most favorable to the non-moving party, there is no
14 genuine dispute of material fact and the movant is entitled to judgment as a matter of law. Fed. R.
15 Civ. P. 56(a); *Valandingham v. Bojorquez*, 866 F.2d 1135, 1137 (9th Cir. 1989). When making
16 this evaluation, courts must draw all reasonable inferences in favor of the non-moving party.
17 *Masson v. New Yorker Magazine, Inc.*, 501 U.S. 496, 520-21 (1991). While summary judgment is
18 often an appropriate mechanism for deciding claims arising under the APA, *Ctr. for Envtl. Health*
19 *v. McCarthy*, 192 F. Supp. 3d 1036, 1040 (N.D. Cal. 2016), this is not the case where resolution of
20 a claim requires credibility determinations or inferences in favor of the moving party. *See Fuller v.*
21 *Idaho Dep't of Corr.*, 865 F.3d 1154, 1165 (9th Cir. 2017); *see also Buffalo Cent. Terminal v.*
22 *United States*, 886 F. Supp. 1031, 1047-48 (W.D.N.Y. 1995) (refusing to grant summary judgment
23 on an APA claim because of credibility issues related to bad faith and pretext).

24
25
26 ¹ There is substantial overlap in the arguments presented by the San Jose Plaintiffs and the
27 California Plaintiffs. Accordingly, certain portions of this order will treat Plaintiffs arguments
28 jointly.

1 **IV. DISCUSSION**

2 The motions for summary judgment in this matter revolve around three questions: (1)
3 whether Plaintiffs have standing, (2) whether Defendants are entitled to summary judgment with
4 respect to the Enumeration Clause claim, and (3) whether either Defendants or the San Jose
5 Plaintiffs are entitled to summary judgment with respect to the APA claim.

6 **A. Standing**

7 To establish standing under Article III of the Constitution, a plaintiff must show (1) it has
8 suffered an “injury in fact,” (2) the injury is “fairly traceable to” the challenged action, and (3) the
9 injury would be redressed by a favorable decision. *Friends of the Earth, Inc. v. Laidlaw Envtl.*
10 *Servs. (TOC), Inc.*, 528 U.S. 167, 180-81 (2000). As the party invoking federal jurisdiction, the
11 plaintiff bears the burden of establishing all three requirements. *Lujan v. Defs. of Wildlife*, 504
12 U.S. 555, 561 (1992). Furthermore, plaintiffs may not rest upon mere allegations at the summary
13 judgment stage, but must “set forth by affidavit or other evidence specific facts” that support a
14 finding of standing. *Id.* These facts are presumed to be true at the summary judgment stage but
15 may be challenged at trial. *Id.*

16 **1. Injury in Fact**

17 To establish injury in fact, a plaintiff must demonstrate it “has sustained or is immediately
18 in danger of sustaining a direct injury” as a result of the challenged action. *Spokeo, Inc. v. Robins*,
19 136 S. Ct. 1540, 1552 (2016) (quotation omitted). This injury or threat of injury must be “concrete
20 and particularized” rather than conjectural or hypothetical. *Lujan*, 504 U.S. at 560. Thus, where
21 standing is based upon an alleged future injury, the plaintiff must demonstrate a substantial risk
22 the harm will occur. *See Clapper v. Amnesty Int’l USA*, 568 U.S. 398, 409 (2013); *Monsanto Co.*
23 *v. Geertson Seed Farms*, 561 U.S. 139, 153 (2010).

24 *a. Injury to the California Plaintiffs*

25 The California Plaintiffs argue the inclusion of the citizenship question on the census will
26 artificially depress the population count in California, resulting in a loss of federal funding and a
27 decrease in the state’s congressional apportionment. According to Defendants, however, the
28 Census Bureau’s “extensive procedures” for contacting non-responding households will prevent

1 any undercount from occurring. Defs.’ Mot. Summ. J. 9. For example, households that do not
2 initially respond receive follow-up mailings encouraging them to fill out the questionnaire.
3 Households that still fail to respond are assigned an enumerator who physically visits the
4 household to conduct an interview. If these efforts are unsuccessful, the Census Bureau attempts
5 to contact a nearby proxy, such as a neighbor, to determine how many people live in the non-
6 responding household. Finally, if all else fails, the Bureau will attempt to impute the number of
7 persons in non-responding households by referring to administrative records.

8 Defendants further argue that, even if an undercount were to occur, it would not materially
9 affect either apportionment or federal funding. According to defense expert Stuart Gurrea,
10 assuming the Bureau’s non-response follow up (“NRFU”) operations are as successful in 2020 as
11 they were in 2010, California’s apportionment would not change even if the self-response rates
12 dropped significantly. Gurrea also estimates California’s federal funding would decline by no
13 more than 0.01 percent under such circumstances. According to Defendants, this loss of funding is
14 insufficient to establish injury in fact.

15 The California Plaintiffs respond by pointing to empirical research by expert Matthew
16 Barreto showing that between 7.1 and 9.7 percent of the nationwide population will not respond as
17 a result of the citizenship question. Decl. Barreto ¶ 19. Barreto estimates the drop-off rate in
18 California would be even higher—between 12.3 and 18 percent. *Id.* ¶ 20. Furthermore, the Census
19 Bureau itself conservatively estimated that inclusion of the citizenship question would result in a
20 5.8 percent decline in self-reporting in households with at least one non-citizen relative to all-
citizen households.

21 The California Plaintiffs also point to expert testimony that the Census Bureau’s NRFU
22 procedures and use of administrative imputation will not mitigate the differential response rates
23 between citizens and non-citizens, and may in fact exacerbate this differential. The California
24 Plaintiffs note, and Defendants do not dispute, that the Census Bureau’s NRFU procedures have
25 historically been less effective in reaching immigrant and non-citizen populations. Furthermore,
26 administrative records are less likely to exist for non-citizens, thereby perpetuating a systematic
27 undercount of this population. Abowd Dep. (Oct. 12, 2018) 255:2-8; O’Muirheartaigh Decl. 14-

1 15.

2 Finally, the California Plaintiffs proffer expert testimony that any undercount of
 3 California’s population relative to the rest of the country will result in a loss of federal funding to
 4 the state. Defendants attempt to minimize this injury by referring to expert testimony that
 5 California would suffer only a 0.01 percent loss in federal funding, which amounts to
 6 approximately \$215,000. “For standing purposes,” however, “a loss of even a small amount of
 7 money is ordinarily an injury.” *Czyzewski v. Jevic Holding Corp.*, 137 S. Ct. 973, 983 (2017)
 8 (quotation marks omitted).

9 In sum, Plaintiffs’ evidence, taken as true for the purposes of summary judgment, is
 10 sufficient to establish injury with respect to the State of California, and therefore with respect to
 11 the California Plaintiffs generally. *See Leonard v. Clark*, 12 F.3d 885, 888 (9th Cir. 1994)
 12 (explaining that “once the court determines that one of the plaintiffs has standing, it need not
 13 decide the standing of the others.”).

14 *b. Injury to the San Jose Plaintiffs*

15 The San Jose Plaintiffs point to essentially the same evidence discussed above to establish
 16 a substantial risk of an undercount of immigrants and non-citizens. Furthermore, it is undisputed
 17 that a disproportionate number of such persons reside in San Jose. Because the City of San Jose
 18 operates at least two programs that receive federal funding based on census data, Plaintiffs
 19 contend, the city will lose federal funding if the population of San Jose is underreported in the
 20 2020 census. Clements Decl. ¶¶ 3, 4, 12, 14, 22, 23-27.

21 These facts, taken as true, are sufficient to establish injury in fact with respect to the San
 22 Jose Plaintiffs. BAJI, however, also independently asserts injury in fact under both an
 23 organizational standing theory and a loss of privacy theory.² Under the organizational standing
 24 doctrine, a plaintiff may establish injury in fact by alleging: “(1) frustration of its organizational
 25 mission; and (2) diversion of its resources” to mitigate the effects of the challenged action. *See*

26 ² The loss of privacy theory received relatively short shrift in the parties’ briefing, accordingly
 27 resolution of this question is more appropriately addressed at trial, should the San Jose Plaintiffs
 28 choose to pursue this argument.

1 *Smith v. Pac. Properties & Dev. Corp.*, 358 F.3d 1097, 1105 (9th Cir. 2004); *see also E. Bay*
 2 *Sanctuary Covenant v. Trump*, No. 18-17274, 2018 WL 6428204, at *10-11 (9th Cir. Dec. 7,
 3 2018) (reaffirming the organizational standing requirements).

4 In short, the organization must allege the defendant's actions caused it to expend additional
 5 resources and that, "but for" those actions, it would have used those resources to accomplish other
 6 aspects of its organizational mission. *See Nat'l Council of La Raza v. Cegavske*, 800 F.3d 1032,
 7 1040-41 (9th Cir. 2015). An organization may not, however, manufacture an injury by expending
 8 resources to fix a problem that otherwise would not have affected it. *See La Asociacion de*
 9 *Trabajadores de Lake Forest v. City of Lake Forest*, 624 F.3d 1083, 1088 (9th Cir. 2010).

10 According to BAJI's Executive Director, the organization was originally founded in 2006
 11 to mobilize against "repressive immigration bills that were pending before the United States
 12 Congress at the time." Tometi Decl. ¶ 3. BAJI's broader organizational mission is to organize
 13 African American and Black immigrant communities to advocate for "racial, social, and economic
 14 justice." *Id.* ¶ 6. BAJI fulfills this mission through "dialogues, presentations, workshops,
 15 publications, technical assistance, and trainings." *Id.* ¶ 7. According to the San Jose Plaintiffs, this
 16 mission is harmed by the inclusion of the citizenship question because an undercount of immigrant
 17 populations will dilute the political power of the communities BAJI seeks to organize and
 18 diminish the amount of funding available to those communities. *Id.* ¶ 9.

19 In response to this threat, BAJI has diverted the organization's resources to encourage its
 20 constituents to participate in the census and to counteract the chilling effects of the citizenship
 21 question. *Id.* ¶ 12-13. BAJI specifically alleges it has already expended considerable staff time
 22 responding to constituents' concerns and plans to spend an additional \$200,000 over the next two
 23 years educating constituents about the citizenship question. *Id.* ¶ 20. These averments, taken as
 24 true, are sufficient to satisfy both organizational injury in fact requirements. Accordingly, for the
 25 purposes of summary judgment, the San Jose Plaintiffs have established injury on this basis as
 26 well.

26 **2. Causation and Redressability**

27 Defendants contend that, even if Plaintiffs can establish injury in fact, they cannot show

1 the injury is traceable to Defendants' actions or would be redressed if the question were removed
2 from the census questionnaire. According to Defendants, any person who is so fearful that he or
3 she refuses to respond to the census based on the presence of the citizenship question would likely
4 refuse to answer the census even if the citizenship question were removed. While some individuals
5 may refuse to respond to the census regardless of whether it includes the citizenship question,
6 Plaintiffs have adduced evidence, and the Bureau's own study revealed, that the inclusion of this
7 question is likely further to depress the response rate of non-citizens and their relatives.

8 In sum, Plaintiffs have set forth sufficient evidence to support a finding of standing and
9 therefore defeat Defendants' motion for summary judgment on this issue. The presence of
10 disputed facts likewise precludes the San Jose Plaintiffs' motion for partial summary judgment on
11 that question.³

12 **B. Merits**

13 As explained above, Defendants seek summary adjudication of both the Constitutional and
14 APA claims raised in this suit. The San Jose Plaintiffs seek summary judgment solely with respect
15 to their APA claim while the California Plaintiffs have elected not to seek summary judgment.

16 **1. Enumeration Clause Claim**⁴

17 Defendants seek summary judgment with respect to the Enumeration Clause claim based
18 on two alternate theories. First, Defendants argue the Enumeration Clause only requires that "the
19 population be determined by a person-by-person headcount, rather than through estimate or
20 conjecture." Defs.' Mot. Summ. J. (*State of California v. Ross*) 15; Defs.' Mot. Summ. J. (*City of*
21 *San Jose v. Ross*) 16. Therefore, because there is no dispute that the Census Bureau will attempt to
22 conduct a person-by-person count, the Enumeration Clause, Defendants argue, is satisfied. In the

23 ³ Plaintiffs advance additional arguments in favor of standing which are not explicitly discussed
24 here. Each of these arguments ultimately relies upon a question of fact that cannot be resolved at
25 the summary judgment stage. To the extent Plaintiffs wish to raise these additional standing
arguments at trial, they remain free to do so.

26 ⁴ The San Jose Plaintiffs also raise an Apportionment Clause claim. As noted in the Order
27 Denying Motion to Dismiss, issued on August 17, 2018, the Apportionment Clause and
Enumeration Clause claims rise and fall together.

1 order denying Defendants’ motion to dismiss, issued on August 17, 2018, this argument was
 2 rejected. As explained in that order, “there may be a rare question that is so uniquely impactful on
 3 the process of counting itself, that it becomes akin to a mechanics-of-counting-type challenge,
 4 which is plainly reviewable under the Enumeration Clause.” Order Deny. Mot. Dismiss 28.
 5 Accordingly, a “decision to alter the census in a way that affirmatively interferes with the actual
 6 enumeration, and does not fulfill any other reasonable governmental purpose, is subject to a
 7 challenge under the Enumeration Clause.” *Id.* 29.

8 Second, Defendants argue, “to the extent the Court is concerned about the accuracy of the
 9 enumeration,” Plaintiffs have failed to establish a genuine dispute of fact regarding the likelihood
 10 of an undercount. Defs.’ Mot. Summ. J. (*State of California v. Ross*) 17; Defs.’ Mot. Summ. J.
 11 (*City of San Jose v. Ross*) 18. In reaching this conclusion, Defendants rely on the same arguments
 12 advanced in the standing section. In short, Defendants argue the Census Bureau’s follow-up
 13 procedures prevent Plaintiffs from showing that an undercount “sufficient to violate the
 14 Enumeration Clause” is likely to occur. Defs.’ Reply (*City of San Jose v. Ross*) 7.

15 Plaintiffs, however, provide substantial evidence that these follow-up procedures will still
 16 systematically undercount non-citizens. In particular, Plaintiffs point to testimony by expert Colm
 17 O’Muirheartaigh that NRFU and imputation methods are unlikely to eliminate the impact of
 18 differential non-response rates between citizens and non-citizens, and may in fact exacerbate that
 19 differential. O’Muirheartaigh Decl., Ex. 2 at 2-3, 12, 16-17. This is particularly true, Plaintiffs
 20 contend, with respect to administrative imputation. *Id.*, Ex. 2 at 15. Furthermore, Plaintiffs argue it
 21 will be more difficult to find willing proxy respondents in tracts containing higher proportions of
 22 non-citizens. *Id.*, Ex. 2 at 16.

23 In light of the foregoing arguments, there is a material dispute of fact regarding whether,
 24 and to what extent, the addition of the citizenship question will impact the final enumeration of the
 25 public. Defendants’ motion for summary judgment with respect to the Enumeration Clause claim
 26 is, accordingly, denied.

27 **2. APA Claim**

1 Plaintiffs each advance two theories in support of their respective APA claims. First,
2 Plaintiffs contend the decision to include the citizenship question was arbitrary and capricious.
3 Second, Plaintiffs argue the addition of the question was ultra vires, thereby giving rise to a claim
4 under 5 U.S.C. § 706(2)(C). As a preliminary matter, Defendants argue review of Plaintiffs' APA
5 arbitrary and capricious claim should be confined to the administrative record. It is not necessary
6 to decide whether extra-record evidence is admissible at this stage because the San Jose Plaintiffs'
7 motion relies exclusively on evidence in the administrative record and because Defendants'
8 motions fail regardless of whether such evidence is considered. The scope of review remains to be
9 resolved at trial.

10 *a. APA Arbitrary and Capricious Review*

11 The standard for evaluating whether an agency's decision was arbitrary and capricious is
12 whether the decision "was the product of reasoned decisionmaking." *Motor Vehicle Mfrs. Ass'n of*
13 *U.S., Inc. v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29, 52 (1983). This standard is deferential,
14 *Pac. Dawn LLC v. Pritzker*, 831 F.3d 1166, 1173 (9th Cir. 2016), and does not permit the Court to
15 "substitute its judgment for that of the agency," *Ctr. for Bio. Diversity v. Zinke*, 868 F.3d 1054,
16 1057 (9th Cir. 2017). The focus at all times must remain on whether the agency "considered the
17 relevant factors and articulated a rational connection between the facts found and the choices
18 made." *Nw. Ecosys. All. v. U.S. Fish & Wildlife Serv.*, 475 F.3d 1136, 1140, 1145 (9th Cir. 2007)
19 (quotation omitted).

20 Little doubt remains that Secretary Ross entered office with an interest in reinstating the
21 citizenship question. After some discussion of the issue with other political appointees, the
22 Secretary solicited the views of the Department of Justice ("DOJ") on the matter. DOJ staff
23 initially declined to request the addition of the citizenship question. After the Secretary met with
24 then Attorney General Jeff Sessions, however, Defendants received a letter from DOJ requesting
25 that "the Census Bureau reinstate on the 2020 Census questionnaire a question regarding
26 citizenship." AR 663. This letter stated that citizenship data is "critical" to DOJ's Voting Rights
27 Act enforcement and indicated that collecting data through the census would provide block-level
28

1 citizenship data, which would be preferable to the data available through the American
2 Community Survey (“ACS”). *Id.* 663-65.

3 The Secretary subsequently requested the Census Bureau perform a technical review to
4 determine how best to obtain the requested data. The Census Bureau evaluated three possible
5 options: (A) make no change to the census questionnaire, but assist DOJ with statistical modeling,
6 (B) include a citizenship question on the census, or (C) obtain citizenship data from administrative
7 records. The Census Bureau ultimately advised against Option B, pointing out that responses to
8 the citizenship question are frequently inaccurate and that inclusion of the question would be
9 costly and would depress response rates. Census Bureau staff concluded that relying on
10 administrative records to collect citizenship data would be a more effective means of providing the
11 requested data and would avoid the drawbacks associated with the citizenship question.

12 At the Secretary’s request, the Bureau subsequently evaluated a fourth course of action,
13 Option D, which combined Options B and C. Census Bureau staff advised the Secretary that this
14 hybrid option suffered from the same defects as simply adding the citizenship question. Secretary
15 Ross, however, ultimately chose Option D. In his memo, the Secretary stated that “placing the
16 question on the decennial census and directing the Census Bureau to determine the best means to
17 compare the decennial census responses with administrative records” would “provide DOJ with
18 the most complete and accurate [citizenship] data in response to its request.” *Id.* 1317. He also
19 asserted that “no one provided evidence that reinstating a citizenship question on the decennial
20 census would materially decrease response rates.” *Id.* Secretary Ross opined that any decrease in
21 responses rates would be offset by the NRFU procedures and that, in any event, the value of
22 providing DOJ with more complete data regarding citizenship outweighed “any adverse effect that
23 may result from people violating their legal duty to respond.” *Id.* 1319.

24 Defendants argue Secretary Ross’s decision to add the citizenship question was not
25 arbitrary and capricious because he evaluated the costs and benefits of adding the question and
26 explained the reasoning behind his decision. According to the government, Secretary Ross’s
27 consultation with census bureau staff and consideration of multiple options support this

1 conclusion. Defendants further argue that Secretary Ross considered whether to test the citizenship
 2 question, but ultimately chose not to because “the question is already asked on the American
 3 Community Survey” and he could therefore “accept the cognitive research and questionnaire
 4 testing from the ACS instead of independently retesting the citizenship question.” *Id.* 1279.
 5 Finally, Defendants argue that even if the Secretary was subjectively predisposed to reinstate the
 6 citizenship question, this does not necessarily render his ultimate decision arbitrary and capricious.
 7 *Jagers v. Fed. Crop Ins. Corp.*, 758 F.3d 1179, 1186 (10th Cir. 2014) (rejecting the idea that an
 8 agency’s “subjective desire to reach a particular result must necessarily invalidate the result,
 9 regardless of the objective evidence supporting the agency’s conclusion”).

10 Plaintiffs, for their part, argue Secretary Ross’s decision to add the citizenship question
 11 was arbitrary and capricious for three reasons: (1) the agency “relied on factors which Congress
 12 has not intended it to consider,”⁵ (2) the agency “entirely failed to consider an important aspect of
 13 the problem,” and (3) the agency “offered an explanation for its decision that runs counter to the
 14 evidence before the agency, or is so implausible that it could not be ascribed to a difference in
 15 view or the product of agency expertise.” *State Farm*, 463 U.S. at 43. Plaintiffs specifically allege:
 16 Secretary Ross’s stated reasons for adding the question were pretextual and he instead relied upon
 17 improper political concerns; the Secretary failed to consider the necessity of testing the citizenship
 18 question before including it on the census; and the Secretary ignored all scientific evidence in
 19 deciding to add the citizenship question.

20 Considering only the administrative record, neither party is entitled to summary judgment
 21 with respect to the APA claim. First, the questions whether Secretary Ross’s decision to add the
 22 citizenship question was pretextual depends upon what inferences flow from the discussions
 23

24 ⁵ The California Plaintiffs propose a slightly different version of this argument. Although the San
 25 Jose Plaintiffs and the California Plaintiffs each advance an argument based on pretext, the
 26 California Plaintiffs base their pretextual argument on the theory the Secretary failed to disclose
 27 and explain the true basis of his decision, as required under the APA. *State Farm*, 463 U.S. at 48.
 This distinction, however, does not meaningfully affect the analysis of the parties’ motions for
 summary judgment.

1 between Secretary Ross, his staff, and various other political appointees, and from Secretary Ross'
2 belatedly admission that the DOJ request was obtained only after Secretary Ross asked DOJ to
3 intervene. While Plaintiffs present seemingly strong evidence of an ulterior motive, this question
4 cannot be resolved without certain inferences and credibility determinations regarding statements
5 in the record.

6 Second, there are material disputes regarding whether the Secretary failed to “consider an
7 important aspect of the problem” before making his decision. In particular, the parties disagree
8 about the degree to which Secretary Ross considered relevant cognitive and field testing data
9 regarding the performance of the citizenship question. While both parties agree that the addition of
10 the citizenship question to the census was not independently tested, they disagree about the extent
11 to which testing of the ACS’s citizenship question can stand in for census-specific testing.

12 Defendants argue the ACS testing is an adequate substitute for independently testing the
13 citizenship question as a part of the census instrument. Plaintiffs, however, point out the decision
14 not to perform independent cognitive and field testing departs from the Census Bureau’s past
15 practices, AR 1296, and underscore a letter from six former Bureau chiefs emphasizing the
16 importance of independently testing the citizenship question, *Id.* 1057-58. Accordingly, resolving
17 whether the Secretary failed to consider “an important aspect” of the problem depends upon
18 whether Secretary Ross could have rationally concluded ACS testing provided the necessary
19 information. As this question cannot be resolved without the benefit of certain inferences and
20 credibility determinations, a trial will be necessary to determine this issue.

21 Finally, ascertaining whether the Secretary’s decision “runs counter to the evidence before
22 the agency, or is so implausible that it could not be ascribed to a difference in view” depends upon
23 inferences that cannot be resolved at the summary judgment stage. While Plaintiffs present
24 substantial evidence that adding the citizenship question to the census was not an effective method
25 of obtaining the requested citizenship data, deciding the case in their favor ultimately requires a
26 determination that the Census Bureau’s analysis was credible. Assessing the credibility of the
27 Census Bureau’s analysis is, however, an issue for trial.

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1 The Defendants, for their part, do not point to any evidence in the administrative record
2 showing that the addition of the citizenship question was an effective method of collecting
3 citizenship data. Rather, the Defendants argument seems to rest upon the assumption that the
4 Census Bureau’s analysis was incorrect, and that Secretary Ross was therefore free to conclude the
5 addition of the citizenship question was an effective method of achieving his stated goals without
6 negatively affecting the accuracy of the census count. Ruling in Defendants’ favor would therefore
7 require the Court to conclude the Census Bureau’s analysis carried little to no weight and therefore
8 could reasonably be disregarded, even absent contradictory evidence. Defendants are entitled to no
9 such inference at the summary judgment stage. Accordingly, considering only the administrative
10 record, both Defendants’ and the San Jose Plaintiffs’ motions for summary judgment must be
11 denied.

12 *a. APA Ultra Vires Theory*

13 In addition to the APA arbitrary and capricious theory discussed above, Plaintiffs allege
14 Secretary Ross’s decision to add the citizenship question exceeded his statutory authority and
15 therefore violated the APA. Plaintiffs specifically contend the Secretary acted in excess of his
16 statutory authority under section 141(f) and section 6(c) of the Census Act. 13 U.S.C. §§ 141(f),
17 6(c). Defendants seek summary judgment with respect to both sections.⁶ The San Jose Plaintiffs
18 seek summary judgment only with respect to section 6(c).

19 **i. Section 141(f)**

20 Under section 141(f)(2), the Secretary of Commerce must submit to Congress “not later
21 than 2 years before the appropriate census date, a report containing the Secretary's determination
22 of the questions proposed to be included in such census.” *Id.* § 141(f)(2). If, after submission of
23 this report, the Secretary “finds new circumstances exist which necessitate that the subjects, types
24 of information, or questions contained in reports” be modified, he or she must submit a new report

25 _____
26 ⁶ Defendants, in passing, request summary judgment with respect to the Information Quality Act.
27 Plaintiffs clarified that they are not advancing an independent theory under that act, and
28 accordingly there is no need to address this issue.

1 describing these modifications. *Id.* § 141(f)(3). According to Plaintiffs, Secretary Ross acted in
 2 excess of his authority by adding the citizenship question in the absence of new circumstances
 3 justifying this modification. Plaintiffs further contend the Secretary was required to disclose these
 4 new circumstances in his report to Congress. In the alternative, Plaintiffs argue they may challenge
 5 the Defendants’ purported failure to report to Congress as a final agency action in its own right
 6 because it implemented a decision “from which legal consequences will flow.” *U.S. Army Corps*
 7 *of Engineers v. Hawkes Co.*, 136 S. Ct. 1807, 1813 (2016).

8 Defendants argue a failure to report to Congress is not an “agency action” that is subject to
 9 challenge. *See* 5 U.S.C. § 551; *Wild Fish Conserv. v. Jewel*, 730 F.3d 791, 800-01 (9th Cir. 2013).
 10 Defendants further contend that requiring Defendants to submit a new report under section
 11 141(f)(3) would not redress any injury and therefore fails Article III’s standing requirements. *See*
 12 *Renee v. Duncan*, 686 F.3d 1002, 1016-17 (9th Cir. 2012). Finally, and most pertinently,
 13 Defendants agree section 141(f) does not impose any substantive limitations on the Secretary’s
 14 discretion regarding the contents of the decennial census.

15 While Defendants are correct that the primary function of section 141(f) is to impose
 16 reporting requirements, it also imposes substantive limitations on the Secretary’s ability to modify
 17 the census. Any other reading would render the “new circumstances” clause superfluous and
 18 undermine the purpose of the statute. Section 141(f)(3) requires that, “if the Secretary finds new
 19 circumstances exist which necessitate that the subjects, types of information, or questions”
 20 included in the census be modified, he submit a new report detailing these modifications. 13 U.S.C.
 21 § 141(f)(3). Under Defendants’ reading of this section, the Census Bureau could overhaul the
 22 census questionnaire the day before the census begins even if there were no new circumstances
 23 justifying this change. Furthermore, so long as this change was not based on any “new
 24 circumstances,” the statute would not even require the Census Bureau to report these changes to
 25 Congress. This reading runs contrary to the purpose of the section and ascribes a perverse meaning
 26 to the “new circumstances” clause.

27 Perhaps the more charitable interpretation of Defendants’ position is that the phrase “if the

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1 Secretary finds new circumstances exist” has no effect whatsoever. Under this interpretation, the
2 Census Bureau would be required to report all changes to Congress, but would be free to make
3 these changes at any time and for any reason. Construing the statute in this manner would, of
4 course, render the “new circumstances” clause utterly meaningless. This runs afoul of one of the
5 most basic canons of construction, that a “statute should be construed so that effect is given to all
6 its provisions, so that no part will be inoperative or superfluous, void or insignificant.” *Corley v.*
7 *United States*, 556 U.S. 303, 314 (2009) (quoting *Hibbs v. Winn*, 542 U.S. 88, 101 (2004)).
8 Furthermore, the inclusion of the “new circumstances” clause in section 141(f)(3), but not in
9 section 141(f)(2), suggests Congress wished to limit the Secretary’s ability to make changes to the
10 census after the two year mark.

11 Ultimately, the more straightforward reading of this section, which gives effect to all parts
12 of the text, is that, once the Secretary has submitted the section 141(f)(2) report, he or she may
13 modify the questions included on the census only if “new circumstances” so require, and must
14 report these modifications to Congress.⁷

15 Because the final agency action at issue here is the modification of the census, not the
16 report itself, Defendants arguments regarding jurisdiction and standing are unavailing. There is no
17 indication in the statute, however, that the Secretary must explain the new circumstances in the
18 report to Congress. Accordingly, resolution of this claim ultimately turns on whether the Secretary
19 concluded new circumstances necessitated addition of the citizenship question. In practice, there
20 appears to be little daylight between a finding that no new circumstances necessitated addition of
21 the citizenship question and a finding that the decision to add the census question was arbitrary
22 capricious. Here, both arguments turn on whether the Secretary’s reliance on the DOJ’s formal
23 request was mere pretext or whether the DOJ’s request was in fact the basis for modifying the
24 census questionnaire. As explained above, this question cannot be resolved without the benefit of

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26 ⁷ Notably, Defendants do not request *Chevron* deference. Even if this argument were properly
27 raised, *Chevron* deference is not appropriate here because the canons of construction provide a
28 clear interpretation of the statute. *See Epic Sys. Corp. v. Lewis*, 138 S. Ct. 1612, 1630 (2018).

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1 credibility determinations and inferences that cannot be made at the summary judgment stage.

2 **ii. Section 6(c)**

3 Section 6(c) requires the Secretary to rely on administrative records rather than direct
4 inquiries “[t]o the maximum extent possible” when collecting supplemental data on behalf of other
5 agencies. 13 U.S.C. § 6(c). According to Plaintiffs, Defendants violated this provision by
6 including the citizenship question in the census rather than relying exclusively on administrative
7 records. Defendants respond by noting this section allows the Secretary to consider “the kind,
8 timeliness, quality and scope of the statistics required” in determining whether to conduct direct
9 inquiries or rely on administrative data. *Id.* Furthermore, Defendants argue, the Secretary’s
10 discretion on this matter was not meant to be reviewed by the courts.

11 Defendants do not cite any authority for the proposition that the Secretary’s compliance
12 with section 6(c) is immune from judicial review. Defendants are correct, however, that section
13 6(c) provides the Secretary with discretion to decide whether a direct inquiry is warranted.
14 Therefore, for all intents and purposes, this question collapses with the arbitrary and capricious
15 review inquiry. Both issues turn on whether the Secretary had a valid basis for adding the
16 citizenship question rather than relying on administrative records as recommended by Census
17 Bureau staff. Accordingly, the parties’ motions for summary judgment on this question are denied
18 for the reasons set forth in Part A.2.

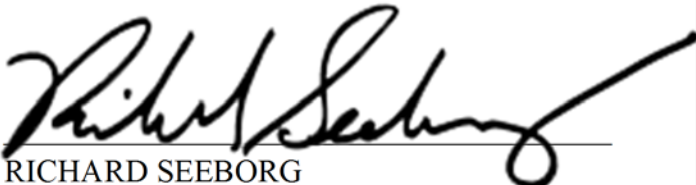
19 **V. CONCLUSION**

20 For the reasons set forth above, the parties’ motions for summary judgment and for partial
21 summary judgment are denied.⁸

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23 **IT IS SO ORDERED.**

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27 ⁸ In light of the denial of the San Jose Plaintiffs’ motion, there is no need to reach the question of
28 remedy. This remains an open question for resolution at the trial of this action as necessary.

1 Dated: 12/14/2018

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3 RICHARD SEEBORG
4 United States District Judge

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