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### INTRODUCTION AND STATEMENT OF INTEREST

The States of California, Connecticut, the District of Columbia, Delaware, Hawaii, Illinois, Maryland, Massachusetts, Michigan, Minnesota, Nevada, New Jersey, New Mexico, New York, Oregon, Pennsylvania, Rhode Island, Vermont, Virginia, and Washington (Amici States) respectfully submit this brief as amici curiae in support of plaintiffs' opposition to defendants' motion to partially dismiss the second amended complaint in this matter. The Amici States have strong interests in the issues raised here. They invest significant resources to provide education, health care, and other services to immigrants residing within their borders, including asylum-seekers and asylees, in order to appropriately transition them into life in our States. The Amici States also have a strong interest in ensuring that federal agencies refrain from actions that violate the law and Constitution. Defendants' Turnback Policy harms these interests by causing undue trauma to migrants which will make their needs more difficult for the Amici States to address, and illegally denying members of the plaintiff class their right to petition the United States for asylum.

A number of the Amici States fund not-for-profit agencies to provide services to asylum-seekers, among other immigrants. California, for example, provided over \$41 million in funding for this purpose in the past fiscal year. The District of Columbia provides \$900,000 in Immigrant Justice Legal Services grants to community-based non-profits to provide targeted services—including direct legal

<sup>&</sup>lt;sup>1</sup> See, e.g., Cal. Dep't of Soc. Servs. (CDSS), *Immigration Services Contractors*, <a href="https://tinyurl.com/Cal-DSS-ISC">https://tinyurl.com/Cal-DSS-ISC</a>. These grantees include plaintiff organization Al Otro Lado. Last year, Al Otro Lado was a subcontractor of grantee International Institute of LA, and received approximately \$250,000; in the upcoming fiscal year, Al Otro Lado is proposed to receive a similar amount as a direct grantee.

<sup>&</sup>lt;sup>2</sup> CDSS, *Immigration Branch Immigration Services Funding Tentative Award Announcement* (Oct. 31, 2017), <a href="https://tinyurl.com/Cal-DSS-ISawards">https://tinyurl.com/Cal-DSS-ISawards</a>.

1	services to asylum seekers—in the District. <sup>3</sup> Massachusetts provides funds
2	specifically to assist immigrants with respect to domestic violence, mental health
3	services relating to torture and trauma, academic and coaching support,
4	employment and business services, and legal assistance. <sup>4</sup> Washington's Office of
5	Refugee and Immigrant Assistance provides comprehensive economic stability and
6	immigration services to more than 10,000 refugees and immigrants each year,
7	including asylees and unaccompanied children, using an annual budget of nearly
8	\$28 million. <sup>5</sup> Illinois provides funds to assist immigrants with refugee resettlement
9	including short-term cash assistance, health screening, language services,
10	vocational training and employment services, assistance with public benefits and
11	human services, and multilingual mental health services for immigrants who have
12	experienced severe trauma. Virginia provides asylees services and support through
13	the Virginia Refugee Resettlement Program. These services include financial
14	assistance (such as rent, utilities, transportation, and other basic needs),
15	employment assistance, academic integration support (including adjustment
16	services to students and parents and college preparation assistance), individual
17	mentoring for youth, adjustment services to elders, and citizenship and benefit
18	application assistance. <sup>7</sup> New Mexico funds several significant border transition
19	<sup>3</sup> See Mayor's Off. of Community Affairs, FY 2019 Immigrant Justice Legal
20	Services Grant, <a href="https://tinyurl.com/DC-IJLSG">https://tinyurl.com/DC-IJLSG</a> .
21	<sup>4</sup> See FY 2019 Final Budget, 2018 Mass. Acts 154, <a href="https://tinyurl.com/Mass-4">https://tinyurl.com/Mass-4</a>

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FY19.

<sup>&</sup>lt;sup>5</sup> See Off. of Refugee and Immig. Assistance, Econ. Servs. Admin., Wash. Dep't of Soc. & Health Servs., Briefing Book for State Fiscal Year 2018, https://tinyurl.com/y528prka.

<sup>&</sup>lt;sup>6</sup> See Ill. Refugee Resettlement Prog., FY 2017 Annual Report, https://tinyurl.com/y44vzxx8; Ill. Dep't of Hum. Servs., Bureau of Refugee and Immigrant Servs., https://tinyurl.com/y3ed43xs; Ill. Dep't of Hum. Servs., Ill. Welcoming Centers, Brochure, https://tinyurl.com/y6o453sr.

<sup>&</sup>lt;sup>7</sup> Va. Dep't of Soc. Servs., Va. Refugee Resettlement Prog. Manual (Nov. 1,

- 1 programs designed to help newcomers stay healthy, get educated and go to work.
- 2 New Mexico supports new immigrants to become productive community members
- 3 | through its Emergency Medicaid Services for Aliens (EMSA)<sup>8</sup> and Border Health
- 4 Services programs, among others, which provide services without regard to
- 5 citizenship status. New York allocates millions of dollars to support immigrants'
- 6 access to education, employment, health care, and legal services. 10 New Jersey will
- 7 provide up to \$2.1 million in 2019 for legal assistance to individuals facing
- 8 detention or deportation based on their immigration status.<sup>11</sup>

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Amici States also provide funding for organizations to assist undocumented unaccompanied minors, many of whom have asylum claims. <sup>12</sup> As discussed further below, the harms to organizations like plaintiff Al Otro Lado that the Turnback Policy causes in the form of frustration of mission and diversion of resources also

<sup>2018), &</sup>lt;a href="https://tinyurl.com/y4rxke6q">https://tinyurl.com/y4rxke6q</a>; Va. Dep't of Soc. Servs., <a href="https://dss.virginia.gov/family/ons/more.cgi">More Refugee Services</a>, <a href="https://dss.virginia.gov/family/ons/more.cgi">https://dss.virginia.gov/family/ons/more.cgi</a>.

<sup>&</sup>lt;sup>8</sup> See N.M. Ctr. on L. and Poverty, *Emergency Services for Immigrants*, <a href="https://tinyurl.com/y63a98o5">https://tinyurl.com/y63a98o5</a>.

<sup>&</sup>lt;sup>9</sup> N.M. Dep't of Pub. Health, *Off. of Border Health*, <a href="https://nmhealth.org/about/asd/ohe/obh/">https://nmhealth.org/about/asd/ohe/obh/</a>.

<sup>&</sup>lt;sup>10</sup> See, e.g., N.Y. State, Off. of Temporary and Disability Assistance, Refugee Servs., Overview, <a href="https://otda.ny.gov/programs/bria/">https://otda.ny.gov/programs/bria/</a>; Jano Tantongco, State Budget Maintains Liberty Defense Project, Free Legal Help for Immigrants, Long Island Wins (Apr. 5, 2018), <a href="https://tinyurl.com/y2cxqz43">https://tinyurl.com/y2cxqz43</a>.

<sup>&</sup>lt;sup>11</sup> See FY 2019 Budget Detail, 2018 N.J. Sess. Law Serv. Ch. 53, p. B-199, <a href="https://tinyurl.com/y4j2386n">https://tinyurl.com/y4j2386n</a>.

<sup>&</sup>lt;sup>12</sup> See, e.g., CDSS, Unaccompanied Undocumented Minors Legal Services Funding Contractor Referral List (FY2017-18), <a href="https://tinyurl.com/ILS-contractors">https://tinyurl.com/ILS-contractors</a> (including Al Otro Lado); CDSS, Immigration Services, supra note 1 (noting that CDSS provided almost \$3 million for these services in FY 2018-19). Michigan has two programs for children, including the largest state program for Unaccompanied Refugee Minors (URM), providing foster care services for eligible minors granted asylee/refugee status before coming to the U.S. See Mich. Dep't of Heath & Hum. Servs., Refugee Assistance & Services, <a href="https://tinyurl.com/y2ey3u3c">https://tinyurl.com/y2ey3u3c</a>.

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impact Amici States, as delivery of these critical state-funded services is impeded.

Thus, the States urge the Court to deny the motion to dismiss and allow this action to move forward.<sup>13</sup>

#### ARGUMENT

## A. The Turnback Policy is Exacerbating Inhumane Border Conditions and Causing Additional Trauma to Already Vulnerable Migrants.

Defendants' Turnback Policy, which forces migrants to remain at the border while they attempt to enter the United States, inflicts significant trauma on migrants who have already been traumatized as discussed below.<sup>14</sup> Media reports have

<sup>13</sup> A number of the Amici States have challenged the Turnback Policy in the context of its connection to defendants' family separation policy in a lawsuit transferred to this Court in August 2018. Compl., *Washington v. United States*, Case No. 18-cv-1979 (S.D. Cal. June 26, 2018), ¶¶ 2 ("Border officials are unlawfully turning away . . . families [fleeing violence and persecution in their home countries] on the pretext that the United States is 'full' or no longer accepting asylum seekers. This unlawful practice exacerbates the trauma already suffered by [asylum seeking] families . . . ."); 58–60 (describing Turnback Policy). Defendants have yet to respond to the complaint in that case.

<sup>14</sup> Defendants have also recently begun to implement a program—originally known as "Remain in Mexico," and since renamed the "Migrant Protection Protocols" (MPP)—under which asylum seekers are returned to Mexico for the duration of their asylum proceedings. See DHS, Migrant Protection Protocols (Jan. 24, 2019), <a href="https://tinyurl.com/DHS-remain">https://tinyurl.com/DHS-remain</a>. While initially only applying the policy to single adults at the San Diego-Tijuana border crossing, Richard Gonzales, *Trump* Administration Begins "Remain In Mexico" Policy, Sending Asylum-Seekers Back, NPR (Jan. 29, 2019), https://tinyurl.com/NPR-remain, DHS has reportedly begun returning families as well. Adolfo Flores, The Trump Administration Has Sent the First Asylum-Seeking Families Back to Mexico (Feb. 14, 2019), https://tinyurl.com/y2sptvew. And DHS reportedly plans to expand MPP to other sectors of the border. Robert Moore, "If the Police Aren't Safe Here, What About Us?" Asylum Seekers Fear "Remain in Mexico" Policy, Texas Monthly (Feb. 7, 2019), https://tinyurl.com/Tex-Mo-Juarez (describing plan to "begin implementing [MPP] at other border sites, beginning with the El Paso-Juárez border"). This new policy will result in still more individuals languishing for still longer in dangerous and inhumane conditions at the border. See, e.g., Am. Immig. Lawyers Assoc.,

1	extensively documented the inhumane conditions outside these ports of entry. The		
2	images and stories are grim, as thousands of immigrants, many with young		
3	children, have been forced to stay in a makeshift camp at a sports complex, a shelter		
4	at an abandoned concert venue in one of the most dangerous parts of Tijuana, and		
5	on plastic tarps in the streets waiting to be processed by CBP. <sup>15</sup> After multiple		
6	instances of rain, the camp at the sports complex became a muddy pit where people		
7	lost their limited belongings. 16 The unsanitary conditions "have raised concerns		
8	among aid workers and humanitarian organizations that the migrants, packed into a		
9	space intended for half their number, are susceptible to outbreaks of disease."17		
10	Many developed respiratory infections due to the wet and cold weather, and health		
11	officials also reported multiple cases of lice and chicken pox. <sup>18</sup> Children		
12	languishing at the border are becoming ill and not attending school, and families are		
13	not receiving basic health and social services that the States would otherwise		
14	provide, including mental health treatment. <sup>19</sup> Local authorities lack sufficient		
15	Delian Dei C. "Demonia in Mania," Plan Comp Clare Describer Annian Carlo de Pial		
16	Policy Brief: "Remain in Mexico" Plan Sows Chaos, Puts Asylum Seekers at Risk (Dec. 21, 2018), <a href="https://tinyurl.com/AILA-Remain">https://tinyurl.com/AILA-Remain</a> .		
17	<sup>15</sup> Catherine E. Shoichet & Leyla Santiago, <i>The Tear Gas is Gone. But in</i>		
18	This Shelter at the Border, the Situation Is Getting Worse, CNN (Nov. 29, 2018), <a href="https://tinyurl.com/Shoichet">https://tinyurl.com/Shoichet</a> ; Sarah Kinosian, Migrants at Mexico Border Face an		
19	Uncertain Future on Their Own, The Guardian (Dec. 1, 2018),		
20	https://tinyurl.com/Kinosian.		
21	<sup>16</sup> Kate Linthicum, <i>Rain Turns Migrant Camp in Tijuana into a Miserable</i> , <i>Muddy Pit</i> , L.A. Times (Nov. 29, 2018), <a href="https://tinyurl.com/Linthicum-LAT">https://tinyurl.com/Linthicum-LAT</a> .		
22	<sup>17</sup> Sarah Kinosian et al., Mexico Begins Moving Caravan Migrants to New		
23	Shelter but Faces Mistrust, Wash. Post (Nov. 30, 2018),		
24	https://tinyurl.com/Kinosian-shelter.  18 Christine Murray, Ailing Central American Migrants in Dire Conditions		
25	Christine Wurray, Alling Central American Migrants in Dire Conditions		
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1	resources to help immigrants for prolonged periods and have called on	
2	humanitarian organizations for assistance. <sup>20</sup> Recent media reports indicate that	
3	conditions have not improved; in fact, "it's clear the government shutdown has only	
4	made conditions worse—making the legal process even more dragged out for	
5	[asylum seekers] still applying and waiting."21 Indeed, Amnesty International	
6	reported that one of the few shelters available to migrants near Tijuana (the	
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health of children and families. In addition to adverse physical conditions, vulnerable adults and children are exposed to greatly increased risks of crime and exploitation as they wait at the border. 25 See E. Bay Sanctuary Covenant v. Trump, No. 18-cv-06810-JST, 2018 WL 6053140, at \*19 (N.D. Cal. Nov. 19, 2018), appeal docketed, No. 18-17274 (9th Cir. Nov. 27, 2018) (discussing "the extensive record evidence of the danger exp -1ef e od bys tylum seekse ait ag "t gr 

caused high rates of serious mental health issues, including anxiety, post-traumatic stress disorder and major depressive disorder.<sup>34</sup>

Finally, the harm from the Turnback Policy extends to residents of the States who suffer the anguish of uncertainty as their asylum-seeking relatives are in limbo at the border. Many Central American asylum-seekers have relatives across the country, including in Los Angeles, Miami, New York, and Washington.<sup>35</sup> These include the Los Angeles family members of a Honduran family with young children,<sup>36</sup> and a San Francisco mother, who has been anxiously awaiting the fate of her 15-year-old son for months, after he was detained by Mexican authorities with other minors as they attempted to apply for asylum.<sup>37</sup> These residents of the States are being harmed by the federal government's actions, and the States have a significant interest in ensuring that plaintiffs' lawsuit to stop those actions is heard on the merits.

## B. The States will be harmed by the effects of the Turnback Policy.

Every year, the States welcome thousands of potential asylees into their communities who have suffered the trauma discussed above, providing or funding a number of social services to help them realize their potential in their new country. The additional mental and physical health harms caused by defendants' Turnback

<sup>&</sup>lt;sup>34</sup> Keller, *supra* note 32.

<sup>&</sup>lt;sup>35</sup> See, e.g., Molly Hennessy-Fiske, Why and How Are Asylum Seekers Entering the U.S.?, L.A. Times (Nov. 22, 2018), <a href="https://tinyurl.com/Hennessy-Fiske">https://tinyurl.com/Hennessy-Fiske</a>.

<sup>&</sup>lt;sup>36</sup> Elliot Spagat, *More Caravan Migrants Arrive in Tijuana, Brace for Long Stay*, Fox News (Nov. 15, 2018), <a href="https://tinyurl.com/Spagat-Fox">https://tinyurl.com/Spagat-Fox</a>.

<sup>&</sup>lt;sup>37</sup> Cristina Rendon, Salvadorian Woman Nervously Awaits Contact from Son Seeking Asylum at US-Mexico Border, Fox KTVU (Nov. 26, 2018), <a href="https://tinyurl.com/Rendon-KTVU">https://tinyurl.com/Rendon-KTVU</a>; Monica Campbell, This Teen Migrated to the US Border to Escape Gangs. He Hopes to Join His Mom in the US, PRI (Feb. 7, 2019), <a href="https://tinyurl.com/y4dxlole">https://tinyurl.com/y4dxlole</a>.

Policy will make asylees' needs for these services even more intense and challenging to meet, requiring the States to divert resources from other services.

The States signatory to this brief have welcomed over 73 percent of the total asylees entering the United States.<sup>38</sup> In the 2017 fiscal year, almost 15,000 accompanied immigrant children (those arriving with their families) received positive credible fear determinations and were released from federal custody, many in Amici States.<sup>39</sup> And in FY 2018, 16,746 unaccompanied immigrant children were released from federal custody to adult sponsors in Amici States, 48 percent of the total.<sup>40</sup> Historically, a high percentage of these children have been found to have viable claims for asylum, although that percentage has dropped in the past two years due the Trump Administration's policies.<sup>41</sup>

The States, their local jurisdictions, and non-governmental organizations based in the States will assist the victims of the unnecessary trauma that defendants' Turnback Policy causes, utilizing resources diverted from other purposes. Among other services, the States' public schools will face more challenges in educating students who have been traumatized and needlessly missed months or years of

<sup>&</sup>lt;sup>38</sup> Nadwa Mossad & Ryan Baugh, *Refugees and Asylees: 2016*, DHS Off. of Immig. Statistics (Jan. 2018), <a href="https://tinyurl.com/Mossad-Baugh">https://tinyurl.com/Mossad-Baugh</a>. California receives almost 44 percent of the total, by far the most of any state. Collectively, Amici States New York, New Jersey, Virginia, Maryland, Washington, Massachusetts, and Illinois receive almost 29 percent; the District of Columbia has the second highest number of asylees per capita of any state.

<sup>&</sup>lt;sup>39</sup> See Apprehension, Processing, Care, and Custody of Alien Minors and Unaccompanied Alien Children, 83 Fed. Reg. 45486, 45519 (proposed Sept. 7, 2018).

<sup>&</sup>lt;sup>40</sup> Off. of Refugee Resettlement, *Unaccompanied Alien Children Released to Sponsors by State* (last updated Nov. 29, 2018), <a href="https://tinyurl.com/UAC-state">https://tinyurl.com/UAC-state</a>.

<sup>&</sup>lt;sup>41</sup> Beth Fertig, *Unaccompanied Minors Have Tougher Time Winning Asylum*, WNYC (June 6, 2018), <a href="https://tinyurl.com/Fertig-WNYC">https://tinyurl.com/Fertig-WNYC</a>.

schooling while they wait at the border. 42 And the States' public health care systems will have to address the increased health needs of immigrants who have not had access to preventative care, vaccinations, and necessary medical care as they were trapped near ports of entry by the Turnback Policy. Further, the States have invested in specialized services to meet asylees' needs, which will be taxed due to increased need caused by defendants' policy. For example, in California, the Immigration Branch of CDSS has various forms of assistance for certain eligible asylees, including programs that provide cash 

and other migrant populations in the state.<sup>54</sup> Partially in response to the federal administration's 2018 family separation policy, Washington State directed \$1.2 million to legal services for immigrants.<sup>55</sup> Among other programs, New York funds the Liberty Defense Project, a State-led, public-private legal defense fund designed to ensure that immigrants have access to legal counsel.<sup>56</sup> The University of Nevada, in Reno and Las Vegas, provides aid to refugee families, including the UNLV School of Law's Immigration Clinic, which provides deportation defense services to families and unaccompanied children seeking asylum.<sup>57</sup>

Harms to these organizations from the Turnback Policy in the form of frustration of mission and diversion of resources, as stated in the complaint, Compl. ¶¶ 17–23, redound to their funders, including the Amici States, whose priorities and funding decisions are impacted as well.

Amici States also fund qualified nonprofit organizations to provide other immigration-related assistance to individuals who have been granted asylum. These organizations provide asylees access to crucial services such as mental health care, education, and resettlement assistance.<sup>58</sup> For example, the International Rescue Committee for the City of Los Angeles provides programs that assist asylum grantees with health care, resettlement, economic opportunities, and community

<sup>&</sup>lt;sup>54</sup> See Wash. Laws of 2018, ch. 299, § 127(65) (amending Laws of 2017, 3d Spec. Sess., ch. 1, § 128) (Mar. 27, 2018), <a href="https://tinyurl.com/yy3rduov">https://tinyurl.com/yy3rduov</a>.

<sup>&</sup>lt;sup>55</sup> See, e.g., Wash. Gov. Jay Insleee, Inslee Announces \$1.2 Million for Civil Legal Aid Funding to Northwest Immigrant Rights Project (June 20, 2018), <a href="https://tinyurl.com/y5xdkwfc">https://tinyurl.com/y5xdkwfc</a>.

<sup>&</sup>lt;sup>56</sup> See N.Y. St., Div. of Budget, Governor Cuomo Announces Highlights of the FY 2019 State Budget, <a href="https://tinyurl.com/y6qv2jev">https://tinyurl.com/y6qv2jev</a>.

<sup>&</sup>lt;sup>57</sup> UNLV William S. Boyd School of Law, *UNLV Immigration Clinic*, <a href="https://tinyurl.com/y4ckoxhk">https://tinyurl.com/y4ckoxhk</a>.

<sup>&</sup>lt;sup>58</sup> See, e.g., SF-CAIRS, Social Services and Mental Health, <a href="http://sf-cairs.org/mental-health/">http://sf-cairs.org/mental-health/</a>.

due to years of abuse and trauma.<sup>65</sup> These needs will only be increased by the additional trauma that migrants will endure while languishing in dangerous, unhealthy conditions at the border due to the Turnback Policy.

Washington funds a State Refugee Coordinator to ensure that state agencies collaborate with local partners including clinicians, community based organizations, health coalitions, and voluntary agencies to address refugee health issues. In addition, the Washington State Refugee Health Promotion Project is a collaboration between state agencies, health providers, and resettlement agencies such as Seattle Children's Hospital and Lutheran Community Services Northwest to improve health outcomes and enable successful resettlement for refugee populations. In New York, the Office of Temporary and Disability Assistance supports numerous organizations that provide health care services to refugees and asylees, including care for post-traumatic stress syndrome and depression.

All of these state-provided resources will be further impacted due to the increased harms that the Turnback Policy causes to individuals who are eventually able to present their asylum claims and enter the country.

#### CONCLUSION

Defendants' motion to partially dismiss the second amended complaint should be denied.

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<sup>&</sup>lt;sup>65</sup> *Id*.

<sup>&</sup>lt;sup>66</sup> See Wash. Dep't of Soc. & Health Servs., Plan for Refugee Assistance Program, 2015 8, <a href="https://tinyurl.com/yxmd2st3">https://tinyurl.com/yxmd2st3</a>.

<sup>&</sup>lt;sup>67</sup> *Id.* at 6; *see also* Wash. Dep't of Health, *Refugee Health Program*, *Provider Resources*, <a href="https://tinyurl.com/y2z7q38y">https://tinyurl.com/y2z7q38y</a>.

<sup>&</sup>lt;sup>68</sup> See N.Y. St., Off. of Temporary and Disability Assistance, Refugee Services Provider Directory, <a href="https://tinyurl.com/y59wxyku">https://tinyurl.com/y59wxyku</a>.

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