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 CENTRAL DISTRICT OF CALIFORNIA
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 UNITED STATES OF AMERICA
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12 UNITED STATES DISTRICT COURT
 13 FOR THE CENTRAL DISTRICT OF CALIFORNIA

14 IN THE MATTER OF THE SEARCH
 WARRANT FOR [redacted].com

No. 16-2316M (FFM)

OPPOSITION TO ADOBE SYSTEMS
 INCORPORATED'S MOTION TO CHANGE
 THE NONDISCLOSURE ORDER;
 DECLARATION OF TRACY L. WILKISON;
 EXHIBITS

19
 20 Applicant United States of America, by and through its counsel
 21 of record, the United States Attorney for the Central District of
 22 California and Assistant United States Attorneys Tracy L. Wilkison
 23 and Andrew Brown, hereby files its opposition to Adobe Systems
 24 Incorporated's motion to change the nondisclosure order issued by
 25 this court on November 22, 2016.

26 This opposition is based upon the attached memorandum of points
 27 and authorities, the attached declaration of Tracy L. Wilkison with
 28

1 its attached exhibits, the files and records in this case, and such
2 further evidence and argument as the Court may permit.

3
4 Dated: January 13, 2017

Respectfully submitted,

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TABLE OF CONTENTS

<u>DESCRIPTION</u>	<u>PAGE</u>
TABLE OF AUTHORITIES	ii
MEMORANDUM OF POINTS AND AUTHORITIES	1
I. INTRODUCTION	1
II. STATEMENT OF FACTS	2
III. ARGUMENT	3
A. The Plain Language of the SCA Provides for Judicially Limited Nondisclosure Orders	3
B. The First Amendment Does Not Compel the Court to Set a Specific Date for Disclosure	10
1. Adobe Does Not Have a First Amendment Right to Notify the Subscriber	10
2. The Nondisclosure Order is Not a Content-Based Restriction Requiring Greater Scrutiny	13
3. The Nondisclosure Order is Narrowly Tailored	14
C. The Court May Unseal Its Order, But Should Not Unseal The Underlying Briefs And Exhibits	17
IV. CONCLUSION	18

TABLE OF AUTHORITIES

<u>DESCRIPTION</u>	<u>PAGE</u>
<u>FEDERAL CASES</u>	
<u>ACLU v. Holder,</u> 673 F.3d 245 (4th Cir. 2011)	16
<u>American Communications Assn. v. Douds,</u> 339 U.S. 382 (1950)	10
<u>Brogan v. United States,</u> 522 U.S. 398 (1998)	5
<u>Butterworth v. Smith,</u> 494 U.S. 624 (1990)	passim
<u>Cox v. New Hampshire,</u> 312 U.S. 569 (1941)	13
<u>Dep't of Homeland Sec. v. MacLean,</u> --- U.S. ---, 135 S. Ct. 913 (2015)	6
<u>First Am. Coalition v. Judicial Inquiry and Review Board,</u> 784 F.2d 467 (3rd Cir. 1986)	16
<u>Hoffmann-Pugh v. Keenan,</u> 338 F.3d 1136 (10th Cir. 2003)	11, 17
<u>In re Application for 2705(b) Order,</u> 131 F.Supp.3d 1266 (D. Utah 2015)	8
<u>In re Hotmail Search Warrant,</u> 74 F.Supp.3d 1184 (N.D. Cal. 2014)	6, 7, 11
<u>In re Sealing & Non-disclosure of Pen/Trap/2703(d) Orders,</u> 562 F.Supp.2d 876 (S.D. Tex. 2008)	passim
<u>In re Subpoena,</u> 864 F.2d 1559 (11th Cir. 1989)	11
<u>In re Yahoo Subpoena,</u> 79 F.Supp.3d 1091 (N.D. Cal. 2015)	6, 7, 11
<u>In the Matter of the Application of the United States for an</u> <u>Order of Nondisclosure,</u> 41 F.Supp.3d 1 (D.D.C. 2014)	18
<u>Lewis v. United States,</u> 445 U.S. 55 (1980)	5
<u>Maine v. Thiboutot,</u> 448 U.S. 1 (1980)	5

TABLE OF AUTHORITIES (CONTINUED)

	<u>DESCRIPTION</u>	<u>PAGE</u>
1		
2		
3	<u>New York State Conference v. Travelers Ins. Co.,</u>	
4	514 U.S. 645 (1995)	4
5	<u>Russello v. United States,</u>	
6	464 U.S. 16 (1983)	6
7	<u>Seattle Times Co. v. Rhinehart,</u>	
8	467 U.S. 20 (1984)	10, 11
9	<u>Smith v. United States,</u>	
10	508 U.S. 223 (1993)	5
11	<u>Snyder v. Phelps,</u>	
12	562 U.S. 443 (2011)	12
13	<u>Times Mirror Co. v. United States,</u>	
14	873 F.2d 1210 (9th Cir. 1989)	passim
15	<u>United States v. Richey,</u>	
16	924 F.2d 857 (9th Cir. 1991)	12
17	<u>United States v. 103 Elec. Gambling Devices,</u>	
18	223 F.3d 1091 (9th Cir. 2000)	5
19	<u>United States v. Business of Custer Battlefield Museum and</u>	
20	<u>Store,</u>	
21	658 F.3d 1188 (9th Cir. 2011)	10
22	<u>Williams-Yulee v. Fla. Bar,</u>	
23	135 S. Ct. 1656 (2015)	16
24	<u>FEDERAL STATUTES</u>	
25	18 U.S.C. § 2703	passim
26	18 U.S.C. § 2705	passim
27	18 U.S.C. § 3123(d)(2)	6
28	18 U.S.C. § 3282	3
	<u>FEDERAL RULES</u>	
	Federal Rule of Criminal Procedure 6	16
	Federal Rule of Criminal Procedure 41(g)	18

1 MEMORANDUM OF POINTS AND AUTHORITIES

2 I. INTRODUCTION

3 In connection with an ongoing federal criminal investigation
4 into serious fraud offenses, the United States sought a search
5 warrant pursuant to 18 U.S.C. § 2703 for an account used by a
6 subscriber of Adobe Systems Incorporated ("Adobe"). The affidavit
7 stated probable cause to support the warrant, and provided
8 significant information to support a request for a nondisclosure
9 order that would limit Adobe's ability to inform the subscriber about
10 the warrant. Based on the information provided, this Court issued
11 the warrant and related orders.

12 Adobe, which was not and still is not privy to the justification
13 for the nondisclosure order, contends that this Court erred in not
14 setting an expiration date for the order of just 90 days, even though
15 most federal fraud investigations, such as this one, typically last
16 far longer. Adobe argues first that the Stored Communications Act
17 ("SCA") should be interpreted to include extra language which would
18 require that nondisclosure orders be date-limited with a specific end
19 date, rather than permit a judicially limited order which would
20 remain in place until another court order is issued allowing
21 disclosure. Adobe also argues that a judicially limited
22 nondisclosure order violates Adobe's First Amendment right to notify
23 the subscriber about the investigation.

24 Neither of Adobe's arguments has merit. The SCA does not have
25 any requirement that the period of nondisclosure be stated in days,
26 much less the 90 days demanded by Adobe, and there is no basis for
27 reading such a requirement into the statute. Moreover, Adobe does
28 not have any protected First Amendment right to disclose information

1 that it obtained by receiving the warrant, and even if it did, the
2 limits on Adobe's speech imposed by the order are appropriately
3 tailored given the government's interest in protecting the
4 investigation. Accordingly, the Court should deny Adobe's motion.

5 **II. STATEMENT OF FACTS**

6 On November 22, 2016, upon probable cause shown and as part of
7 an ongoing criminal investigation, this Court issued a search warrant
8 pursuant to 18 U.S.C. § 2703(b) for a cloud computer account used by
9 a customer of Adobe. The search warrant ordered that Adobe provide
10 to law enforcement certain content related to the account that was
11 relevant to the investigation.¹ The search warrant also ordered that
12 Adobe "shall not notify any person, including the subscriber(s) of
13 each account identified in Attachment A, of the existence of the
14 warrant." The nondisclosure order did not set a specific time limit
15 for its expiration, with the result that it was judicially limited,
16 and would remain in place until further order of the Court, which
17 typically and absent special circumstances would issue at the end of
18 the investigation.

19 This order was necessitated by Adobe's policy to notify the
20 subscriber absent an order otherwise. (Motion at 2). The
21 nondisclosure order was supported by the agent's training and
22 experience with similar investigations that notifying targets of such
23 search warrants will result in the destruction of or tampering with
24 evidence, and the intimidation of potential witnesses. Those fears
25 were amplified by the overall investigation laid out in the
26

27 ¹ While Adobe ultimately provided the material required by the
28 warrant, Adobe did not do so within the time ordered by the Court.
Based on what appears to be a misunderstanding of the terms of the
warrant, Adobe provided the materials four days late. (Exhibit 1).

1 affidavit, which concerned the manipulation and falsification of
2 electronic documents, and the corruption of employees at the target's
3 and third-party businesses, who then became accessories to the
4 crimes. The period of preclusion was warranted based on the nature
5 of the investigation, including the amount of time needed to obtain
6 and review the sought materials, obtain and review additional
7 evidence, and the lengthy nature of similar investigations into
8 similar target offenses, for which the statutes of limitation range
9 from five to ten years. 18 U.S.C. §§ 3282, 3293.

10 Upon reviewing the affidavit, this Court issued the warrant and
11 nondisclosure order. As Adobe acknowledges, the order did not
12 preclude it from making public aggregate disclosures about Section
13 2703 process, as it does in its Transparency Reports. (Motion,
14 Exhibit C). In these reports, Adobe discloses the fact of receipt of
15 process, the type of process received, the aggregate number of
16 process and user accounts impacted, the number of nondisclosure
17 orders, the countries from which process was received, and the Adobe
18 services for which the process sought information. (Id.).

19 **III. ARGUMENT**

20 **A. The Plain Language of the SCA Provides for Judicially** 21 **Limited Nondisclosure Orders**

22 The parties agree that the SCA, in particular 18 U.S.C.
23 §§ 2703(b) and 2705, governs nondisclosure orders for search warrants
24 directed at providers of remote computing services, such as Adobe.
25 Section 2705 is divided into two parts: "Delay of notification," 18
26 U.S.C. § 2705(a), which addresses how long the government may delay
27 providing its own notice to subscribers when required to do so by
28 law; and "Preclusion of notice to subject of governmental access," 18

1 U.S.C. § 2705(b), which governs orders precluding providers of remote
2 computer services from providing their own notice to subscribers. It
3 is pursuant to Section 2705(b) that this Court issued its preclusion
4 order to Adobe.

5 "Statutory interpretation begins with the wording of the
6 provision at issue." New York State Conference v. Travelers Ins.
7 Co., 514 U.S. 645, 655 (1995). By demanding a date restriction to
8 the preclusion order, Adobe would have this Court ignore the
9 different – virtually opposite – captions and plain language of the
10 two subsections. Section 2705(a), which not even Adobe contends
11 applies in this case, instructs that a delay of government
12 notification can be sought "for a period not to exceed ninety days."
13 Section 2705(b), conversely provides:

14 A governmental entity . . . may apply to a court for an
15 order commanding a provider of . . . remote computing
16 service to whom a warrant . . . is directed, for such
period as the court deems appropriate, not to notify any
other person of the existence of the warrant

17 (emphasis added). Adobe would have this Court interpret "for such
18 period as the court deems appropriate," to constrain the Court's
19 discretion to a specific number of months or days, even though that
20 language nowhere appears in that subsection, and its caption is
21 "Preclusion of notice." Further, Adobe insists that Congress
22 silently implied that the specific date range listed in subsection
23 (a) should be the period required in subsection (b) despite the fact
24 that when a warrant for content is issued pursuant to 18 U.S.C.
25 § 2703(b)(1)(A) the government is not required to provide any notice
26 under subsection (a). (Motion at 3).

27 There is nothing in the statute that supports the requested
28 interpretation. An as-yet indeterminate, but judicially limited

1 period is a period nonetheless. There is nothing about the word
2 "period" that requires a prospective determination of its ending, and
3 it is within the Court's discretion to decline to do so. So long as
4 the court deems the period appropriate based on the evidence before
5 it, the period can be until the court says otherwise based on new
6 information.

7 In truth, Congress knows how to impose or require a date limit
8 on the duration of a non-disclosure order when it wants to do so, and
9 could have chosen to have subsection (b) mirror subsection (a). It
10 did not do so, and chose instead to have the obligation not to
11 disclose information about the investigation be governed not by an
12 arbitrary date, but by the need to keep the investigation secret.
13 This choice is telling. See Brogan v. United States, 522 U.S. 398,
14 408 (1998) ("[c]ourts may not create their own limitations on
15 legislation"); Smith v. United States, 508 U.S. 223, 229 (1993) ("Had
16 Congress intended the narrow construction petitioner urges, it could
17 have so indicated."); Maine v. Thiboutot, 448 U.S. 1, 4 (1980)
18 (statute providing liability for denying rights "secured by the
19 Constitution and laws" not limited "to some subset of laws," "[g]iven
20 that Congress attached no modifiers to the phrase"); Lewis v. United
21 States, 445 U.S. 55, 60 (1980) (statute applied to any person who
22 "has been convicted by a court;" "no modifier is present, and nothing
23 suggests any restriction on the scope of the term 'convicted'");
24 United States v. 103 Elec. Gambling Devices, 223 F.3d 1091, 1097-98
25 (9th Cir. 2000). Even more, "where Congress includes particular
26 language in one section of a statute but omits it in another section
27 of the same Act, it is generally presumed that Congress acts
28 intentionally and purposely in the disparate inclusion or exclusion."

1 Russello v. United States, 464 U.S. 16, 23 (1983); Dep't of Homeland
2 Sec. v. MacLean, --- U.S. ---, 135 S. Ct. 913, 919 (2015) (same).
3 Congress clearly intended that the Court have the discretion to
4 evaluate the circumstances and set a nondisclosure order accordingly.

5 The discretion given to this Court by Congress is not
6 unprecedented. For example, the pen register statute requires
7 nondisclosure "unless or until otherwise ordered by the Court." 18
8 U.S.C. § 3123(d)(2). Similarly, 18 U.S.C. § 2511(2)(a)(ii)(B) flatly
9 prohibits disclosure of a wiretap by the provider. Congress' grant
10 of this discretion makes sense from a practical standpoint as well.
11 In a complicated, extended criminal investigation, there may be many
12 subpoenas, orders, and warrants pursuant to 18 U.S.C. § 2703 over a
13 period of years. If the nondisclosure orders were limited to 90 days
14 each, all with different end dates, courts would be inundated with
15 requests for extensions. Instead, Congress rightly gave courts the
16 ability to weigh the nature of the investigation and conclude that a
17 judicially limited preclusion is more appropriate.

18 In support of its argument to read in additional language to the
19 statute, Adobe points to In re Hotmail Search Warrant, 74 F.Supp.3d
20 1184 (N.D. Cal. 2014) and In re Yahoo Subpoena, 79 F.Supp.3d 1091
21 (N.D. Cal. 2015). But this reliance is unfounded. These opinions,
22 both written by the same, now-former magistrate judge,² contain very
23 little legal analysis and incomplete, unsupported conclusions. As
24 such, the opinions neither require the same result here nor are
25 persuasive authority for such.

26
27
28 ² <http://fortune.com/2016/05/16/federal-judge-quits-to-join-facebook/>

1 In In re Hotmail Search Warrant, 74 F.Supp.3d 1184 (N.D. Cal.
2 2014), the government sought a judicially limited nondisclosure order
3 ("until further notice of this Court") for its search warrant
4 directed at a provider of remote computing services. Although the
5 court was satisfied that notification of the warrant would jeopardize
6 the investigation, it nevertheless denied the government's
7 nondisclosure order request. Id. at 1186. The opinion provided
8 scant legal reasoning, but simply concluded that a date-limited
9 period "better squared" with Section 2703. Id. A few months later,
10 the same magistrate judge issued essentially the same opinion again
11 in In re Yahoo Subpoena, 79 F.Supp.3d 1091 (N.D. Cal. 2015), relying
12 on his own earlier opinion in Hotmail to conclude that the statute
13 requires a date limitation and (as discussed further below) a
14 misapprehension of Butterworth v. Smith, 494 U.S. 624 (1990) to
15 conclude that a judicially limited nondisclosure order would violate
16 the provider's First Amendment rights. Nonetheless, the Court stated
17 that while the government had made an insufficient showing for a
18 judicially limited nondisclosure order, "the government is free to
19 try again to make such a showing." 79. F.Supp.3d at 1095.

20 These opinions do not, as Adobe asserts, control this case.
21 First, as out-of-district magistrate judge opinions, they are not
22 binding authority on this court. Moreover, simply because the
23 magistrate judge in those cases found the sealed showings in the
24 affidavits to be insufficient to warrant judicially limited
25 nondisclosure orders does not mean that all other magistrate judges
26 must similarly decide on the different factual showings before them.
27 Here, the Court considered facts specific to this case and issued a
28 reasonable order well within its discretion to make. Second, the

1 opinions have only superficial legal underpinnings for their
2 conclusions which do not survive rigorous analysis. For example, the
3 opinions assume that a period that begins without a known end date
4 but controlled by a further court order must necessarily be forever
5 and thus cannot actually be a "period." As discussed above, this
6 assumption, critical to the opinions' conclusions, does not comport
7 with the plain language of the statute, a common understanding of
8 language, Congressional intent in providing the Court with the
9 discretion to issue the appropriate order given the specific nature
10 of the investigation, and other similar statutes.³

11 Other courts have reached different conclusions in similar
12 contexts. In In re Application for 2705(b) Order, 131 F.Supp.3d 1266
13 (D. Utah 2015), the court granted the government's application for a
14 preclusion of notice order after an exhaustive analysis of Section
15 2705(b). While the focus of the opinion was on whether a
16 nondisclosure order could be obtained in conjunction with a subpoena,
17 the analysis of the statute is instructive. The district judge
18 explained that under Section 2705(a), "notice from the government to
19 the subscriber may be *delayed* for a limited time," but that under
20 Section 2705(b), "notice from the provider [of remote computing
21 services] to the subscriber may be indefinitely restrained." Id. at
22 1270 (emphasis in the original), 1271-72 ("The combined effect of
23 §§ 2703(b)(1)(A) and 2705(b) is that the subscriber may never receive
24

25
26 ³ Nor, as discussed below, are the opinions' First Amendment
27 conclusions sound. This is particularly true given that the court
28 permitted the government to resubmit an application with a greater
showing to obtain a judicially limited nondisclosure order, which
would be meaningless if the opinions were truly holding that the
First Amendment forbids judicially limited nondisclosure orders in
all situations.

1 notice of a warrant to obtain content information from a remote
2 computer service and the government may seek an order under § 2705(b)
3 that restrains the provider indefinitely from notifying the
4 subscriber.").

5 As that court also noted, in this district, United States
6 District Judge R. Gary Klausner reversed an order denying a similar
7 nondisclosure order. Id. at 1272. In addition, United States
8 District Judge Philip S. Gutierrez, in this district, also reversed
9 such an order denying a nondisclosure order, and while not addressing
10 the length of the order directly, did order that "the Provider shall
11 not disclose the existence of the attached subpoena to the listed
12 subscribers or to any other person, unless and until otherwise
13 authorized to do so by the Court." (Exhibit 2, In Re Application of
14 the United States for an Order Pursuant to 18 U.S.C. § 2705(b), No.
15 14-698M, December 18, 2014). As this Court likely knows, most
16 magistrate judges in this district have ruled similarly in
17 unpublished decisions, particularly in relation to search warrants,
18 upon a sufficient showing under the statute.

19 Because Section 2705(b) plainly provides for the preclusion of
20 notice to subscribers by providers for such period as this Court
21 decides, and that period can be defined by the Court's discretion and
22 understanding of the facts and nature of the investigation, this
23 Court's Order complies with the statute and should not be modified.⁴

24
25 ⁴ To the extent that it would clarify the Order, the government
26 would agree to have the Order modified to state that "the PROVIDER
27 shall not notify any person, including the subscriber(s) of each
28 account identified in Attachment A, of the existence of the warrant
until further order of the Court or until written notice is provided
by the United States Attorney's Office that nondisclosure is no
longer required." Absent special circumstances, the government agrees

1 **B. The First Amendment Does Not Compel the Court to Set a**
2 **Specific Date for Disclosure**

3 Adobe next claims that the nondisclosure order violates its
4 First Amendment right to notify the subscriber of the federal
5 criminal investigation. This argument fails because Adobe does not
6 have a First Amendment right to share that information, and even if
7 it does, the restraint in the Court's order is a reasonable limit.

8 1. Adobe Does Not Have a First Amendment Right to Notify
9 the Subscriber

10 Not all speech is protected speech. "Freedom of speech ... does
11 not comprehend the right to speak on any subject at any time."
12 Seattle Times Co. v. Rhinehart, 467 U.S. 20, 31 (1984) citing
13 American Communications Assn. v. Douds, 339 U.S. 382, 394-395,
14 (1950). This is especially true in the context of a criminal
15 investigation, which is distinct both in its need for secrecy and its
16 judicial oversight. Courts have long recognized the sensitive and
17 special nature of a criminal investigation, and distinguished it from
18 the post-investigation stage as needing more protection from public
19 view. Compare Times Mirror Co. v. United States, 873 F.2d 1210, 1221
20 (9th Cir. 1989) (common law right of access does not apply to warrant
21 materials during the pre-indictment stage of an ongoing criminal
22 investigation) with United States v. Business of Custer Battlefield
23 Museum and Store, 658 F.3d 1188, 1192 (9th Cir. 2011) (common law
24 right of access does apply to warrant materials after "an
25 investigation has been terminated"); see also Butterworth, 494 U.S.
26 at 632-33 (noting that the important need for secrecy during an

27
28 _____ that notification upon the conclusion of an investigation is usually
 appropriate.

1 investigation decreases after the investigation is over). If a
2 criminal investigation is revealed prematurely, as Section 2705
3 recognizes, very real consequences are possible, from the destruction
4 of evidence to the intimidation of witnesses. Criminal
5 investigations also have strong judicial oversight, in that all
6 investigative process greater than a mere subpoena is reviewed and
7 approved by a neutral magistrate judge.

8 Here, Adobe wrongly assumes as an initial premise that the First
9 Amendment authorizes it to share with a subscriber information
10 obtained solely by receipt of confidential, judicially-supervised
11 investigatory process, during the pendency of an ongoing criminal
12 investigation. (Motion at 4). Adobe cites Yahoo and Hotmail to
13 support this claim, but these opinions misapprehend an important
14 distinction by the Supreme Court in Butterworth, 494 U.S. 624, that
15 renders their conclusions unreliable as persuasive authority.

16 In Butterworth, the Supreme Court considered limits on grand
17 jury nondisclosure orders. In doing so, the Court distinguished
18 between two types of information: that which a person has before he
19 is subpoenaed, and that which he obtains as a result of his
20 participation in the proceedings. Restrictions on the former deserve
21 First Amendment protection; restrictions on the latter do not. 494
22 U.S. at 632; Seattle Times Company, 467 U.S. at 33-34 (protective
23 order limiting disclosure of information obtained specifically in
24 pretrial discovery does not offend the First Amendment); In re
25 Subpoena, 864 F.2d 1559, 1562 (11th Cir. 1989) (nondisclosure order
26 restraining parties from disclosing content of pleadings in
27 connection with an ongoing grand jury investigation is "not a case of
28 prior restraint of protected First Amendment activity"); Hoffmann-

1 Pugh v. Keenan, 338 F.3d 1136, 1140 (10th Cir. 2003) (agreeing state
2 court grand jury witness could be precluded from disclosing
3 information learned through giving testimony).

4 The case at hand is an ongoing grand jury investigation where a
5 search warrant has been issued. Adobe has learned of the specific
6 information that it wishes to share – that there is a federal
7 criminal investigation related to one of its subscribers and that
8 judicially supervised process has been issued for that particular
9 account – only by way of its participation in the proceedings and
10 receipt of the warrant. It is not precluded by the nondisclosure
11 order from stating information which it held prior to learning of the
12 warrant, only from disclosing any information that would notify the
13 subscriber about the warrant. Because the nondisclosure order
14 restricts only a limited category of information, which Adobe learned
15 only through its receipt of the judicially authorized legal process,
16 Adobe may be prohibited from disclosing this information without
17 offending the First Amendment. Butterworth, 494 U.S. at 632.

18 Moreover, the nondisclosure order does not limit Adobe's ability
19 to disseminate "matters of public concern," which are at the apex of
20 First Amendment protection. United States v. Richey, 924 F.2d 857,
21 860 (9th Cir. 1991); see also Snyder v. Phelps, 562 U.S. 443, 452
22 (2011) ("where matters of purely private significance are at issue,
23 First Amendment protections are often less rigorous"). Thus, as
24 Adobe has done in its Transparency Reports (Motion, Exhibit C), Adobe
25 may disclose aggregate information to the public at large about
26 Section 2703 process, such as the fact of receipt of the order, the
27 place in which the order was received, or the total number of orders
28 it receives. It may freely discuss its experience with Section 2703

1 legal process requiring the disclosure of user identities or
2 information, and Section 2705(b) orders protecting the
3 confidentiality of that process. The narrow limitation on Adobe's
4 ability to make a singular notification to a subscriber about
5 information that it learned by receipt of a warrant thus does not
6 violate the First Amendment.

7 2. The Nondisclosure Order is Not a Content-Based
8 Restriction Requiring Greater Scrutiny

9 Even if the nondisclosure order is presumed to implicate Adobe's
10 First Amendment rights, the order is constitutionally permissible.
11 First, Adobe contends that the nondisclosure order is a content-based
12 prior restraint of speech, requiring greater protection, citing In re
13 Sealing & Non-disclosure of Pen/Trap/2703(d) Orders, 562 F.Supp.2d
14 876 (S.D. Tex. 2008) (Magistrate judge holding that, in the post-
15 investigation stage, indeterminate nondisclosure order for pen
16 register application was a content-based prior restraint of speech).
17 The analysis of In re Sealing – another non-binding, out-of-district
18 magistrate judge decision – does not hold sway in this case, and is
19 distinguishable based on additional showings here in any event.

20 As In re Sealing states, "a regulation that merely limits the
21 time, place, or manner of speech is constitutionally permissible if
22 it serves a significant governmental interest and leaves ample
23 alternative channels for communication." 562 F.Supp.2d at 881,
24 citing Cox v. New Hampshire, 312 U.S. 569 (1941). A restriction
25 cannot be placed on the content of the speech, however, either by
26 favoring speech on the basis of the views expressed, or closing off
27 entirely a particular subject matter from public discourse. Id. In
28 re Sealing reasoned that in that case the nondisclosure order

1 completely precluded speech on a topic – “the electronic surveillance
2 order and its underlying criminal investigation” – and thus was a
3 content-based limitation subject to higher scrutiny. Id. at 881-82.

4 In this case, though, as discussed above, the nondisclosure
5 order does not completely preclude Adobe’s speech. Adobe is not
6 precluded from reporting the fact of receipt of the order and other
7 information which it publishes in its transparency reports. In
8 addition, Adobe may well be relieved of the specific restriction to
9 not notify the subscriber of this warrant when, as is anticipated in
10 this case, the investigation ends and Adobe is notified that the
11 nondisclosure order is no longer in effect. Furthermore, Adobe is
12 not prohibited from challenging the nondisclosure again in the
13 future. The nondisclosure order at issue simply is not a “forever
14 ban” on all speech; it is an as yet indeterminate, judicially limited
15 order on disclosure of particular information that Adobe obtained
16 solely as the result of its receipt of the search warrant. These
17 facts, absent from the discussion in In re Sealing, are
18 distinguishing, and compel the conclusion that the nondisclosure
19 order here is not content-based and does not require greater
20 Constitutional scrutiny. Moreover, as discussed below, even In re
21 Sealing recognized that judicially limited nondisclosure orders
22 surpass intense scrutiny during an ongoing investigation. 562
23 F.Supp.2d at 887.

24 3. The Nondisclosure Order is Narrowly Tailored

25 Even assuming that the nondisclosure order is both content-based
26 and a prior restraint on Adobe’s speech, it is narrowly tailored to
27 achieve a compelling government interest. Adobe concedes that there
28 is a compelling government interest in preserving the integrity of an

1 ongoing federal criminal investigation. (Motion at 4, 6). Adobe
2 argues instead that the judicially limited nondisclosure order is not
3 sufficiently tailored, while a date-limited nondisclosure would be.⁵
4 Adobe cites for this premise primarily the In re Sealing case. But
5 that case expressly limited its holding to the post-investigation
6 stage, in line with the other cases which make this distinction. 562
7 F.Supp.2d at 878, 895 ("such restrictions on speech and public access
8 are presumptively justified while the investigation is ongoing, but
9 that justification has an expiration date. Publicity will not
10 threaten the integrity of a criminal investigation that is no longer
11 active.") (emphasis added). Furthermore, the court noted that even at
12 that late stage, "the government may be able to demonstrate that a
13 particular order or portion thereof should not be disclosed [even]
14 when the investigation ends." Id. at 887.

15 In fact, the limits imposed by the nondisclosure order in this
16 case on what Adobe may disclose are narrowly tailored to the
17 government's interest. The reach of the nondisclosure order is
18 limited to facts about this particular judicially supervised
19 investigative process for an ongoing investigation, the precise
20 information that Congress concluded could create the requisite harm,
21 leaving Adobe free to speak on other matters of public importance in
22 its transparency reports. The nondisclosure order is also limited by
23 the fact that to obtain the order, the government was required to
24 make, and did make, a precise showing that notification "will result
25 in endangering the life or physical safety of an individual, flight
26

27 ⁵ While Adobe has stated a preference for 2705(a)'s 90-day
28 limitation, it is not clear from Adobe's filing whether it considers
any date limitation to be sufficiently limited; for example, 10
years.

1 from prosecution, destruction of or tampering with evidence,
2 intimidation of potential witnesses, or otherwise seriously
3 jeopardizing an investigation or unduly delaying a trial." 18 U.S.C.
4 § 2705(b)(1)-(5). And, the nondisclosure order is limited by the
5 Court's discretion and authority to set an end at some later date.
6 By placing the question of the appropriate length of the
7 nondisclosure order in the hands of this Court, Congress has provided
8 a procedure to tailor the duration of the order to the particular
9 circumstances. See ACLU v. Holder, 673 F.3d 245, 257 (4th Cir. 2011)
10 (statute authorizing sealing was narrowly-tailored where sealing
11 order stemmed from "federal court's independent decision" on the
12 basis for secrecy).

13 The simple fact of an as-yet indeterminate, judicially limited
14 order does not render the order too widely tailored. Where
15 determining the appropriate duration requires predictions about the
16 future course of an investigation and future law enforcement harms,
17 narrow tailoring does not require that these predictions be perfect.
18 See Williams-Yulee v. Fla. Bar, 135 S. Ct. 1656, 1671 (2015)
19 ("narrowly tailored" does not equal "perfectly tailored"); cf. First
20 Am. Coalition v. Judicial Inquiry and Review Board, 784 F.2d 467, 479
21 (3rd Cir. 1986) (similarly relying on predictive judgments about
22 future harms). This is particularly true at early stages of a multi-
23 step investigation, and Congress has provided courts with the
24 discretion to assess whether the proffered predictions are persuasive
25 and to determine the appropriate duration of secrecy. For this
26 reason, for many forms of investigation-stage legal process, such as
27 pen registers and wiretaps as discussed above, and with respect to
28 grand jury subpoenas, Congress has permitted indeterminate,

1 judicially limited nondisclosure orders. See 18 U.S.C.
2 §§ 2511(2)(a)(ii)(B), 3123(d)(2); Federal Rule of Criminal Procedure
3 6 (“...kept under seal...as long as necessary”); Hoffman-Pugh, 338
4 F.3d at 1140. In Times Mirror Co., the Ninth Circuit held that the
5 “polic[ies] behind grand jury secrecy apply with equal force to
6 warrant proceedings,” and accordingly affirmed orders that, while an
7 investigation remained ongoing, warrant materials be under judicially
8 limited, indeterminate seal. 873 F.2d at 1215-18, 21. Moreover, it
9 is not true that a date-limited nondisclosure order is necessarily
10 the more narrowly tailored order. In fact, a date-limited order has
11 a high risk of being either under-inclusive (too short) or over-
12 inclusive (too-long), particularly with the difficulties stated
13 herein. Since a judicially limited order makes way for both the
14 government and Adobe to apply for the order to be lifted after its
15 *raison d’etre* fades, it is as narrowly tailored as required.

16 In sum, the nondisclosure order in this case was well within
17 this Court’s discretion to make, and neither the SCA nor the First
18 Amendment requires a different result. Adobe has shown no just cause
19 to demand a specific end date, much less one as short as 90 days,
20 when investigations such as this one can take years to conclude.
21 Adobe’s motion should therefore be denied.

22 **C. The Court May Unseal Its Order, But Should Not Unseal The**
23 **Underlying Briefs And Exhibits**

24 While the government has no objection to the Court publicly
25 filing an order in this case that does not reference any specific
26 facts relating to the ongoing investigation, the underlying warrant,
27 briefs and exhibits should remain under seal. There is neither a
28 First Amendment right nor a common-law right of access to these

1 underlying materials. In the Matter of the Application of the United
2 States for an Order of Nondisclosure, 41 F.Supp.3d 1, 7 (D.D.C.
3 2014); Times Mirror, 873 F.2d at 1218-21 ("The public has no
4 qualified First Amendment right of access to warrant materials during
5 the pre-indictment stage of an ongoing criminal investigation. Nor is
6 the public entitled to access to the materials under either the
7 common law or Fed.R.Crim.P. 41(g)."). Because this litigation
8 relates to an ongoing investigation, and the briefs and exhibits
9 reference aspects of that investigation and underlying warrant, the
10 need for continued sealing outweighs any desire by Adobe to publicly
11 share its brief.

12 **IV. CONCLUSION**

13 For the foregoing reasons, the government respectfully requests
14 that this Court deny Adobe's motion to modify the nondisclosure order
15 in this case.

CERTIFICATE OF SERVICE

1 I, **SUSAN M. CRUZ**, declare:

2 That I am a citizen of the United States and resident or
3 employed in Los Angeles County, California; that my business
4 address is the Office of United States Attorney, United States
5 Courthouse, 312 North Spring Street, Los Angeles, California
6 90012; that I am over the age of eighteen years, and am not a
7 party to the above-entitled action;

8 That I am employed by the United States Attorney for the
9 Central

10 District of California who is a member of the Bar of the United
States

11 District Court for the Central District of California, at whose
12 direction I served a copy of:

13 **OPPOSITION TO ADOBE SYSTEMS INCORPORATE'S MOTION TO CHANGE THE**
14 **NONDISCLOSURE ORDER; DECLARATION OF TRACY L. WILKISON**

15 **service was:**

16 Placed in a closed
envelope, for collection
17 and interoffice delivery
addressed as follows:

Placed in a sealed
envelope for collection and
18 mailing via United States Mail,
19 addressed as follows:

James G. Snell, Esq.
Christian Lee, Esq.
PERKINS COIE, LLP.
3150 Porter Drive
20 Palo Alto, CA 94304-1212

21
22 This Certificate is executed on **April 19, 2017**, at Los
23 Angeles, California.

24 I certify under penalty of perjury that the foregoing is
25 true and correct.

26 _____
/s/
27 **SUSAN M. CRUZ**