1	KATIE TOWNSEND (SBN 254321)	
2	ktownsend@rcfp.org Bruce D. Brown (of counsel)	
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4	REPORTERS COMMITTEE FOR FREEDOM OF THE PRESS	
5	1156 15 <sup>th</sup> Street NW, Suite 1020	
6	Washington, DC 20005	
7	<i>Counsel for Proposed Amici</i> <i>Reporters Committee for Freedom of the Press</i>	
8	and 59 Media Organizations	
9		
10		
11 12	SUPERIOR COURT OF TH	IE STATE OF CALIFORNIA
12	FOR THE COUNTY	OF SAN FRANCISCO
13	IN RE: EX PARTE APPLICATION OF	
15	NON-PARTY JOURNALIST BRYAN CARMODY FOR ORDER QUASHING	Search Warrant Nos. SW43684 and SW43687
16	SEARCH WARRANT AND FOR RETURN OF IMPROPERLY SEIZED	
17	NEWSGATHERING MATERIALS, OR, IN THE ALTERNATIVE, TO	NOTICE OF MOTION AND MOTION OF REPORTERS COMMITTEE FOR
18	SHORTEN TIME	FREEDOM OF THE PRESS AND 59 MEDIA ORGANIZATIONS FOR LEAVE
19		TO FILE AMICUS CURLAE LETTER IN SUPPORT OF EX PARTE APPLICATION
20		OF NON-PARTY JOURNALIST BRYAN CARMODY FOR ORDER QUASHING
21		SEARCH WARRANT AND FOR RETURN OF IMPROPERLY SEIZED
22		NEWSGATHERING MATERIALS, OR, IN
23		THE ALTERNATIVE, TO SHORTEN TIME
24 25		Date: May 21, 2019
25		<b>Time:</b> 9 a.m. <b>Department:</b> 22 (Hon. Samuel Feng, Asst. PJ)
20		
28		
		1 - S COMMITTEE FOR FREEDOM OF THE PRESS AND 59
		VE TO FILE AMICUS CURIAE LETTER

## **1 TO ALL PARTIES AND THEIR COUNSEL OF RECORD:**

PLEASE TAKE NOTICE that the Reporters Committee for Freedom of the Press and the
59 media organizations set forth below (collectively, the "proposed *amici*"), will and hereby do
move the Court for leave to file the proposed *amicus curiae* letter attached as Exhibit A to this
Motion in support of the Ex Parte Application of Non-Party Journalist Bryan Carmody for Order
Quashing Search Warrant and for Return of Improperly Seized Newsgathering Materials, or, in the
Alternative, or Shorten Time, which is set to be heard on Tuesday, May 21, 2019 at 9 a.m., in
Department 22 of the above-entitled Court, located at 850 Bryant Street, San Francisco, CA 94103.

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## **INTEREST OF PROPOSED AMICI**

10 Proposed *amici* are the Reporters Committee for Freedom of the Press, The (San Luis Obispo) Tribune, American Society of News Editors, The Associated Press, Associated Press Media 11 12 Editors, Association of Alternative Newsmedia, California News Publishers Association, 13 Californians Aware, CALmatters, CBS Broadcasting Inc. on behalf of CBS News and KPIX-TV, Courthouse News Service, Criminal Justice Journalists, The Daily Beast Company LLC, Dow Jones 14 & Company, Inc., The E.W. Scripps Company, First Amendment Coalition, First Look Media 15 Works, Inc., Freedom of the Press Foundation, The Fresno Bee, Gannett Co., Inc., Hearst 16 17 Corporation, Inter American Press Association, International Documentary Assn., Investigative 18 Reporting Program, Investigative Reporting Workshop at American University, Los Angeles Times 19 Communications LLC, The McClatchy Company, The Media Institute, Media Law Resource Center, Merced Sun-Star, Meredith Corp., The Modesto Bee, MPA - The Association of Magazine 20 Media, National Freedom of Information Coalition, The National Press Club, National Press Club 21 22 Journalism Institute, National Press Photographers Association, National Public Radio, Inc., The 23 New York Times Company, News Media Alliance, Newsday LLC, The Northern California Chapter of the Society of Professional Journalists, NYP Holdings, Inc., Pacific Media Workers 24 25 Guild (The NewsGuild-CWA Local 39521), PEN America, ProPublica, Radio Television Digital 26 News Association, Reporters Without Borders, Reuters News & Media Inc., Reveal from The Center for Investigative Reporting, The Sacramento Bee, The San Diego Union-Tribune LLC, 27

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- 2 -

Sinclair Broadcast Group, Inc., Society of Environmental Journalists, Society of Professional
 Journalists, TEGNA Inc., Tribune Media Company, Tribune Publishing Company, Tully Center for
 Free Speech, and The Washington Post.

On May 10, 2019, the San Francisco Police Department ("SFPD") executed search warrants
at the home and office of San Francisco journalist Bryan Carmody. As set forth in Mr. Carmody's
motion, the SFPD on April 11, 2019 had sought his cooperation in identifying his confidential
source for a police report related to the death of San Francisco Public Defender Jeff Adachi. After
Mr. Carmody declined to identify his confidential source for the report, the SFPD executed the
search warrants against his home and the office of his news organization, North Bay News.

10 As news organizations and advocates that work to defend the First Amendment and 11 newsgathering rights of journalists, proposed amici are deeply concerned by the SFPD's treatment of Mr. Carmody, and the Department's apparent disregard for the federal and state constitutional 12 13 and statutory protections that strictly limit when law enforcement may search for, or seek to compel 14 a journalist to produce, confidential work product or documentary materials, or to force a reporter to 15 identify a confidential source. For the reasons set forth in the proposed amicus curiae letter attached hereto as Exhibit A, proposed amici urge the Court to order the immediate return of Mr. 16 Carmody's work product, documentary materials, and newsgathering equipment seized by the 17 SFPD on May 10. 18

19

## THE PROPOSED AMICUS CURIAE LETTER WILL ASSIST THE COURT

20 Courts have broad discretion to permit amicus curiae participation. See, e.g., In re Roxford Foods Litigation, 790 F. Supp. 987, 997 (E.D. Cal. 1991) (noting that "[g]enerally, courts have 21 22 exercised great liberality in permitting an *amicus curiae* to file a brief in a pending case") (quoting 23 United States v. Louisiana, 751 F. Supp. 608, 620 (E.D. La. 1990). This Motion is made on 24 grounds that the proposed *amicus curiae* letter would assist the Court in ruling on Mr. Carmody's 25 Ex Parte Application of Non-Party Journalist Bryan Carmody for Order Quashing Search Warrant 26 and for Return of Improperly Seized Newsgathering Materials, or, in the Alternative, or Shorten 27 Time. Compare Calif. Rule of Court 8.200(c)(2) (setting forth rule for amicus curiae submissions 28

1	in appellate matters). Proposed amici represent the interests of local, state, and national news	
2	organizations and journalists throughout California and the nation. Proposed <i>amici</i> have substantial	
3	knowledge and expertise concerning federal and state constitutional and statutory protections that	
4	limit when law enforcement may search for, or seek to compel a journalist to produce, confidential	
5	work product or documentary materials, or to force a reporter to identify a confidential source. The	
6	proposed amicus curiae letter outlines key legal protections for journalists' newsgathering activities	
7	for the benefit of the Court and underscores the importance to the press and the public of ensuring	
8	that such protections are rigorously enforced. Proposed amici believe their perspective will aid the	
9	Court in ruling on Mr. Carmody's Ex Parte Application of Non-Party Journalist Bryan Carmody for	
10	Order Quashing Search Warrant and for Return of Improperly Seized Newsgathering Materials, or,	
11	in the Alternative, or Shorten Time.	
12	For these reasons, proposed amici respectfully request that the Court grant them leave to	
13	file the proposed amicus curiae letter attached hereto as Exhibit A in the above-captioned matter.	
14		
15	Dated: May 16, 2019 Respectfully submitted	
16	- martin	
17	Katie Townsend (SBN 254321) ktøwnsend@rcfp.org	
18	Bruce D. Brown (of counsel) Gabriel Rottman (of counsel)	
19	Caitlin Vogus (of counsel) REPORTERS COMMITTEE FOR	
20	FREEDOM OF THE PRESS	
21	1156 15 <sup>th</sup> Street NW, Suite 1020 Washington, DC 20005	
22	Counsel for Proposed Amici Reporters	
23	Committee for Freedom of the Press	
24	and 59 Media Organizations	
25		
26		
27		
28		
	- 4 - NOTICE OF MOTION AND MOTION OF REPORTERS COMMITTEE FOR FREEDOM OF THE PRESS AND 59 MEDIA ORGANIZATIONS FOR LEAVE TO FILE AMICUS CURIAE LETTER	

1	PROOF OF SERVICE	
2	I, the undersigned, say: I am over 18 years of age, employed in Washington, DC, and not a	
3	party to the subject cause. My business address is: Reporters Committee for Freedom of the Press,	
4	1156 15 <sup>th</sup> St. NW, Suite 1020, Washington, DC 20005.	
5	I serve the following document:	
6 7	• NOTICE OF MOTION AND MOTION OF DEPODTEDS COMMITTEE FOD	
8	FREEDOM OF THE PRESS AND 59 MEDIA ORGANIZATIONS FOR LEAVE	
9	TO FILE AMICUS CURIAE LETTER IN SUPPORT OF EX PARTE	
10	APPLICATION OF NON-PARTY JOURNALIST BRYAN CARMODY FOR	
11	ORDER QUASHING SEARCH WARRANT AND FOR RETURN OF	
12	IMPROPERLY SEIZED NEWSGATHERING MATERIALS, OR, IN THE	
13 14	ALTERNATIVE, TO SHORTEN TIME	
14	by placing a copy thereof in an envelope for the addressee named hereafter, addressed to the	
16	addressees as follows:	
17	George Gascon	
18	District Attorney City and County of San Francisco	
19		
20	Manohar Raju	
21 22	Public Defender Matt Gonzales	
22	Chief Attorney San Francisco Public Defender's Office	
24	555 7th Street San Francisco, CA 94103	
25	Ronnie Wagner, Attorney	
26		
27	850 Bryant Street, Rm. 511 San Francisco, CA 94103	
28		
	PROOF OF SERVICE	

I

Thomas Burke Davis Wright Tremaine LLP
<sup>2</sup> 600 Montgomery Street, Suite 800
San Francisco, CA 94111
Following ordinary business practices, the envelope was sealed and placed for collection and
mailing on this date by FedEx, overnight delivery, and would, in the ordinary course of business, be
deposited with FedEx on May 16, 2019. I also sent a copy of the above-titled filing(s) by electronic
mail to the following addressee listed on May 16, 2019:
Thomas Burke
Davis Wright Tremaine LLP 600 Montgomery Street, Suite 800
San Francisco, CA 94111 thomasburke@dwt.com
I declare under penalty of perjury under the laws of the State of California that the foregoing
is true and corrected.
Executed on May 16, 2019 at Washington, DC
/s/ Katie Townsend Katie Townsend
- 2 - PROOF OF SERVICE

## **EXHIBIT A**



1156 15th Street NW, Suite 1020 Washington, DC 20005 (202) 795-9300 www.rcfp.org Bruce D. Brown Executive Director bbrown@rcfp.org (202) 795-9301

STEERING COMMITTEE STEPHEN J. ADLER Reuters J. SCOTT APPLEWHITE The Associated Press WOLF BLITZER CNN DAVID BOARDMAN Temple University MASSIMO CALABRESI Time Magazine MANNY GARCIA USA Today Network EMILIO GARCIA-RUIZ The Washington Post IOSH GERSTEIN Politico ALEX GIBNEY Jigsaw Productions SUSAN GOLDBERG National Geographic JAMES GRIMALDI The Wall Street Journal LAURA HANDMAN Davis Wright Tremaine DIEGO IBARGÜEN Hearst KAREN KAISER The Associated Press DAVID LAUTER Los Angeles Times DAHLIA LITHWICK MARGARET LOW The Atlantic JANE MAYER The New Yorke MAGGIE MULVIHILL Boston University JAMES NEFF Philadelphia Inquirer CAROL ROSENBERG The New York Times THOMAS C. RUBIN Stanford Law School CHARLIE SAVAGE The New York Times BEN SMITH BuzzFeed JENNIFER SONDAG Bloomberg News PIERRE THOMAS ABC News SAUNDRA TORRY Freelance VICKIE WALTON-JAMES NPR JUDY WOODRUFF PBS/The NewsHour

SENIOR ADVISORS CHIP BOK Creators Syndicate JOHN C. HENRY Freelance TONY MAURO National Law Journal ANDREA MITCHELL NBC News PAUL STEIGER ProPublica May 16, 2019

The Honorable Samuel Feng The Superior Court for the State of California In and For the County of San Francisco Department 22, 3rd Floor Hall of Justice 850 Bryant St. San Francisco, CA 94103

Via Hand Delivery

Re: Ex Parte Application Of Non-Party Journalist Bryan Carmody For Order Quashing Search Warrant And For Return Of Improperly Seized Newsgathering Materials, Or, In The Alternative, To Shorten Time; Search Warrants Executed on 5/10/19 at the Home (794 45th Ave.) and Office (459 Fulton St.) of San Francisco Journalist Bryan Carmody

Your Honor:

The Reporters Committee for Freedom of the Press ("Reporters Committee" or "RCFP") and 59 other media organizations, including 19 California-based *amici* (collectively, "*amici*"), write in support of the application of San Francisco journalist Bryan Carmody to quash and to compel the return of protected work product, documentary materials, and newsgathering equipment seized by the San Francisco Police Department ("SFPD" or the "Department") on May 10, 2019.

As detailed in Mr. Carmody's motion, on April 11, 2019, the SFPD sought Mr. Carmody's cooperation in identifying his confidential source for a police report related to the death of elected San Francisco Public Defender Jeff Adachi. The police report obtained by Mr. Carmody was unquestionably newsworthy. His reporting and reporting by other journalists and news organizations about it was in the public interest and plainly protected by federal and state constitutional and statutory law. And, indeed, though the report had not been released publicly by the Department when Carmody pitched a February 2019 story based on the report and other documents to three local news outlets, many of the details of the report are likely subject to the mandatory disclosure requirements of the California Public Records Act. On May 10, almost a month after Mr. Carmody declined to identify his confidential source, the SFPD executed search warrants against his home and office and seized material and newsgathering equipment from him and his company, North Bay News.

As news organizations and advocates that work to defend the First Amendment and newsgathering rights of journalists, *amici* are deeply concerned by the SFPD's treatment of Mr. Carmody, and the Department's possible disregard for the federal and state constitutional and statutory protections that strictly limit when law enforcement may search for, or seek to compel a journalist to produce, confidential work product or documentary materials, or attempt to force a reporter to identify a confidential source. These protections are vital to journalists' ability to effectively gather and report news of importance to the public.

Additionally, the mass seizure of Mr. Carmody's work product, documentary materials, and newsgathering equipment has both endangered the identity of Mr. Carmody's other confidential sources and has effectively shut down Mr. Carmody's newsgathering activities. The longer the police retain the material seized, the harder it will be for Mr. Carmody to continue his reporting on other stories. These considerations and others demand the immediate return of Mr. Carmody's material and equipment.

The California Constitution and California statutory law clearly prohibit the use of a search warrant to seize journalistic work product. The California Penal Code states that search warrants may not be used to seize materials described in section 1070 of the California Evidence Code, including broadly defined work product and documentary material. Cal. Penal Code § 1524(g). And the protections of section 1070 of the Evidence Code, the California "shield law," are incorporated in article I, section 2 of the California Constitution. *See also People v. Von Villas*, 10 Cal. App. 4th 201, 231-32 (1992) (applying shield law protections to freelance writer).

California law also expressly provides that an aggrieved journalist may seek the return of items seized in violation of the law. Penal Code Section 1538.5(n), invoked by Mr. Carmody before this Court, states that, "Nothing contained in this section shall prohibit a person from making a motion, otherwise permitted by law, to return property, brought on the ground that the property obtained is protected by the free speech and press provisions of the United States and California Constitutions."

Additionally, we are concerned by SFPD's possible violation of federal law in executing these search warrants. The federal Privacy Protection Act of 1980 protects the flow of confidential information to journalists by limiting when law enforcement—including state agencies and city departments like the SFPD—may search for or seize journalistic work product of documentary materials. *See* Pub. L. No. 96-440, 94 Stat. 1879 (1980), codified at 42 U.S.C. §§ 2000aa, 2000aa-5 to 2000aa-7.

For journalists' work product,<sup>1</sup> authorities may only search for or seize such material if the immediate seizure is necessary to prevent the death of, or serious bodily injury to, a human being, or where there is probable cause to believe that the possessor has committed or is committing certain crimes. The latter carve-out, known as the "suspect exception," applies only

<sup>&</sup>lt;sup>1</sup> Work product encompasses material prepared by the journalist or another in anticipation of reporting to the public. It is defined as material that is prepared, produced, authored, or created by any person in anticipation of that material being communicated to the public; is possessed for the purposes of communicating such materials to the public; and includes the mental impressions, conclusions, opinions, or theories of the person who created the material. 42 U.S.C. § 2000aa-7(b).

where the offense to which the material relates does not consist of the receipt, possession, communication, or withholding of the material. 42 U.S.C. § 2000aa(a)(1)-(2).<sup>2</sup>

For all other documentary material,<sup>3</sup> the PPA adds two additional exceptions that permit its seizure by law enforcement. These are: when notice pursuant to a subpoena would result in destruction, alteration, or concealment of such materials; or when such materials have not been produced pursuant to a court order directing compliance with a subpoena, all appellate remedies have been exhausted, and there is reason to believe that delay in an investigation or trial occasioned by further proceedings relating to the subpoena would threaten the interests of justice. 42 U.S.C. § 2000aa(b)(1)-(4). With respect to the "interests of justice" exception, the person possessing such materials must be permitted to submit an affidavit explaining why the materials are not subject to seizure. 42 U.S.C. § 2000aa(c).

*Amici* are concerned that the PPA may have been violated in this case. The public record associated with the execution of these warrants does not reflect any basis for applying any of these limited exceptions to the PPA, nor does it provide any indication that the SFPD relied on any of these exceptions when seeking and executing the warrants. Indeed, there is no basis for concluding that the warrants were supported by the exigency exceptions, such as threat to life or limb, or spoliation of documentary material, in light of the fact that SFPD asked for Carmody's voluntary compliance on April 11, almost a month before the searches were conducted and his work product and documentary material seized. Nor does it appear that SFPD ever issued, much less sought to enforce, a subpoena.

Additionally, the United States Department of Justice ("DOJ" or the "Justice Department") has had internal policies in place for almost five decades limiting when and how federal prosecutors may seize materials from, or records of, members of the news media. These "news media guidelines," as they are known, were expanded in 2014 to include federal search warrants. 28 C.F.R. § 50.10.

Under the DOJ news media guidelines:

• Except as set forth in the suspect exception to the PPA, where members of the Justice Department must secure authorization from a deputy assistant attorney general for the Criminal Division, prosecutors must secure attorney general approval before seeking a

<sup>&</sup>lt;sup>2</sup> The "suspect exception" does apply to the receipt, possession, communication, or withholding of material covered by the federal Espionage and Atomic Energy Acts and child exploitation laws. *See* 42 U.S.C. § 2000aa(a)(1), (b)(1); 18 U.S.C. §§ 793, 794, 797, 798, 2251, 2251A, 2252, 2252A; 42 U.S.C. §§ 2274, 2275, 2277; 50 U.S.C. § 783.

<sup>&</sup>lt;sup>3</sup> "Documentary materials" means materials upon which information is recorded. 42 U.S.C. § 2000aa-7(a) (listing examples, such as photographs, video, and audio tapes). Neither documentary materials nor work product materials include contraband; the fruits of a crime; things otherwise criminally possessed; or property designed or intended for use, or which is or has been used as, the means of committing a criminal offense. 42 U.S.C. § 2000a-7(a) and (b).

warrant to search the premises, property, communications records, or business records of a member of the news media, 50.10(d)(1), (d)(4);

- Prosecutors may only invoke the PPA suspect exception when the conduct that is the basis for the investigation is not based on, or within the scope of, newsgathering activities, § 50.10(d)(4); and
- Prosecutors must make all reasonable attempts to obtain the information from alternative sources, § 50.10(c)(5), (d)(3).

The search, seizure, and questioning here happened on May 10, and *amici* are still gathering facts about the incident. *Amici* therefore are continuing to explore how the DOJ news media guidelines govern federal involvement in this case.<sup>4</sup> The protections in the guidelines underscore the appropriate sensitivity with which journalists' work product and documentary materials are treated under federal and state laws and regulations.

Indeed, the statement of principles introducing the guidelines neatly encapsulates the policy rationale behind such protections: "Because freedom of the press can be no broader than the freedom of members of the news media to investigate and report the news, the Department's policy is intended to provide protection to members of the news media from certain law enforcement tools, whether criminal or civil, that might unreasonably impair newsgathering activities." 28 C.F.R. § 50.10(a).

Search warrants directed at members of the news media present a particularly potent threat to newsgathering and reporting.

As Senator Edward Kennedy (D-MA) explained shortly before Congress passed the PPA: "By exposing the work product of reporters to the roving eye of any policeman who has obtained a search warrant to examine newsroom documents, [the execution of a warrant] threatens to dry up the confidential sources of information which form the backbone of investigative journalism." Privacy Protection Act, Hearing Before the S. Judiciary Comm. on S. 115, S. 1790, and S. 1816, 96th Cong. 2 (1980) (opening statement of Sen. Edward M. Kennedy, chairman).

Journalists rely on assurances of confidentiality in the pursuit of newsworthy information. Confidentiality of sources is even more important when newsgathering may reveal government misconduct or might be perceived as embarrassing the government. Law enforcement use of

<sup>&</sup>lt;sup>4</sup> According to news reports, the FBI has confirmed that while agents did not participate in the execution of the warrant, they were present during the SFPD search and questioned Mr. Carmody. *See* Eli Rosenberg, *A Reporter Declined to Reveal His Source. Then Police Showed Up at His Front Door with Guns*, Wash. Post, May 11, 2019, <u>https://perma.cc/BN6U-L9HB</u>. In his declaration, Mr. Carmody states that during the search of his home, two FBI agents took him into his home office and asked him repeatedly to reveal the identity of his confidential source. The news media guidelines require any member of the Justice Department to notify the director of the Office of Public Affairs and obtain express attorney general approval before questioning a member of the news media, unless the offense the member of the news media is suspected of committing was not committed in the course of or did not arise from newsgathering activities. 28 C.F.R. § 50.10(f).

tools like search warrants to chill the disclosure of newsworthy information demands that courts rigorously enforce existing legal protections for journalists' work product and documentary materials.

For all of these reasons, and those set forth in Mr. Carmody's motion, *amici* urge this Court to order the immediate return of Mr. Carmody's protected work product, documentary materials, and newsgathering equipment seized on May 10.

Sincerely,

Katie Townsend (SBN 254321) ktownsend@rcfp.org Bruce D. Brown (of counsel) Gabriel Rottman (of counsel) Caitlin Vogus (of counsel) REPORTERS COMMITTEE FOR FREEDOM OF THE PRESS 1156 15th Street NW, Suite 1020 Washington, DC 20005

On behalf of:

The Reporters Committee for Freedom of the Press The (San Luis Obispo) Tribune American Society of News Editors The Associated Press Associated Press Media Editors Association of Alternative Newsmedia California News Publishers Association Californians Aware **CALmatters** CBS Broadcasting Inc, on behalf of CBS News and KPIX-TV Courthouse News Service Criminal Justice Journalists The Daily Beast Company LLC Dow Jones & Company, Inc. The E.W. Scripps Company First Amendment Coalition First Look Media Works, Inc. Freedom of the Press Foundation The Fresno Bee Gannett Co., Inc. Hearst Corporation Inter American Press Association International Documentary Assn.

Investigative Reporting Program Investigative Reporting Workshop at American University Los Angeles Times Communications LLC The McClatchy Company The Media Institute Media Law Resource Center Merced Sun-Star Meredith Corp. The Modesto Bee MPA - The Association of Magazine Media National Freedom of Information Coalition The National Press Club National Press Club Journalism Institute National Press Photographers Association National Public Radio, Inc. The New York Times Company News Media Alliance Newsday LLC The Northern California Chapter of the Society of Professional Journalists NYP Holdings, Inc. Pacific Media Workers Guild (The NewsGuild-CWA Local 39521) PEN America

ProPublica Radio Television Digital News Association Reporters Without Borders Reuters News & Media Inc. Reveal from The Center for Investigative Reporting The Sacramento Bee The San Diego Union-Tribune LLC

Sinclair Broadcast Group, Inc. Society of Environmental Journalists Society of Professional Journalists TEGNA Inc. Tribune Media Company Tribune Publishing Company Tully Center for Free Speech The Washington Post