



January 17, 2019

VIA ELECTRONIC MAIL

Freedom of Information Officer  
Department of Health & Human Services  
Hubert H. Humphrey Building, Room 729H  
200 Independence Avenue, SW  
Washington, D.C. 20201  
[FOIARequest@hhs.gov](mailto:FOIARequest@hhs.gov)

Hugh Gilmore  
Freedom of Information Officer  
Centers for Medicare & Medicaid Services  
North Building, Room N2-20-06  
7500 Security Boulevard  
Baltimore, MD 21244  
[FOIA\\_Request@cms.hhs.gov](mailto:FOIA_Request@cms.hhs.gov)

**Re: Freedom of Information Act Request**

Dear Freedom of Information Officers:

Pursuant to the Freedom of Information Act (FOIA), 5 U.S.C. § 552, and the implementing regulations for the Department of Health and Human Services (HHS), 45 C.F.R. Part 5, American Oversight makes the following request for records.

On January 31, 2018, *The Washington Post* reported that HUD Secretary Ben Carson ignored advice from department lawyers that getting help from his son, Ben Carson, Jr., to organize an event in Baltimore, MD, risked running afoul of ethics rules.<sup>1</sup> The same article also explained that Secretary Carson's daughter-in-law, Merlynn Carson, earned a contract worth nearly half a million dollars with the Centers for Medicare and Medicaid Services (CMS) in a non-competitive bidding process. According to USASpending.gov, the CMS contract was the first federal contract awarded to Ms. Carson's company, Myriddian, LLC. The company received a second CMS contract in 2018 worth nearly \$900,000.<sup>2</sup> Myriddian's second CMS contract was also not subject to a competitive bidding process.

American Oversight seeks to shed light on whether and to what extent Secretary Carson's family members, including Merlynn Carson, may be inappropriately influencing or benefitting from federal policy.

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<sup>1</sup> Juliet Eilperin & Jack Gillum, *'Using His Position for Private Gain': Ben Carson Was Warned He Might Run Afoul of Ethics Rules By Enlisting His Son*, WASH. POST, Jan. 31, 2018, [https://www.washingtonpost.com/politics/using-his-position-for-private-gain-hud-lawyers-warned-ben-carson-risked-running-afoul-of-ethics-rules-by-enlisting-son/2018/01/31/bb20c48e-0532-11e8-8777-2a059f168dd2\\_story.html?utm\\_term=.22e5e97432f1](https://www.washingtonpost.com/politics/using-his-position-for-private-gain-hud-lawyers-warned-ben-carson-risked-running-afoul-of-ethics-rules-by-enlisting-son/2018/01/31/bb20c48e-0532-11e8-8777-2a059f168dd2_story.html?utm_term=.22e5e97432f1).

<sup>2</sup> *Recipient Profile: Myriddian, LLC*, <https://www.usaspending.gov/-/award/67769031> (last visited Jan. 15, 2019).



## Requested Records

American Oversight requests that HHS (and its component CMS) produce the following within twenty business days:

1. All records reflecting communications (including emails, email attachments, text messages, slack messages, telephone call logs, calendar invitations/entries, meeting notices, meeting agendas, informational material, draft legislation, talking points, any handwritten or electronic notes taken during any responsive communications, summaries of any responsive communications, or other materials) between anyone at HHS (or its component CMS) and anyone at the Department of Housing and Urban Development regarding:
  - a. Merlynn Carson;
  - b. Merlynn Jayaraman;
  - c. Myriddian, LLC;
  - d. procurement instrument number HHSM500T0001;
  - e. IDV procurement instrument number HHSM500201700076I; or
  - f. solicitation ID RFPCMS20178A0022.

American Oversight requests that HHS search the components most likely to have records relating to this contract, including but not limited to the Office of the Secretary and CMS (including CMS's Office of the Administrator, Office of Human Capital, Office of Financial Management, and Office of Acquisitions and Grant Management).

2. All records reflecting communications (including emails, email attachments, text messages, slack messages, telephone call logs, calendar invitations/entries, meeting notices, meeting agendas, informational material, draft legislation, talking points, any handwritten or electronic notes taken during any responsive communications, summaries of any responsive communications, or other materials) between Merlynn Carson or any employee of Myriddian, LLC (@myriddian.com) and anyone who has occupied any of the following roles during the time period listed below, whether in a permanent or acting capacity:
  - a. Secretary
  - b. Deputy Secretary
  - c. Chief of Staff
  - d. General Counsel
  - e. Principal Deputy General Counsel
  - f. Assistant Secretary for Financial Resources
  - g. Principal Deputy Secretary for Operations
  - h. Deputy Assistant Secretary, Office of Grants and Acquisition Policy and Accountability
  - i. Association Deputy Assistant Secretary, Division of Acquisition
  - j. Director, Office of Small and Disadvantaged Business Utilization
  - k. Deputy Director, Office of Small and Disadvantaged Business Utilization

- l. CMS Administrator
- m. Director, Office of Human Capital at CMS
- n. Deputy Director, Office of Human Capital at CMS
- o. Director, Office of Financial Management at CMS
- p. Deputy Director, Office of Financial Management at CMS
- q. Anyone in the Office of Acquisition and Grants Management at CMS

With respect to the Secretary and the CMS Administrator, American Oversight requests that the agency search any calendars associated with their individual email accounts, as well as any official calendars maintained for them, including by their administrative assistants or schedulers.

For calendar entries created in Outlook or similar programs, the documents should be produced in “memo” form to include all invitees, any notes, and all attachments. Please do not limit your search to Outlook calendars—we request the production of any calendar— paper or electronic, whether on government-issued or personal devices— used to track or coordinate how these individuals allocate their time on agency business. This request encompasses meetings Merlynn Carson or any employee of Myriddian, LLC actually attended, as well as all meetings to which they were invited.

Please provide all responsive records from February 1, 2018,<sup>3</sup> to the date the search is conducted.

In addition to the records requested above, American Oversight also requests records describing the processing of this request, including records sufficient to identify search terms used and locations and custodians searched and any tracking sheets used to track the processing of this request. If HHS uses FOIA questionnaires or certifications completed by individual custodians or components to determine whether they possess responsive materials or to describe how they conducted searches, we also request any such records prepared in connection with the processing of this request.

American Oversight seeks all responsive records regardless of format, medium, or physical characteristics. In conducting your search, please understand the terms “record,” “document,” and “information” in their broadest sense, to include any written, typed, recorded, graphic, printed, or audio material of any kind. We seek records of any kind, including electronic records, audiotapes, videotapes, and photographs, as well as letters, emails, facsimiles, telephone messages, voice mail messages and transcripts, notes, or minutes of any meetings, telephone conversations or discussions. Our request includes any attachments to these records. **No category of material should be omitted from search, collection, and production.**

Please search all records regarding agency business. **You may not exclude searches of files or emails in the personal custody of your officials, such as personal email accounts.** Records of

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<sup>3</sup> American Oversight submitted a similar request on February 1, 2018 (HHS tracking number 18-0138-FOI and CMS control number 020120187103), and American Oversight does not seek duplicative records already produced in response to that request.

official business conducted using unofficial systems or stored outside of official files are subject to the Federal Records Act and FOIA.<sup>4</sup> **It is not adequate to rely on policies and procedures that require officials to move such information to official systems within a certain period of time; American Oversight has a right to records contained in those files even if material has not yet been moved to official systems or if officials have, through negligence or willfulness, failed to meet their obligations.**<sup>5</sup>

In addition, please note that in conducting a “reasonable search” as required by law, you must employ the most up-to-date technologies and tools available, in addition to searches by individual custodians likely to have responsive information. Recent technology may have rendered HHS’s prior FOIA practices unreasonable. **In light of the government-wide requirements to manage information electronically by the end of 2016, it is no longer reasonable to rely exclusively on custodian-driven searches.**<sup>6</sup> Furthermore, agencies that have adopted the National Archives and Records Administration (NARA) Capstone program, or similar policies, now maintain emails in a form that is reasonably likely to be more complete than individual custodians’ files. For example, a custodian may have deleted a responsive email from his or her email program, but HHS’s archiving tools would capture that email under Capstone. Accordingly, American Oversight insists that HHS use the most up-to-date technologies to search for responsive information and take steps to ensure that the most complete repositories of information are searched. American Oversight is available to work with you to craft appropriate search terms. **However, custodian searches are still required; agencies may not have direct access to files stored in .PST files, outside of network drives, in paper format, or in personal email accounts.**

Under the FOIA Improvement Act of 2016, agencies must adopt a presumption of disclosure, withholding information “only if . . . disclosure would harm an interest protected by an exemption” or “disclosure is prohibited by law.”<sup>7</sup> If it is your position that any portion of the requested records is exempt from disclosure, American Oversight requests that you provide an index of those

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<sup>4</sup> See *Competitive Enter. Inst. v. Office of Sci. & Tech. Policy*, 827 F.3d 145, 149–50 (D.C. Cir. 2016); cf. *Judicial Watch, Inc. v. Kerry*, 844 F.3d 952, 955–56 (D.C. Cir. 2016).

<sup>5</sup> See *Competitive Enter. Inst. v. Office of Sci. & Tech. Policy*, No. 14-cv-765, slip op. at 8 (D.D.C. Dec. 12, 2016) (“The Government argues that because the agency had a policy requiring [the official] to forward all of his emails from his [personal] account to his business email, the [personal] account only contains duplicate agency records at best. Therefore, the Government claims that any hypothetical deletion of the [personal account] emails would still leave a copy of those records intact in [the official’s] work email. However, policies are rarely followed to perfection by anyone. At this stage of the case, the Court cannot assume that each and every work related email in the [personal] account was duplicated in [the official’s] work email account.” (citations omitted)).

<sup>6</sup> Presidential Memorandum—Managing Government Records, 76 Fed. Reg. 75,423 (Nov. 28, 2011), <https://obamawhitehouse.archives.gov/the-press-office/2011/11/28/presidential-memorandum-managing-government-records>; Office of Mgmt. & Budget, Exec. Office of the President, Memorandum for the Heads of Executive Departments & Independent Agencies, “Managing Government Records Directive,” M-12-18 (Aug. 24, 2012), <https://www.archives.gov/files/records-mgmt/m-12-18.pdf>.

<sup>7</sup> FOIA Improvement Act of 2016 § 2 (Pub. L. No. 114-185).

documents as required under *Vaughn v. Rosen*, 484 F.2d 820 (D.C. Cir. 1973), *cert. denied*, 415 U.S. 977 (1974). As you are aware, a *Vaughn* index must describe each document claimed as exempt with sufficient specificity “to permit a reasoned judgment as to whether the material is actually exempt under FOIA.”<sup>8</sup> Moreover, the *Vaughn* index “must describe *each* document or portion thereof withheld, and for *each* withholding it must discuss the consequences of disclosing the sought-after information.”<sup>9</sup> Further, “the withholding agency must supply ‘a relatively detailed justification, specifically identifying the reasons why a particular exemption is relevant and correlating those claims with the particular part of a withheld document to which they apply.’”<sup>10</sup>

In the event some portions of the requested records are properly exempt from disclosure, please disclose any reasonably segregable non-exempt portions of the requested records. If it is your position that a document contains non-exempt segments, but that those non-exempt segments are so dispersed throughout the document as to make segregation impossible, please state what portion of the document is non-exempt, and how the material is dispersed throughout the document.<sup>11</sup> Claims of nonsegregability must be made with the same degree of detail as required for claims of exemptions in a *Vaughn* index. If a request is denied in whole, please state specifically that it is not reasonable to segregate portions of the record for release.

**You should institute a preservation hold on information responsive to this request.** American Oversight intends to pursue all legal avenues to enforce its right of access under FOIA, including litigation if necessary. Accordingly, HHS is on notice that litigation is reasonably foreseeable.

To ensure that this request is properly construed, that searches are conducted in an adequate but efficient manner, and that extraneous costs are not incurred, American Oversight welcomes an opportunity to discuss its request with you before you undertake your search or incur search or duplication costs. By working together at the outset, American Oversight and HHS can decrease the likelihood of costly and time-consuming litigation in the future.

Where possible, please provide responsive material in electronic format by email or in PDF or TIF format on a USB drive. Please send any responsive material being sent by mail to American Oversight, 1030 15th Street, NW, Suite B255, Washington, DC 20005. If it will accelerate release of responsive records to American Oversight, please also provide responsive material on a rolling basis.

### **Fee Waiver Request**

In accordance with 5 U.S.C. § 552(a)(4)(A)(iii) and 45 C.F.R. § 5.54, American Oversight requests a waiver of fees associated with processing this request for records. The subject of this request concerns the operations of the federal government, and the disclosures will likely contribute to a

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<sup>8</sup> *Founding Church of Scientology v. Bell*, 603 F.2d 945, 949 (D.C. Cir. 1979).

<sup>9</sup> *King v. U.S. Dep’t of Justice*, 830 F.2d 210, 223–24 (D.C. Cir. 1987) (emphasis in original).

<sup>10</sup> *Id.* at 224 (citing *Mead Data Central, Inc. v. U.S. Dep’t of the Air Force*, 566 F.2d 242, 251 (D.C. Cir. 1977)).

<sup>11</sup> *Mead Data Central*, 566 F.2d at 261.

better understanding of government operations by the general public in a significant way.<sup>12</sup> Moreover, the request is primarily and fundamentally for non-commercial purposes.<sup>13</sup>

American Oversight requests a waiver of fees because “disclosure of the requested information is in the public interest because it is likely to contribute significantly to public understanding of the operations or activities of the government.”<sup>14</sup> The requested records have the potential to shed light on the influence of a grant recipient—with family connections to a cabinet member—on agency officials and actions. The public has a right to know whether taxpayer dollars have been awarded on the basis of merit or political or personal influence. Reporting has raised concerns that Myriddian LLC may have received government funding as a result of Merlynn Carson’s family connections to HUD Secretary Carson.<sup>15</sup> The records requested will meaningfully inform the public about Ms. Carson’s contacts and communications with HHS surrounding her company’s receipt of two substantial awards of public money. As described below, American Oversight will distribute these records effectively to the general public.

This request is primarily and fundamentally for non-commercial purposes.<sup>16</sup> As a 501(c)(3) nonprofit, American Oversight does not have a commercial purpose and the release of the information requested is not in American Oversight’s financial interest. American Oversight’s mission is to promote transparency in government, to educate the public about government activities, and to ensure the accountability of government officials. American Oversight uses the information gathered, and its analysis of it, to educate the public through reports, press releases, or other media. American Oversight also makes materials it gathers available on its public website and promotes their availability on social media platforms, such as Facebook and Twitter.<sup>17</sup> American Oversight has demonstrated its commitment to the public disclosure of documents and creation of editorial content. For example, after receiving records regarding an ethics waiver received by a senior DOJ attorney,<sup>18</sup> American Oversight promptly posted the records to its website and published an analysis of what the records reflected about DOJ’s process for ethics waivers.<sup>19</sup> As another example, American Oversight has a project called “Audit the Wall,” where the organization is gathering and analyzing information and commenting on public releases of

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<sup>12</sup> 45 C.F.R. § 5.54(a).

<sup>13</sup> 45 C.F.R. § 5.54(a).

<sup>14</sup> 45 C.F.R. § 5.54(b)(1), (2)(i)-(ii).

<sup>15</sup> See Eilperin & Gillum, *supra* note 1.

<sup>16</sup> 45 C.F.R. § 5.54(b)(3)(i)-(ii).

<sup>17</sup> American Oversight currently has approximately 12,100 page likes on Facebook, and 49,800 followers on Twitter. American Oversight, FACEBOOK, <https://www.facebook.com/weareoversight/> (last visited Jan. 17, 2019); American Oversight (@weareoversight), TWITTER, <https://twitter.com/weareoversight> (last visited Jan. 17, 2019).

<sup>18</sup> *DOJ Records Relating Solicitor General Noel Francisco’s Recusal*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/document/doj-civil-division-response-noel-francisco-compliance>.

<sup>19</sup> *Francisco & the Travel Ban: What We Learned from the DOJ Documents*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/francisco-the-travel-ban-what-we-learned-from-the-doj-documents>.

information related to the administration's proposed construction of a barrier along the U.S.-Mexico border.<sup>20</sup>

Accordingly, American Oversight qualifies for a fee waiver.

### **Conclusion**

We share a common mission to promote transparency in government. American Oversight looks forward to working with HHS on this request. If you do not understand any part of this request, have any questions, or foresee any problems in fully releasing the requested records, please contact Dan McGrath at [foia@americanoversight.org](mailto:foia@americanoversight.org) or 202.897.4213. Also, if American Oversight's request for a fee waiver is not granted in full, please contact us immediately upon making such a determination.

Sincerely,

A handwritten signature in blue ink that reads "Austin R. Evers". The signature is fluid and cursive, with a long horizontal flourish extending to the left.

Austin R. Evers  
Executive Director  
American Oversight

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<sup>20</sup> *Audit the Wall*, AMERICAN OVERSIGHT, <https://www.americanoversight.org/investigation/audit-the-wall>.