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1	BEFORE THE UNITED STATES DISTRICT COURT
2	FOR THE DISTRICT OF COLUMBIA
3	DEMOCRACY FORWARD FOUNDATION, .
4	. Case Number 18-246 Plaintiff, .
5	vs.
6	UNITED STATES DEPARTMENT OF .
7	COMMERCE, . July 14, 2020 . 12:02 p.m.
8	Defendant
9	
10	TRANSCRIPT OF TELEPHONIC MOTION HEARING
11	BEFORE THE HONORABLE DABNEY L. FRIEDRICH UNITED STATES DISTRICT JUDGE
12	
13	APPEARANCES:
14	For the Plaintiff: JEFFREY B. DUBNER, ESQ.
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21	Official Court Reporter: SARA A. WICK, RPR, CRR
22	333 Constitution Avenue Northwest U.S. Courthouse, Room 4704-B
23	Washington, D.C. 20001 202-354-3284
24	
25	Proceedings recorded by stenotype shorthand. Transcript produced by computer-aided transcription.

PROCEEDINGS

(All participants present telephonically.)

THE COURTROOM DEPUTY: We are in Civil Action 18-246,

Democracy Forward Foundation versus United States Department of

Commerce.

If I can have counsel for the parties identify themselves, starting with counsel for plaintiff.

MR. DUBNER: Thank you, Your Honor. This is Jeffrey Dubner on behalf of Democracy Forward Foundation.

THE COURT: Good afternoon, Mr. Dubner.

MR. WALKER: And good afternoon, Your Honor. This is Johnny Walker on behalf of Department of Commerce.

THE COURT: Good afternoon, Mr. Walker.

This hearing is being conducted by phone pursuant to the Chief Judge's standing order. Unfortunately, the court has had some technical difficulties today with the videos. So we are having to proceed by telephone.

I scheduled this hearing on the parties' cross-motions for summary judgment to get some clarification on the searches that Commerce has performed to date. And this morning, Commerce filed an additional declaration by Michael Bogomolny, which I have reviewed.

Mr. Walker, if I can start with you, I have some follow-up questions.

MR. WALKER: Certainly, Your Honor.

THE COURT: I want to be sure that I understand the declarations that have been provided.

So the second Bogomolny -- am I saying that correctly?

MR. WALKER: I call him "Bogo," Your Honor. So I
don't know.

THE COURT: All right. So the second declaration makes clear that you know from your searches of Commerce accounts, official Commerce accounts, and that is, the Secretary's official account and, I think, 50 or so Commerce officials, that the Secretary received 190 unique e-mails at e-mail account number 1 and 23, I think, at e-mail account number 2.

Is that correct?

MR. WALKER: That's correct. And I will -- as we described in the declaration, that indicates individual e-mails, maybe perhaps over the course of a thread. So even if you have a thread in which there are three e-mails received, each of those three would be reflected in that count.

THE COURT: Okay. Understood.

He also sent 40 unique e-mails from account number 1, but he did not send any from account number 2 because the declarant represents that he no longer uses that account.

Is that correct?

MR. WALKER: That's correct, Your Honor. The Secretary has informed declarant that the Secretary -- or

someone has informed declarant, I believe, that the Secretary has not accessed that e-mail account since becoming Secretary of Commerce and indeed, shortly before becoming Secretary of Commerce, sent out an e-mail from that e-mail address to an undisclosed contact list directing everyone not to send any further e-mails to that account, that his new e-mail account

would be the icloud.com account.

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THE COURT: All right. So you agree that all of these unique e-mails are agency records?

MR. WALKER: I would agree that -- not necessarily,

Your Honor. I don't think there has been much in the record to

demonstrate whether or not they're agency records. I think they

are more likely to be agency records after they arrive within

the Department of Commerce's e-mail systems.

As you can imagine, a lot of these e-mails start with a reporter or an acquaintance of the Secretary reaching out to him saying, hey, would you like to attend this summit, would you like to attend this event, can we get a statement on the record. And to the extent that one of those e-mails just went to the Secretary's personal account and the Secretary never responded or acted upon it or took any official action with respect to that account, I do not believe it would be an agency record.

THE COURT: So you don't believe that -- these e-mails that you produced in the initial production that reflected that some were received on the personal e-mails, do you agree that

those are not related to official business and would qualify as agency records?

MR. WALKER: I think the agency record test is a bit more complex. It's articulated by the Court of Appeals in the Burka case. It goes to the intent of the creator and the ability of the agency to use and dispose of the record, the extent to which agency personnel have read and relied on it, and the degree to which the document was integrated into the agency's record system or filed. That would be an individual analysis that would have to be conducted of each and every one of these e-mails.

And I am not prepared to say today that all of them would be agency records. And as I say, certainly to the extent that they exist on the Secretary's personal account, I think it is highly doubtful that they would be agency records.

THE COURT: All right. But for purposes of the pending motion, the government has made no such argument that the documents that it produced were not agency records. Rather, it argued that there is no need to do a further search because any additional search would be duplicative.

Right?

MR. WALKER: We have certainly argued that some of the records that plaintiff has presented as indicating that there are agency records on the Secretary's personal account are not agency records.

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THE COURT: So you are disputing that these e-mails that you produced to them that reflect that some came from the Secretary's personal account, you are arguing those are not agency records?

MR. WALKER: I believe certainly some of them would not be agency records, Your Honor. I am not prepared to say what proportion of them.

THE COURT: Well, it would be helpful to me to what extent you concede that there are a number of e-mails that you don't dispute are agency records that were found on his personal e-mail accounts. Of these 190 and 40 on account number 1 and the 23 on account number 2, it would be helpful to me to know to what extent you dispute that those are agency records.

And I understand you can't do that right now, but do you at least concede -- for purposes of this argument, do you concede that there are a handful at least that you would concede are official agency records that relate to official business that meet the test?

MR. WALKER: I would concede certainly that some of the records that have been produced are agency records, but one must keep in mind that those records have been transmitted at some point from the Secretary's personal accounts to the Department of Commerce account. So I wouldn't --

THE COURT: But after that fact, do you concede that any of the e-mails that were on the Secretary's personal account

are, you know, related to official business that would meet the test of an agency record if they were found on a Commerce e-mail account?

MR. WALKER: No, Your Honor, I am not prepared to concede that today. I don't have a -- I am not prepared to make a representation. I certainly don't have any basis to concede that today.

THE COURT: I just don't understand why the government hasn't made that argument in its briefing to date. If you've produced all these e-mails that -- I understand you suggest that some are just travel and that is not really an agency record, not a full record, I guess? I'm not quite sure what the government's argument is on that. But aside from, you know, argument in the brief regarding these are just travel records or these are just parties, the government hasn't made that argument in its briefs --

MR. WALKER: We certainly have --

THE COURT: -- for the e-mails that have been produced.

MR. WALKER: I believe we have to the extent that plaintiff has presented examples. Plaintiff presented a handful, I think six examples of e-mails in its opposition and reply brief, and we did address each of those e-mails, the extent to which they were agency records.

Plaintiff has provided a much greater amount in the final

reply that it filed, I think 18 total records, that it contends were sent to or from Secretary Ross's personal account without copying the official account.

THE COURT: Just to make sure I understand the government's position right now, you don't concede that a single e-mail that was on the Secretary's personal account is an official agency record?

MR. WALKER: We don't concede it. I don't necessarily dispute it right now, Your Honor. As I say --

THE COURT: Well, I'm going to need -- do you dispute it?

MR. WALKER: Well, the problem, Your Honor, is that the test for agency record is not so easy to apply. The totality of the circumstances test, it is fact-specific and individualized, and it would have to be performed with respect to each and every one of these e-mails to the extent that it exists only on the Secretary's personal account. And that's just not something that has been done to date.

THE COURT: Okay. Well, looking at the statute, Section 2911(a) of Title 44 requires government employees to copy or forward any official e-mails to their official e-mail account in 20 days.

Do you concede that there are some e-mails that meet that definition that the Secretary did not forward to his official e-mail account?

MR. WALKER: Well, I would just clarify somewhat that particular statutory provision. It requires the forwarding or copying of any e-mail sent or created by that individual. So to the extent that the Secretary merely received an e-mail to his personal account, it would not require that that e-mail be copied or forwarded to an official account.

THE COURT: And so you -- at this point you don't concede that he created an e-mail, an official e-mail?

MR. WALKER: We concede that there are some e-mails created by the Secretary on his personal account that were not copied to his own account. They were copied to other Commerce accounts but not to his own account.

THE COURT: But you concede that he did not comply with 2911(a) with respect to some official e-mails?

 $$\operatorname{MR.}$$ WALKER: For a very small number of official e-mails, we do concede that.

THE COURT: And how many?

MR. WALKER: I think we identified five in the revised declaration that we said originated from the Secretary's personal account but did not copy one of his official accounts. I have a correction to that. I believe there are actually six. Many of those are actually attachments to plaintiff's reply brief. So they are Exhibit A-2, A-4, A-7, A-8 -- and I will note that A-7 and A-8 are duplicative originating e-mails -- A-11, A-12. And A-15 originates from Secretary Ross and is

copied to a Department of Commerce account, but I don't think we would say that A-15 is an agency record. That's an e-mail from Secretary Ross to his wife regarding a partially redacted security issue that is copied to an ethics officer at the Department of Commerce. So I am not prepared to concede that that is an agency record, but I believe that the other six that I mentioned -- five unique ones that I mentioned would be.

THE COURT: Okay. So you concede at least five e-mails are agency records that were on the Secretary's personal e-mail and not forwarded to his official e-mail?

MR. WALKER: That were originated by the Secretary from his personal e-mail and not copied or forwarded to his official e-mail. All of those were sent to another department e-mail.

THE COURT: All right. And so you agree Commerce is not entitled to the presumption that all agency records were copied or forwarded to an agency account?

MR. WALKER: Yes, Your Honor. We are not relying on that presumption.

THE COURT: Does Commerce have any internal policy or regulation that regulates how employees use their personal e-mail accounts for official business?

MR. WALKER: Not that I am aware of, Your Honor.

THE COURT: All right. So you are not relying on the presumption. Yet, you argue that any search of the Secretary's

personal e-mails would be duplicative.

And the problem I am having with that is neither Cannon nor Bogomolny state that the Secretary routinely forwarded or copied all Commerce-related e-mails to his official account that came into his personal account.

Right? Am I correct about that?

There are descriptions of the Secretary's practices being limited to the productions that you've made as opposed to his practices in general.

MR. WALKER: That's correct, Your Honor. I think what we would argue is -- we are not relying on either a presumption of compliance or actual strict compliance with the forwarding policy in the statute as the basis for the adequacy of our search.

What we are relying on is the actual results of the search and what the results of those search actually show about the Secretary's --

THE COURT: But you haven't searched his personal account. You're relying on what's been produced. The bucket of documents you are looking at are those that ended up on other e-mails, not what could be in his own personal e-mail.

MR. WALKER: That's correct, Your Honor. But those e-mails do not show that the Secretary ever originated any e-mails from his personal account without copying some department account that was searched.

And you could argue and the obvious rejoinder to that is, well, if there was an e-mail that solely originated from his personal account related to department business that was not copied to a department account, the search wouldn't capture that.

That's not exactly true. I mean, the search does capture several e-mails originating from outside of the Department of Commerce that came into -- or from a third party to the Secretary's personal e-mail, and those do end up in the Department of Commerce's systems once the agency takes some official action towards them.

So to the extent that any e-mail originated with the Secretary's personal account to another third-party account, one would expect that to eventually come into the department's e-mail systems once the department takes an official action towards them, and there are just no instances of that in the e-mails that have been located.

THE COURT: But you're asking me to make assumptions in a case where the Secretary has not followed the law in terms of how he uses his personal e-mail.

So doesn't precedent in this court suggest that in these circumstances when it is clear that agency records are on personal e-mail accounts, that those accounts need to be searched to ensure all official e-mails have been found?

MR. WALKER: I don't think any other case presents

quite the circumstances that our case does. I mean, certainly, we are asking the Court to look at this through a lens that other District Court cases have not looked at this. We are not providing a declaration about this summarizing the Secretary's e-mail practices, and we are not relying on --

THE COURT: And why not? I'm surprised. I've had a similar case that involved a DOJ official, and they did provide a declaration. And in that case the individual did search his accounts.

It just seems here that to meet your burden that you've done a search that is reasonably calculated to discover requested documents, that that's what I need from you.

MR. WALKER: What makes this case different from those other cases, Your Honor, is that here the FOIA request itself from the plaintiff was specifically structured and devised to probe the Secretary's personal e-mail practices. This isn't a FOIA request that sought documents about a particular subject matter and there was some indication in the result of those documents that the relevant official used a personal address to correspond about that subject matter.

What the plaintiffs have asked about is any use of the Secretary's personal e-mail address for any agency business or anything involving the Department of Commerce whatsoever. And a broad search for any documents containing the e-mail accounts of the -- the personal e-mail accounts of the Secretary was

conducted.

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So here, the results of the search are particularly informative about the Secretary's e-mail practices in a way that, I think, is more probative and more descriptive than, you know, a general representation in an affidavit or a presumption of compliance with the statute.

THE COURT: So just to make sure I am understanding your argument, the fact that you say at a minimum there are five such e-mails that he wrote that you concede are official agency records, you concede that he didn't comply with the federal statute, and yet, you are asking me to assume because he cc'd other people in these five instances that I can be confident that Commerce's search was reasonably calculated to discover all documents, including those that may have been sent from the Secretary outside, to other people other than -- either others in Commerce that weren't the 50 you searched or to someone on the outside.

I'm having a hard time making that leap based on the record that is before me in light of other cases in which, you know, one e-mail alone has been sufficient to have the agency do a search of the personal e-mail to ensure that nothing has been missed.

MR. WALKER: And I think, Your Honor, there are two main points I would like to make towards that argument.

One is, out of the entire course of the production, we only

have those five unique e-mails over the course of well over a year in which the Secretary used his personal e-mail address to conduct any agency business whatsoever. And I think that indicates that there was not a widespread practice by the Secretary of using the personal accounts to conduct agency business --

THE COURT: Based on your Commerce production, I don't know that you can say that categorically. I don't know anything about his practices right now from him. But how can you say that those five e-mails, that that's it? It's his account, and it's 50 Commerce employees. It's not all of Commerce, nor is it everyone on the outside, and nor do I know anything about his practices from him.

MR. WALKER: Well, we have represented that we searched the accounts of -- those 50 accounts at Commerce that were searched after all of the accounts with whom the Secretary corresponded. And the fact that there are only five unique instances that the Secretary used his personal account for any reason over the course of that period indicates that it is not a widespread practice of the Secretary to use his personal accounts to conduct agency business.

THE COURT: And how do I know that those are the only Commerce accounts to which he corresponded? What's my basis for that?

MR. WALKER: It is in our sworn declaration. Those

were the custodians that the department -- we came up with those 1 2 custodians in collaboration with Democracy Forward Foundation. 3 Democracy Forward Foundation did not name them all by name. gave us a lot of just positions within the Department of 4 5 Commerce with whom the Secretary regularly interacts. And it is 6 our declarants' understanding that we have captured every 7 account within the Department of Commerce with whom the 8 Secretary e-mailed.

THE COURT: And that's based on what the Secretary told those declarants?

 $$\operatorname{MR}.$$ WALKER: I'm not sure the declarants specifically were stating that.

THE COURT: I'm sorry?

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MR. WALKER: I'm not sure exactly how the declarant came about that information, but it is the declarant's representation.

THE COURT: Well, what's not clear is did the declarant come up with that based on searches the declarant did of what? Is it those 50, or is it something more? How does the declarant even know that?

MR. WALKER: It's not clear to me, Your Honor. We can certainly provide a supplemental declaration on that.

THE COURT: Okay. Paragraph 12 of your supplemental declaration states that "because the Secretary's wife uses a personal e-mail address, we considered searching for" e-mail

number 1 "was particularly warranted, regardless of whether the Secretary ever held out that address as being a personal e-mail address for himself."

I'm not following what that paragraph is telling me.

MR. WALKER: Sure. I think what -- so there were three e-mail addresses associated with the same account essentially. There's the @icloud.com, @me.com, the one mentioned in this paragraph 12, and @mac.com. Those are all associated with the same account. The Secretary did -- we know that the Secretary only ever actively used the @icloud.com e-mail address.

I think what the declarant here is saying is that we nevertheless decided to search the @me.com address because that's what the Secretary's wife used. The assumption was that spouses may tend to use the same e-mail address --

THE COURT: I'm sorry. Did you mean to say you actually searched these accounts or you searched for these accounts?

MR. WALKER: Sorry. We searched for that account.

THE COURT: So none of these accounts have been searched at this point?

MR. WALKER: None of the Secretary's personal accounts have been searched, but we have done a search of the department's records for any mention of those accounts.

THE COURT: Okay. So the me.com and mac.com, there's

nothing from those accounts, and what you are saying is anything -- am I correct that what you are saying is anything that would be in those accounts would be captured by the iCloud account?

MR. WALKER: Not necessarily. I think they are all just -- they're different e-mail addresses that come along with the same account. The Secretary chose only to send and receive e-mails from the @icloud.com account, never gave out the @me.com account as his e-mail address, never gave out the @mac.com account as his e-mail address. And so we don't see any e-mail potentially received from those because they were never given out as such. They were e-mail addresses that the Secretary had access to by virtue of the account that came with the @icloud.com account.

THE COURT: All right. And with respect to the e-mail account number 2, Commerce's position on that is regardless what I decide with respect to account number 1, that account should not be searched because he didn't use it after he became Secretary. And that's your position even if individuals on the outside sent him e-mails that related to official Commerce business that he never received because he never opened them because he wasn't using it.

Am I fairly portraying your position?

MR. WALKER: Yes, that's correct, Your Honor.

Certainly, whatever the Court decides, an e-mail that comes into

a defunct e-mail account that no agency official ever looks at or reads would not be an agency record.

THE COURT: All right. Mr. Walker, are there any additional points you would like to make before I hear from Mr. Dubner?

MR. WALKER: No, not at this time, Your Honor.

THE COURT: Mr. Dubner, I take it you have had a chance to review the supplemental declaration filed this morning?

I think you might be muted.

MR. DUBNER: My apologies, Your Honor. You are absolutely right.

We have reviewed the supplemental declaration. We, of course, haven't had a chance to fully digest it, but I am familiar with its content.

THE COURT: All right. I am familiar with your arguments in your brief. Are there any additional points you would like to make?

MR. DUBNER: A few points in response to counsel's argument today.

I think to start with, his suggestion that e-mails received at the account number 1 might not be agency records before they were forwarded, that position is really untenable after the Competitive Enterprise Institute case. Counsel relied on the Burka decision from 1996. So that was applied and considered in

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Competitive Enterprise Institute, and the D.C. Circuit made clear that, you know, keeping e-mails on another domain does not change their agency nature.

And like we said, the department has deprived the citizens of the right to know what the department is up to by maintaining his departmental e-mails on an account in another domain. The purposes of the Federal Records Act and FOIA are hardly served.

So I think that that distinction is really not a defensible one in terms of what is and isn't an agency record.

On a similar note, there is a distinction that seems to be being made by the government between e-mails originated by Secretary Ross and e-mails just sent by Secretary Ross. That also, I think, is not a meaningful distinction. Whether an e-mail was because Secretary Ross started the chain or whether because he received an e-mail in his personal account and responded to it or forwarded it on, both of those are agency records created by the Secretary and are subject to the specific requirement of 2311, that he send it on to his official account.

So rather than the five or six such records that defendants concede, which of course is a significant number in and of itself, the 18 exhibits in Exhibit A of our reply brief, which range from the Census to companies that have matters that they believe have national security and economic competitiveness implications, to the European Commission of Trade, that wide range of areas. There are records that fail to comply with the

Federal Records Act in all of those and not just the five or six.

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We would concede, as the Court pointed out, the government really hasn't argued previously that there aren't -- that a significant portion of these documents are not agency records. There is, I believe, one that I recall them identifying before, Exhibit M from our opening declaration, and we would concede that that one might not be an agency record. We don't know enough about the context to know.

But beyond that one document, there's been no argument and, you know, we are not aware of any plausible argument with regard to any document in particular that they wouldn't be agency records.

I would also dispute their arguments here that because our FOIA was, I think -- were devised to probe his e-mail practices, that the regular rules of FOIA don't apply. That argument could just as easily have been made about Judicial Watch v. DOJ, this Court's case, or Competitive Enterprise Institute. Judicial Watch v. DOJ, the search was -- and this is from page 432 of the opinion. It was a FOIA request for all e-mails conducting official business sent or received over a 10-month period from a personal account.

So that's basically indistinguishable from our FOIA, and in fact, it's a longer period than our FOIA initially requested had the search been conducted promptly. If the search had been

conducted promptly within FOIA's timetables, then it would have been about a five-month search rather than a 10-month search there.

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Similarly, in *Competitive Enterprise Institute*, the FOIA was for all policy/OSTT-related e-mails. That's from 827 F.3d 145 at 146. And so again, it is really indistinguishable from our search. So the suggestion that that provides some sort of distinction really isn't plausible here.

I am happy to discuss in more detail any of the issues the Court raised previously or would like us to discuss either in terms of, you know, their compliance with FOIA law and the implications under the court's precedence or the appropriate remedy or anything of that nature.

THE COURT: Let me ask you, Mr. Dubner, with respect to e-mail account number 2, I understand your argument about the received versus sent doesn't matter. But what about a situation in which the Secretary represents, although definitely not firsthand, through a declarant, but represents that this was an e-mail not used? Should that matter in my calculus?

MR. DUBNER: I think it likely should. As we just received this information this morning, I haven't fully thought it through, but that does seem right to me. And one potential solution is to only search account number 1 at this point. If the government's representations and predictions about what will be found from that search turn out to be inaccurate, then a

search of account number 2 might ultimately be appropriate. But at this point, what they said does make sense. If indeed he never used that again and, you know, all of those e-mails just went unnoticed, you know, we would have no problem with leaving that one unsearched certainly at this stage.

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THE COURT: All right. Mr. Walker, let me give you a chance to respond to any of Mr. Dubner's points.

MR. WALKER: I do just want to clarify my position or the government's position on records that are received by a personal e-mail account. It is not necessarily that I would categorically say that no such record would ever be an agency record, but it certainly does depend on the context.

What we know from these records is that there were a number of social invitations or event invitations that the Secretary received on a personal account. I think generally those would not be considered agency records to the extent that an invitation was simply received.

THE COURT: But why -- aren't some of these addressed to him as "Secretary," and don't they relate to his official business?

MR. WALKER: I mean, they would each have to be analyzed individually. Certainly, the Secretary has a social life outside of the official business he conducts as Secretary of Commerce. And to the extent that an ambassador invites the Secretary to a weekend party, I don't know that that would

necessarily be an agency record.

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There are cases, though, that when those records have been forwarded to the agency and, therefore, appear in our search, for purposes of obtaining an ethics review, that they would likely then become agency record.

So I want to clarify, our position is not so categorical.

And we did argue on page 7 of our opposition and reply that
those simple invitations would generally not be considered
agency records until forwarded to the Department of Commerce for
purposes of obtaining an ethics clearance.

THE COURT: Okay. But to circle back to our conversation earlier, you concede, even under your -- with your position, that there are five agency records that were in the Secretary's personal e-mail accounts at a minimum; right? The plaintiff argues up to 18 here on the record, but you are conceding that there are five?

MR. WALKER: I think I would concede that there are four. I think there's one of those five that is a little doubtful. Particularly, A-4 in plaintiff's reply is one of the ones that I mentioned, and I think that's doubtful.

THE COURT: That is helpful. Is there anything else you would like to state, Mr. Walker?

MR. WALKER: No. Thank you, Your Honor, for the time.

THE COURT: Okay. I will -- I hope to issue a decision on this within the week. So I appreciate you all being

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1	available, and I appreciate the supplemental declaration. You
2	can expect me to issue an opinion within the week. All right?
3	Thank you all.
4	(Proceedings adjourned at 12:35 p.m.)
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8	CERTIFICATE OF OFFICIAL COURT REPORTER
9	
10	I, Sara A. Wick, certify that the foregoing is a
11	correct transcript from the record of proceedings in the
12	above-entitled matter.
13	
14	Please Note: This hearing occurred during the
15	COVID-19 pandemic and is, therefore, subject to the
16	technological limitations of court reporting remotely.
17	
18	
19	<u>/s/ Sara A. Wick</u> <u>July 15, 2020</u>
20	SIGNATURE OF COURT REPORTER DATE
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