IN THE UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

PUBLIC CITIZEN, INC., 1600 20th Street NW Washington, DC 20009,))))	
Plaintiff,) Civil Action No	
)	
v.)	
UNITED STATES DEPARTMENT OF EDUCATION,)	
400 Maryland Avenue SW)	
Washington, DC 20202,)	
Defendant.)))	

COMPLAINT FOR DECLARATORY AND INJUNCTIVE RELIEF

1. This action is brought under the Freedom of Information Act (FOIA), 5 U.S.C. § 552, to compel the United States Department of Education (ED) to produce records responsive to a FOIA request concerning ED's Teacher Education Assistance for College and Higher Education (TEACH) Grant program.

JURISDICTION AND VENUE

2. This Court has jurisdiction under 28 U.S.C. § 1331 and 5 U.S.C. § 552(a)(4)(B). Venue is proper under 5 U.S.C. § 552(a)(4)(B) and 28 U.S.C. § 1391(e).

PARTIES

3. Plaintiff Public Citizen, Inc. is a non-profit research, litigation, and advocacy organization that represents the public interest before Congress, the executive branch, and the courts. Public Citizen frequently issues reports or submits petitions on issues affecting consumers, including students and student loan borrowers.

4. Defendant ED is an agency of the federal government of the United States and has possession of and control over the records plaintiff seeks.

STATEMENT OF FACTS

The TEACH Grant Program

- 5. In 2007, Congress amended the Higher Education Act of 1965 to establish the TEACH Grant program as part of ED's federal student financial assistance programs. The TEACH Grant program generally provides grants of up to \$4,000 a year to students pursuing higher education to work as teachers. Congress required ED to prepare and submit a report about the program every two years. 20 U.S.C. § 1070g-4.
- 6. Students who receive TEACH Grants must sign an Agreement to Serve, committing them to teach in a high-need field at a low-income school or district for at least four of the eight years following completion of their course of study. After graduation, grant recipients must confirm annually that they intend to satisfy their service obligations and, in years that recipients seek to count toward their four-year service obligation, demonstrate that they are in compliance with the program requirements. If a graduate fails to demonstrate continued eligibility, the grant is converted to a federal Direct Unsubsidized Loan that must be repaid with interest charges from the date of the TEACH Grant disbursement.
- 7. ED currently contracts with FedLoan Servicing, a part of the Pennsylvania Higher Education Assistance Agency (PHEAA), to help it manage the TEACH Grant program, including grant recipients' annual certification obligations, and to service TEACH Grants converted to Direct Loans.
- 8. In 2015, the U.S. Government Accountability Office (GAO) examined the TEACH Grant program and found that, over the course of roughly one year, ED and its servicer had

discovered that more than 2,200 grants had been erroneously converted into loans. *See* GAO, Higher Education: Better Management of Federal Grant and Loan Forgiveness Programs for Teachers Needed to Improve Participant Outcomes 26 (2015) (hereinafter, GAO Report), http://www.gao.gov/assets/670/668634.pdf.

- 9. GAO stated that roughly one in five of these erroneous conversions was due to a recipient's misunderstanding of the grant or certification requirements or to the servicer's provision of "inaccurate, unclear, confusing, or misleading explanations" of those requirements to grant recipients. *Id.* at 27. GAO reported that, "[a]s a result of the errors discovered to date, Education officials said they plan to review accounts for all of the approximately 36,000 TEACH grant recipients who had grants converted to loans by the current and previous servicer since the program's inception." *Id.* at 28. It stated that ED had not established a timeframe for when it would complete that review.
- 10. GAO stated that ED permitted reconversions of grants erroneously converted to loans, but that ED and its servicer "provide[d] incomplete and inconsistent information to recipients about the availability of and criteria for disputing a grant-to-loan conversion." *Id.* at 31. GAO further stated that "[a]bsent clear, consistent, and complete information about whether loan conversions can be disputed and what constitutes servicer error, recipients are unlikely to understand how to navigate the dispute process, criteria on which the dispute decisions are made, or whether a dispute process even exists." *Id.*
- 11. Public accounts of teachers victimized by erroneous conversions have surfaced, as have complaints that erroneous conversions cannot be fixed. One 2014 article reported that all seven teachers at a single Idaho school who received TEACH grants had their grants converted to loans. *See* Jennifer Zamora, *Feds Unfairly Convert Teacher Grants to Loans*, IDEDNEWS.org,

May 26, 2014, http://www.idahoednews.org/voices/feds-unfairly-convert-grants-to-loans/. One of the teachers stated that ED's servicer converted her grant to a loan based on a mistake in the certification paperwork of which she was never told, and that the servicer then refused to reconvert it. *Id*.

12. Another article described a teacher who said he did not receive a letter from the program's servicer telling him of a mistake in his certification paperwork until two weeks into the 30-day period he had for resubmission of the corrected material. *See* James R. Hood, *Federal TEACH Grants Are 'Legalized Theft,' Betrayed Teachers Charge*, Consumer Affairs, Oct. 23, 2015, https://www.consumeraffairs.com/news/federal-teach-grants-are-legalized-theft-betrayed-teachers-charge-102315.html. The article reported that the servicer converted the grant to a loan based on the teacher's asserted failure to meet the deadline for certifying his continued eligibility for the program, and that the teacher's appeal of the decision to the servicer was denied.

Public Citizen's FOIA Request

- 13. On August 31, 2016, Public Citizen submitted a FOIA request via email requesting:
 - All TEACH Grant program reports as described in 20 U.S.C. § 1070g-4;
 - The TEACH Grant Agreement to Serve used by ED for each year since the TEACH Grant program's inception;
 - All instructions, standards, guidance, or policies provided by ED to FedLoan
 Servicing, or to PHEAA, with respect to the reconversion of TEACH Grants
 erroneously converted to loans, including the standards for determining whether a
 TEACH Grant has been erroneously converted to a loan, and any available process
 for grant recipients to dispute allegedly erroneous conversions of their grants to
 loans;

- Copies of all aggregate findings by ED, FedLoan Servicing, or PHEAA with respect to a review of accounts for TEACH Grant recipients who had grants converted to loans since the program's inception.
- 14. By letter dated October 5, 2016, ED confirmed receipt of the request.
- 15. By letter dated December 9, 2016, ED provided what it described as an "interim response" to the request.
- 16. ED's "interim response" consisted of 1,026 pages of unredacted documents that ED described in a cover letter as "TEACH Grant documents."
- 17. On July 27, 2017, Public Citizen followed up by email with ED regarding the status of the FOIA request. On July 31, 2017, ED explained by email that the December letter should have been a final determination rather than an interim response, and attached an edited version of the December 9 letter removing the word "interim" from the description of the response.
- 18. On August 18, 2017, Public Citizen timely appealed ED's response to the FOIA request, explaining why the records disclosed to date, along with ED's public statements and statutory obligations, made clear that ED's search for responsive records was inadequate.
- 19. For example, Public Citizen's appeal explained that ED has a statutory obligation to "prepare and submit to the authorizing committees [of Congress] a report on TEACH grants with respect to the schools and students served by recipients of such grants." 20 U.S.C. § 1070g-4. The first of these reports was due by August 14, 2010, and subsequent reports were required every two years thereafter. Although ED should have produced in response to Public Citizen's FOIA request reports from 2010, 2012, 2014, and 2016, the appeal noted that ED had not done so.
- 20. Public Citizen also explained that, although ED produced documents discussing some TEACH grants that were converted to loans under circumstances that would be erroneous

per se (such as conversions when a student had not yet completed the program for which the TEACH Grant was obtained), ED did not provide any information regarding any other standards for determining whether TEACH Grants were erroneously converted to loans for other reasons, *e.g.*, because of misleading or unclear information from the servicer.

- 21. Public Citizen further noted that ED's response failed to include any documents providing guidance to the loan servicer on how to handle erroneous conversions, including those regarding "any available process for grant recipients to dispute allegedly erroneous conversions of their grants to loans." Given the well-documented coverage of the problem of erroneous conversions, including in the 2015 GAO Report, Public Citizen stated it is highly unlikely that ED has issued no guidance to FedLoan Servicing or to PHEAA on the process available for challenging erroneous conversions.
- 22. Public Citizen also observed that ED failed to produce all documents reflecting findings by the Department on erroneous conversions. Although the GAO report explained that ED intended "to review accounts for all of the approximately 36,000 TEACH grant recipients who had grants converted to loans by the current and previous servicer since the program's inception," see GAO Report at 28, ED produced no documents post-dating the GAO report that made any findings regarding these recipients.
- 23. Public Citizen also noted that ED had released documents indicating the existence of other responsive documents, such as ED's production of documents titled "TEACH Grants Incorrectly Converted Phase 1" and "TEACH Grants Incorrectly Converted Phase III," but no documents referencing "Phase 2."
- 24. ED acknowledged receipt of Public Citizen's administrative appeal on August 21, 2017.

25. To date, Public Citizen has not received a determination of its administrative appeal.

CAUSE OF ACTION (FOIA – Failure to Conduct an Adequate Search for Records)

- 26. Pursuant to 5 U.S.C. § 552(a)(6)(C)(i), plaintiff has exhausted all administrative remedies with respect to its FOIA request for records regarding the TEACH Grant program.
- 27. Plaintiff has a statutory right under FOIA, 5 U.S.C. § 552(a)(3)(C), to an adequate search for the records it requested and to the release of any non-exempt records identified in that adequate search. No legal basis exists for Defendant's refusal to search adequately for the records plaintiff seeks.

CAUSE OF ACTION (FOIA – Failure to Disclose Responsive Records)

- 28. Pursuant to 5 U.S.C. § 552(a)(6)(C)(i), plaintiff has exhausted all administrative remedies with respect to its FOIA request for records regarding the TEACH Grant program.
- 29. Plaintiff has a statutory right under FOIA, 5 U.S.C. § 552(a)(3)(A), to the records it requested, and there is no legal basis for ED's failure to disclose them.

PRAYER FOR RELIEF

WHEREFORE, plaintiff requests that this Court:

- (1) Declare that ED's search was inadequate and its withholding of the requested records is unlawful;
- (2) Order ED to undertake an additional search for responsive records;
- (3) Order ED to make the requested records available to plaintiff;
- (4) Award plaintiff its costs and reasonable attorneys' fees pursuant to 5 U.S.C. § 552(a)(4)(E); and

(5) Grant such other and further relief as this Court may deem just and proper.

Dated: March 28, 2018 Respectfully submitted,

/s/ Julie A. Murray

Julie A. Murray (D.C. Bar No. 1003807)
Edward T. Duckett (D.C. Bar No. 242187)
Patrick D. Llewellyn (D.C. Bar No. 1033296)
PUBLIC CITIZEN LITIGATION GROUP
1600 20th Street NW
Washington, DC 20009
(202) 588-1000
jmurray@citizen.org

Attorneys for plaintiff

Case 1:18-cv-00691 Document 1 Filed 03/28/18 Page 9 of 16 CIVIL COVER SHEET

JS-44 (Rev. 6/17 DC)								
I. (a) PLAINTIFFS			DEFENDANTS					
Public Citizen, Inc.			United States D	epartme	ent of Ed	ducation		
·	. PLAINTIFF CASES)		COUNTY OF RESIDENCE OF FIRST LISTED DEFENDANT					
(c) ATTORNEYS (FIRM NAME, ADDRE			ATTORNEYS (IF KNO	WN)				
Julie A. Murray and Patrick Public Citizen Litigation Gro 1600 20th Street NW Washington, DC 20009								
II. BASIS OF JURISDICTION						S (PLACE AN x IN ONE I	BOX FOR	
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Case 1:18-cv-00691 Document 1 Filed 03/28/18 Page 10 of 16

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 ■ K. Labor/ERISA (non-employment) ■ 710 Fair Labor Standards Act ■ 720 Labor/Mgmt. Relations ■ 740 Labor Railway Act ■ 751 Family and Medical Leave Act ■ 790 Other Labor Litigation ■ 791 Empl. Ret. Inc. Security Act 	L. Other Civil Rights (non-employment) 441 Voting (if not Voting Rights Act) 443 Housing/Accommodations 440 Other Civil Rights 445 Americans w/Disabilities – Employment 446 Americans w/Disabilities – Other 448 Education	M. Contract 110 Insurance 120 Marine 130 Miller Act 140 Negotiable Instrument 150 Recovery of Overpayment & Enforcement of Judgment 153 Recovery of Overpayment of Veteran's Benefits 160 Stockholder's Suits 190 Other Contracts 195 Contract Product Liability 196 Franchise	N. Three-Judge Court 441 Civil Rights – Voting (if Voting Rights Act)			
V. ORIGIN						
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VI. CAUSE OF ACTION (CITE THE U.S. CIVIL STATUTE UNDER WHICH YOU ARE FILING AND WRITE A BRIEF STATEMENT OF CAUSE.) Freedom of Information Act, 5 U.S.C. 552 (failure to conduct adequate search; failure to disclose responsive records)						
	CHECK IF THIS IS A CLASS ACTION UNDER F.R.C.P. 23 DEMAND JU	Check Y RY DEMAND: YES	TES only if demanded in complaint NO NO			
VIII. RELATED CASE(S) IF ANY	(See instruction) YES	NO X If yes, p	lease complete related case form			
DATE: March 28, 2018	SIGNATURE OF ATTORNEY OF REC	CORD /s/ Julie A	. Murray			

INSTRUCTIONS FOR COMPLETING CIVIL COVER SHEET JS-44 Authority for Civil Cover Sheet

The JS-44 civil cover sheet and the information contained herein neither replaces nor supplements the filings and services of pleadings or other papers as required by law, except as provided by local rules of court. This form, approved by the Judicial Conference of the United States in September 1974, is required for the use of the Clerk of Court for the purpose of initiating the civil docket sheet. Consequently, a civil cover sheet is submitted to the Clerk of Court for each civil complaint filed. Listed below are tips for completing the civil cover sheet. These tips coincide with the Roman Numerals on the cover sheet.

- I. COUNTY OF RESIDENCE OF FIRST LISTED PLAINTIFF/DEFENDANT (b) County of residence: Use 11001 to indicate plaintiff if resident of Washington, DC, 88888 if plaintiff is resident of United States but not Washington, DC, and 99999 if plaintiff is outside the United States.
- III. CITIZENSHIP OF PRINCIPAL PARTIES: This section is completed <u>only</u> if diversity of citizenship was selected as the Basis of Jurisdiction under Section II.
- IV. CASE ASSIGNMENT AND NATURE OF SUIT: The assignment of a judge to your case will depend on the category you select that best represents the <u>primary</u> cause of action found in your complaint. You may select only <u>one</u> category. You <u>must</u> also select <u>one</u> corresponding nature of suit found under the category of the case.
- VI. CAUSE OF ACTION: Cite the U.S. Civil Statute under which you are filing and write a brief statement of the primary cause.
- VIII. RELATED CASE(S), IF ANY: If you indicated that there is a related case, you must complete a related case form, which may be obtained from the Clerk's Office.

Because of the need for accurate and complete information, you should ensure the accuracy of the information provided prior to signing the form.

UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

Public Citizen, Inc.	
Plaintiff	
v.) Civil Action No.
United States Department of Education)
Defendant	<u> </u>
SUN	MMONS IN A CIVIL ACTION
400 Ma	States Department of Education aryland Avenue SW ngton, DC 20202
A lawsuit has been filed against yo	ou.
serve on the plaintiff an answer to the attac	·
If you fail to respond, judgment by complaint. You also must file your answe	default may be entered against you for the relief demanded in the er or motion with the court.
	ANGELA D. CAESAR, CLERK OF COURT
Date:	
	Signature of Clerk or Deputy Clerk

FOIA Summons (12/11) (Page 2)

Civil Action No.

PROOF OF SERVICE

(This section should not be filed with the court unless required by Fed. R. Civ. P. 4 (1))

		ne of individual and title, if any)		
was re	eceived by me on (date)	·		
	☐ I personally served	the summons on the individual a	t (place)	
			on (date)	; or
	☐ I left the summons			
		, a person o	f suitable age and discretion who resid	des there,
	on (date)	, and mailed a copy to the	he individual's last known address; or	
	☐ I served the summo	ons on (name of individual)		, who is
	designated by law to a	accept service of process on behal	f of (name of organization)	
			on (date)	; or
	☐ I returned the sumr	nons unexecuted because		; or
	☐ Other (specify):			
	My fees are \$	for travel and \$	for services, for a total of \$	0.00
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Date.			Server's signature	
			Printed name and title	
			Server's address	

Additional information regarding attempted service, etc:

UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

Public Citizen, Inc.)	
Plaintiff		
v.)	Civil Action No.
United States Department of Edu	cation)	
Defendant		
	SUMMONS IN A	CIVIL ACTION
To: (Defendant's name and address)	Jessie K. Liu United States Attorney 501 Third Street NW, Washington, DC 2000	
A lawsuit has been filed aga	inst you.	
serve on the plaintiff an answer to t	he attached complain otion must be served of itigation Group of NW	you (not counting the day you received it) you must at or a motion under Rule 12 of the Federal Rules of on the plaintiff or plaintiff's attorney, whose name and
If you fail to respond, judgm complaint. You also must file your	•	be entered against you for the relief demanded in the ith the court.
		ANGELA D. CAESAR, CLERK OF COURT
Date:		
		Signature of Clerk or Deputy Clerk

FOIA Summons (12/11) (Page 2)

Civil Action No.

PROOF OF SERVICE

(This section should not be filed with the court unless required by Fed. R. Civ. P. 4 (1))

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was re	ceived by me on (date)	·						
	☐ I personally served	d the summons on the individual at (place)						
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		ons on (name of individual)		, who is				
	designated by law to	accept service of process on behalf of (na	me of organization)					
			on (date)	; or				
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	☐ Other (specify):							
	My fees are \$	for travel and \$	for services, for a total of \$	0.00				
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			Server's address					

Additional information regarding attempted service, etc:

UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

Public Citizen, Inc.	
Plaintiff))
v. United States Department of Education) Civil Action No.))
Defendant)
SUN	MMONS IN A CIVIL ACTION
United 950 Pe	son B. Sessions III States Office of the Attorney General ennsylvania Avenue NW ngton, DC 20530
A lawsuit has been filed against yo	ou.
serve on the plaintiff an answer to the atta	·
If you fail to respond, judgment by complaint. You also must file your answe	default may be entered against you for the relief demanded in the er or motion with the court.
	ANGELA D. CAESAR, CLERK OF COURT
Date:	Signature of Clerk or Deputy Clerk
	Signature of Cierk or Deputy Cierk

Civil Action No.

PROOF OF SERVICE

(This section should not be filed with the court unless required by Fed. R. Civ. P. 4 (1))

was re	This summons for <i>(name ceived by me on (date)</i>	ne of individual and title, if any)			
	☐ I personally served	the summons on the individual a	at (place)		
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	☐ I left the summons	at the individual's residence or u	<u> </u>	1 .1	
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	designated by law to a	accept service of process on beha	If of (name of organization)		
			on (date)	; or	
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	☐ Other (specify):				
	My fees are \$	for travel and \$	for services, for a total of \$	0.	00 .
	I declare under penalty	of perjury that this information	is true.		
Date:					
			Server's signature		
			Printed name and title		
			Server's address		

Additional information regarding attempted service, etc: