

18-55599

IN THE UNITED STATES COURT OF APPEALS
FOR THE NINTH CIRCUIT

CITY OF LOS ANGELES, *et al.*,

Plaintiff-Appellee,

v.

JEFFERSON B. SESSIONS III,
Attorney General of the United States, *et al.*,

Defendants-Appellants.

On Appeal from the United States District Court for the
Central District of California,
No. 17-cv-7215
Hon. Manuel L. Real

**BRIEF OF AMICI CURIAE CURRENT AND FORMER PROSECUTORS
AND LAW ENFORCEMENT LEADERS IN SUPPORT OF
PLAINTIFF-APPELLEE AND FOR AFFIRMANCE**

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INTEREST AND IDENTITY OF AMICI CURIAE

Amici Current and Former Prosecutors and Law Enforcement Leaders file this brief as Amici Curiae in support of Plaintiff-Appellee.¹ Amici are criminal justice leaders who have extensive expertise in law enforcement, prosecution, and cooperative federal-state law enforcement activities. They are intimately familiar with the challenges of performing critical law enforcement and governance functions in communities where immigrants fear the police and are vulnerable to exploitation and crime. Amici represent jurisdictions from across the country that understand the challenges of balancing local community needs and public safety.

Amici's experience in keeping their communities safe has underscored the critical importance of bringing immigrants and their families "out of the shadows." Community trust and cooperation are essential to public safety, and sound police work as well as successful prosecutorial efforts are undermined by undocumented immigrants' fears of interacting with law enforcement and the justice system. This dynamic, moreover, leaves undocumented immigrants more vulnerable to crime and exploitation, and undocumented immigrant victims less likely to come forward or cooperate with investigations and prosecutions, leading to more violence in the

¹ The parties have consented to the filing of this brief. No counsel for a party authored this brief in whole or in part, and no party or counsel for a party made a monetary contribution intended to fund the preparation or submission of this brief. No person other than amici curiae or their counsel made a monetary contribution to this brief's preparation or submission.

communities amici are charged with protecting.

Before the permanent injunction issued in this case, the Department of Justice had in 2017 begun rewarding jurisdictions that partnered with federal immigration authorities in deciding who would receive grants from its Office of Community Oriented Policing Services (COPS). For fiscal year 2017, DOJ added a focus area called “Illegal Immigration,” and it encouraged COPS applicants to sign a “Certification of Illegal Immigration Cooperation.” Applicants could not complete this certification without pledging to provide federal immigration agents with unlimited access to detention facilities to inquire about immigration status, and to notify the Department of Homeland Security as soon as practicable before releasing an alien in the jurisdiction’s custody.

Amici believe that these inducements would dangerously impact local communities by requiring jurisdictions to prioritize civil immigration enforcement over public safety or else lose funding for important public safety and community initiatives. These requirements would cause community members to distrust the police and justice system officials and thereby result in a decrease in cooperation, hindering the ability of local law enforcement and local prosecutors to keep their communities safe. The conditions would also drain scarce resources that would otherwise be used to enhance public safety, depriving local law enforcement and justice system leaders of the discretion necessary to determine how best to protect

their communities. Local officials are in the best position to know what policing and law enforcement policies are most effective for their communities.

Jurisdictions across the country rely heavily on COPS grants to support programs related to law enforcement. In particular, the COPS Hiring Program provides essential funding for career law enforcement officers hired to enhance community policing and crime prevention. Amici believe that the injunction issued by the District Court is necessary to halt the Justice Department's attempt to force local law enforcement officers and agencies to engage in practices detrimental to public safety.

A full list of amici is attached as Exhibit A.

INTRODUCTION

The lessons amici have learned in protecting their communities shed important light on the issues raised in this case. When community residents live in constant fear that interactions with local law enforcement officials could result in deportation, there is a fundamental breakdown in trust that threatens public safety and impedes justice system leaders from doing their jobs. Extensive evidence shows that undocumented immigrants—and their lawfully present family and neighbors—fear that turning to the police and cooperating with prosecutors could bring adverse immigration consequences. As a result, immigrant communities are less willing to report crimes and cooperate with criminal investigations and prosecutions. This fundamental breakdown in trust poses a major challenge to the investigation and prosecution of

individual crimes and to the proper allocation of public safety resources.

Current policies limiting local and state involvement in federal immigration enforcement address this issue of trust. Though they take several different forms, these policies generally aim to preserve local and state resources and improve public safety by promoting cooperation between law enforcement and the communities they serve.² Many jurisdictions—whether via ordinance, administrative policy, or state law—limit the degree to which their officials may, for example, cooperate with ICE detainers.³ The Justice Department’s newly devised considerations for awarding COPS grants would upend these policies, to the detriment of community safety. The access and notification requirements, in particular, seek to compel local jurisdictions to take part in federal immigration enforcement. Cities and counties would be forced to choose between building trust with immigrant communities and enhancing public safety on one hand, and potentially losing vital federal funds on the other. The federal government cannot force local law enforcement into such a Hobson’s choice.

² See *Oversight of the Administration’s Misdirected Immigration Enforcement Policies: Examining the Impact of Public Safety and Honoring the Victims: Hearing Before the S. Comm. on the Judiciary*, at 2 (July 21, 2015) (statement of Tom Manger, Chief, Montgomery Cty., Md., Police Dep’t & President, Major Cities Chiefs Ass’n), available at <http://www.judiciary.senate.gov/imo/media/doc/07-21-15%20Manger%20Testimony.pdf>.

³ 8 C.F.R. § 287.7; see also Jasmine C. Lee, Rudy Omri, and Julia Preston, *What Are Sanctuary Cities?*, N.Y. Times, Feb. 6, 2017, <http://www.nytimes.com/interactive/2016/09/02/us/sanctuary-cities.html>; *Detainer Policies*, Immigrant Legal Res. Ctr. (Mar. 21, 2017), available at <https://www.ilrc.org/detainer-policies> [hereinafter *ILRC Detainer Policies*].

ARGUMENT

I. Trust and Respect Between Communities and Law Enforcement Officials Are Essential to Public Safety and Are Thwarted When Victims and Witnesses Fear Deportation Consequences of Cooperating.

The experience of policing cities across the country has taught law enforcement officers that, “[t]o do our job, we must have the trust and respect of the communities we serve.”⁴ In order to stop crime, police officers “need the full cooperation of victims and witnesses.”⁵

This common-sense philosophy is sometimes called “community policing.” As the District Court below recognized, community policing is an approach to policing whereby local law enforcement engages communities in a working partnership to reduce crime and promote public safety.⁶ It thus requires police to interact with neighborhood residents in a manner that will build trust and improve the level of cooperation with the police department.⁷ When that relationship of trust is missing—as it is when people believe that contacting police or cooperating with prosecutors could lead to deportation for themselves or others—community policing breaks down

⁴ Statement of Tom Manger, *supra* note 2, at 2.

⁵ *Id.*

⁶ See Anita Khashu, *The Role Of Local Police: Striking a Balance Between Immigration Enforcement and Civil Liberties*, Police Found. (Apr. 2009), available at <https://www.policefoundation.org/wp-content/uploads/2015/06/The-Role-of-Local-Police-Narrative.pdf>.

⁷ *Id.*

and the entire community is harmed.

According to a recent Pew survey, 67 percent of Hispanic immigrants and 47 percent of all Hispanic adults in the United States worry about deportation—of themselves, family members, or close friends.⁸ This fear necessarily affects cooperation and communication with police and prosecutors. Immigrants—and their family members and neighbors who may be U.S. citizens or lawfully present—often assume that interaction with law enforcement officials could have adverse consequences for themselves or a loved one.

As a result, immigrant communities in general, and undocumented immigrants in particular, are less likely to trust and cooperate with local police and prosecutors. One survey of Latinos in four major cities found that 70 percent of undocumented immigrants and 44 percent of all Latinos would be less likely to contact law enforcement authorities if they were victims of a crime for fear that the police would ask them or people they know about their immigration status; and 67 percent of undocumented immigrants and 45 percent of all Latinos would be less likely to voluntarily offer information about, or report, crimes because of the same fear.⁹

⁸ *Latinos and the New Trump Administration*, Pew Research Ctr.: Hispanic Trends, Feb. 23, 2017, <http://www.pewhispanic.org/2017/02/23/latinos-and-the-new-trump-administration/>.

⁹ Nik Theodore, *Insecure Communities: Latino Perceptions of Police Involvement in Immigration Enforcement* 5–6 (May 2013), available at www.policylink.org/sites/default/files/INSECURE_COMMUNITIES_REPORT_FINAL.PDF; see also *id.* at 1 (“Survey results indicate that the greater involvement of police in immigration enforcement has

These studies (among others) highlight that fears of immigration enforcement and the resulting damage to law enforcement cooperation affect not just undocumented community members but also individuals with citizenship or lawful status, particularly in “mixed-status” households.¹⁰

This problematic atmosphere of mistrust is felt by police as well. In one study, two-thirds of the law enforcement officers polled expressed the view that recent immigrants reported crimes less frequently than others.¹¹ Those surveyed also indicated that the crimes underreported by immigrants are most often serious ones, with domestic violence and gang violence at the top.¹² These trends have only worsened in recent months. According to the Houston Police Department, rape reporting by members of the Hispanic community fell over 40 percent from the first quarter of 2016 to the same period in 2017, despite an overall *increase* in city-wide

significantly heightened the fears many Latinos have of the police, . . . exacerbating their mistrust of law enforcement authorities.”).

¹⁰ An estimated 85 percent of immigrants live in mixed-status families. *See* Khashu, *supra* note 6, at 24; *see also* Jill Theresa Messing et al., *Latinas’ Perceptions of Law Enforcement: Fear of Deportation, Crime Reporting, and Trust in the System*, 30 *J. Women & Soc. Work* 328, 334 (2015) (“The results indicate that for each 1-point increase in fear of deportation [e.g., from ‘not much’ to ‘some’ worry, or from ‘some’ to ‘a lot’], Latina participants were 15% less willing to report being victim of a violent crime to police.”).

¹¹ Robert C. Davis, Edna Erez, & Nancy Avitabile, *Access to Justice for Immigrants Who Are Victimized: The Perspectives of Police and Prosecutors*, 12 *Crim. Just. Pol’y Rev.* 183, 187 (2001).

¹² *Id.* at 188–89.

crime reports.¹³ Los Angeles, San Francisco, and San Diego also witnessed lagging sexual assault and domestic violence reporting by Hispanic persons—but not other ethnic groups—in the first half of 2017.¹⁴ According to Los Angeles County Sheriff's Deputy Marino Gonzalez, “[t]hey’re afraid of us. And the reason they’re afraid of us is because they think we’re going to deport them.”¹⁵ Philadelphia Police Commissioner Richard Ross recently echoed these concerns in sworn testimony.¹⁶

Immigrants’ widely recognized fear of interacting with law enforcement and prosecutors poses a fundamental challenge for community policing. Police cannot prevent or solve crimes if victims or witnesses are unwilling to talk to them or prosecutors because of concerns that they, their loved ones, or their neighbors will face adverse immigration consequences. According to a recent national survey, law

¹³ Michael Morris & Lauren Renee Sepulveda, *A New ICE Age*, Texas Dist. & Cty. Attorneys Ass’n, *The Texas Prosecutor*, Vol. 47, No. 4 (July/Aug. 2017), <https://www.tdcaa.com/journal/new-ice-age>.

¹⁴ James Queally, *Fearing Deportation, Many Domestic Violence Victims Are Steering Clear of Police and Courts*, L.A. Times, Oct. 9, 2017, <http://www.latimes.com/local/lanow/la-me-ln-undocumented-crime-reporting-20171009-story.html>.

¹⁵ *Id.*; see also Nat’l Immigrant Women’s Advocacy Project, *Promoting Access to Justice for Immigrant and Limited English Proficient Crime Victims in an Age of Increased Immigration Enforcement: Initial Report from a 2017 National Survey*, at 99 (May 3, 2018), available at <http://library.niwap.org/wp-content/uploads/Immigrant-Access-to-Justice-National-Report.pdf> [hereinafter *NIWAP Report*] (finding that, between 2016 and 2017, fear of deportation was the principal reason why immigrant victims did not call the police for help or file or follow through with a court case).

¹⁶ See *City of Philadelphia v. Sessions*, No. CV17-3894, 2018 WL 2725503, at *42 (E.D. Pa. June 6, 2018) (“Police Commissioner Ross reiterated his earlier testimony that the City’s ability to fight crime is impaired when victims and witnesses are afraid to report crimes for fear of immigration consequences.”).

enforcement officers have seen an across-the-board decline in immigrant communities' willingness to cooperate with law enforcement.¹⁷ As the president of the Major Cities Chiefs Association has explained to Congress, “[c]ooperation is not forthcoming from persons who see their police as immigration agents.”¹⁸ And, as cautioned by one official, “immigrants will never help their local police to fight crime once they fear we have become immigration officers.”¹⁹

The underreporting of crimes by recent immigrants is a problem for the entire criminal justice system.²⁰ The most immediate consequence, of course, is that serious crimes go unreported and unpunished. In a recent national survey, a majority of participating law enforcement officers reported that such barriers to cooperation have “le[d] to greater numbers of perpetrators at large,”²¹ thereby threatening officer safety and the safety of entire communities.²² As one official explained, when criminal behavior goes unreported, “[c]rime multiplies,” and “[u]nresolved resentments grow in the community.”²³ Another added that the underreporting of crime “keeps fear at

¹⁷ *NIWAP Report*, *supra* note 15, at 101.

¹⁸ Statement of Tom Manger, *supra* note 2, at 2.

¹⁹ *Local Law Enforcement Leaders Oppose Mandates to Engage in Immigration Enforcement*, Nat'l Immigration Law Ctr., at 2 (Aug. 2013) (statement of Chief Acevedo), *available at* <https://www.nilc.org/wp-content/uploads/2017/02/Law-Enforcement-Opposition-to-Mandates-2013-08-30.pdf>.

²⁰ Davis et al., *supra* note 11, at 188.

²¹ *NIWAP Report*, *supra* note 15, at 103.

²² *Id.* at 104.

²³ Davis et al., *supra* note 11, at 188.

very high levels and diminishes quality of life.”²⁴ Even beyond the underreporting of crime, undocumented immigrant victims and witnesses may refuse to come to court to testify in important criminal cases because of their fear of being detained and deported.

These concerns are anything but hypothetical. Over the past two years, the trends generating such concerns have escalated in ways that threaten long-term harm to criminal justice system operations. A Department of Homeland Security official recently illustrated why many immigrants hesitate to cooperate with law enforcement. In a briefing to reporters, he stated that “[j]ust because they’re a victim in a certain case does not mean there’s not something in their background that could cause them to be a removable alien.”²⁵ An immigrant woman living in Texas learned that lesson all too perversely when she arrived at a courthouse seeking a protective order against her abusive boyfriend, only to leave under arrest—likely due to a tip from her abuser.²⁶ In August 2017, federal agents detained an undocumented immigrant who

²⁴ *Id.*

²⁵ Devlin Barrett, *DHS: Immigration Agents May Arrest Crime Victims, Witnesses at Courthouses*, Wash. Post, Apr. 4, 2017, https://www.washingtonpost.com/world/national-security/dhs-immigration-agents-may-arrest-crime-victims-witnesses-at-courthouses/2017/04/04/3956e6d8-196d-11e7-9887-1a5314b56a08_story.html.

²⁶ Katie Mettler, *“This is Really Unprecedented”: ICE Detains Woman Seeking Domestic Abuse Protection at Texas Courthouse*, Wash. Post, Feb. 16, 2017, <https://www.washingtonpost.com/news/morning-mix/wp/2017/02/16/this-is-really-unprecedented-ice-detains-woman-seeking-domestic-abuse-protection-at-texas-courthouse/>.

had provided key testimony in two homicide cases.²⁷ And, weeks later, ICE agents arrested a victim of domestic violence as he left a county courthouse.²⁸ The Immigrant Defense Project reports that the number of arrests or attempted arrests by ICE agents at courthouses throughout New York rose by a staggering 1200 percent from 2016 to 2017.²⁹

Precisely because victims and witnesses fear similar treatment from immigration authorities, some violent crimes have gone unreported, and pending prosecutions have disappeared from courts' dockets. A Texas district attorney confirmed that a victim of domestic violence had become uncooperative because she feared deportation.³⁰ Denver prosecutors were forced to drop four domestic abuse cases when similar worries deterred the victims from testifying;³¹ in 2017, more than a dozen Latina women in Denver dropped their own civil cases against domestic

²⁷ James Fanelli, *Father of Two Who Testified in Brooklyn Homicide Cases and Is Married to a U.S. Citizen Detained by ICE*, N.Y. Daily News, Aug. 2, 2017, <http://www.nydailynews.com/new-york/dad-2-testified-brooklyn-murder-cases-detained-ice-article-1.3378899>.

²⁸ Steve Coll, *When a Day in Court is a Trap for Immigrants*, New Yorker, Nov. 8, 2017, <https://www.newyorker.com/news/daily-comment/when-a-day-in-court-is-a-trap-for-immigrants>.

²⁹ Immigrant Defense Project, *ICE Out of Courts*, <https://www.immigrantdefenseproject.org/ice-courts/>.

³⁰ Philip Jankowski, *Deportation Fears Keep Victim from Cooperating in Domestic Violence Case, Travis DA Says*, The Statesman (Austin), Mar. 8, 2017, <http://www.statesman.com/news/local/deportation-fears-keep-victim-from-cooperating-domestic-violence-case-travis-says/rdZAJFEAxjHWnxXV1LlpjM/>.

³¹ Heidi Glenn, *Fear of Deportation Spurs 4 Women to Drop Domestic Abuse Cases in Denver*, NPR, Mar. 21, 2017, <http://www.npr.org/2017/03/21/520841332/fear-of-deportation-spurs-4-women-to-drop-domestic-abuse-cases-in-denver>.

abusers, citing fear of deportation.³² An immigrant mother in New Jersey, fearing that interaction with the court system could trigger removal, declined to report that her son had been assaulted on his way to school.³³ And a victim of domestic violence in New York City “did not think it was in her best interest” to pursue a protective order.³⁴ In addition to their particular deportation concerns, undocumented immigrant victims and witnesses may understandably recoil more generally from a system that allows participants to walk freely into a courthouse to fulfill a civic responsibility to testify, only to be detained by immigration authorities and prevented from returning to their lives.

In response to these incidents, the chief justices of three state supreme courts, including the Supreme Court of California, have written top federal authorities to emphasize that preserving trust with immigrant communities is essential to the administration of justice.³⁵ As Massachusetts Attorney General Maura Healey has

³² Sarah Stillman, *When Deportation Is a Death Sentence*, New Yorker, Jan. 15, 2018, <https://www.newyorker.com/magazine/2018/01/15/when-deportation-is-a-death-sentence>.

³³ S.P. Sullivan, *Advocates Say ICE Courthouse Arrests in N.J. Are Hurting Immigrant Crime Victims*, NJ, June 5, 2017, http://www.nj.com/politics/index.ssf/2017/06/advocates_say_ice_courthouse_arrests_are_hurting_i.html.

³⁴ Emma Whitford, *Courthouse ICE Arrests Are Making Immigrants ‘Sitting Ducks,’ Lawyers Warn*, GOTHAMIST, June 22, 2017, http://gothamist.com/2017/06/22/ice_immigrants_courts.php.

³⁵ Letter from Tani G. Cantil-Sakauye, Chief Justice of the Supreme Court of California, to Jeff Sessions, Att’y Gen. of the U.S., and John F. Kelly, Sec’y of Dep’t of Homeland Sec. (Mar. 16, 2017), *available at* <http://newsroom.courts.ca.gov/news/chief-justice-cantil-sakauye-objects-to-immigration-enforcement-tactics-at->

explained, using local court systems as levers for federal immigration enforcement “undercuts local law enforcement’s ability to develop the critical trust needed to keep communities safe.”³⁶

Distrust between immigrants and law enforcement also results in greater victimization of immigrants. “When immigrants come to view their local police and sheriffs with distrust because they fear deportation, it creates conditions that encourage criminals to prey upon victims and witnesses alike.”³⁷ This phenomenon has been termed the “deportation threat dynamic,” whereby individuals who fear removal from the United States do not report the crimes they suffer.³⁸ Nearly two-thirds of undocumented migrant workers participating in a study in Memphis, Tennessee, reported being the victim of at least one crime, with the most common

california-courthouses; Letter from Mary E. Fairhurst, Chief Justice of the Supreme Court of Washington, to John F. Kelly, Sec’y of Dep’t of Homeland Sec. (Mar. 22, 2017), *available at* <https://www.courts.wa.gov/content/publicUpload/Supreme%20Court%20News/KellyJohnDHSICE032217.pdf>; Letter from Stuart Rabner, Chief Justice of the Supreme Court of New Jersey, to John F. Kelly, Sec’y of Dep’t of Homeland Sec. (Apr. 19, 2017), *available at* <https://www.documentcloud.org/documents/3673664-Letter-from-Chief-Justice-Rabner-to-Homeland.html#document/p1>.

³⁶ Maria Cramer, *ICE Courthouse Arrests Worry Attorneys, Prosecutors*, Boston Globe, June 16, 2017, <https://www.bostonglobe.com/metro/2017/06/15/ice-arrests-and-around-local-courthouses-worry-lawyers-prosecutors/xxFH5vVJnMeggQa0NMi8gI/story.html>.

³⁷ Statement of Tom Manger, *supra* note 2, at 2.

³⁸ Elizabeth Fussell, *The Deportation Threat Dynamic & Victimization of Latino Migrants: Wage Theft & Robbery*, 52 Soc. Q. 593, 610 (2011).

being theft and robbery.³⁹ Respondents indicated that fewer than a quarter of these crimes were reported to the police, and *only one* was reported by the victim himself.⁴⁰ And, in one especially horrific incident, a four-year-old girl suffered repeated sexual abuse at the hands of someone who threatened to cause her mother to be deported if the mother reported her daughter's exploitation.⁴¹

Undocumented immigrants are particularly vulnerable to domestic violence. A number of studies have shown that abusive partners may exploit the threat of deportation in order to maintain power and control.⁴² Financial dependence on an abusive partner with stable immigration status may facilitate violence in this way.⁴³ Seventy percent of participants in one study of domestic abuse victims said that

³⁹ Jacob Bucher, Michelle Manasse, & Beth Tarasawa, *Undocumented Victims: An Examination of Crimes Against Undocumented Male Migrant Workers*, 7 Sw. J. Crim. Just. 159, 164, 166 (2010).

⁴⁰ *Id.* at 165.

⁴¹ Matthew Haag, *Texas Deputy Accused of Molesting 4-Year-Old and Threatening to Deport Her Mother*, N.Y. Times, June 18, 2018, <https://www.nytimes.com/2018/06/18/us/cop-molests-girl-deport-mother.html>.

⁴² See, e.g., Messing, *supra* note 10, at 330 (citing several studies); Angelica S. Reina, Brenda J. Lohman, & Marta María Maldonado, "He Said They'd Deport Me": *Factors Influencing Domestic Violence Help-Seeking Practices Among Latina Immigrants*, 29 J. Interpersonal Violence 593, 601 (2013). The latter study cited a participant who explained that a partner "beat me up and I could have called the police because that was what I thought to do . . . but he threatened me [H]e told me that if I called the police I was going to lose out . . . because [police officers] . . . would . . . take me, because I didn't have legal documents." Reina, Lohman, & Maldonado at 601; see also *NIWAP Report*, *supra* note 15, at 103 (noting that 69 percent of law enforcement officers surveyed had observed a decrease in domestic violence reporting).

⁴³ See, e.g., Messing, *supra* note 10, at 330.

immigration status was a major factor keeping them from seeking help or reporting their abuse to the authorities—and thereby permitting the violence to continue.⁴⁴ In another study, immigration status was identified as the single largest factor independently affecting the rate at which battered Latina immigrants called the police.⁴⁵

II. Policies Limiting Local and State Involvement in Federal Immigration Enforcement Are Critical to Building and Maintaining Trust Between the Community and Law Enforcement While Preserving Local Resources.

In limiting local and state involvement in federal immigration enforcement, many jurisdictions aim to enhance community trust and preserve local resources. These policies improve public safety by promoting cooperation between law enforcement and the communities they serve.

Some administrative policies or laws include formal restrictions on local law enforcement's ability to apprehend or arrest an individual for federal immigration violations, including restrictions on arrests for civil violations of federal immigration law.⁴⁶ Other policies include restrictions on local law enforcement inquiries or

⁴⁴ Reina, Lohman, & Maldonado, *supra* note 42, at 600.

⁴⁵ Nawal H. Ammar et al., *Calls to Police and Police Response: A Case Study of Latina Immigrant Women in the USA*, 7 Int'l J. Police Sci. & Mgmt. 230, 237 (2005).

⁴⁶ See Michael John Garcia & Kate M. Manuel, Cong. Research Serv., R43457, State and Local “Sanctuary” Policies Limiting Participation in Immigration Enforcement 9 (July 10, 2015), available at <https://www.fas.org/sgp/crs/homsec/R43457.pdf>; see also OR. REV. STAT. ANN. § 181A.820 (“No law enforcement agency of the State of Oregon or of any political subdivision of the state shall use agency moneys,

investigations into a person’s immigration status or the gathering of such information at the local level.⁴⁷ Additionally, many jurisdictions have adopted policies against continued detention of an individual based on immigration detainer requests for at least some categories of noncitizens.⁴⁸ Several states, including California, limit the extent to which local police can cooperate with detainer requests, and more than 400 counties have policies limiting cooperation with detainers.⁴⁹

These policies also play an important role in preserving local law enforcement resources. For example, complying with ICE detainer requests can add staggering

equipment or personnel for the purpose of detecting or apprehending persons whose only violation of law is that they are persons of foreign citizenship present in the United States in violation of federal immigration laws.”); Washington, DC, Mayor’s Order 2011-174: Disclosure of Status of Individuals: Policies and Procedures of District of Columbia Agencies, at 2 (Oct. 19, 2011) (“No person shall be detained solely on the belief that he or she is not present legally in the United States or that he or she has committed a civil immigration violation.”), *available at* <https://www.scribd.com/document/69470234/Disclosure-Status-of-Individuals-D-C> [hereinafter DC Order]; Phoenix, AZ, Police Dep’t Operations Order Manual, at 1.4 (Jan. 2011) (“The investigation and enforcement of federal laws relating to illegal entry and residence in the United States is specifically assigned to [Immigration and Customs Enforcement within DHS].”), *available at* <https://www.phoenix.gov/policesite/Documents/089035.pdf>; *see also Melendres v. Arpaio*, 695 F.3d 990, 1001 (9th Cir. 2012) (“[The sheriff] may not detain individuals solely because of unlawful presence.”).

⁴⁷ *See, e.g.*, DC Order, *supra* note 46 (public safety employees “shall not inquire about a person’s immigration status . . . for the purpose of initiating civil enforcement of immigration proceedings that have no nexus to a criminal investigation”).

⁴⁸ Garcia & Manuel, *supra* note 46, at 14.

⁴⁹ *See* Cal. Gov’t Code § 7284.6(a)(1)(B) (prohibiting local law enforcement agencies from “[u]sing agency or department moneys or personnel to . . . [d]etain an individual on the basis of a hold request”); *see also* Omri and Preston, *supra* note 3; *ILRC Detainer Policies*, *supra* note 3.

costs—in some cases, tens of millions of dollars annually.⁵⁰ Requiring localities to provide notice of release and access to ICE officials to all facilities where any individual is detained would have similar effects. Communities carefully allocate resources such as funds, training, and officer duties to serve local law enforcement needs most effectively; forced redistribution to immigration enforcement would siphon limited resources away from where they are most needed while simultaneously damaging community engagement and protection.⁵¹

Recent incidents in localities with policies limiting local involvement in federal immigration enforcement demonstrate the public safety benefits of such policies. For example, in 2016, Los Angeles Police Department officers had an encounter with a suspected gang member that resulted in a vehicle chase, a foot pursuit, and shots fired. An undocumented immigrant helped police to locate the suspect by providing a description and vehicle information.⁵² In Tucson, Arizona, an undocumented man confronted and struggled with a man who tried to steal a car with children inside. The

⁵⁰ See *Legislative Threats to Undermine Community Safety Policies: The Costs of Entangling Local Policing and Immigration Law*, Nat'l Immigrant Justice Ctr. & Nat'l Immigration Law Ctr. (Aug. 2015), available at http://immigrantjustice.org/sites/immigrantjustice.org/files/201508_05_NIJC_NILC_EnforcementCosts.pdf.

⁵¹ See Letter from Law Enforcement Task Force to Hon. Trey Gowdy and Hon. Zoe Lofgren (July 20, 2015), available at <https://immigrationforum.org/wp-content/uploads/2015/07/072015-LEITF-Letter-House.pdf>.

⁵² Chuck Wexler, *Commentary: Why Police Support Sanctuaries*, Phila. Inquirer, Mar. 10, 2017, http://www.philly.com/philly/opinion/20170310_Commentary__Why_police_support_sanctuaries.html.

immigrant held the individual until police arrived, then cooperated with detectives in the follow-up investigation, resulting in charges of kidnapping, auto theft, and burglary.⁵³ These examples show why crime is lower in statistically significant ways in counties that limit local involvement in federal immigration enforcement, such as by declining to hold individuals in local custody simply because ICE requests it.⁵⁴

Redirecting COPS funds toward civil immigration enforcement would threaten to disrupt many communities' efforts to ensure that immigrants do not fear interactions with local law enforcement and to divert jurisdictions' resources from effective public safety efforts. Awarding COPS grants in this way would also deter other communities from adopting trust-enhancing policies in the future. In short, forcing grantee jurisdictions to entangle themselves further with federal immigration enforcement would send a dangerous signal to witnesses and victims within immigrant communities: cooperate with local law enforcement at your own risk.

CONCLUSION

For the foregoing reasons, as well as the reasons set forth in Plaintiff-Appellee's brief, this Court should affirm the District Court's grant of a permanent

⁵³ *Id.*

⁵⁴ Tom K. Wong, "The Effects of Sanctuary Policies on Crime and the Economy," Center for American Progress (Jan. 26, 2017), *available at* <https://www.americanprogress.org/issues/immigration/reports/2017/01/26/297366/the-effects-of-sanctuary-policies-on-crime-and-the-economy/> ("The results of the CEM analysis show that there are, on average, 35.5 fewer crimes per 10,000 people in sanctuary counties—a result that is highly statistically significant.").

injunction and its order granting Plaintiff's motion for partial summary judgment and denying the government's motion for partial summary judgment.

July 5, 2018

Respectfully Submitted,

/s/ Matthew J. Piers

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CERTIFICATE OF SERVICE

The undersigned hereby certifies that a copy of BRIEF OF AMICI CURIAE CURRENT AND FORMER LAW ENFORCEMENT LEADERS was served on July 5, 2018 via this Court's ECF filing system, whereupon all counsel of record were served.

/s/ Matthew J. Piers

Matthew J. Piers

CERTIFICATE OF COMPLIANCE

I certify that this document complies with the type-volume limitation set forth in Federal Rules of Appellate Procedure 29(a)(5) & 32(a)(7)(B) because it contains 4,530 words, exclusive of the portions of the brief that are exempted by Rule 32(f).

I certify that this document complies with the typeface requirements of Federal Rule of Appellate Procedure 32(a)(5) and the type style requirements of Federal Rule of Appellate Procedure 32(a)(6) because it has been prepared in a proportionally spaced typeface using Microsoft Word in 14-point roman-style Garamond font.

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Exhibit A

EXHIBIT A: LIST OF AMICI

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