INTRADEPARTMENTAL CORRESPONDENCE

November 30, 2012 18.2

TO: The Honorable Board of Police Commissioners

FROM: Chief of Police

SUBJECT: PROPOSED MODIFIED PROCEDURES FOR IMMIGRATION AND CUSTOMS ENFORCEMENT DETAINER REQUESTS

RECOMMENDED ACTION

1. That the Honorable Board of Police Commissioners (Board) REVIEW and APPROVE this report.

DISCUSSION

It is recommended that modifications be made to the procedures the Los Angeles Police Department (Department) uses when it receives an Immigration and Customs Enforcement (ICE) detainer request.

The Department recognizes the important role of ICE in the enforcement of immigration laws, particularly in regards to the identification and removal of criminal illegal immigrants and others who pose a potential threat to public safety. ICE has identified the program known as Secure Communities as an important tool in the accomplishment of their mission, particularly the removal of illegal immigrants convicted of serious criminal offenses. However, in application, Secure Communities has fueled a disturbing perception within immigrant communities that local law enforcement officers have become defacto immigration agents. Critics have pointed to repeated instances of ICE using Secure Communities to take custody of individuals held by local law enforcement for low level, petty offenses. This circumstance undermines the confidence and trust of these immigrant communities in relying on local law enforcement to provide for their safety without regard to their immigration status.

Secure Communities involves the identification of individuals in the custody of local law enforcement which ICE takes enforcement action against, resulting in the individual's removal from the country. It is accomplished via the access ICE has to fingerprint information submitted by the Department to the Federal Bureau of Investigation as part of the booking process. If the fingerprint check reveals that an individual is not a U.S. citizen, or is removable from the United States because of their criminal history, ICE takes appropriate enforcement action – reportedly prioritizing the removal of individuals who present the most significant threats to public safety as determined by the severity of their crime, their criminal history and other factors.

ICE will issue a detainer request to the Department requesting the individual not be released for up to 48 hours to allow ICE time to assume custody. To date, the Department has honored each detainer request regardless of the seriousness of the charge or prior criminal history of the individual involved. Earlier this year, the Department surveyed the types of arrests and prior criminal histories of individuals for which ICE issued a detainer request. In evaluating the actual issuance of detainers, the Department observed that a certain number of detainers were issued on individuals arrested for a low-level misdemeanor offense who lacked any prior conviction for a felony offense and were not a gang member. A matrix is included with statistical data regarding ICE detainer requests for arrests during a six-month time period in 2012.

It is recommended that the Department exercise its discretion regarding the decision to honor ICE detainer requests, specifically for those individuals arrested for public nuisance or low-level misdemeanor crimes (e.g., drunk in public, vendor sales on sidewalk, unlicensed driver, etc.) The Department will continue to honor detainer requests for all individuals arrested for felony crimes and other serious offenses, as well as those who are gang members or have a prior conviction for a felony offense. This would be in keeping with the stated goals and spirit of the Secure Communities Program to conduct enforcement action through the application of **priority** and **discretion**. The Office of the City Attorney has researched this issue and opined that ICE detainers are requests, not legal mandates. Thus, the Department is within its authority to independently assess the propriety of such detainer requests. Included for your review is a detailed draft order prepared by Jail Division articulating the procedures that will be used to evaluate each ICE detainer, including the offenses for which this modification will apply, as well as a corresponding fact sheet on the background of this issue.

The Director, Office of Special Operations, along with key staff and command officers, met with representatives of various stakeholder organizations to discuss this proposal. These stakeholder organizations included ICE and immigration advocate groups, among others. The meetings included discussion on the types of offenses and criminal backgrounds that should constitute the Department's criteria for honoring ICE detainer requests. If the Board approves the recommended changes, the Department will formally notify ICE prior to implementation. The Department is prepared to implement the proposed protocols in January 2013. This revision will not impact the prosecution for the offense in which the individual has been arrested.

Special Order Number 40 implemented in the late 1970's, stressed the importance of all communities placing their trust in the Department to respond to and investigate crimes regardless of one's immigrant status. The procedural modification proposed herein for dealing with ICE detainers will enable the Department to continue to balance public safety with community trust in a thoughtful, measured manner. The changes will strengthen the Department's relationship with all its critical stakeholders.

The Honorable Board of Police Commissioners Page 3 18.2

Should you require further information, please contact Assistant Chief Michel R. Moore, Office of Special Operations, at (213) 486-8440.

Respectfully,

CHARLIE BECK Chief of Police

Attachments

IMMIGRATION AND CUSTOMS ENFORCEMENT DETAINER PROCEDURES November 30, 2012

Background. Immigration and Customs Enforcement (ICE) has identified the program known as Secure Communities as an important tool in the accomplishment of their mission, particularly in the removal of criminal illegal immigrants convicted of serious criminal offenses.

Secure Communities' strategy is built on three pillars:

- *Identify illegal criminal immigrants* through modernized technology, continual data analysis, and timely information sharing with a broad range of law enforcement partners.
- *Prioritize enforcement actions* to apprehend and remove illegal criminal immigrants who pose the greatest threat to public safety.
- *Transform criminal alien enforcement* to effectively identify, process, and remove criminal illegal immigrants from the U.S.

The Criminal Enforcement Priorities Memorandum reiterates ICE's top enforcement priorities, while underscoring **that minor misdemeanors do not warrant the same degree of focus as others**, and encourages ICE agents and officers to **exercise discretion** when dealing with minor traffic offenses such as Driving without a License.

Enforcement action is based on the level of threat an individual poses as follows:

- Level 1 individuals who have been convicted of major drug offences, national security crimes, and violent crimes such as murder, manslaughter, rape, robbery and kidnapping.
- Level 2 individuals who have been convicted of minor drug and property offences, such as burglary, larceny, fraud and money laundering.
- Level 3 individuals who have been convicted of other crimes.

Individuals who are not criminals but who are repeat border crossers, recent unlawful entrants, or fugitives from the immigration court system, are also priorities for enforcement.

Individuals arrested and booked into custody at any Los Angeles Police Department (Department) jail facilities are fingerprinted (Live-scanned), via the live-scan system. Those fingerprints are a mandatory transactional requirement of the booking process and are automatically submitted electronically through the Los Angeles County Sheriff's Department (LASD) to the Federal Bureau of Investigations, where the fingerprints are automatically shared with the Department of Homeland Security, ICE, to check against several databases including federal and immigration databases. If the inquiry reveals that an individual is not a United States (U.S.) citizen, or is removable from the U.S. because of their criminal history, ICE takes enforcement action. ICE issues an Immigration Detainer Notice of Action (IDNA) request to the Department requesting the individual not be released for up to 48 hours in order to allow ICE to investigate and/or assume custody. To date, the Department has honored each IDNA request regardless of the seriousness of the charge for which the individual was arrested.

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In evaluating the actual issuance of detainers, the Department observed that a certain number of detainers were issued on individuals arrested for a low-level misdemeanor offense who lacked any prior conviction for a felony offense and were not a gang member. A matrix is included with statistical data regarding ICE detainer requests for arrests during a six-month time period in 2012 (Attachment A).

Analysis. In a survey of IDNA requests received from ICE for a six-month period from March 17, 2012, through September 17, 2012, revealed the following:

- Department jails processed 54,173 bookings.
- A total of 1,683 detention hold requests were sent to the Department during this time frame.
- Of these requests, 876 individuals were felony arrests.
- There were a total of 807 misdemeanor arrests.

The following information was gathered regarding the 807 misdemeanor arrests:

- 139 arrestees had prior felony convictions;
- 497 arrests were for higher-grade misdemeanors;
- 171 total arrests (10.1 percent) were lower-grade misdemeanors with no prior felony convictions.

The most frequent low-grade misdemeanors included Public Intoxication, Driving Without a License, Drinking in Public, and Illegal Sales on Public Sidewalk.

The Department sought an opinion from the Los Angeles City Attorney's Office (CA) as to whether IDNA requests from ICE required mandatory compliance. The CA opined that IDNAs were requests only and were not legally binding upon the Department. Therefore, the Department had discretion as to whether it would honor an IDNA. The Director, Office of Special Operations (OSO), along with key Department staff and command officers, met with representatives of various stakeholder organizations to discuss the potential changes to the Department's IDNA request policy. These stakeholder organizations included ICE and immigration advocate groups, among others. The meetings included discussion on the types of offenses and criminal backgrounds that should constitute the Department's criteria for handling IDNA requests.

Recommendations. It is recommended that the Department exercise its discretion regarding the decision to honor ICE detainer requests, specifically for those individuals arrested for public nuisance or low-level misdemeanor crimes (e.g., drunk in public, vendor sales on sidewalk, unlicensed driver, etc.) The Department will continue to honor detainer requests for all individuals arrested for felony crimes and other serious offenses, as well as those who are gang members or have a prior conviction for a felony offense. This would be in keeping with the stated goals and spirit of the Secure Communities Program to conduct enforcement action through the application of **priority** and **discretion**.

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When notified by ICE (via an IDNA) that an arrestee whose detention is sought is in the Department's custody, JD personnel shall determine if the IDNA meets the Department's revised criteria. The Department directs Jail Division personnel to honor all IDNAs issued by ICE for arrestees that meet the following criteria:

- An open felony charge or a previous felony conviction; or
- A misdemeanor charge with a bail amount of \$5,000¹ or more, or a Vehicle Code (VC) violation with a bail amount of \$2,500 or more; or
- Documented gang members; or

NOTE: Evidence of documentation of gang membership must be either a "Yes" answer by the arrestee to the gang affiliation question on the Inmate Classification Questionnaire **or** the arrestee meets the criteria of a gang member in the Department authorized resource (gang affiliates are not included). If necessary, Gang and Narcotics Division (GND) shall be contacted for gang membership verification.

- An open charge for any of the following:
 - o 538d, e, or g Impersonating a peace, fire and/or public officer or employee.
 - 484(a) Theft of property under 400 dollars.
 - \circ 653b(b) Sex offender loitering on school grounds with a prior conviction.
 - 653c Sex offender on grounds of day, elder care facility w/o registering with a prior conviction.
 - o 21200.5 Bicyclist riding under the influence.
 - o 21221.5 Misdemeanor operating a motor scooter under the influence.
 - o 21651(c) Wrong way driving resulting in injury or death.
 - o 38317 Reckless driving of an off-road vehicle causing injury.
 - o 655(a) or (b) Negligent or reckless vessel operation or under the influence.
 - o 656.2 Vessel in accident resulting in personal injury.
 - o 656.3 Vessel in accident resulting in death or disappearance.

In all other cases, the revised Department procedures prohibits honoring IDNAs for arrestees with open misdemeanor charges with bails of \$4,999 or less, or a Vehicle Code violation bail of \$2,499 or less, including:

- All Business and Professions Code misdemeanors.
- All California Code of Regulations misdemeanors.
- All City of Los Angeles Municipal Code misdemeanors.
- All County of Los Angeles Ordinance misdemeanors.
- All Fish and Game Code Regulations misdemeanors.

¹ Bail Schedule for Infractions and Misdemeanors, Superior Court of California County of Los Angeles

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- All Health and Safety Code misdemeanors.
- All Labor Code misdemeanors.
- All Welfare and Institutions Code misdemeanors.

Jail Division personnel will telephonically notify ICE of any IDNA that does not otherwise meet the Department's revised criteria. If ICE requests an exception be made, staff will document the name and identification number of the ICE employee requesting the exception and the reason for the request on the Divisional Booking Record and Jail Custody Record.

Exception: The Department may honor individual exceptions specifically requested by ICE (i.e. serious ICE criminal investigations), or IDNAs that do not meet the Department's base criteria, but other compelling circumstances exist. Such requests shall be assessed on a case-by-case basis and shall only be approved by the Commanding Officer, Jail Division or a staff officer assigned to Office of Special Operations. Exceptions may include subjects of serious criminal investigations such as human or narcotics trafficking or potential threats to national security.

Jail Division personnel will track the individual exemptions to ensure compliance with the intent of the individualized exemption procedures. All exceptions granted by the Jail Division Commanding Officers shall be reported to the Assistant to the Director, Office of Special Operations, in a timely manner.

It is further recommended that the Jail Operations Manual, Section 2/501, be revised to reflect the new procedures. The new procedures have measures in place to address instances where an arrestee claims that an IDNA was issued in error, or when an arrestee claims that he or she was erroneously classified as a gang member. See attached Draft Order (Attachment B) for the recommended revisions.

Prepared by: Jail Division

JAIL DIVISION

ORDER NO. X

18.2.2

January xx, 2013

TO: All Jail Division Personnel

FROM: Commanding Officer, Jail Division

SUBJECT: REVISION OF JAIL OPERATIONS MANUAL SECTION 2/500 IMMIGRATION DETAINER PROCESSING

The Department has modified its procedures regarding the honoring of *Immigration Detainer* – *Notice of Action* (IDNA), issued by the Department of Homeland Security, Immigration and Customs Enforcement (ICE).

Effective immediately, all watch commanders/supervisors shall implement the following revised procedures for when personnel are in receipt of a IDNA notification. This order revises section 2/500 of the Jail Operations Manual as follows:

When notified by ICE (via a IDNA) that an arrestee who's detention is sought by their agency for their purpose, is in the Department's custody, Jail Division (JD) personnel shall determine if the IDNA meets the Department's revised criteria for honoring IDNAs. Jail personnel will honor all IDNAs issued by ICE for arrestees with any of the following criteria:

- An open felony charge or a previous felony conviction; or
- A misdemeanor charge with a bail amount of \$5,000 or more, or a Vehicle Code (VC) violation with a bail amount of \$2,500 or more; or
- Documented gang members; or
 - **NOTE:** Evidence of documentation of gang membership must be either a "Yes" answer by the arrestee to the gang affiliation question on the Inmate Classification Questionnaire **or** the arrestee meets the criteria of a gang member in the Department authorized resource (gang affiliates are not included). Should the arrestee assert that he/she is not a gang member, the watch commander/ supervisor shall be notified and he/she will contact Gang and Narcotics Division (GND) regarding the arrestee's claim of gang membership status. The JD watch commander/ supervisor shall be guided by GNDs advice to resolve the claim.
- An open charge for any of the following:

- o 538d, e, or g Impersonating a peace, fire and/or public officer or employee.
- 484(a) Theft of property under 400 dollars.
- o 653b(b) Sex offender loitering on school grounds with a prior conviction.
- 653c Sex offender on grounds of day, elder care facility w/o registering with a prior conviction.
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- o 21651(c) Wrong way driving resulting in injury or death.
- o 38317 Reckless driving of an off-road vehicle causing injury.
- o 655(a) or (b) Negligent or reckless vessel operation or under the influence.
- o 656.2 Vessel in accident resulting in personal injury.
- o 656.3 Vessel in accident resulting in death or disappearance.

In all other cases, the revised Department procedures prohibit honoring IDNAs for arrestees with open misdemeanor charges with bails of \$4,999 or less, or a Vehicle Code violation bail of \$2,499 or less, including:

- All Business and Professions Code misdemeanors.
- All California Code of Regulations misdemeanors.
- All City of Los Angeles Municipal Code misdemeanors.
- All County of Los Angeles Ordinance misdemeanors.
- All Fish and Game Code Regulations misdemeanors.
- All Health and Safety Code misdemeanors.
- All Labor Code misdemeanors.
- All Welfare and Institutions Code misdemeanors.

Jail personnel will telephonically notify to ICE on any IDNA that do not otherwise meet the Department's revised criteria. If ICE requests an exception be made; staff will document the name, the identification number of the ICE employee requesting the exception and the reason for the request on the Divisional Booking Record and Jail Custody Record.

Exception: the Department may honor IDNAs that do not meet the above criteria if compelling circumstances exist. Such requests shall be assessed on a case-by-case basis and shall only be approved by the Commanding Officer, Jail Division (JD CO) or a staff officer from the Office of Special Operations. Such exceptions include subjects of serious criminal investigation such as human or narcotics trafficking or potential threats to national security.

If the Booking and Identification Record and CII Arrest Notification (Yellows) have been forwarded to Records and Identification Division, then jail personnel shall document the approved IDNA on a Supplemental Charge Record, (Form 5.08) and provide the arrestee a copy of the Supplemental Charge Record.

When a final determination has been made that an IDNA will be honored:

• A copy of the IDNA form and the two page advisement shall be given to the arrestee.

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- Jail personnel shall complete the bottom portion of the form upon serving the arrestee.
- The signed copy shall be faxed back to ICE at the number supplied on the original document.
- A copy of the IDNA form shall be attached to the Divisional Booking Record and the Jail Custody Card.

Should the arrestee assert US citizenship, personnel shall not debate the service of the notice. Jail personnel shall advise the arrestee that the watch commander/supervisor will be notified and that the watch commander/supervisor will contact ICE regarding the arrestee's claim. However, the arrestee shall be advised that the IDNA will be honored by the Department unless it is withdrawn by ICE. The employee shall notify the watch commander/supervisor who will:

- Document the receipt of the IDNA form and the challenge by the arrestee in the Watch Commander's Daily Report (JD watch supervisor log).
- Contact the ICE Hotline, at (213) 894-6524, and advise them of the challenge.

Immigration and Customs Enforcement will conduct an investigation. Should the results of the investigation exceed the handling watch commander/supervisor's end of watch, the on-coming supervision shall be advised of the pending ICE response. If the investigation proves the issuance of the IDNA is in error, ICE will forward a notification indicating the IDNA is withdrawn. Should the IDNA be withdrawn, the arrestee will be processed as if the hold was never issued. In either event, the watch commander/supervisor shall document the initiation and conclusion of the events as they transpired, on the JD watch supervisor log.

Until further notice, JD staff shall continue to fax copies of all the IDNA to the JD CO. For IDNAs that will not be honored, the reason(s) shall be documented clearly in the upper left corner of the detainer. Copies of the associated Divisional Booking Record and Jail Custody Record or Supplemental Charge Record shall also be faxed to the JD CO.

If you have any questions regarding this Order, please feel free to contact me, at (213) 356-3450.

DAVID A. LINDSAY, Captain Commanding Officer Jail Division

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11352(a) HS	38	1551.1 PC	3	261.5(d) PC	1	12500(a) VC	7	243(e)(1) PC	33	14601.1(a) VC	13
459 PC	37	261(a)(2) PC	ß	236 PC	1	243(e)(1) PC	7	23152(b)VC	19	853.7 PC	13
245(a)(1) PC	37	4463(a) VC	2	29000(a)(1) PC	1	21200.5 VC	9	21200.5 VC	17	42.00(b)LAMC	11
422 PC	32	646.9(b) PC	2	646.9(a) PC	1	23152(b)VC	4	243(a) PC	10	41.27(c)LAMC	7
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Data was collected over a six-month period from March 17, 2012, through September 17, 2012. Information was gleaned from Department of Homeland Security Immigration Detainer-Notice of Action requests that were sent to Jail Division. A total of 1,683 detention hold requests were sent to LAPD Jails during this time frame. Of these requests, 876 individuals were felony arrests and 807 were for misdemeanor arrests. The following information is captured on the spreadsheet regarding the misdemeanor and felony arrests:

876 arrests were for felony charges; (Blue)

• 139 arrest were for high grade misdeameanors with prior felony convictions; (Red)

• 497 arrests were for mid/high grade misdemeanors with no prior felony convictions; (Orange)

• 171 arrests were for low grade misdemeanors with no prior felony convictions; (Yellow)