	Case 1:17-cv-03215-SMJ ECF No. 20 file	ed 04/03/18 PageID.106 Page 1 of 21
1 2 3 4 5 6 7 8	Matt Adams Leila Kang Glenda M. Aldana Madrid NORTHWEST IMMIGRANT RIGHTS PROJEC 615 Second Avenue, Suite 400 Seattle, WA 98104 (206) 957-8611 Lori Jordan Isley Bernardo Rafael Cruz COLUMBIA LEGAL SERVICES 6 South Second Street, Suite 600 Yakima, WA 98901 (509) 575-5593	Ϋ́
9 10	UNITED STATES DISTRICT COURT EASTERN DISTRICT OF WASHINGTON	
11	RICARDO OLIVERA SILVA	
12 13	Plaintiff, v.	Case No. 1:17-CV-3215-SMJ
14 15 16 17	ED W. CAMPBELL, Director of Yakima County Department of Corrections; SCOTT HIMES, Chief of the Yakima County Department of Corrections; and YAKIMA COUNTY,	PLAINTIFF'S MOTION FOR PARTIAL SUMMARY JUDGMENT June 8, 2018 With Oral Argument: 11:00 a.m.
18	Defendants.	Richland, Washington
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23	PLAINTIFF'S MOTION FOR PARTIAL SUMMARY JUDGMENT - 1	COLUMBIA LEGAL SERVICES 6 South Second Street, Suite 600 Yakima, WA 98901 (509) 575-5593

I. INTRODUCTION

Defendants ("Yakima County"¹) refused to release Plaintiff Ricardo Olivera Silva ("Mr. Olivera") from Yakima County Jail even though he had posted bail, instead holding him for more than 48 hours so that the U.S. Department of Homeland Security (DHS) could assume custody of him. It is undisputed that Defendants' actions violated Mr. Olivera's Fourth Amendment rights. Mr. Olivera accordingly moves for Partial Summary Judgment on Yakima County's liability under 42 U.S.C. § 1983 for detaining him in violation of his civil rights.

II. FACTUAL BACKGOUND

Yakima County is the local governmental entity responsible for the Yakima County Department of Corrections (DOC) and running of the Yakima County Jail. Plaintiff's Statement of Material Facts (PSMF) ¶ 1. Individual Defendants Campbell—the Director of the Yakima County DOC—and Himes—its Chief are the only officials that Yakima County has identified as having information about the policies and practices of the Yakima County DOC at issue in this action. PSMF ¶ 2, 3, & 5. Director Campbell responded to legal requests related to 1 Defendants Campbell and Himes are sued in their official capacity.

 $\left\| \mathsf{PSMF} \P \mathsf{4} \right\|$

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immigration holds by the Yakima County DOC and engaged in policy

negotiations related to the policies and practices. PSMF ¶¶ 6 & 7. Chief Himes is responsible for implementing and supervising Yakima County DOC policies and the only Yakima County official who submitted declarations regarding the DOC's immigration hold practices in *Sanchez Ochoa v. Campbell, et al.*, 17-CV-03124-SMJ. PSMF ¶¶ 9 & 10.

The Yakima County DOC adopted a policy and procedure governing the transfer of individuals in its custody to federal officials, requiring four clerical steps. PSMF ¶¶ 11-13. The policy does not require the presence of a federal immigration officer for a transfer of custody to DHS. PSMF ¶ 14.

Defendant Campbell, on behalf of Yakima County, entered into a Detention Services Intergovernmental Agreement (IGA) with the federal government in 2010. PSMF ¶ 15. The IGA is an agreement to, in effect, rent bedspace at the Yakima County Jail, and requires that federal law enforcement officials physically present the detainee in order for Yakima County to then assume custody on behalf of the federal government. PSMF ¶ 16. Yakima County has previously admitted the IGA does not provide it with authority to detain any individual unless that person is presented by an appropriate federal official. *Sanchez Ochoa*, ECF No. 33 at 17:13-18:3.

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In May 2014, in response to the federal district court's ruling in *Miranda Olivares v. Clackamas County*, No. 3:12-cv-02317-ST, 2014 WL 1414305 (D. Or. Apr. 11, 2014), Defendant Himes advised all Yakima County DOC staff that Yakima County changed its immigration hold policy: it would no longer hold inmates past the length of their local charges based on receiving an immigration detainer request on DHS Form I-247—instead it would require Form I-200, an immigration administrative warrant. PSMF ¶¶ 20-22.²

Yakima County enforced its immigration hold policy against Mr. Olivera when it detained him after he posted bail even though no immigration official was present, on the basis of an I-200. PSMF ¶¶ 35 & 54-58. Yakima County DOC staff first refused to accept bail for Mr. Olivera and another individual because both of them had immigration holds. PSMF ¶ 44. After the Yakima County DOC finally accepted bail, it refused to release both Mr. Olivera and the other individual for two days. PSMF ¶¶ 56-58 & 62-64. Yakima County instead

² This policy remained in effect until at July 31, 2017, when Yakima County again chose to change its immigration hold policy in light of this Court's ruling in *Sanchez-Ochoa v. Campbell*, and Defendant Himes similarly instructed Yakima County DOC staff that the DOC would no longer accept I-200s to hold inmates past the time of their local charges. PSMF ¶¶ 23-24.

purported to unilaterally transfer them into immigration custody—all the while remaining in custody at Yakima County jail—without the presence of any federal immigration official. PSMF ¶¶ 57-64.

Yakima County admits Mr. Olivera was entitled to immediately release upon posting bail and that he was unlawfully detained after he posted bail. PSMF ¶¶ 55 & 60. Yakima County further admits its actions violated Mr. Olivera's rights under the Fourth Amendment. PSMF ¶ 61.

III. ARGUMENT

A. Summary Judgment on Liability Is Appropriate.

A court grants summary judgment if the movant shows "that there is no genuine dispute as to any material fact and the movant is entitled to judgment as a matter of law." Fed. R. Civ. P. 56(a). Facts must be viewed in the light most favorable to the non-moving party only if there is a genuine dispute as to material facts. *Ricci v. DeStefano*, 557 U.S. 557, 586 (2009). A non-moving party "may not rest upon the mere allegations or denials of his pleading, but ... must set forth specific facts showing that there is a genuine issue for trial." *Demarest v. City of Leavenworth*, 876 F. Supp. 2d 1186, 1189 (E.D. Wash. 2012) (quoting *Anderson v. Liberty Lobby, Inc.*, 477 U.S. 242, 248 (1986)).

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B. Yakima County's Policy or Custom Violates the Constitution.

To establish liability for Yakima County's violation of Mr. Olivera's constitutional rights under 42 U.S.C. § 1983, Mr. Olivera must show that (1) the County acted under color of state law, and (2) the constitutional violation was caused by the County's official policy or practice. *See Tsao v. Desert Palace, Inc.*, 698 F.3d 1128, 1139 (9th Cir. 2012).

1. Yakima County Acted Under Color of State Law.

Defendants are local government actors; therefore, they are acting under
the color of state law. *See Lugar v. Edmondson Oil Co.*, 457 U.S. 922, 936 (1982).
There should be no dispute that Yakima County acted under color of state law in
its operation of the Yakima County Jail. *See Redman v. County of San Diego*, 942
F.2d 1435 (9th Cir. 1991).

2. The County's Policy Deprived Mr. Olivera of His Right to Be Free from Unreasonable Seizure.

A plaintiff seeking to impose liability on a municipality under § 1983 must identify a "policy" or "custom" that caused the plaintiff's injury. *Brown*, 520 U.S. at 403.

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Locating a "policy" ensures that a municipality is held liable only for those deprivations resulting from the decisions of its duly constituted legislative body or of those officials whose acts may fairly be said to be those of the municipality. *Monell*, 436 U.S. at 694. Similarly, an act performed pursuant to a "custom" that has not been formally approved by an appropriate decisionmaker may fairly subject a

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municipality to liability on the theory that the relevant practice is so widespread to have the force of law.

Id. at 403-04 (citation omitted). A policy is "a deliberate choice to follow a course of action . . . made from among various alternatives by the official or officials responsible for establishing final policy with respect to the subject matter in question." *Tsao*, 698 F.3d at 1143. Where a plaintiff claims that a particular municipal action itself violates federal law, or directs employees to do so, resolving issues of fault and causation are straightforward. *Brown*, 520 U.S. at 404-405; *Tsao*, 698 F.3d at 1144 (recognizing the "direct path" to liability for unconstitutional policies, which include practices so persistent and widespread as to have the force of law).

a. Yakima County Had a Policy or Custom of Detaining Individuals Based on the Receipt of I-200s.

There are no material facts in dispute that Yakima County had a policy or custom of detaining individuals past the time of their local charges without an immigration official present. Yakima County's admissions, along with Yakima County DOC's written transfer policy, Chief Himes' written instructions to DOC staff on the changes in the immigration hold policy, the declarations from Defendant Himes, declaration from the federal government, and the County's detention of Mr. Olivera and another individual at the same time, demonstrate

that Yakima County made the deliberate choice to hold individuals for civil immigration enforcement without the presence of federal officials.

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Yakima County admits in its Answer that the DOC had a policy of holding individuals based on I-247s (also known as a "detainer") and that it changed this policy after April 2014. PSMF ¶ 26. This is consistent with Director Campbell's response in March 2017 to concerns about the DOC's immigration hold policy based on detainers, in which he confirmed that the DOC had changed its practice as a result of the *Miranda-Olivares v. Clackamas County* decision, no longer accepting detainers and instead requiring the I-200s, an administrative warrant issued by DHS officials directed to other federal immigration officials. PSMF ¶ 27. Director Campbell further confirmed the new practice had been in place for the past two years and that the DOC worked closely with Yakima County Corporate Counsel on this change. PSMF ¶¶ 28-29.

Chief Himes, who is responsible for implementing and supervising Yakima County DOC policy, was the Yakima County DOC official who communicated this policy decision to DOC staff in May 2014. Chief Himes instructed DOC staff to no longer accept I-247s. Chief Himes further instructed DOC staff that I-200s would be used to put individuals into immigration custody at the completion of

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their local charges. Chief Himes never included in his instructions to DOC staff that federal immigration officials must be present to effect a transfer of custody.

Similarly, following this Court's Temporary Restraining Order in *Sanchez Ochoa*, Chief Himes again emailed Yakima County DOC staff stating that the DOC would "no longer" accept I-200s to hold individuals past the time of their local charges. PSMF ¶ 24. Chief Himes sent a short email confirming the change in policy in the same manner he used to instruct staff that the DOC would no longer accept detainers. Chief Himes' email about the change in policy and practice to *no longer* accept I-200s further confirms Yakima County *had* a policy or custom of relying on I-200s to detain individuals past the time of their local charges, just as it previously had a policy to detain based on I-247s.

It is clear that in 2014, when responding to litigation related to immigration holds, Yakima County made a deliberate choice, among various alternatives, to rely on I-200s to place immigration holds on individuals to prevent their release and ensure their eventual transfer to federal custody. The communications by Director Campbell and Chief Himes also demonstrate that these immigration hold practices were department-wide, and DOC staff were directed to follow the policy. In addition, Yakima County DOC had a written transfer policy directing DOC staff on the manner in which transfers from Yakima County custody to

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immigration custody were to take place. The procedure identified four clericalsteps in a computerized and document completion process. The policy iscompletely devoid of any requirement that a federal law enforcement officer bepresent, let alone that the federal law enforcement officer present the detainee.

Yakima County's policy and practice of unilaterally re-designating detainees in their custody to indicate they have been transferred to the custody of federal immigration officials, without the presence of those officials, is further supported by the declarations submitted by the County and DHS in Sanchez Ochoa. Chief Himes was the only Yakima County official who provided declarations regarding the County's immigration hold policies and practices. Chief Himes testified that "[i]n some cases where ICE has issued administrative warrants for individuals incarcerated at the Yakima County Jail, the DOC has used the IGA to effectuate a transfer of custody to ICE upon completion of criminal sentences on state law charges." Sanchez Ochoa, ECF No. 41 ¶ 11. Notably Chief Himes never declared that Yakima County required the presence of federal immigration officials. PSMF ¶ 30. Moreover, he acknowledged the County's preference for in-jail transfers. PSMF ¶ 32. In addition, a federal immigration official declared that when immigration officials were not able to arrive at the jail to take custody immediately upon release, federal officials would

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request the County continue to hold the individual pursuant to the Form I-200 and the IGA. PSMF \P 33.

The uncontested facts in this case also demonstrate the existence of Yakima County's immigration hold policy.³ Early in the morning of July 22, 2017, Mr. Olivera's partner posted bail on his state charges. However, Yakima County DOC staff did not release Mr. Olivera. Yakima County admits no federal immigration official was present and that no immigration official spoke to Mr. Olivera on either July 22, or July 23, 2017. PSMF ¶ 58. Mr. Olivera was not released until Defendants turned him over to federal immigration officials midday on July 24, 2017. *Id.* ¶ 59.

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Within days of this unlawful detention, this Court asked Yakima County to provide examples of individuals whom it had released after posting bail where the

³ Indeed, Mr. Olivera contends that when his girlfriend, Genesis Cosina, tried to post bail for him and another individual, Yakima County DOC staff initially refused to allow her to post the bail because Yakima County had placed immigration holds on both individuals. Only after the intervention of a local law firm representative did DOC allow Ms. Cosina to post bail. Then after finally accepting bail for both individuals, DOC staff immediately informed Ms. Cosina both individuals were "now in immigration custody." PSMF ¶ 50.

individual also had an immigration hold. Sanchez Ochoa, ECF No. 33 at 13:14-22. 1 2 The County provided none, yet repeatedly represented it would release such 3 individuals. Id. at 13:23-14:4, 16:6-15 & 18:6-13. To the contrary, Yakima 4 County's actions reconfirm its policy of detaining individuals based on I-200s 5 after they paid bail and were entitled to be released from local custody and 6 without the presence of a federal immigration official. 7 There are thus no material facts in dispute regarding the existence of 8 Yakima County's policy. 9 10 b. Yakima County's Immigration Hold Policy Violates the Fourth Amendment Because It Constitutes a Seizure Without 11 Legal Cause. 12 1. Yakima County admits that its continued detention of Mr. Olivera violated his Fourth Amendment rights. 13 Yakima County recognizes that Mr. Olivera had the right to be physically 14 15 released from Yakima County Jail after posting bail, and that the failure to release 16 him was a violation of his rights under the Fourth Amendment. See, e.g., 17 PSMF ¶¶ 55 & 60-61. Yakima County's concession that its actions were 18 unconstitutional is compelled by controlling caselaw. Indeed, in Sanchez Ochoa v. 19 Campbell, et al., 266 F. Supp. 3d 1237 (E.D. Wash. 2017) (vacated as moot after 20 Plaintiff was released), this Court found that the same actions at issue here—i.e., 21 Yakima County's reliance on a Form I-200 to unilaterally detain an individual on 22 23 PLAINTIFF'S MOTION FOR PARTIAL COLUMBIA LEGAL SERVICES **SUMMARY JUDGMENT - 12** 6 South Second Street, Suite 600 Yakima, WA 98901

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behalf of DHS—were unlawful; not only did the I-200 *not* constitute a request or direction to Yakima County to detain the plaintiff, but Yakima County lacked the authority to enforce federal immigration laws and the I-200 failed to furnish it with that authority. *See Sanchez Ochoa*, 266 F. Supp. 3d at 1253-58.

2. A Form I-200 administrative warrant did not provide Yakima County with probable cause to detain Mr. Olivera.

Even though Mr. Olivera had posted bail on his state criminal charges, Yakima County relied on a Form I-200 issued by DHS to continue detaining him in Yakima County Jail from July 22 to July 24, 2017. *See* PSMF ¶¶ 35, 55, 57-60. As this Court held in *Sanchez Ochoa*, such reliance was in error, for "Defendants could not rely on ICE's probable cause determination." 266 F. Supp. 3d at 1258.

The Fourth Amendment protects against "unreasonable searches and seizures." U.S. Const. amend. IV. It prohibits government officials from detaining an individual in the absence of a probable cause finding made "by a neutral and detached magistrate." *Gerstein v. Pugh*, 420 U.S. 103, 112 (1975); *Manuel v. City of Joliet, Ill.*, 137 S. Ct. 911, 917 (2017) (drawing on *Gerstein* to explain that "a pretrial restraint on liberty is unlawful unless a judge (or grand jury) first makes a reliable finding of probable cause"). Accordingly, holding a person in custody "for a substantial period solely on the decision of a prosecutor" is unlawful. *Manuel*, 137 S. Ct. at 917 (quoting *Gerstein*, 420 U.S. at 106); *see also Coolidge*

v. New Hampshire, 403 U.S. 443, 449-53 (1971) (finding warrant issued by the Attorney General to be invalid because he was in charge of the investigation and prosecution and therefore was not a neutral magistrate); *Shadwick v. City of Tampa*, 407 U.S. 345, 350 (1972) (affirming that the probable cause determination must not be "judged by the officer engaged in the often competitive enterprise of ferreting out crime") (internal quotation marks and citation omitted).

Although the Form I-200 asserts that there is probable cause for a designated immigration officer to detain a noncitizen, it is undisputed that, unlike a judicial warrant, it was issued by an immigration officer without any review by a neutral judge or magistrate. *See* PSMF ¶ 35, Ex. 9 (I-200 warrant signed by DHS Supervisory Detention Deportation Officer); 8 C.F.R. § 287.5(e)(2).⁴ Like the Attorney General who oversaw the investigation and prosecution in *Coolidge*, immigration enforcement officers are in charge of investigating and prosecuting immigration violations and thus do not constitute neutral finders of probable cause. *See* 403 U.S. at 453; *see also Gerstein*, 420 U.S. at 114 ("[T]he detached judgment of a neutral magistrate is essential if the Fourth Amendment is to furnish meaningful protection from unfounded interference with liberty."); *El*

⁴ The immigration officer simply checked prepopulated boxes without providing *any* information specific to Mr. Olivera. *See* PSMF ¶ 35, Ex. 9.

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Badrawi v. Dep't of Homeland Sec., 579 F. Supp. 2d 249, 275-76 (D. Conn. 2008) (reading as warrantless an arrest pursuant to an administrative warrant signed by a DHS agent because the agent was not a "neutral magistrate (or even a neutral executive official)"). Accordingly, Yakima County did not have the authority to detain Mr. Olivera based on the probable cause allegation made on the I-200, for such allegation did not comport with the requirements of the Fourth Amendment.

Nor can Yakima County rely on the collective knowledge doctrine. That doctrine could not be triggered where, as here, there was no explicit request from the relevant DHS official to Yakima County ordering or requesting Mr. Olivera's seizure. See, e.g., United States v. Ramirez, 473 F.3d 1026, 1037 (9th Cir. 2007); City of El Cenizo, Texas v. Texas, No. 17-50762, 2018 WL 1282035, at *13 (5th Cir. Mar. 13, 2018) (noting that the doctrine requires communication between the officer effecting the seizure and the one "who has knowledge of all the necessary facts") (internal quotation marks and citation omitted). More fundamentally, the collective knowledge doctrine cannot be interpreted to provide authority to local law enforcement officers to enforce civil federal immigration laws when Congress has carefully established the parameters as to who may enforce those laws, generally prohibiting local officers' participation in civil immigration arrests.

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3. Yakima County lacked the authority take *any* immigration enforcement action based on the Form I-200.

It is well established that state and local law enforcement officers are generally not authorized to make "warrantless arrests of [noncitizens] based on possible removability except in specific, limited circumstances." Arizona v. United States, 567 U.S. 387, 410 (2012); see also 8 U.S.C. § 1357(a) ("Any officer or employee of the [DHS] authorized under regulations prescribed by the [Secretary] shall have power without warrant . . . "); 8 C.F.R. § 287.5(c)(1) (only "immigration officers who have successfully completed basic immigration law enforcement training are hereby authorized and designated to exercise the arrest power conferred by [8 U.S.C. § 1357(a)(2)] . . ."); see also Melendres v. Arpaio, 695 F.3d at 1000-01 (finding that local officials lacked authority to enforce federal civil immigration law). The I-200 did not constitute such a "specific, limited circumstance": it was directed only to "immigration officer[s]" authorized by statute to serve immigration warrants. See PSMF ¶ 35, Ex. 9; see also Sanchez Ochoa, 266 F. Supp. 3d at 1255-56. It did not even purport to direct or authorize local officials to place an immigration hold or perform any other immigration enforcement activity—nor could it have done so, as the controlling regulations limit enforcement of immigration arrest warrants such as the I-200 to a select group of *federal* immigration officers. See 8 C.F.R. § 287.5(e)(3) (enumerating

the types of immigration officers who have completed training that are authorized "to execute warrants of arrest for administrative immigration violations issued under [8 U.S.C. § 1226] . . ."); 8 C.F.R. § 236.1(b)(1) (cross-referencing § 287.5(e)(3) and requiring the immigration officer to serve the administrative warrant at the time of arrest); 8 C.F.R. § 241.2(b) (cross-referencing § 287.5(e)(3) as the same trained immigration officer criteria for "execut[ing] a warrant of removal [Form I-205]").⁵

4. There is no other source of authority for Yakima County to enforce a Form I-200.

Neither Washington law nor the IGA authorized Yakima County's enforcement of the I-200 against Mr. Olivera.

There is no basis in Washington State law for Defendants to perform immigration enforcement activities. No state laws provide authority for state and county enforcement officers to investigate, let alone detain, persons based on allegations of civil immigration violations. *See* Wash. Const. art 1, § 7 ("No person shall be disturbed in his private affairs, or his home invaded, without 5 The only exception is for state officials who undergo a special training and certification program under 8 U.S.C. § 1357(g). Defendants have no such agreement with DHS, however. *See* PSMF ¶ 19; *Sanchez Ochoa*, 266 F. Supp. 3d at 1254 ("[N]o written agreement under § 1357(g) exists in this case.").

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authority of law."); see also Ramirez-Rangel v. Kitsap County, No. 12-2-09594-4, 1 2 2013 WL 6361177, at *2 (Wash. Super. Ct. Aug. 16, 2013) (declaring that 3 Article 1, §7 of the Washington State Constitution "forbids local enforcement 4 officers from prolonging a detention to investigate or engage in questioning about 5 an individual's immigration status, citizenship status and/or national origin"); 6 Bueno Decl., Ex. 14 - Br. for the State of Washington as Amicus Curiae at §§ IV. 7 8 A-B, Sanchez Ochoa v. Campbell et al., 2018 WL 1548228 9 (9th Cir. Mar. 30, 2018) (No. 17-35679), ECF No. 21 (arguing that law 10 enforcement agencies in Washington are not generally authorized to enforce 11 federal civil immigration laws and lack the authority to detain individuals solely 12 for civil immigration enforcement). Cf. Lunn v. Commonwealth, 78 N.E. 3d 1143, 13 1156-58 (Mass. 2017) (finding that no Massachusetts state law authorizes officers 14 to make arrests for federal civil immigration matters and that state officers do not 15 have inherent authority to carry out detention requests made by DHS); Cisneros v. 16 17 Elder, No. 2018-CV-30549 (Colo. Dist. Ct. Mar. 19, 2018) (order granting 18 preliminary injunction) (holding that I-200 did not authorize local sheriff to effect 19 a seizure under Colorado's warrantless-arrest statute, which only authorized 20 warrantless arrests for, inter alia, criminal offenses) (Attachment 1). 21

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Similarly, the IGA did not authorize Yakima County to arrest Mr. Olivera, extend his detention, or place him under DHS custody. *See* PSMF ¶¶ 15-18; *see also Sanchez Ochoa*, 266 F. Supp. 3d at 1253 (noting that the IGA concerns only "the housing of persons under federal custody in Yakima"). No provision of the IGA authorizes Yakima County to rely on a Form I-200 in order to prolong the detention of individuals in DOC custody beyond the time period it may lawfully detain them, or to unilaterally "transfer" them into DHS custody. In fact, the agreement specifically requires Yakima County "to accept federal detainees *only upon presentation by a law enforcement officer of the Federal Government.*" PSMF ¶ 16 (emphasis added). Mr. Olivera did not speak with any federal immigration officer until he was removed from Yakima County Jail on July 24,

2017, over 48 hours after posting his bail.

For these reasons, Defendants' seizure of Mr. Olivera after he posted bail was an abridgment of his rights under Fourth Amendment to the United States Constitution.

IV. CONCLUSION

Because there are no genuine disputes of material fact that Yakima County had a policy or custom that violated the constitutional right of Mr. Olivera to be free from unreasonable seizures, this motion should be granted.

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DATED this day 3rd of April, 2018.

² COLUMBIA LEGAL SERVICES NORTHWEST IMMIGRANT RIGHTS

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CERTIFICATE OF SERVICE

I hereby certify that on this 3rd day of April, 2018, I electronically filed the foregoing with the Clerk of the Court using the CM/ECF system which will send notification of such filing to the following:

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And I hereby certify that I have mailed by United States Postal Service the

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