File No. <u>160022</u>

_Committee Item No. ____<u>30</u>____

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Date April 7, 2016 Date APRIL 19, 2016

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FILE NO. 160022

SUBSTITUTED 3/22/2016

ORDINANCE NO.

[Administrative Code - Due Process for All and Sanctuary]

Ordinance amending the Administrative Code to prohibit the use of City funds or resources to assist in the enforcement of Federal immigration law, except for individuals who have been convicted of a violent felony and held to answer for a violent felony.

NOTE: Unchanged Code text and uncodified text are in plain Arial font. Additions to Codes are in <u>single-underline italics Times New Roman font</u>. Deletions to Codes are in <u>strikethrough italics Times New Roman font</u>. Board amendment additions are in <u>double-underlined Arial font</u>. Board amendment deletions are in <u>strikethrough Arial font</u>. Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. The Administrative Code is hereby amended by revising Section 12H.2 and deleting Section 12H.2-1 in Chapter 12H, and revising Sections 12I.1, 12I.2, 12I.3, and 12I.4 in Chapter 12I, to read as follows:

SEC. 12H.2. USE OF CITY FUNDS PROHIBITED.

No department, agency, commission, officer, or employee of the City and County of San Francisco shall use any City funds or resources to assist in the enforcement of Federal immigration law or to gather or disseminate information regarding the immigration <u>or release</u> status of individuals in the City and County of San Francisco unless such assistance is required by Federal or State statute, regulation, or court decision. The prohibition set forth in this Chapter <u>12H</u> shall include, but shall not be limited to:

(a) Assisting or cooperating, in one's official capacity, with any investigation, detention, or arrest procedures, public or clandestine, conducted by the Federal agency charged with enforcement of the Federal immigration law and relating to alleged violations of the civil provisions of the Federal immigration law, *except as permitted under Adminstrative Code* Section 121.3.

(b) Assisting or cooperating, in one's official capacity, with any investigation, surveillance, or gathering of information conducted by foreign governments, except for cooperation related to an alleged violation of City and County, State, or Federal criminal laws.

(c) Requesting information about, or disseminating information, *in one's official capacity*, regarding, the immigration *or release* status of any individual, *except as permitted under Adminstrative Code Section 12I.3*, or conditioning the provision of services or benefits by the City and County of San Francisco upon immigration status, except as required by Federal or State statute or regulation, City and County public assistance criteria, or court decision.

(d) Including on any application, questionnaire, or interview form used in relation to benefits, services, or opportunities provided by the City and County of San Francisco any question regarding immigration status other than those required by Federal or State statute, regulation, or court decision. Any such questions existing or being used by the City and County at the time this Chapter is adopted shall be deleted within sixty days of the adoption of this Chapter.

SEC. 12H.2-1. CHAPTER PROVISIONS INAPPLICABLE TO PERSONS CONVICTED OF CERTAIN CRIMES.

Nothing in this Chapter shall prohibit, or be construed as prohibiting, a Law Enforcement Officer from identifying and reporting any adult pursuant to State or Federal law or regulation who is in custody after being booked for the alleged commission of a felony and is suspected of violating the eivil provisions of the immigration laws. In addition, nothing in this Chapter shall prohibit, or be construed as prohibiting, a Law Enforcement Officer from identifying and reporting any juvenile who is suspected of violating the civil provisions of the immigration laws if: (1) the San Francisco District Attorney files a petition in the juvenile court alleging that the minor is a person within the description

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of Section 602(a) of the California Welfare and Institutions Code and the juvenile court sustains a felony charge based upon the petition; (2) the San Francisco Superior Court makes a finding of probable cause after the District Attorney directly files felony criminal charges against the minor in adult criminal court; or (3) the San Francisco Superior Court determines that the minor is unfit to be tried in juvenile court, the minor is certified to adult criminal court, and the Superior Court makes a finding of probable cause in adult criminal court.

Nothing in this Chapter shall preclude any City and County department, agency, commission, officer or employee from (a) reporting information to the Federal agency charged with enforcement of the Federal immigration law regarding an individual who has been booked at any county jail facility, and who has previously been convicted of a felony committed in violation of the laws of the State of California, which is still considered a felony under State law; (b) cooperating with a request from the Federal agency charged with enforcement of the Federal immigration law for information regarding an individual who has been convicted of a felony under State law; or (c) reporting information as required by Federal or State statute, regulation or court decision, regarding an individual who has been convicted of a felony committed in violation of the State of California, which is still eonsidered a felony under State laws of the State of California, which is still eonsidered a felony under State laws of the State of California, which is still eonsidered a felony under State law. For purposes of this Section, an individual has been "convicted" of a felony when: (a) there has been a conviction by a court of competent jurisdiction; and (b) all direct appeal rights have been exhausted or waived; or (c) the appeal period has lapsed.

However, no officer, employee or law enforcement agency of the City and County of San Francisco shall stop, question, arrest or detain any individual solely because of the individual's national origin or immigration status. In addition, in deciding whether to report an individual to the Federal agency charged with enforcement of the Federal immigration law under the circumstances described in this Section, an officer, employee or law enforcement agency of the City and County of San

Supervisors Avalos; Campos, Kim, Mar, Peskin BOARD OF SUPERVISORS

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Francisco shall not discriminate among individuals on the basis of their ability to speak English or perceived or actual national origin.

This Section shall not apply in cases where an individual is arrested and/or-convicted for failing to obey a lawful order of a Police Officer during a public assembly or for failing to disperse after a Police Officer has declared an assembly to be unlawful and has ordered dispersal.

Nothing herein shall be construed or implemented so as to discourage any person, regardless of immigration status, from reporting criminal activity to law enforcement agencies.

SEC. 12I.1. FINDINGS.

The City and County of San -Francisco (the "City") is home to persons of diverse racial, ethnic, and national backgrounds, including a large immigrant population. The City respects, upholds, and values equal protection and equal treatment for all of our residents, regardless of immigration status. Fostering a relationship of trust, respect, and open communication between City employees and City residents is essential to the City's core mission of ensuring public health, safety, and welfare, and serving the needs of everyone in the community, including immigrants. The purpose of this Chapter <u>121. as well as of Administrative Code Chapter</u> <u>12H,</u> is to foster respect <u>and trust</u> between law enforcement and residents, to protect limited local resources, <u>to encourage cooperation between residents and City officials, including especially</u> <u>law enforcement and public health officers and employees,</u> and to ensure <u>family unity</u>, community security, and due process for all.

Our federal immigration system is in dire need of comprehensive reform. <u>The United States</u> <u>Immigration and Customs Enforcement ("ICE") is responsible for enforcing the civil immigration</u> <u>laws. ICE's programs, including Secure Communities and its replacement, the Priority Enforcement</u> <u>Program ("PEP"), seek to enlist local law enforcement's voluntary cooperation and assistance in its</u> <u>enforcement efforts. In its description of PEP, ICE explains that all requests under PEP are for</u> voluntary action and that any request is not an <u>authorization to detain persons at the expense of the</u> *federal government.* The federal government should not shift the *financial* burden of federal civil immigration enforcement, *including personnel time and costs related to notification and detention*, onto local law enforcement by requesting that local law enforcement agencies continue detaining persons based on non-mandatory civil immigration detainers *or cooperating and assisting with requests to notify ICE that a person will be released from local custody*. It is not a wise and effective use of valuable City resources at a time when vital services are being cut.

The United States Immigration and Customs Enforcement's "ICE <u>'s</u>" *controversial*-Secure Communities program (also known as "S-Comm") shifts<u>ed</u> the burden of federal civil immigration enforcement onto local law enforcement. S-Comm *comes <u>came</u>* into operation after the state <u>sends sent</u> fingerprints that state and local law enforcement agencies ha<u>red</u> transmitted to <u>the</u> California Department of Justice ("Cal DOJ") to positively identify the arrestees and to check their criminal history. The FBI <u>would</u> forwards the fingerprints to the Department of Homeland Security <u>(</u>"DHS") to be checked against immigration and other databases. To give itself time to take a detainee into immigration custody, ICE <u>would</u> sends an Immigration Detainer – Notice of Action (DHS Form I-247) to the local law enforcement official requesting that the local law enforcement official hold the individual for up to 48 hours after that individual would otherwise be released ("civil immigration detainers"). Civil Immigration detainers may be issued without evidentiary support or probable cause by border patrol agents, aircraft pilots, special agents, deportation officers, immigration inspectors, and immigration adjudication officers.

Given that civil immigration detainers are issued by immigration officers without judicial oversight, and the regulation authorizing civil immigration detainers provides no minimum standard of proof for their issuance, there are serious questions as to their constitutionality. Unlike criminal warrants, which must be supported by probable cause <u>and issued by a neutral</u> <u>magistrate</u>, there <u>isare</u> no such requirements for the issuance of a civil immigration detainer. <u>At</u>

least one <u>Several</u> federal court<u>s</u> *in Indiana* has<u>ve</u> ruled that because civil immigration detainers and other ICE "Notice of Action" documents are issued without probable cause of criminal conduct, they do not meet the Fourth Amendment requirements for state or local law enforcement officials to arrest and hold an individual in custody. <u>(Miranda-Olivares v.</u> <u>Clackamas Co.. No. 3:12-cv-02317-ST *17 (D.Or. April 11, 2014) (finding that detention pursuant to an immigration detainer is a seizure that must comport with the Fourth Amendment). See also Morales v. Chadbourne, 996 F. Supp. 2d 19, 29 (D.R.I. 2014); Villars v. Kubiatowski, No. 12-cv-4586 *10-12 (N.D. III. filed May 5, 2014).)</u>

On December 4, 2012, the Attorney General of California, Kamala Harris, clarified the responsibilities of local law enforcement agencies under S-Comm. The Attorney General clarified that S-Comm doesid not require state or local law enforcement officials to determine an individual's immigration status or to enforce federal immigration laws. The Attorney General also clarified that civil immigration detainers are voluntary requests to local law enforcement agencies that do not mandate compliance. California local law enforcement agencies may determine on their own whether to comply with non-mandatory civil immigration detainers. In a June 25, 2014, bulletin, the Attorney General warned that a federal court outside of <u>California had held a county liable for damages where it voluntarily complied with an ICE request to</u> detain an individual, and the individual was otherwise eligible for release and that local law enforcement agencies may also be held liable for such conduct. Other Over 350 jurisdictions, including Berkeley, California; Richmond, California; Santa Clara County, California; Washington, D. C., and Cook County, Illinois, and many of California's 58 counties have already acknowledged the discretionary nature of civil immigration detainers and are declining to hold people in their jails for the additional forty-eight (48) hours as requested by ICE. Local law enforcement agencies' responsibilities, duties, and powers are regulated by state law.

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However, complying with non-mandatory civil immigration detainers *falls outside the scope of those responsibilities and* frequently raises due process concerns.

According to Section 287.7 of Title 8 of the Code of Federal Regulations, the City is not reimbursed by the federal government for the costs associated with civil immigration detainers alone. The full cost of responding to a civil immigration detainer can include, but is not limited to, extended detention time, the administrative costs of tracking and responding to detainers, and the legal liability for erroneously holding an individual who is not subject to a civil immigration detainer. Compliance with civil immigration detainers and involvement in civil immigration enforcement diverts limited local resources from programs that are beneficial to the City.

The City seeks to protect public safety, which is founded on trust and cooperation of community residents and local law enforcement. However, civil immigration detainers <u>and</u> <u>notifications regarding release</u> undermine community trust of law enforcement by instilling fear in immigrant communities of coming forward to report crimes and cooperate with local law enforcement agencies. A 2013 study by the University of Illinois, entitled "Insecure Communities: Latino Perceptions of Police Involvement in Immigration Enforcement," found that at least 40<u>% percent</u> of Latinos surveyed are less likely to provide information to police because they fear exposing themselves, family, or friends to a risk of deportation. Indeed, civil immigration detainers have resulted in the transfer of victims of crime, including domestic violence victims, to ICE. *According to a national 2011 study by the Chief Justice Earl Warren Institute on Law and Social Policy at UC Berkeley, entitled "Secure Communities by the Numbers: An Analysis of Demographics and Due Process" ("2011 Warren Institute Study"), ICE has falsely detained approximately 3,600 U.S. citizens as a result of S Comm. Thus, S Comm leaves even those with legal status vulnerable to civil immigration detainers issued without judicial review or without proof of*

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eriminal activity, in complete disregard for the due process rights of those subject to the civil immigration detainers.

The City has enacted numerous laws and policies to strengthen communities and <u>to</u> <u>build trust between communities and local law enforcement</u>. Local cooperation and assistance with <u>civil immigration enforcement keep families united</u>. In contrast, ICE civil immigration detainers have resulted in the separation of families. According to the 2011 Warren Institute Study, it is estimated that more than one-third of those targeted by S-Comm haved a U.S. citizen spouse or child. Complying with civil immigration detainers thus resultsed in the deportation of potential aspiring U.S. citizens. According to the 2011 Warren Institute Study, Latinos makede up 93% of those detained through S-Comm, although they only account for 77% of the undocumented population in the U.S. As a result, S-Comm hasd a disproportionate impact on Latinos.

The City has enacted numerous laws and policies to prevent its residents from becoming entangled in the immigration system. But, the enforcement of immigration laws is a responsibility of the federal-government. A December 2012 ICE news release stated that deportations have hit record figures each year. According to the Migration Policy Institute's 2013 report, entitled "Immigration Enforcement in the United States: The Rise of a Formidable Machinery," the federal government presently spends more on civil immigration enforcement than all federal criminal law enforcement combined. Local funds should not be expended on such efforts, especially because such entanglement undermines community policing strategies.

In 2014, DHS ended the Secure Communities program and replaced it with PEP. PEP and S-Comm share many similarities. Just as with S-Comm, PEP uses state and federal databases to check an individual's fingerprints against immigration and other databases. PEP employs a number of tactics to facilitate transfers of individuals from local jails to immigration custody.

First, PEP uses a new form (known as DHS Form I-247N), which requests notification from local jails about an individual's release date prior to his or her release from local custody. As with

civil immigration detainers, these notification requests are issued by immigration officers without judicial oversight, thus raising questions about local law enforcement's liability for constitutional violations if any person is overdetained when immigration agents are unable to be present at the time of the person's release from local custody. Second. under PEP, ICE will continue to issue civil immigration detainer requests where local law enforcement officials are willing to respond to the requests, and in instances of "special circumstances," a term that has yet to be defined by DHS. Despite federal courts finding civil immigration detainers do not meet Fourth Amendment requirements, local jurisdictions are often unable to confirm whether or not a detention request is supported by probable cause or has been reviewed by a neutral magistrate. The increase in information-sharing between local law enforcement and immigration officials raises serious concerns about privacy rights. Across the country, including in the California Central Valley, there has been an increase of ICE agents stationed in jails, who often have unrestricted access to jail databases, booking logs, and other documents that contain personal information of all jail inmates. The City has an interest in ensuring that confidential information collected in the course of carrying out its municipal functions, including but not limited to public health programs and criminal investigations, is not used for unintended purposes that could hamper collection of information vital to those functions. To carry out public health programs, the City must be able to reliably collect confidential information from all residents. To solve crimes and protect the public, local law enforcement depends on the cooperation of all City residents. Information gathering and cooperation may be jeopardized if release of personal information results in a person being taken into immigration custody.

In late 2015, Pedro Figueroa, an immigrant father of an 8-year-old U.S. citizen, sought the San Francisco Police Department's help in locating his stolen vehicle. When Mr. Figueroa went to the

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Supervisors Avalos; Campos, Kim, Mar, Peskin BOARD OF SUPERVISORS

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police station to retrieve his car, which police had located, he was detained for some time by police officers before being released, and an ICE agent was waiting to take him into immigration custody immediately as he left the police station. It was later reported that both the Police Department and the San Francisco Sheriff's Department had contact with ICE officials while Mr. Figueroa was at the police station. He spent over two months in an immigration detention facility and remains in deportation proceedings. Mr. Figueroa's case has raised major concerns about local law enforcement's relationship with immigration authorities, and has weakened the immigrant community's confidence in policing practices. Community cooperation with local law enforcement is critical to investigating and prosecuting crimes. Without the cooperation of crime victims – like Mr. Figueroa – and witnesses, local law enforcement's ability to investigate and prosecute crime, particularly in communities with large immigrant populations, will be seriously compromised.

SEC. 12I.2. DEFINITIONS.

<u>"Administrative warrant" means a document issued by the federal agency charged with the</u> <u>enforcement of the Federal immigration law that is used as a non-criminal, civil warrant for</u> <u>immigration purposes.</u>

"Eligible for release from custody" means that the individual may be released from custody because one of the following conditions has occurred:

(1<u>a</u>) All criminal charges against the individual have been dropped or dismissed.

 $(\underline{a}\underline{b})$ The individual has been acquitted of all criminal charges filed against him or her.

 $(3\underline{c})$ The individual has served all the time required for his or her sentence.

(4<u>d</u>) The individual has posted a bond, or has been released on his or her own recognizance.

(5e) The individual has been referred to pre-trial diversion services.

(6f) The individual is otherwise eligible for release under state or local law.

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"Civil immigration detainer" means a non-mandatory request issued by an authorized federal immigration officer under Section 287.7 of Title 8 of the Code of Federal Regulations, to a local law enforcement official to maintain custody of an individual for a period not to exceed *forty-eight (*48*)* hours, *excluding Saturdays, Sundays, and holidays,* and advise the authorized federal immigration officer prior to the release of that individual.

"Convicted" means <u>the</u> state of having been proved guilty in a judicial proceeding, unless the convictions have been expunged or vacated pursuant to applicable law. The date that an individual is Convicted starts from the date of release.

"Firearm" means a device, designed to be used as a weapon, from which is expelled through a barrel, a projectile by the force of an explosion or other form of combustion as defined in Penal Code Section 16520.

"Law enforcement official" means any City Department or officer or employee of a City Department, authorized to enforce criminal statutes, regulations, or local ordinances; operate jails or maintain custody of individuals in jails; and operate juvenile detention facilities or maintain custody of individuals in juvenile detention facilities.

<u>"Notification request" means a non-mandatory request issued by an authorized federal</u> <u>immigration officer to a local law enforcement official asking for notification to the authorized</u> <u>immigration officer of an individual's release from local custody prior to the release of an individual</u> <u>from local custody. Notification requests may also include informal requests for release information by</u> <u>the Federal agency charged with enforcement of the Federal immigration law.</u>

<u>"Personal information" means any confidential, identifying information about an individual,</u> <u>including, but not limited to, home or work contact information, and family or emergency contact</u> <u>information.</u>

"Violent Felony" means any crime listed in Penal Code Section 667.5(c); human trafficking as defined in Penal Code Section 236.1; felony assault with a deadly weapon as

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defined in Penal Code Section 245; any crime involving use of a firearm, assault weapon, machine*gun gun*, or .50 BMG rifle, while committing or attempting to commit a felony that is charged as a sentencing enhancement as listed in Penal Code Sections 12022.4 and 12022.5.

12I.3. RESTRICTIONS ON LAW ENFORCEMENT OFFICIALS.

(a) Except as provided in subsection (b), a law enforcement official shall not detain an individual on the basis of a civil immigration detainer after that individual becomes eligible for release from custody <u>or respond to a federal immigration officer's notification request</u>.

(b) Law enforcement officials may continue to detain an individual in response to a civil immigration detainer for up to *forty-eight* (48) hours after that individual becomes eligible for release <u>and may respond to a federal immigration officer's notification request</u> if <u>the continued</u> <u>detention is consistent with state and federal law, and</u> the individual meets both of the following criteria:

(1) The individual has been Convicted of a Violent Felony in the seven years immediately prior to the date of the civil immigration detainer <u>or notification request</u>; and

(2) A magistrate has determined that there is probable cause to believe the individual is guilty of a Violent Felony and has ordered the individual to answer to the same pursuant to Penal Code Section 872.

In determining whether to continue to detain an individual based solely on a civil immigration detainer *or respond to a notification request* as permitted in this subsection (b), law enforcement officials shall consider evidence of the individual's rehabilitation and evaluate whether the individual poses a public safety risk. Evidence of rehabilitation or other mitigating factors to consider includes, but is not limited to: the individual's ties to the community, whether the individual has been a victim of any crime, the individual's contribution to the community, and the individual's participation in social service or rehabilitation programs.

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This subsection (b) shall expire by operation of law on October 1, 2016, or upon a resolution passed by the Board of Supervisors that finds for purposes of this Chapter, the federal government has enacted comprehensive immigration reform that diminishes the need for this subsection (b), whichever comes first.

(c) Law enforcement officials shall not arrest or detain an individual, or provide any individual's personal information to a federal immigration officer, on the basis of an administrative warrant, prior deportation order, or other civil immigration document based solely on alleged violations of the civil provisions of immigration laws.

(*e<u>d</u>*) Law enforcement officials shall make good faith efforts to seek federal reimbursement for all costs incurred in continuing to detain an individual, after that individual becomes eligible for release, in response each civil immigration detainer.

SEC. 12I.4. PURPOSE OF THIS CHAPTER.

The intent of this Chapter <u>121</u> is to address requests for non-mandatory civil immigration detainers, <u>voluntary notification of release of individuals</u>, <u>transmission of personal</u> <u>information</u>, <u>and civil immigration documents based solely on alleged violations of the civil provisions</u> <u>of immigration laws</u>. Nothing in this Chapter shall be construed to apply to matters other than those relating to federal civil immigration detainers, <u>notification of release of individuals</u>. <u>transmission of personal information</u>, <u>or civil immigration documents</u>, <u>based solely on alleged</u> <u>violations of the civil provisions of immigration laws</u>. In all other respects, local law enforcement agencies may continue to collaborate with federal authorities to protect public safety. This collaboration includes, but is not limited to, participation in joint criminal investigations that are permitted under local policy or applicable city or state law.

Section 2. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

Section 3. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM: DENNIS J. HERRERA, City Attorney

By: JANA-CLARK Deputy City Attorney

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REVISED LEGISLATIVE DIGEST

(3/22/2016, Substituted)

[Administrative Code - Due Process for All and Sanctuary]

Ordinance amending the Administrative Code to prohibit the use of City funds or resources to assist in the enforcement of Federal immigration law, except for individuals who have been convicted of a violent felony and held to answer for a violent felony.

Existing Law

Administrative Code Chapter 12I prohibits detaining individuals on the basis of a Federal civil immigration detainer unless that individual has been convicted of a violent felony in the seven years prior and has been held to answer for a violent felony. Administrative Code Chapter 12H prohibits the use of City funds or resources to assist in the enforcement of Federal immigration law or to gather or disseminate information regarding immigration, except under certain exceptions. Law enforcement officials may identify and report adults booked for a felony and suspected of violating the civil immigration laws, and juveniles with sustained felony petitions or tried as adults and suspected of violating the civil immigration laws. In addition, Administrative Code Chapter 12H allows City officials to; (1) report adults with prior felony convictions who have been booked into county jail; (2) cooperate with Federal immigration authorities requests for information for adults with prior felony conviction; or (3) report as required by state or federal law those adults with prior felony convictions.

Amendments to Current Law

This Ordinance would amend Administrative Code Chapters 12H and 12I to prohibit the use of City funds or resources to assist in the enforcement of Federal immigration law or to gather or disseminate information regarding immigration or release status, except for individuals who have been convicted of a violent felony and held to answer for a violent felony.

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RECEIVED VIA ENAIL 4/7/2016 FILE NO. 160022

City and County of San Francisco Juvenile Probation Department

ALLEN A. NANCE CHIEF PROBATION OFFICER 375 WOODSIDE AVENUE SAN FRANCISCO, CA 94127 (415) 753-7556

April 7, 2016

Erica Major Assistant Committee Clerk Board of Supervisors 1 Dr. Carlton B. Goodlett Place City Hall, Room 244 San Francisco, CA 94102

re: BOS FILE 160022 re: Administrative Code - Due Process for All and Sanctuary

Dear Ms. Major:

Please find below comments from the San Francisco Juvenile Probation Department regarding BOS File #160022:

- 1. As written, we believe that 12I.3 does not permit the Juvenile Probation Department to enforce federal immigration law since the term "Convicted of a Violent Felony" does not apply to juvenile cases which are civil court and not criminal court matters. Further, the clause that references "...and held to answer for a violent felony" would be applicable if the word "or" was used in place of the word "and."
- 2. As a matter of clarification, the criminal conduct alleged in these juvenile matters carries the same weight and impact on victims and public safety as those incidents committed by adult offenders. At the same time, the legislature and the People view juvenile offenders and adult offenders dissimilarly in many respects. If this distinction should be extended to matters of immigration as well, the language in the ordinance should be explicit to exclude the inclusion of juvenile court matters involving violent felonies where the minor is not held at the detention hearing and no sustained felony is found by the juvenile court.

Please do not hesitate to contact my office should more clarification be necessary.

Sincerely,

Allen A. Nance Chief Probation Officer

1516-RBM-19

Youth Commission City Hall ~ Room 345 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102~4532



(415) 554-6446 (415) 554-6140 FAX www.sfgov.org/youth_commission

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YOUTH COMMISSION

MEMORANDUM

TO:	Erica Major, Committee Clerk, Public Safety & Neighborhood Services
	Committee
FROM:	Youth Commission
DATE:	Thursday, February 18, 2016
RE:	Referral response to BOS Files No. 160022

At our **Tuesday, February 16, 2016 meeting**, the Youth Commission voted to unanimously support the following motion:

To support BOS File No. 160022–Ordinance amending Administrative Code, Chapter 12I, to prohibit law enforcement officials from responding to a federal immigration officer's request for voluntary notification that a person will be released from local custody, except for adults who have been convicted of a violent felony and held to answer for a violent felony.

Youth Commissioners thank the Board of Supervisors for their attention to issue. If you have any questions, please contact our office at (415) 554-6446, or your Youth Commissioner.

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Chair, Luis Avalos-Nunez Adopted on February 16, 2016 2015-2016 San Francisco Youth Commission



San Francisco Sheriff's Department

INTER-OFFICE CORRESPONDENCE

Sheriff Vicki L. Hennessy

WFFERERED TO IN CUN MITTEE 4/7/2016 FILE NO.160077

March 11, 2016 Reference: 2016-037

To: All Personnel

From:

Re:

SFSD Central Warrant Bureau Confirmation of Warrants in the Criminal Data Base – General ICE Warrants – Criminal and Civil in the Criminal Justice Data Base - Specific

San Francisco Sheriff's Central Warrant Bureau is responsible for verifying criminal and traffic warrants from all local, state, and federal law enforcement agencies. When we receive a request from a law enforcement officer on a specific subject, we either confirm or do not confirm the warrant for booking. The warrant clerk is always required to contact the issuing agency and ask for additional information to make sure the officer has the right person. Once a criminal warrant is confirmed for booking it is up to the arresting agency to book the individual on the warrant at the county jail. The SFSD clerk confirming the warrant does not have the authority to tell the officer to either book or not book.

Immigration and Custom Enforcement (ICE) Warrants

It has recently come to my attention that the majority of warrants from ICE entered into the Criminal Justice Data Base are **not** actually criminal warrants. Most appear in the system with no charges attached to the warrant and say "deported criminal", "aggravated felon" or "failure to appear for removal". These are, in effect, "**administrative**" warrants and are another method of requesting a civil detainer of the subject, which is not allowed by the San Francisco Due Process for All Ordinance. There are also some "**criminal**" warrants which are to be confirmed for booking according to established procedure.

Therefore, when asked to query the criminal justice data base to confirm an ICE warrant, CWB will follow these guidelines:

- 1. Contact the ICE confirmation phone number per procedure to make the usual inquiries.
- 2. Confirm the warrant as either criminal or administrative.
 - a. If the warrant returns as a **criminal warrant**, follow established procedure for criminal warrant confirmations.

- b. If the warrant comes back as a **civil or administrative warrant**, inform the requesting party that while it is confirmed, it is a civil warrant and will not be accepted for booking at the San Francisco County Jail.
 - i. CWB staff will hot print any relevant information. CWB will print out the NCIC hit and immediately copy the clerk's log sheet into an ICE file.
 - ii. The information will be scanned into an ICE folder and maintained on the shared drive.
- 3. Booking staff at County Jail #1 presented with a **civil or administrative** ICE warrant for booking from any agency, will refuse the arrest and document such refusal. This does not apply to criminal ICE warrants that have been confirmed.

I have attached examples of both a criminal ICE warrant and two civil/administrative ICE warrants to assist you in the determination.

If there are any discrepancies or questions not covered by this directive, please contact Sheriff's Legal through the Central Warrant Bureau emergency notification process at: (415) 558-2411.

Thank you for your attention to this matter.

SAMPLE RESPONSE FROM NCIC INQUIRY: ADMINISTRATIVE (CIVIL) WARRANTS

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AT (877) 999-5372 FOR INMEDIATE HIT CONFIRMATION AND AVAILABILITY OF BUREAU OF INVIGRATION AND CUSTOMS EMFORCEMENT DETAINER.

MKB/IMMIGRATION VICLATION - FAILURE TO APPEAR FOR EENOVAL CRI/VTIN51000 NRM/SMITH, JOHN SEX/N RAC/M EOB/IN EOR/19510101 HOT/510 WET/190 BYE/BRO HAI/BRO GTZ/FN SEN/DEK SMT/52 LF ARM SOC//VUL00000 OFF/ALIEN UNLAWFULLY PRESENT DUE TO ORDER OF REMOVAL OR EXCLUSION FROM THE USA OCM/ABD1234-T MLE/NNOAN AS JCHNNY EOY ONI IG DUREAU OF INMIGRATION AND CUSTORS EXPERIENT, LAW ENFORCEMENT SUPPORT CENTER (\$77) 959-5372 NIC/N107770847 DTE/19880405 0000 EUT DLU/20190101 0600 ESP *V4VFMIR RECORD MAY BY USED ONLY DY CRIMINAL JUSTICE FISHCIES FCH CRIMICAL JUSTICE DIRPISES.

Administrative Warrant of Arrest:

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SAMPLE RESPONSE FROM NCIC INQUIRY: CRIMINAL ICE WARRANT

One Example of a Criminal Warrant

***MESSAGE KEY ZW SEARCHES WANTED PERSON FILE FELONY RECORDS REGARDLESS OF EXTRADITION AND MISDEMEANOR RECORDS INDICATING POSSIBLE INTERSTATE EXTRADITION FROM THE INQUIRING AGENCY'S LOCATION. ALL OTHER NCIC PERSONS FILES ARE SEARCHED WITHOUT LIMITATIONS. MKE/WANTED PERSON EXL/1 - FULL EXTRADITION UNLESS OTHERWISE NOTED IN THE MIS FIELD ORI/VTICE0900 NAM/TEST, TEST SEX/M RAC/W POB/EY DOB/19000101 HGT/509 WGT/175 EYE/BRO HAI/BLK SKN/LOT MNU/PP-1234567 SOC/123456789 OFF/FRAUD - FALSE STATEMENT DOW/20090114 OCA/2-M-TEST VLD/20120411 MIS/CRIMINAL WARRANT IN VIOLATION OF TITLE 18 USC, SECTION 1542, FALSE STATEMENT MIS/ON A PASSPORT APPLICATION; ISSUED BY THE U S DISTRICT COURT, BASTERN MIS/DISTRICT OF VIRGINIA DNA/N ORI IS ICE LESC 802 872-6020 DOB/19730515 AKA/TESTER, TEST AKA/ALPHA, BET MNU/PP-5678943 SOC/9854321 NIC/W123456789 DTB/20090115 1510 EST DLU/20120411 1301 EST IMMED CONFIRM WARRANT AND EXTRADITION WITH ORI

Again, members shall continue to act upon <u>eriminal</u> warrants entered by ICE into NCIC pursuant to relevant directives (e.g., G.O. 302.06, WALES).

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SUBMITTED + PRESERVED

41712016

16-015 02/08/16

FILE NO. 16022

DEPARTMENT BULLETIN

Enforcement of Immigration Laws

Members are reminded that it is the policy of the San Francisco Police Department to foster trust and cooperation with all people of this City and to encourage them to communicate with San Francisco police officers without fear of inquiry regarding their immigration status. It is also Department policy, consistent with its obligations under state and federal law, to adhere to the City of Refuge Ordinance, San Francisco Administrative Code Section 12H.2-1. This ordinance prohibits the use of City resources to assist in the enforcement of federal immigration laws except in certain limited circumstances.

In accordance with the City of Refuge Ordinance and state law, members of the Department shall adhere to the following:

- DETENTION/DOCUMENTS. Members shall not stop, question, or detain any individual solely because of the individual's national origin, foreign appearance, inability to speak English, or immigration status (also see DGO 5.03, Investigative Detentions). The mere presence of so called "illegal aliens" is not a criminal offense.
 - a. In the course of their duties, e.g., traffic enforcement, investigations, taking reports, officers shall not ask for documents regarding an individual's immigration status.
- 2. ASSISTING THE INS. (U.S. IMMIGRATION AND CUSTOMS ENFORCEMENT- ICE) Members shall not enforce immigration laws or assist the INS (ICE) in the enforcement of immigration laws.

Per DB 15-141, both sworn and non-sworn members are required to electronically acknowledge this Department Bulletin in HRMS.

GREGORY P. SUHR Chief of Police

DEPARTMENT BULLETIN



A 16-048 04/01/16

Prohibition on the Enforcement of Administrative Immigration Warrants

Members are reminded that it is the policy of the San Francisco Police Department to foster trust and cooperation with all people of this City and to encourage them to communicate with San Francisco police officers without fear of inquiry regarding their immigration status. It is also Department policy (DGO 5.15 and reminder DB 16-015), consistent with its obligations under state and federal law, to adhere to the City of Refuge Ordinance, pursuant to SF Administrative Code §12H.2-1. This ordinance prohibits the use of City resources to assist in the enforcement of federal immigration laws except in certain limited circumstances.

One of those limited circumstances allows for the enforcement of federal <u>criminal</u> warrants for arrest. Federal <u>administrative (civil)</u> warrants are not to be enforced and will not be accepted by San Francisco Sheriff's Department personnel at CJ1. NCIC warrant responses will make clear whether the warrant is civil or criminal.

"Administrative Warrant of Removal" warrants <u>shall not</u> be enforced. "Administrative Warrant of Arrest" warrants <u>shall not</u> be enforced. "Criminal Warrant in violation of Title 18 USC, Section XXX." may be enforced (see DGO 6.18)

Attached are samples of NCIC print-outs of both administrative (civil) and criminal warrants that were provided for your reference by the SFSD.

Per DB 15-141, sworn members are required to electronically acknowledge this Department Bulletin in HRMS.

GREGORY P. SUHR Chief of Police

SAMPLE RESPONSE FROM NCIC INQUIRY: ADMINISTRATIVE (LIVIL) WARRANTS

Administrative Warrant of Removals

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-*HID OF INMIGRATION VIMATOR FILE RESPONSE**

Administrative Warrant of Arrests

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MNEFIRMURRATION VIOLATION - MATRIMAL SECURITY MERIDIPATION DRI/VTINSIG60 NAM/CHITH, JUNN SXX/N RAC/W FDE/FN DOB/19516101 HERYIGI WET/100 STB/BRO HAI/BRO CIZ/FN EXV/RRN SOC/777010008 CF2/SOUGHT FOR VIOLATION OF NATIONAL SECURITY REGISTRATION UCA/SECURIT FOR VIOLATION OF NATIONAL SECURITY REGISTRATION UCA/SECURIT FOR VIOLATION AND DUSYONS ENVORCEMENT, LAW ENFORCEMENT SOFFORT CANDAR OF INSTOURTION AND DUSYONS ENVORCEMENT, LAW ENFORCEMENT SOFFORT CANDAR (ETT) \$99-5372 NIC/USOTTOBAT DIR/INSTANCES OBLO 0836 SDT DL0/Z0000161 G606 HAT 444-WTHIG RECORD FAY BY USED GMLY BY CRIMINAL JUNTCE MENALOS FOR CRIMINAL DUSTICE EDERORSE.

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SAMPLE RESPONSE FROM NCIC INQUIRY: CRIMINAL ICE WARRANT

One Example of a Criminal Warrant

***MESSAGE KEY ZW SEARCHES WANTED EERSON FILE PELONY RECORDS REGARDLESS OF EXTRADITION AND MISDEMEANOR RECORDS INDICATING POSSIBLE INTERSTATE EXTRADITION FROM THE INQUILING ADENCY'S LOCATION. ALL OTHER NUIC PERSONS FILES ARE SEARCHED WITHOUT LINITATIONS. MUS/MAINTED PERSON EXL/1 - FULL EXTRADITION UNLESS OTHERWISE NOTED IN THE MIS FIELD ORI/VICES0900 NAM/TEST, TEST SEX/M EAC/M POB/EY DOB/15060101 MST/509 WGT/175 WH/BRO HAI/BLK EKN/LOT MUS/P-1234567 SOC/13456789 OFF/FRADJ - FALSE STATEMENT DOM/20090114 OCR/2-H-TEST VID/20150114 OCR/VICES0900 PARSH STATEMENT DOM/20090114 OCR/2-H-TEST VID/20150117 MIS/ON A PASSFORT APPLICATION OF TITLE 18 USC, SECTION 1542, FALSE STATEMENT MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION, ISSUED BY THE U S DISTRICT COURT, EASTERN MIS/ON A PASSFORT APPLICATION STATEMENT DOS/15730515 MIC/W123455789 DTE/200P0115 ISIO EST DIM/20120411 1301 EST INMED CONFIMM WARKANT AND EXTRADUTION WITH ORI

Again, members shall continue to act upon <u>eriminal</u> warrants cateted by ICE into NCE: parsuant to relevant directives (e.g., G.O. 302.06, WALES).

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BOARD of SUPERVISORS



City Hall 1 Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 554-5227

MEMORANDUM

TO: Youth Commission

FROM: Erica Major, Assistant Committee Clerk, Public Safety and Neighborhood Services Committee

DATE: February 12, 2016

SUBJECT: REFERRAL FROM BOARD OF SUPERVISORS

The Board of Supervisors has received the following, which at the request of the Youth Commission is being referred as per Charter Section 4.124 for comment and recommendation. The Commission may provide any response it deems appropriate within 12 days from the date of this referral.

File: 160022

Ordinance amending Administrative Code, Chapter 12I, to prohibit law enforcement officials from responding to a federal immigration officer's request for voluntary notification that a person will be released from local custody, except for adults who have been convicted of a violent felony and held to answer for a violent felony.

Please return this cover sheet with the Commission's response to Erica Major, Assistant Committee Clerk, Public Safety and Neighborhood Services.

RESPONSE FROM YOUTH COMMISSION Date:

No Comment

Recommendation Attached

Chairperson, Youth Commission

BOARD of SUPERVISORS



City Hall 1 Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 554-5227

MEMORANDUM

TO:

Vicki Hennessy, Sheriff, Sheriff's Department Greg Suhr, Chief, Police Department Allen Nance, Chief Probation Officer, Juvenile Probation Department Karen Fletcher, Chief Adult Probation Officer, Adult Probation Department George Gascon, District Attorney, Office of the District Attorney Jeff Adachi, Public Defender, Office of the Public Defender Brian Strong, Program Director, Capital Planning Program Ben Rosenfield, City Controller, Office of the Controller Barbara A. Garcia, Director, Department of Public Health Micki Callahan, Director, Department of Human Resources Adrienne Pon, Executive Director, Office of Civic Engagement and Immigrant Affairs

FROM: Erica Major, Assistant Committee Clerk, Government Audit and Oversight Committee, Board of Supervisors

DATE: March 29, 2016

SUBJECT: SUBSTITUTE LEGISLATION INTRODUCED

The Board of Supervisors' Government Audit and Oversight Committee has received the following proposed legislation, introduced by Supervisor Avalos on March 22, 2016:

File No. 160022

Ordinance amending the Administrative Code to prohibit the use of City funds or resources to assist in the enforcement of Federal immigration law, except for individuals who have been convicted of a violent felony and held to answer for a violent felony.

If you have any additional comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

Referral from the Office of the Clerk of the Board Government Audit and Oversight Committee March 29, 2016 Page 2

c:

Theodore Toet, Sheriff's Department Katherine Gorwood, Sheriff's Department Eileen Hirst, Sheriff's Department Christine Fountain, Police Department Sergeant Rachael Kilshaw, Police Department Sheryl Cowan, Juvenile Probation Department LaShaun Williams, Adult Probation Department Cristine Soto DeBerry, Office of the District Attorney Maxwell Szabo, Office of the District Attorney Todd Rydstrom, Office of the Controller Peg Stevenson, Office of the Controller Greg Wagner, Department of Public Health Colleen Chawla, Department of Public Health Susan Gard, Department of Human Resources **BOARD of SUPERVISORS**



City Hall 1 Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 554-5227

MEMORANDUM

TO:

Vicki Hennessy, Sheriff, Sheriff's Office Greg Suhr, Chief, Police Department George Gascon, District Attorney, Office of the District Attorney Dennis Herrera, City Attorney, Office of the City Attorney Jeff Adachi, Public Defender, Office of the Public Defender Karen L. Fletcher, Chief Adult Probation Officer, Adult Probation Department Allen Nance, Chief Probation Officer, Juvenile Probation Department Nicole Elliott, Liaison to the Board of Supervisors, Mayor's Office of Criminal Justice

FROM: Erica Major, Assistant Committee Clerk, Public Safety and Neighborhood Services Committee, Board of Supervisors

DATE: January 20, 2016

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Public Safety and Neighborhood Services Committee has received the following proposed legislation, introduced by Supervisor Avalos on January 12, 2016:

File No. 160022

Ordinance amending Administrative Code, Chapter 12I, to prohibit law enforcement officials from responding to a federal immigration officer's request for voluntary notification that a person will be released from local custody, except for adults who have been convicted of a violent felony and held to answer for a violent felony.

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

C:

Kathy Gorwood, Sheriff's Office Christine Fountain, Police Department Sergeant Rachael Kilshaw, Police Department Cristine Soto DeBerry, Office of the District Attorney Maxwell Szabo, Office of the District Attorney Jon Givner, Office of the City Attorney LaShaun Williams, Adult Probation Department Sheryl Cowan, Juvenile Probation Department

BOS-11, GXO, PSNS (03, Leg D.p. Depc.A. Mayors office



City Hall 1 Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-7450 Fax No. 554-7454 TDD/TTY No. 544-5227

London Breed

PRESIDENTIAL ACTION

Date: March 29, 2016

President, District 5 BOARD of SUPERVISORS

To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,

Pursuant to Board Rules, I am hereby:

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	Waiving 30-Day Rule (Board Rule No. 3.23)	0.41 S
	File No.	AR LOR
	(Primary Sponsor)	ω
	Title	
X	Transferring (Board Rule No. 3.3)	410: 3
	File No. 160022 Avalos	
	(Primary Sponsor)	6 - ¹ 2
	Title. Administrative Code - Due Process for All and Sanctuary	
	From: <u>Government Audit & Oversight</u> Committee	
	To: Public Safety & Neighborhood Services Committee	
	Assigning Temporary Committee Appointment (Board Rule No. 3.1)	
	Supervisor	
	Replacing Supervisor	
	For:,	Meeting
	(Date) (Committee)	-
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	London Breed, President	
	Board of Supervisors	

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp or meeting date

I hereby submit the following item for introduction (select only one):

	1. For reference to Committee.
	An ordinance, resolution, motion, or charter amendment.
	2. Request for next printed agenda without reference to Committee.
	3. Request for hearing on a subject matter at Committee.
	4. Request for letter beginning "Supervisor inquires"
	5. City Attorney request.
	6. Call File No. from Committee.
	7. Budget Analyst request (attach written motion).
\boxtimes	8. Substitute Legislation File No. 160022
	9. Request for Closed Session (attach written motion).
	10. Board to Sit as A Committee of the Whole.
	11. Question(s) submitted for Mayoral Appearance before the BOS on
Plea	se check the appropriate boxes. The proposed legislation should be forwarded to the following:
	Planning Commission Building Inspection Commission
Note:	For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative
Spons	sor(s):
Supe	rvisor John Avalos
Subje	eet:
Ordin	hance – Due Process for All and Sanctuary
The t	text is listed below or attached:
	~ 1
1	Signature of Sponsoring Supervisor:
Ecr (
LOL (Clerk's Use Only:

Introduction Form

By a Member of the Board of Supervisors or the Mayor

I he	reby submit the following item for introduction (select only one):	Time stamp or meeting date		
\boxtimes	1. For reference to Committee.			
	An ordinance, resolution, motion, or charter amendment.			
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	4. Request for letter beginning "Supervisor	inquires"		
	5. City Attorney request.			
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	9. Request for Closed Session (attach written motion).			
	10. Board to Sit as A Committee of the Whole.			
]	11. Question(s) submitted for Mayoral Appearance before the BOS on			
Plea	se check the appropriate boxes. The proposed legislation should be forwarded to the following Small Business Commission I Youth Commission Ethics Comm	•		
	Planning Commission Building Inspection Commission	n		
Note:	For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative			
Spons	sor(s):			
Supe	rvisorsJohn Avalos, David Campos, Jane Kim, Eric Mar, Aaron Peski	<u>^</u>		
Subje	ect:			
Ordin	nance - Administrative Code - Due Process for All Notification			
The text is listed below or attached:				
		7		
	Signature of Sponsoring Supervisor:			
For (Clerk's Use Only:			