STOP ILLEGAL ICE DETAINERS

Enforcing the *Gonzalez v ICE* Settlement

April 17, 2025

NATIONAL IMMIGRANT JUSTICE CENTER



IMMIGRANT LEGAL RESOURCE CENTER

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Presenters











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During the Webinar

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For webinar links or registration questions, contact our training team at <u>seminars@ilrc.org</u>

Questions During the Webinar

 You can enter substantive legal questions in the Q&A, and instructors will answer them if time permits.

• Say hello to us in the chat box.

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Agenda

12:00pm – 12:05pm 12:05pm – 12:10pm 12:10pm – 12:20pm 12:20pm – 12:30pm 12:30pm – 12:40pm 12:40am - 12:50pm 12:50pm – 1:00pm

Introduction **Background on how ICE issues detainers** Key aspects of the Gonzalez v. ICE case **Essential Terms of the Settlement Examples of Possible Violations** ICE detainers in criminal defense context **Conclusion**; Q&A

Stop Illegal ICE Detainers: Enforcing the Gonzalez v. ICE Settlement April 17, 2025 – 12:00 pm – 1:00 pm Pacific Time MCLE: 1.0 CA & TX

The Immigrant Legal Resource Center is a State Bar of California approved MCLE provider. The Immigrant Legal Resource Center is a State Bar of California Department of Legal Specialization approved provider.



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Background on ICE detainers

Detainers = requests from ICE to hold an individual currently in a jail or prison past their release date so ICE can take custody of the person.

- No charges or conviction are necessary.
- A detainer is triggered when a judge orders release, charges are dismissed, a sentence is complete, or an individual posts bond.

How does ICE learn about an individual prior to issuing a detainer?

- Secure Communities + further database searches
 - ICE is alerted to every person's arrest nationwide at the time local police submit a fingerprint check.
 - The ICE detainer investigation starts when ICE receives the fingerprints are initially checked against DHS databases.

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• ICE centralized office the PERC (Pacific Enforcement Response Center) OR ICE field offices can issue detainers

Problems with ICE detainers

- Compound harms of discriminatory policing and criminal legal system \rightarrow deportation pipeline
- Prolong the time people are incarcerated without probable cause
- Detainers are a request, not a mandate, but many state/local oblige \rightarrow local jurisdictions liability

About *Gonzalez v. ICE*

- 2013 class action lawsuit challenging ICE's unlawful practices for issuing Box 3 and Box 4 detainers and asking law enforcement to detain an individual for 48 hours without probable cause
- ICE was issuing detainers based on faulty and unreliable databases practice resulted in people with legal status being subjected to the detainers and placed in immigration custody
- The detainers violated the Fourth Amendment and federal law because they:
 - Were issued without probable cause or prompt judicial review of probable cause; and
 - Exceeded ICE's authority for when ICE can make warrantless arrests.



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2020 Ninth Circuit Opinion

In September 2020, the U.S. Court of Appeals for the Ninth Circuit issued an opinion in *Gonzalez v. ICE*, 975 F.3d 788 (9th Cir. 2020), holding:

 ICE's practice of issuing and relying on detainers to hold someone in local custody without prompt neutral review of probable cause violates the Fourth Amendment.

The Court remanded the unreliable database claim back to the district court for further fact-finding.

FOR PUBLICATION

UNITED STATES COURT OF APPEALS FOR THE NINTH CIRCUIT

GERARDO GONZALEZ; SIMON	Nos. 20-55175
CHINIVIZYAN,	20-55252
Plaintiffs-Appellees/	
Cross-Appellants,	D.C. Nos.
	2:12-cv-09012-
V.	AB-FFM
	2:13-cv-04416-
UNITED STATES IMMIGRATION AND	AB-FFM
CUSTOMS ENFORCEMENT; DAVID	
MARIN; DAVID C. PALMATIER;	
THOMAS WINKOWSKI,	
Defendants-Appellants/	OPINION
Cross-Appellees.*	

Appeal from the United States District Court for the Central District of California André Birotte, Jr., District Judge, Presiding

> Argued and Submitted July 13, 2020 Pasadena, California

* The United States Department of Homeland Security (DHS) identified itself as a party to these cross appeals. Although DHS objected to a subpoena in the district court, it was not, however, a defendant in the underlying case. Although Defendant United States Immigration and Customs Enforcement (ICE) is a component of DHS, DHS did not move to intervene in the district court nor in these cross appeals, and thus it is not technically a party. Accordingly, we amend the case caption to remove DHS as a Defendant-Appellant/Cross-Appellee.



The *Gonzalez* Settlement Agreement

Approved in December 2024 for five years, the Settlement Agreement:

- Covers Box 3 or Box 4 ICE detainers
 - $_{\circ}\,$ These are detainers based on database checks (Box 3) or statements made by the person (Box 4)
 - The Agreement does not apply to detainers issued based on final orders of removal or ongoing removal proceedings (Box 1 or Box 2 Detainers)
- Revises DHS Form I-247A ("Immigration Detainer Notice of Action")
 - Replaces "alien" with "individual"
 - Adds clearer service language that renders the detainer invalid if detainer is not served on the individuals
 - These detainer form changes apply nationwide to all detainers, not just class members
- Includes reporting requirements every 6 months, beginning in September 2025

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DEPARTMENT OF HOMELAND SECURITY **IMMIGRATION DETAINER - NOTICE OF ACTION**

	Subject ID: Event #:	File No: Date:
	TO: (Name and Title of Institution - OR Any Subsequent Enforcement Agency)	t Law FROM: (Department of Homeland Security Office Address)
Sample	Name of Individual:	
	Date of Birth: Citizer	nship: Sex:
mmigration	1. DHS HAS DETERMINED THAT PROBABLE C DETERMINATION IS BASED ON (complete but	CAUSE EXISTS THAT THE SUBJECT IS A REMOVABLE INDIVIDUAL. THIS pox 1 or 2).
Detainer	themselves or in addition to other reliable information status is removable under U.S. immigration I Statements made by the individual to an immigration of the individual to	ngs against the individual: ntity and a records check of federal databases that affirmatively indicate, by formation, that the individual either lacks immigration status or notwithstanding such
Form I-247A)	(complete box 1 or 2).	OUR CUSTODY FOR A PROCEEDING OR INVESTIGATION
		e processing and/or make an admissibility determination.
		complete and return to ICE the service information at the bottom of this form. If the and may not be relied upon to maintain custody of the individual.
	DHS by calling U.S. Immigration and Cust	hours, if possible) before the individual is released from your custody. Please notify toms Enforcement (ICE) or U.S. Customs and Border Protection (CBP) at icial at the number(s) provided, please contact the Law Enforcement Support
	been released from your custody to allow DHS the detainer to take effect. This detainer arises	I NOT TO EXCEED 48 HOURS beyond the time when he/she would otherwise have to assume custody. The individual must be served with a copy of this form for from DHS authorities and should not impact decisions about the individual's bail, by classification, work, quarter assignments, or other matters
	Relay this detainer to any other law enforcement a	agency to which you transfer custody of the individual.
	 Notify this office in the event of the individual's of 	death. hospitalization or transfer to another institution.

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(Signature of Immigration Officer) (Sign in ink)



The *Gonzalez* Settlement Agreement: Neutral Review Process

- Establishes a neutral review process for any Box 3 or Box 4 ICE detainers to meet Fourth Amendment requirement of probable cause
 - ICE cannot issue Box 3 or Box 4 detainers against settlement class members without presenting the detainer to a neutral reviewer.
 - During neutral review process, a neutral reviewer will determine whether there is a valid basis for probable cause

NOTE: ICE has not set up neutral review process and cannot issue Box 3 or Box 4 detainers against settlement class members. ICE can only issue "Requests for Notification of Release" using Form I-247G

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Sample Request for Notification of Release (Form I-247G)

U.S. Immigration and Customs Enforcement REQUEST FOR ADVANCE NOTIFICATION OF RELEASE Subject ID. File No. Event #: Date: September 10, 2023 TO: (Name and Title of Institution - OR Any Subsequent Law FROM: (Department of Homeland Security Office Address) Enforcement Agency) ERO - Westminster, CA Sub Office SANTA BARBARA COUNTY JAIL ICE 4436 CALLE REAL ERO PERC LAGUNA NIGUEL SANTA BARBARA, CA 93110 24000 AVILA RD RM# 1552 LAGUNA NIGUEL, CA 92677 Name of Subject Suspected Citizenship: MEXICO Date of Birth: Sex: M DHS SUSPECTS THAT THE SUBJECT IS A REMOVABLE ALIEN AND SEEKS AN OPPORTUNITY TO DETERMINE WHETHER THERE IS PROBABLE CAUSE TO BELIEVE THAT THE SUBJECT IS A REMOVABLE ALIEN SID #: CA26725396 IT IS THEREFORE REQUESTED THAT YOU: Notify DHS as early as practicable (at least 48 hours if cossible) before the subject is released from your custody to allow DHS an opportunity to determine whether there is probable cause to conclude that he or she is a removable alien. Please notify DHS by calling X U.S. Immigration and Customs Enforcement (ICE) or U.S. Customs and Border Protection (CBP) at 805-437-1105 If you cannot reach an official at the number(s) provided, please contact the Law Enforcement Support Center at (802) 872-6020.

 This request for notification does not request or authorize that you detain the subject beyond the time he or she is currently scheduled for release from your custody.

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Potential Remedies for Violations

If a neutral review process has not occurred within 48 hours of ICE issuing a Box 3 or 4 detainer, the person could seek:

- Release from ICE detention (if not mandatory detention)
- If they are subject to mandatory detention, then not release, but DHS must notify individual, their counsel, immigration court, and class counsel of the *Gonzalez* violation



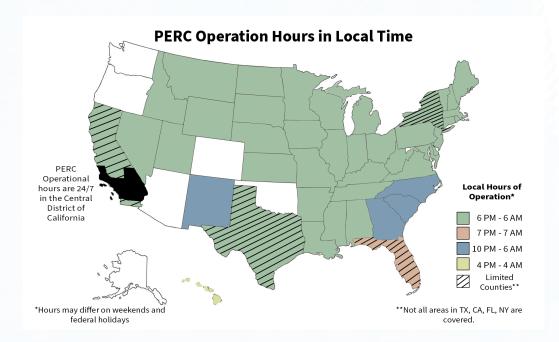
The Gonzalez Settlement Agreement – When and Where it Applies

Settlement class:

 Anyone issued a Box 3 or 4 ICE detainer where the detainer is issued from the Central District of California or under the detainer functions of the Pacific Enforcement Response Center ("PERC")

Locations covered

- Because the PERC issues detainers to 40 states + portions of CA, FL, NY, and TX + D.C. + and some U.S. territories, the Settlement Agreement protects anyone in those regions who receives a Box 3 or 4 ICE detainer issued by the PERC or issued from any other ICE officer during the 12hours/day the PERC is responsible for detainers to those states and territories.
- Settlement class <u>does not</u> include people with a final order of removal or in ongoing removal proceedings who are issued Box 1 or 2 detainers





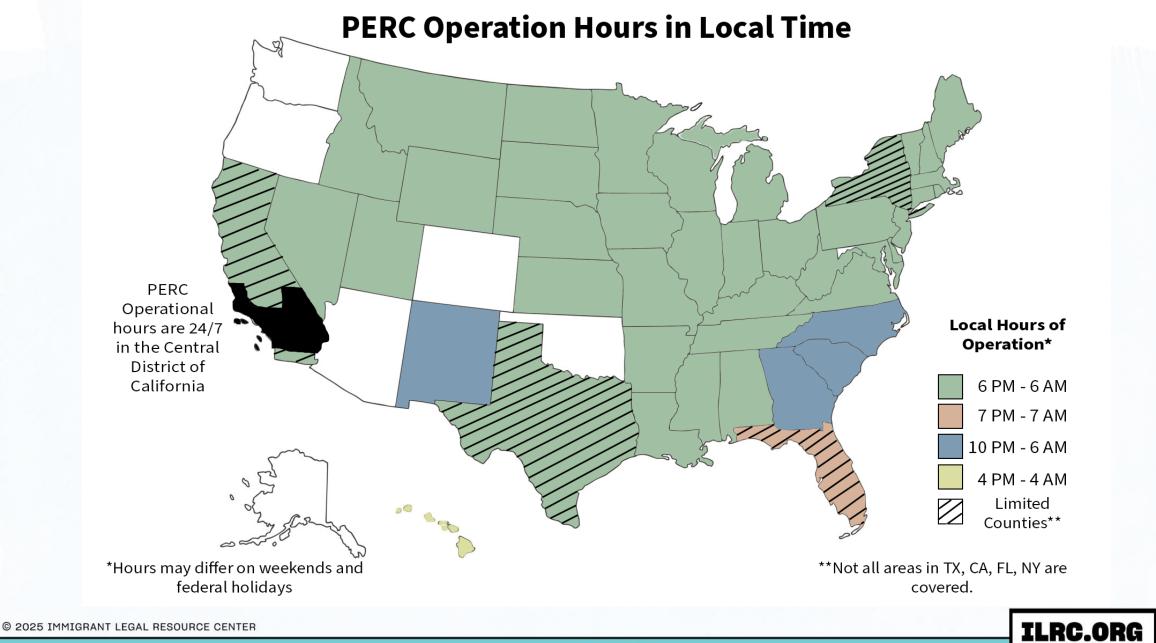
Which ICE detainers are subject to Gonzalez v. ICE?

	DEPARTMENT OF HO IMMIGRATION DETAINE				
Subject ID:		File No:			
Event #:		Date:			
TO: (Name and Title of Institution - OR Any Subsequent Law Enforcement Agency)					
Name of Individual: Date of Birth:	Citizenship:	Sex:			
	THAT PROBABLE CAUSE EXISTS 1 ASED ON (complete box 1 or 2).	THAT THE SUBJECT IS A REMOVABLE INDIVIDUAL. THIS			
	al against the individual;				
 Biometric confirmation themselves or in additional 		ndividual: ds check of federal databases that affirmatively indicate, by e individual either lacks immigration status or notwithstanding such			
		and/or other reliable evidence that affirmatively indicate the such status is removable under U.S. immigration law.			

<u>EVERY</u> ICE Detainer that has Box 3 or Box 4 checked that is issued from the PERC or any other ICE office in the Los Angeles area is a violation of the Gonzalez Settlement. If you see a detainer from a "Laguna Niguel, CA" or "Santa Ana, CA" address in the "FROM:" field and Box 3 or Box 4, as shown above, checked or with an "x" please contact: litigation@immigrantjustice.org or GonzalezSettlement@aclusocal.org.

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Likely violations

- Scenario 1: ICE continues to issue Box 3 & 4 detainers from the PERC and other ICE offices in the C.D. California (i.e., Los Angeles area) against individuals without subjecting those detainers to a mandated neutral review process.
- Scenario 2: ICE issues Box 3 or Box 4 detainers from a *different* office or location to the states and localities during the times covered by the PERC without complying with the settlement agreement.
- Scenario 3: ICE begins the detainer investigation at the PERC but then a local ICE office follows up with a locally-issued detainer the following morning or day.

REPORT VIOLATIONS TO: litigation@immigrantjustice.org or GonzalezSettlement@aclusocal.org.

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Example 1: ILLEGAL PERC+Box 3

		MELAND SECURI			
Subject ID: Event #:	BK #2		ile No: Date: September 4	, 2024	
TO: (Name and Title of Institution - OR Any Subseq Enforcement Agency) JOHN J BENOIT DET 82675 CA-111 INDIC, CA 92201000	CTR	FROM: (Depariment) ERO - Pacific En: 3 Rutton Centre I 3rd floor Santa Ana, CA 92		fice Address, Center	
Name of Alien:					
Date of Birth:	Citizenship:		<u> </u>	Sex:	м
1. DHS HAS DETERMINED THAT PROBAB DETERMINATION IS BASED ON (compl		THAT THE SUBJECT		and the second second	S CA42349524
A final order of removal against the aller The sendency of ongoing removal proc Biometric confirmation of the allen's ider or in addition to other reliable information removable under U.S. immigration law;	eedings against the a ntily and a records of on, that the allen eithe	neck of federal databa			
Statements made by the alien to an implacks immigration status or notwithstan	migration officer and/o			ndicate the	alien either

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	DEPARTMENT OF				Western Division Eastern Division Southern Division	Santa Barbara County Ventura County Orange County Riverside C
Subject ID: Event #:			File No: Date: June	15, 2023	Image from U.S. [District Court, C.D. California
SANTA	OR Any Subsequent Law BARBARA COUNTY JAIL CALLE REAL BARBARA, CA 93110	ERO - Ventura, ICE	, CA Sub Office , CA SUB OFFICE rcle		(S)	
Date of Birth:	Citizenship:	MEXI	co	Sex:	м	
Date of Birth:	Citizenship: HAT PROBABLE CAUSE EXIS D ON (complete box 1 or 2).			ABLE ALIEN. TH		

Example 3: ILLEGAL PERC Coverage

	Harris County P	4/11/2025 1:5	1:02 AM CDT	PAGE 3/006 Fax Server	
	I	DEPARTMENT OF			
	Subject ID: Event #:			File No: Date: April 11, 2025	
	TO: (Name and Title of Institution - Of Enforcement Agency)EARRIS CC 1301 FRAI HOUSTON, US 77002	OUNTY JAIL	ERO - Montg U.S. IMMIGR	ant of Homeland Security Office Address) comery County, TX Sub Office ATION & CUSTOMS ENFORCEMENT comery County, TX Sub Office COUNTY, TX	
	Name of Individual:	Citizenship:		Sex:	
	DETERMINATION IS BASED	ON (complete box 1 or 2).	S THAT THE SUBJE	CT IS A REMOVABLE INDIVIDUAL. THIS	
	 Biometric confirmation of the themselves or in addition to status is removable under U Statements made by the ind 	moval proceedings against the individual's identity and a rec other reliable information, that .S. immigration law, and/or lividual to an immigration office	ords check of federal the individual either is r and/or other reliable	databases that affirmatively indicate, by acks immigration status or notwithstanding such evidence that affirmatively indicate the vable under U.S. immigration law.	
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Example 4: LEGAL PERC+Box 1

DEPARTMENT OF HOMELAND SECURITY IMMIGRATION DETAINER - NOTICE OF ACTION

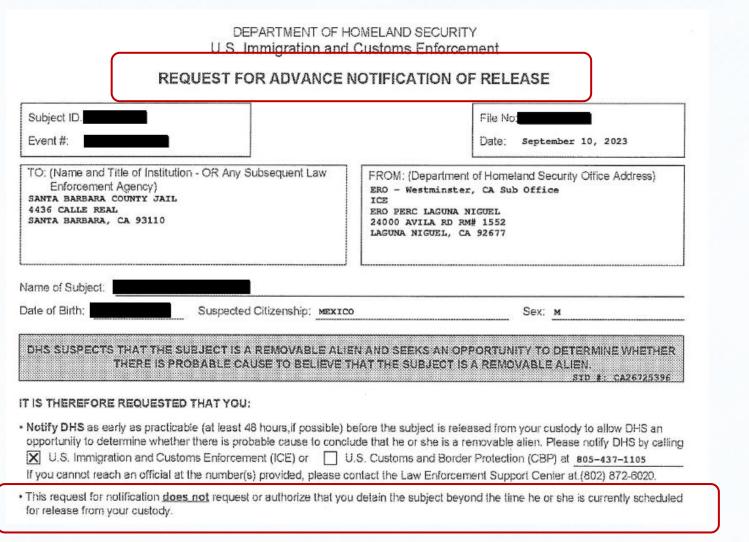
Subject ID: Event #		File No: Date: Febr	uary 20, 2024
	M OR Any Subsequent Law MATEO CO JAIL BRADFORD STREET WOOD CITY, CA 94063	FROM: (Department of Homewand Se ERO - Pacific Enforcement Re 24000 Avila Road Suite 1552 Laguna Niguel, CA 92677	
ame of Alien:	Citizenship:	MEXICO STS THAT THE SUBJECT IS A REMOV	Sex: M
DETERMINATION IS BA A final order of remove The pendency of ongo Biometric confirmation or in addition to other	SEC ON (complete box (or 2)) al against the alien, bing removal proceedings against o of the alien's identity and a reco		atively indicate, by themsetves
Statements made by t lacks immigration stat	he alien to an immigration officer us or notwithstanding such status	and/or other reliable evidence that affirmation is removable under U.S. immigration law	atively indicate the alien either

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Example 5: LEGAL I-247G



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Example 6: ILLEGAL Workaround?

ssued at 6:24 PERC hours)	l am (just after		IOMELAND SECURITY ER - NOTICE OF ACTION		
FERCHOUIS	Subject ID: Event #:		File No: Date: June 3	, 2024	
	TO: (Name and Title of Institution - OR Any Subsequent Law Enforcement Agency) FRESNO COUNTY JAIL 1225 M St FRESNO, CA 93721		FROM: (Department of Homeland Secu BRO - Fresno, CA Sub Office ICE BRO FRESNO SUB OFFICE 733 L ST. FRESNO, CA 937212904	Sub Office FFICE	
	Name of Alien:				
	Date of Birth:	Citizenship:	MEXICO	Sex:M	
	1. DHS HAS DETERMINED THAT PROBABLE CAUSE EXISTS THAT THE SUBJECT IS A REMOVABLE ALIEN. THIS DETERMINATION IS BASED ON (complete box 1 or 2).				
	X Biometric confirmation o	g removal proceedings against the f the alien's identity and a records liable information, that the alien eith	alien; check of federal databases that affirmati her lacks immigration status or notwithst		
	Statements made by the	alien to an immigration officer and	/or other reliable evidence that affirmati	vely indicate the alien either	

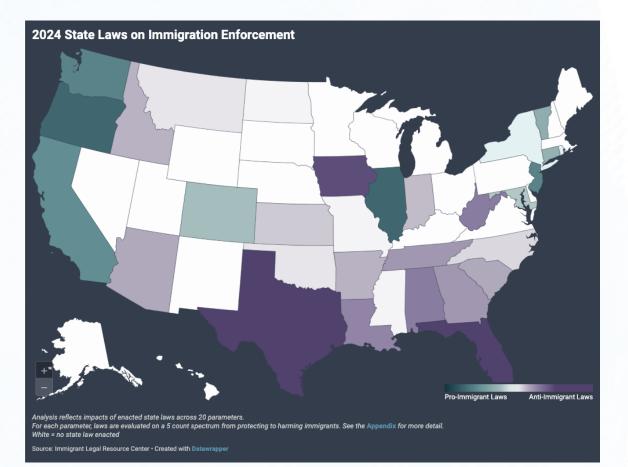
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What About State Laws On Detainers?

Gonzalez v. ICE is about ICE, and what's required of ICE. This is upstream of how the state responds.

- Step 1. Determine if the detainer is valid or illegal.
 - If illegal: detainer will not be a lawful basis for detention - even in a state that says compliance with detainers is mandatory.
 - State law cannot override the Constitution.
 - If legal: how does state law or local policy control the jail's response





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SERVICE of DETAINERS

TO BE COMPLETED BY THE LAW ENFORCEMENT AGENCY CURRENTLY HOLDING THE INDIVIDUAL WHO IS THE SUBJECT OF THIS NOTICE:

Please provide the information below, sign, and retur	rn to DHS by mailing, emailing or faxing	g a copy to
Local Booking/Inmate #: Estimated release	se date/time:	
Date of latest criminal charge/conviction:	Last offense charged/conviction:	
This form was served upon the individual on	, in the following manner:	
in person by inmate mail delivery	other (please specify):	
(Name and title of Officer)		(Signature of Officer) (Sign in ink)

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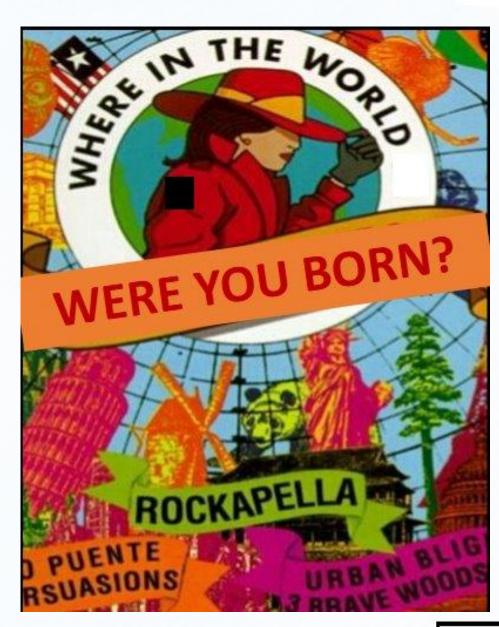


STEPS FOR DEFENSE ATTORNEYS



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Must ask EVERY client



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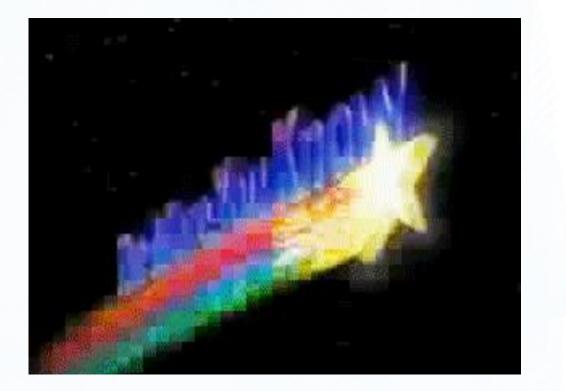


Understand ICE Enforcement in YOUR locality

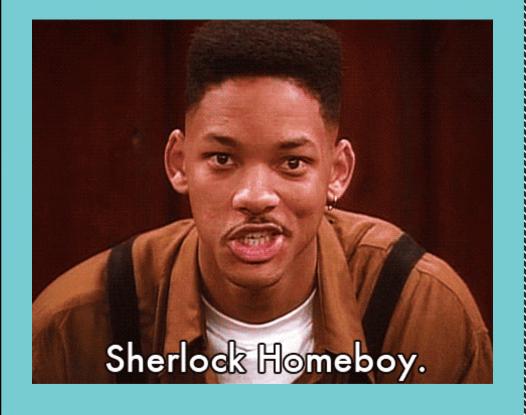
• ICE issues I-247s in many jurisdictions that do NOT cooperate so

I-247 =/= Arrest

 ICE does not arrest every person for whom they issue an I-247







How do you determine how LEA & ICE work together in your jurisdiction?

- Talk to someone on this webinar
- Contact your local / state (crim-) immigration nonprofits
- Talk to your sheriff / law enforcement
- Get help from Board of Supervisors / City Council / local politicians

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Use Public Records Act requests



How to obtain I-247s

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Ways to obtain I-247s

• Automatic (e.g., agreement between county counsel, public defender, and/or sheriff)

By request to LEA (email, Public Records Act)

By subpoena (from criminal judge)

From client

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Ways to obtain I-247s

- Automatic (e.g., agreement between county counsel, public defender, and/or sheriff)
- By request to LEA (email, Public Records Act)
- By subpoena (from criminal judge)
- From client

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Service required for detainer to take effect

IT IS THEREFORE REQUESTED THAT YOU:

- Serve the individual a copy of this form, and complete and return to ICE the service information at the bottom of this form. If the
 detainer is not served, the detainer is not valid and may not be relied upon to maintain custody of the individual.

NOTIFY ACLU/NIJC KNOW IF CLIENTS ARE NOT PROVIDED COPIES (IN ADVANCE)

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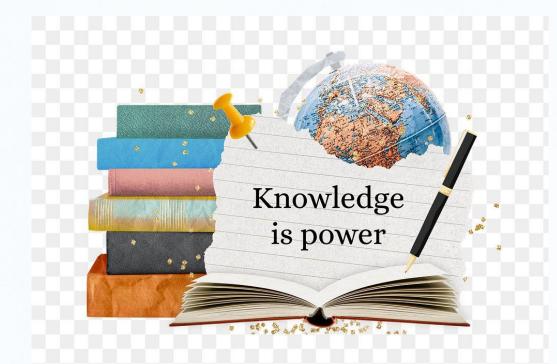


Importance of Getting I-247 Requests

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Using I-247 Information



- A# can locate client (in the future)
 - <u>https://locator.ice.gov/odls/#/s</u> earch
 - Or immigration court case status: <u>https://acis.eoir.justice.gov/en/</u>
- Allegations (e.g. prior removal order) can help give more accurate immigration advice

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Challenging Detainers (where possible)

- US citizens
- Violations of local, state law / Constitution
- Violations of <u>Gonzalez</u> agreement (and therefore 4th Am)



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Challenge I-247G - 4th Am Violation

TO: (Name and Title of Instituti Enforcement Agency) SANTA BARBARA COUNTY JAIL 4436 CALLE REAL SANTA BARBARA, CA 93110 Name of Subject:	on - OR Any Subsequent Law	FROM: (Department of Homeland Se ERO - Westminster, CA Sub Officient ICE ERO PERC LAGUNA NIGUEL 24000 AVILA RD RM# 1552 LAGUNA NIGUEL, CA 92677	
Date of Birth: 08/15/1980	Suspected Citizenship: MEXIC	Sex:	м
		IN AND SEEKS AN OPPORTUNITY TO HAT THE SUBJECT IS A REMOVABLE	

ICE IS ADMITTING THERE IS <u>NO</u> PROBABLE CAUSE FOR DETENTION/ARREST

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Advocacy: Release from custody not to be affected

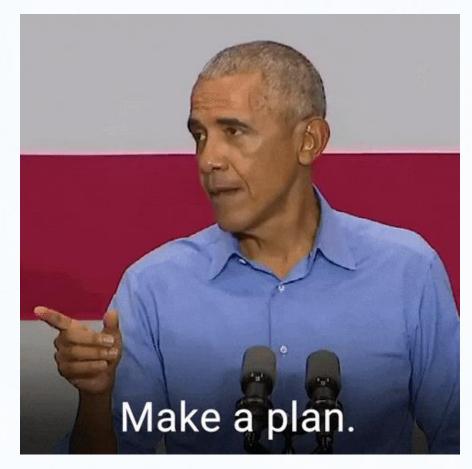
 Maintain custody of the individual for a period <u>NOT TO EXCEED 48 HOURS</u> beyond the time when he/she would otherwise have been released from your custody to allow DHS to assume custody. The individual must be served with a copy of this form for the detainer to take effect. This detainer arises from DHS authorities and should not impact decisions about the individual's bail, rehabilitation, parole, release, diversion, custody classification, work, quarter assignments, or other matters



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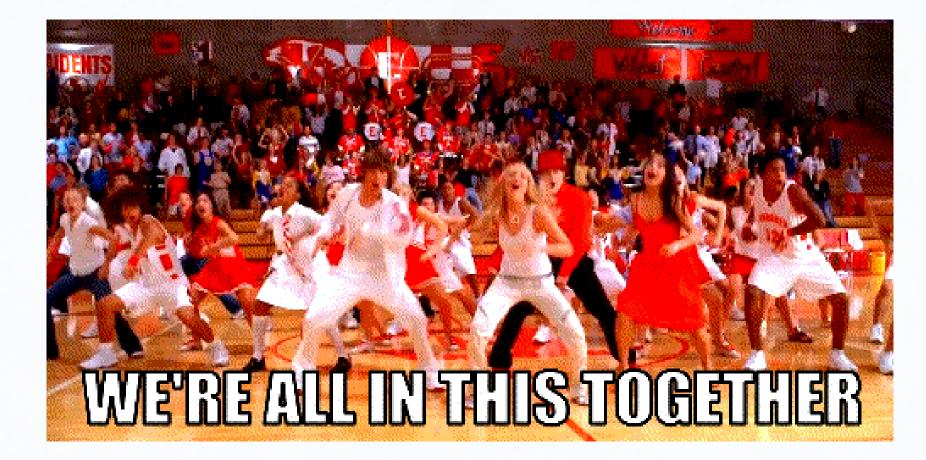
Where detainers cannot be challenged, STRATEGIZE



- Discuss bail options, risk of not finishing criminal case, warrants, failure to appear charges
- Compare options: treatment, probation, terminal dispositions
- Habeas if person detained beyond state law



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QUESTIONS

Further Advocacy Steps:

- Report to NIJC/ACLU violations
 - Litigation@immigrantjustice.org
 - GonzalezSettlement@aclusocal.org
- Template letters to sheriffs
- Bring other suits for lack of probable cause/Gerstein

Materials:

- Practice Advisory
- Settlement agreement and appendix themselves

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- Map of PERC service
- Annotated Detainer
- I-247G Sample

Thank you for attending!

Please complete our survey

Make sure you received all materials

MCLE forms will be emailed to qualifying attendees within one day of the webinar.

For questions about certificates, please email <u>mcle@ilrc.org</u>.

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