1 Allen Yueh Wen Tsai CA Bar No. 314596 2 **DT** Law Corporation 3 7700 Irvine Center Drive, Suite 800 Irvine, CA 92618 4 (949) 466-5237 5 allen.tsai@dtlaws.com 6 7 8 UNITED STATES DISTRICT COURT CENTRAL DISTRICT OF CALIFORNIA 9 10 INGRID V. EAGLY, 11 Plaintiff, 12 Civil Action No. 13 v. 14 FEDERAL BUREAU OF PRISONS and COMPLAINT FOR DECLARATORY U.S. DEPARTMENT OF JUSTICE, AND INJUNCTIVE RELIEF 15 Defendants. 16 17 **INTRODUCTION** 18 This is an action under the Freedom of Information Act (FOIA), 5 1. 19 20 U.S.C. § 552, seeking to compel the Federal Bureau of Prisons (BOP), a 21 component of the U.S. Department of Justice (DOJ), to immediately release 22 records and data regarding the identification and deportation of noncitizens in 23 24 BOP custody through programs including the Institutional Hearing Program 25 (IHP). This information is critical to understanding a program that threatens the 26 due process rights of noncitizens facing deportation, blurs the line between 27

criminal punishment and civil immigration detention, and operates within prison walls outside the public eye.

- 2. The IHP is a coordinated effort by BOP, Immigration and Customs Enforcement (ICE), and the Executive Office for Immigration Review (EOIR), to conduct removal proceedings for noncitizens while they are serving criminal sentences. BOP's stated purpose in facilitating the IHP is to "allow[] ICE to effect deportation immediately upon completion of a[] [person's] sentence." BOP Program Statement No. 5111.04, *Institutional Hearing Program*, 1 (July 7, 2006), https://www.bop.gov/policy/progstat/5111_004.pdf [hereinafter BOP IHP Program Statement]. This focus on expediency in settings inherently shielded from the public threatens the constitutional, statutory, and regulatory rights of the people the IHP targets for deportation.
- 3. The IHP and other forms of immigration screening operate in BOP prisons to facilitate civil deportation without providing adequate protections for the rights of the individuals targeted for removal. As a result of their criminal confinement, people facing removal while in BOP custody have limited access to counsel. Frequently they must also defend themselves from deportation over video teleconference (VTC) rather than appear in person before an immigration judge. And some people never get any hearing before an immigration judge.

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Instead—in a process even more hidden than an IHP immigration court proceeding—an ICE officer enters a removal order.

Over 200,000 people have passed through the IHP since it was 4. formally established in 1986. TRACImmigration, *The Immigration Court's* Institutional Hearing Program: How Will It Be Affected (Feb. 22, 2017), https://trac.syr.edu/immigration/reports/461/ [hereinafter TRAC Report]. In 2017, the Trump Administration announced plans to expand the IHP "[t]o the maximum extent possible." Yet there is little public information about the IHP and no published scholarship examining the troubling program. For these reasons, in October and November 2019, Ingrid V. Eagly, Professor of Law at the University of California, Los Angeles (UCLA), submitted two FOIA requests seeking records and data that reflect BOP's facilitation of deportations, including through the IHP. Professor Eagly intends to use this information to further her research into the IHP and to share that research with the public through her published work. Over ten months after receiving both requests, BOP has not provided any substantive response or produced any records. As a result, BOP's role in the deportation process remains opaque, to the detriment of all noncitizens in BOP custody and shielded from public scrutiny.

JURISDICTION AND VENUE

- 5. This Court has jurisdiction pursuant to 5 U.S.C. § 552(a)(4)(B) and 28 U.S.C. § 1331.
- 6. This Court has jurisdiction to grant declaratory and further proper relief pursuant to 28 U.S.C. §§ 2201-2202 and the Federal Rules of Civil Procedure 57 and 65.
- 7. Venue lies in this District under 5 U.S.C. § 552(a)(4)(B) and 28 U.S.C. § 1391(e) because Professor Eagly, the plaintiff in this action, has her principal place of business within the Central District of California.

PARTIES

- 8. Plaintiff Ingrid V. Eagly (Professor Eagly) is a Professor of Law at UCLA School of Law. Professor Eagly is an expert in the intersection between immigration enforcement and the criminal legal system. Her recent work explores a range of topics, including criminal immigration laws and the U.S. immigration courts. Her scholarship has appeared in the University of Pennsylvania Law Review, Texas Law Review, California Law Review, Northwestern University Law Review, and Yale Law Journal, among others.
- 9. Defendant Federal Bureau of Prisons (BOP) is a subcomponent of the U.S. Department of Justice and an agency within the meaning of 5 U.S.C. §

552(f)(1). BOP is charged with the management and regulation of all Federal penal and correctional institutions. 18 U.S.C. § 4042(a)(1).

- 10. Defendant U.S. Department of Justice (DOJ) is an agency of the U.S government and an agency within the meaning of 5 U.S.C. § 552(f)(1). DOJ is comprised of multiple sub-agencies, including BOP. *See* 18 U.S.C. § 4042(a).
- 11. Defendants have custody and control over the records Plaintiff seeks to make publicly available under 5 U.S.C. § 552(a)(3).

STATEMENT OF FACTS

Overview of the Institutional Hearing Program and Immigration Enforcement Within Federal Bureau of Prisons Facilities

- 12. The former Immigration and Naturalization Service (INS) and EOIR, working with BOP and state and local correctional institutions, created the IHP to expedite the removal of noncitizens serving criminal sentences. In implementing the IHP, BOP facilitates the issuance of removal orders by both immigration judges and immigration officers. From its inception, the program has been plagued by due process concerns precisely because of its focus on expediency while operating in secrecy.
- 13. Formally established in 1986, the program grew steadily over the next decade, peaking at over 18,000 cases in 1997. TRAC Report. It then saw a decline in immigration court proceedings coinciding with legislation expanding

INS' authority to allow for deportation officer-issued removal orders against noncitizens with certain criminal convictions while bypassing immigration court proceedings. *See, e.g.,* 8 U.S.C. § 1228(b). Nevertheless, between Fiscal Years 2014 and 2018, EOIR completed 13,866 IHP proceedings. DOJ, EOIR Statistics Year Fiscal Year 2018, 21, https://www.justice.gov/eoir/file/1198896/download.

- 14. The Trump Administration has publicly announced its intent to expand the IHP. In February 2017, the Department of Homeland Security (DHS)—having assumed immigration enforcement responsibilities from the now-defunct INS in 2003—released a memorandum stating that in partnership with EOIR, DHS would expand the IHP program "[t]o the maximum extent possible" in "federal, state, and local facilities." Memorandum from John Kelly, DHS Secretary, on Enforcement of the Immigration Laws to Serve the National Interest, 3 (Feb. 20, 2017), https://www.dhs.gov/sites/default/files/publications/17_0220_S1_Enforcement-of-the-Immigration-Laws-to-Serve-the-National-Interest.pdf.
- 15. A month later, in March 2017, DOJ issued a press release announcing that the IHP would grow to operate in fourteen BOP facilities and six BOP contract facilities. Press Release, DOJ Office of Public Affairs, Attorney General Sessions Announces Expansion and Modernization of

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Program to Deport Criminal Aliens Housed in Federal Correctional Facilities (Mar. 30, 2017), https://www.justice.gov/opa/pr/attorney-general-sessions-announces-expansion-and-modernization-program-deport-criminal.

- 16. By January 2018, there were at least twenty-one BOP facilities hosting IHP proceedings. EOIR, Factsheet: Institutional Hearing Program (Jan. 2018), https://www.justice.gov/eoir/page/file/1023101/download. ICE prosecutes IHP proceedings and, in some circumstances, issues removal orders outside of the immigration court process. Nevertheless, BOP plays an essential role in identifying noncitizens within BOP facilities, connecting ICE to those individuals, and transferring detained individuals to certain BOP facilities designated as IHP hearing sites, among other responsibilities. See BOP Change Notice 5111.04, CN-1, Institutional Hearing Program (May 23, 2017), https://www.bop.gov/policy/progstat/5111.04 cn1.pdf [hereinafter BOP IHP] Change Notice]. In this way, BOP works to "ensure the maximum number of eligible [people] in [BOP] custody participate in the IHP while serving their sentences." Id. at 1. BOP also coordinates with ICE regarding the lodging of an ICE detainer, which triggers an individual's transfer to immigration custody upon completion of his sentence.
- 17. Moreover, as the physical custodian, BOP controls detained individuals' access to the outside world, including access to counsel, family

members, legal resources, and other forms of support necessary for these individuals to defend themselves in removal proceedings.

18. The full scope and operation of immigration enforcement within BOP facilities remains unclear. There is little or no publicly available information about what policies and practices, if any, BOP has implemented to safeguard the rights of individuals in IHP proceedings, including their right to access counsel. Likewise, there is little information about how many people in BOP facilities have been ordered removed by an ICE deportation officer without a hearing before an immigration judge.

Rights of Individuals Facing Removal Based on Criminal Convictions

19. Deportation is not a foregone conclusion for a noncitizen with a criminal conviction. Except as discussed below, before the government can deport a noncitizen, he or she is entitled to full and fair proceedings before an immigration judge. See 8 U.S.C. § 1229a; see also Wong Wing v. United States, 163 U.S. 228, 238 (1896). For those noncitizens serving criminal sentences – as with all noncitizens – these proceedings are not a mere formality. The immigration judge must resolve at least two key questions: whether the noncitizen is subject to removal, see 8 U.S.C. § 1229a(a)(1), and whether, if the noncitizen is subject to removal, he or she can raise a defense to removal, see 8 U.S.C. § 1229a(c)(4).

- 20. For a noncitizen with a criminal conviction, the answer to both questions involves the complex intersection of criminal and immigration law. The Supreme Court has addressed this complexity, while repeatedly reiterating the principle that the government is bound by strict legal limitations when determining the immigration consequences of criminal convictions. *See, e.g. Moncrieffe v. Holder*, 569 U.S. 184 (2013). These limitations are essential for individuals appearing on the IHP docket because deportation "is a particularly severe 'penalty." *Padilla v. Kentucky*, 559 U.S. 356, 365 (2010).
- 21. The immigration court removal process incorporates important procedural safeguards designed to prevent unlawful deportations, including protections for noncitizens facing removal based on a criminal conviction. Key among the protections provided by the Immigration and Nationality Act (INA) are the right to be represented by counsel, the opportunity to examine the government's evidence and to present evidence one's behalf, and the right to cross-examine government witnesses. *See* 8 U.S.C. § 1229a(b)(4)(A)-(B). In these proceedings, the noncitizen may defend against removal by applying for any available relief, including asylum or protection under the Convention Against Torture. *See* 8 U.S.C. § 1229a(c)(4). When an immigration judge observes indicia of mental incompetency, the judge must conduct a competency hearing pursuant to agency precedent. *See Matter of M-A-M-*, 25 I&N Dec. 474

(BIA 2011). Finally, the government must maintain a complete record, including all testimony, of these proceedings. 8 U.S.C. § 1229a(b)(4)(C). A person subject to a final order of removal may seek judicial review through a petition for review filed in the relevant circuit court of appeals. *See* 8 U.S.C. § 1252(a)(1).

22. As most relevant here, there are two circumstances where a noncitizen can be ordered removed by an ICE officer. The INA and implementing regulations also require procedural and substantive protections for people who are ordered removed by an immigration officer. In proceedings pursuant to 8 U.S.C. § 1228(b), generally called "administrative removal," ICE deportation officers may issue removal orders to noncitizens who are not lawful permanent residents if an officer, a non-attorney, makes the legal determination that they are deportable due to an aggravated felony conviction as that term is defined in 8 U.S.C. § 1101(a)(43). The statute and regulations require certain important procedural protections in these circumstances, including the right to counsel of the noncitizen's choice at no expense to the government, notice of the charges of removability, and "a reasonable opportunity to inspect the

A removal order may also be issued outside of a court proceeding through a process called expedited removal for certain individuals who arrive at the U.S. border without proper documentation or who enter the United States without inspection. *See* 8 U.S.C. § 1225(b). In these instances, deportation is ordered by an immigration official, rather than a judge.

evidence and rebut the charges." 8 U.S.C § 1228(b)(4)(A)-(C). ICE must maintain a record of the proceedings for judicial review. 8 U.S.C. § 1228(b)(4)(E). Even if properly subject to administrative removal, a noncitizen can pursue certain relief or protection from removal. *See* 8 C.F.R. §§ 238.1(f)(3); 208.31. And a person may seek judicial review of an administrative removal order. *See* 8 U.S.C. § 1228(b)(3).

23. In reinstatement of removal proceedings, individuals who have reentered after a prior removal order also face summary removal based solely on the decision of an ICE deportation officer, i.e., without a hearing before an immigration judge. 8 U.S.C. § 1231(a)(5). Individuals with a reinstated removal order can still defend against removal by applying for certain forms of relief or protection. *See* 8 C.F.R. §§ 241.8(e); 208.31. A person may seek judicial review of a reinstated removal order. *Chay Ixcot v. Holder*, 646 F.3d 1202, 1206 (9th Cir. 2011).

Due Process Deficiencies in Immigration Enforcement Facilitated by the Federal Bureau of Prisons

24. BOP, by facilitating immigration enforcement inside federal prisons, renders these protections meaningless for many incarcerated noncitizens. While the dearth of information regarding the IHP makes it difficult to evaluate the extent to which the program undermines noncitizens'

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constitutional, statutory, and regulatory rights in removal proceedings, the little that is known reveals serious due process concerns.

- Chief among those concerns is limited access to counsel. Available 25. historical data shows that between 2007 and 2017, only 9% of noncitizens in the IHP were represented by attorneys. Ingrid Eagly & Steven Shafer, A National Study of Access to Counsel in Immigration Court, 164 U. Pa. L. Rev. 1, 24 (Dec. 2015), available at https://scholarship.law.upenn.edu/cgi/viewcontent.cgi?article=9502&context=p enn law review. Upon information and belief, among the factors driving this low rate is the fact that many BOP facilities are in remote areas far from immigration practitioners and legal services providers. Moreover, upon information and belief, noncitizens serving criminal sentences do not have access to EOIR's Legal Orientation Program ("LOP"), or other forms of free legal education which are available to many noncitizens in immigration detention facilities. Given the complexity of determining the immigration consequences of criminal convictions, this lack of counsel or legal education is especially devastating for those in IHP or administrative removal proceedings.²
- The agencies themselves frequently err when identifying the immigration consequences of criminal convictions. *See, e.g., Esquivel-Quintana v. Sessions*, 137 S. Ct. 1562 (2017); *Moncrieffe*, 569 U.S. 184; *Lopez-Aguilar v. Barr*, 948 F.3d 1143 (9th Cir. 2020).

- 26. Even for those able to obtain legal representation, the publicly available BOP policy does not disclose how, or if, BOP ensures adequate access to that counsel. In a May 23, 2017 update to the BOP IHP Program Statement, BOP provides only that a detained person's representative is "eligible" to attend an IHP hearing, that the represented person must give advance notice to BOP staff to allow for such attendance, and that the Warden "will make the final decision regarding entrance of visitors." BOP IHP Change Notice at 8.
- 27. In addition to limited access to counsel, on information and belief, close to 50% of all IHP hearings occur over VTC. In other words, many noncitizens in IHP proceedings never have an opportunity to appear in person before an immigration judge. It is difficult for a noncitizen to defend against deportation over video when he is represented by counsel, in part because he may be unable to privately communicate with his lawyer during those hearings. But for unrepresented noncitizens operating without any legal guidance, the VTC may present an unsurmountable obstacle to effectively participating in their own removal proceedings.
- 28. Moreover, on information and belief, BOP, in implementing the IHP, has segregated noncitizens within federal prisons based on national origin. On information and belief, at some BOP facilities, over 90% of all people who pass through the IHP are Mexican; at others, the rate is less than 3%. This

means that immigration courts and ICE officers operating at these facilities are adjudicating cases selected based on the national origin of the people facing removal. Further information is required to understand whether individuals in these segregated prisons face different treatment in the IHP based on their national origin.

29. To understand the scope of the concerns, more information is needed about how the BOP participates in immigration enforcement.

Plaintiffs' FOIA Request and Defendants' Response

- 30. To further her research into the IHP and shed light on immigration enforcement by the BOP, Professor Eagly submitted a FOIA Request to BOP on October 27, 2019 (the Policies Request). The Policies Request sought records from 1986 to the present. *See* Exhibit A.
- 31. The Policies Request asked for all BOP Program Statements that have governed the IHP, including the following: (a) The Program Statement that began the IHP in 1986; (b) Program Statement Number 5111.01, dated 4.25.97; (c) Program Statement Number 5111.04, dated July 3, 2006; and (d) Any other Program Statements that have governed the IHP.
- 32. In addition, the Policies Request asked for all BOP policies that reference the IHP, all BOP forms that have governed the IHP, and all BOP research and reports regarding the IHP.

- 33. Finally, the Policies Request asked for "[a]ll documents, emails, memoranda, correspondence, policies, and training materials held in response to Attorney General [] Sessions announcement on March 30, 2017, that the BOP will work with ICE and EOIR to expand and strengthen the IHP." *Id*.
- 34. Professor Eagly submitted a second FOIA Request on November 7, 2019 (the Data Request) seeking data regarding immigration enforcement by the BOP, including through the IHP. *See* Exhibits B, C.
- 35. The Data Request adopted the terms of the BOP IHP Program

 Statement and requested the following data, organized by fiscal year, from 1986 to the present:
 - a. The total number of BOP inmates who receive deportation orders, by fiscal year, and this same data broken down by the BOP facility that houses the inmate (and fiscal year).
 - b. The total number of BOP inmates with ICE detainers, by fiscal year, and this same data broken down by the BOP facility that houses the inmate (by fiscal year).
 - c. The number of administrative removal orders issued by immigration deportation officers each year, including both a national total and totals broken down by IHP Hearing Site and/or IHP Release Site.

- d. The number of reinstatements of prior removal orders issued by immigration deportation officers each year, including both a total and broken down by IHP Hearing Site and/or IHP Release Site.
- e. The number of judicial deportations (i.e. deportations ordered by a U.S. district court judge pursuant to 8 U.S.C. § 1228(c)) ordered each year, including both a total and broken down by IHP Hearing Site and/or IHP Release Site.
- f. Totals by fiscal year for each of the following IHP status and outcomes recorded in SENTRY Case Management Activity (CMA) Assignments: IHP PART- IHP Participate; IHP PEND-IHP Pending; IHP CMPWDE- IHP Complete Will Deport EOIR; IHP CMPWDI- IHP Complete Will Deport ICE; IHP CMP WD- IHP Complete Will Deport; IHP CMP WD; IHP DKT (including a definition of this code as well as data totals).
- g. Additionally, the Data Request asked for information and data regarding other codes used in SENTRY database to track IHP program participation and deportations.
- 36. On November 7, 2019, Professor Eagly spoke with a DOJ

 Government Information Specialist and confirmed that the Policies Request and

On that same date, BOP acknowledged receipt of both requests and assigned request numbers 2020-00544 (Policies Request) and 2020-00734 (Data Request). BOP claimed a ten-day extension of the twenty-day deadline to respond to both requests pursuant to 8 U.S.C. § 552(a)(6)(B). *See* Exhibit C.

- 37. On December 30, 2019, Professor Eagly sent two emails to OGC_EFOIA@BOP.GOV, one regarding the Policies Request and one regarding the Data Request, inquiring into the status of each request. *See* Exhibit D.
- 38. On December 31, 2019, a BOP FOIA Specialist responded only to the inquiry regarding the Data Request. The Specialist reported that the request had been received and was being processed, but that due to the complex nature of the request the Specialist was "unable to estimate a completion date." *See* Exhibit E.
- 39. On February 19, 2020, Professor Eagly sent two emails to OGC_EFOIA@BOP.GOV, one regarding the Policies Request and one regarding the Data Request, inquiring into the status of each request. *See* Exhibit F.
- 40. On February 20, 2020, a BOP FOIA Specialist responded to both email inquiries. With respect to the Policies Request, the Specialist reported that

records had been received, but still needed to be processed, and that BOP was "unable to estimate the time it will take to process and ultimately close your request." With respect to the Data Request, the Specialist reported that the BOP FOIA office was still waiting for responsive records. *See* Exhibit G.

- 41. Defendants have failed to make any substantive response to Plaintiff's FOIA Requests.
- 42. Defendants have violated the applicable statutory time limit for processing of FOIA Requests. Under 5 U.S.C. § 552(a)(6)(A) and (B), Defendants were required to make a determination on the Policies Request within thirty business days, or by December 11, 2019. Under 5 U.S.C. § 552(a)(6)(A) and (B), Defendants were required to make a determination on the Data Request within thirty business days, or by December 26, 2019.
- 43. Defendants have failed to conduct an adequate search or promptly produce records and are unlawfully withholding responsive records.
- 44. Because Defendants have failed to respond to the FOIA Requests within the applicable statutory period, any administrative remedies are deemed exhausted. 5 U.S.C. § 552(a)(6)(C)(i).

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CLAIMS FOR RELIEF

FIRST CAUSE OF ACTION

Violation of the Freedom of Information Act, 5 U.S.C. § 552: Failure to Conduct an Adequate Search for Responsive Records

- 45. Defendants are obligated under 5 U.S.C. § 552(a)(3) to conduct a reasonable search for records responsive to Plaintiff's FOIA Requests.

 Defendants failed to conduct such a search with respect to either the Policies Request or the Data Request.
- 46. Plaintiff has a legal right to obtain such records, and no legal basis exists for Defendants' failure to search for them.
- 47. Defendants' failure to conduct a reasonable search for records responsive to Plaintiff's Requests violates 5 U.S.C. § 552(a)(3).

SECOND CAUSE OF ACTION

Violation of the Freedom of Information Act, 5 U.S.C. § 552: Failure to Make a Determination and Promptly Produce Responsive Documents

- 48. Defendants are obligated under 5 U.S.C. § 552(a)(6)(A)(i) and (a)(6)(B)(i) to make a determination on Plaintiff's FOIA Requests within thirty business days.
- 49. Defendants did not make a determination within thirty business days of receipt of the FOIA Requests.

- 50. Defendants are obligated to produce responsive records promptly under 5 U.S.C. § 552(a)(3)(A).
 - 51. Defendants have failed to promptly produce responsive records.
- 52. Defendants' failure to make a determination within the statutory time frame and produce responsive records promptly violates 5 U.S.C. § 552(a)(3)(A), (a)(6)(A)(i), and (a)(6)(B)(i).

PRAYER FOR RELIEF

WHEREFORE, Plaintiff respectfully asks the Court to:

- a. Order that Defendants conduct an adequate search for records responsive to Plaintiff's FOIA Requests;
- b. Order that Defendants make a determination and promptly produce records responsive to Plaintiff's FOIA Requests as required by 5 U.S.C. § 552(a)(3)(A), (a)(6)(A)(i), and (a)(6)(B)(i);
 - c. Enjoin Defendants from improperly withholding records;
- d. Declare that Defendants' failure to conduct an adequate search violates 5 U.S.C. § 552(a)(3);
- e. Declare that Defendants' failure to promptly produce records responsive to Plaintiff's FOIA Requests violates 5 U.S.C. § 552(a)(3)(A), (a)(6)(A)(i) and (a)(6)(B)(i);

| 1 | f. Award Plaintiff reasonable attorneys' fees and other litigation costs | | |
|----|--------------------------------------------------------------------------|----------------------|--------------------------------------------------------|
| 2 | pursuant to 5 U.S.C. § 552(a)(4)(E) and any other applicable statute or | | |
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| 4 | regulation; and | | |
| 5 | g. | Grant such other rel | ief as the Court may deem just, equitable, and |
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| 7 | appropriate. | | |
| 8 | | | Respectfully submitted, |
| 9 | Dated: Sept | tember 30, 2020 | /s/ Allen Yueh Wen Tsai |
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| | | | forthcoming |
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