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10	ATTORIVETS FOR RESPONDENTS	
11	UNITED STATI	ES DISTRICT COURT
12		
	SOUTHERN DIST	TRICT OF CALIFORNIA
13	JACINTO VICTOR ALVAREZ,	Case No. 20-cv- 0782-DMS-AHG
14	JOSEPH BRODERICK, MARLENE CANO, JOSE CRESPO-VENEGAS,	
15	NOE GONZALEZ-SOTO, VICTOR	RESPONDENTS' RESPONSE IN OPPOSITION TO MOTION FOR
	LARA-SOTO, RACQUEL RAMCHARAN, GEORGE RIDLEY,	CLASS CERTIFICATION
16	MICHAEL JAMIL SMITH, LEOPOLDO SZURGOT, JANE DOE	(PROPOSED CLASS ACTION)
17	on behalf of themselves and those	,
18	similarly situated,	Date: May 5, 2020 Time: 1:30 p.m.
19	Petitioners,	Hon. Dana M. Sabraw
20	V.	
21	CHRISTOPHER J. LAROSE, Senior Warden, Otay Mesa Detention Center,	
22	STEVEN C. STAFFORD, United	
23	States Marshal for the Southern District of California,	
24	DONALD W. WASHINGTON,	
25	Director of the United States Marshals Service,	
26	Defendant-Respondents.	
, , ,		

Respondents Donald T. Washington, Director, United States Marshals Service, and Steven C. Stafford, United States Marshal for the Southern District of California, oppose Petitioners' Motion for Class Certification.

I. <u>BACKGROUND</u>

A. Petitioners' Pending Criminal Cases

Petitioners are not immigration detainees. They are "Pretrial and Post-Conviction" federal criminal detainees at Otay Mesa Detention Center ("OMDC"). (ECF No. 2 at p. 3:7-19.) The following is a summary of each Petitioner's criminal case:¹

- **Jacinto Victor Alvarez**, Case No. 19-cr-05093-LAB (related case 19-cr-4869). Mr. Alvarez is represented by Federal Defenders of San Diego, Inc. He is charged in a two-count Indictment with attempted unlawful entry by an alien, in violation of 8 U.S.C. § 1325 and attempted reentry of removed alien, in violation of 8 U.S.C. § 1326(a) and (b). At his bond hearing, the court ordered Mr. Alvarez detained as a flight risk. More recently, the court vacated the motion *in limine* hearing and trial dates and set a status hearing for May 18, 2020. Further, the court excluded time under the Speedy Trial Act, 18 U.S.C. §§ 3161(h)(7)(A) and 3174.
- Joseph Broderick, Case No. 19-cr-04780-GPC. Mr. Broderick is represented by Federal Defenders of San Diego, Inc. He is charged as a co-defendant in a 6-count Indictment with conspiracy to commit wire fraud, in violation of 18 U.S.C. § 1349, five counts of wire fraud, in violation of 18 U.S.C. § 1343, and criminal forfeiture. Mr. Broderick and his co-conspirator submitted fraudulent loan applications for real estate loans and received loan proceeds based on these fraudulent applications. At his bond hearing, the court ordered Mr. Broderick detained as a flight risk. Pursuant to a joint motion, the Court ordered the Motion Hearing/Trial Setting continued to May 22, 2020 and

¹ Pursuant to Fed. R. Evid. 201, Respondents respectfully ask the Court to take judicial notice of the factual and procedural posture of each Petitioner's criminal case.

- excluded time under the Speedy Trial Act, 18 U.S.C. §§ 3161(h)(7)(A) and 3174. A motion for reconsideration of is pending.
- **Victor Lara-Soto**, Case No. 19-cr-04949-BAS. Mr. Lara-Soto is represented by Federal Defenders of San Diego, Inc. He is charged in a single count Information with importation of 48 kilograms of methamphetamine, in violation of 21 U.S.C. § 952 and 960. At his bond hearing, the court ordered Mr. Lara-Soto detained as a flight risk. The Court ordered the Motion Hearing/Trial Setting continued to May 18, 2020 and excluded time under the Speedy Trial Act, 18 U.S.C. §§ 3161(h)(7)(A), (h)(7)(B)(i), (h)(B)(iv) and 3174. Further, a Change of Plea Hearing is set for May 21, 2020.
- George Martinez-Ridley, Case No. 19-cr-04905-DMS. Mr. Martinez-Ridley is represented by Federal Defenders of San Diego, Inc. He is charged in a three-count Information with attempted sex trafficking of children, in violation of 18 U.S.C., §§ 1591 and1594, attempted enticement of a minor, in violation of 18 U.S.C. § 2422(b), and conspiracy to engage in sex trafficking of children, in violation of 18 U.S.C. § 1594 (c). The court ordered Mr. Martinez-Ridley detained as a danger to the community and as a flight risk. It later denied his motion to reconsider the detention order. At the request of counsel, the Motion Hearing set for April 10, 2020 to address the pending Motion to Compel Discovery, to Preserve Evidence, and for Leave to File Other Motions was continued to June 5, 2020. Mr. Martinez-Ridley's second motion to reconsider the Court's order of detention is pending.
- **Leopaldo Szurgot**, Case No. 19-cr-4867-DMS. Mr. Szurgot is represented by Federal Defenders of San Diego, Inc. He entered a guilty plea to Count One of a two count Information alleging conspiracy to import 31 kilograms of methamphetamine, in violation of 21 U.S.C. § 952, 960 and 963. The court set a \$30,000 appearance bond for Mr. Szurgot, to be secured by the signature of two financially responsible adults. A Pre-Sentence Report is on file and

the Court reset Mr. Szurgot's Sentencing Hearing from May 8, 2020 to August 14, 2020.

- Defenders of San Diego, Inc. She is charged in a single count Information alleging attempted reentry of removed alien, in violation of 8 U.S.C. § 1326(a) and (b). Initially, the court ordered Jane Doe detained pending trial, but it later set a \$40,000 appearance bond to be secured by two financially responsible adults with a \$4,000 cash deposit to be paid by a family member or surety. Jane Doe is also pending a revocation of supervised release in case number 18-cr-01417-MMA. The court, *sua sponte*, vacated the Motion Hearing/Trial Setting set for April 20, 2020 and reset it for May 18, 2020.
- Marlene Cano, Case No. 20-cr-00036-BTM. Ms. Cano is represented by Federal Defenders of San Diego, Inc. She entered a plea of guilty to a single count Superseding Indictment alleging importation of 0.45 kilograms of methamphetamine, in violation of 21 U.S.C. § 952 and 960. The court initially set at a \$15,000 appearance bond for Ms. Cano, to be secured by the signature of one financially responsible adult and 10 percent cash deposit. In a minute order, the court denied Ms. Cano's request for a bond modification stating, "[w]hile the Court is mindful of the serious risks any person faces due to the COVID-19 pandemic, said reason alone is insufficient to modify the balance of factors prescribed by Congress in determining appropriate bond in this case." At the request of the assigned Probation Officer and with the concurrence of defense counsel, the Court continued her Sentencing Hearing from April 28, 2020 to August 4, 2020.
- **Jose Crespo-Venegas**, Case No. 19-cr-05169-JLS. Mr. Crespo-Venegas is represented by Federal Defenders of San Diego, Inc. He entered a plea of guilty to a single count Information alleging attempted reentry of removed alien, in violation of 8 U.S.C. § 1326(a) and (b). At his bond hearing, the

Report is on file but a date for the Sentencing Hearing has not been set. A motion to reconsider the Court's order of detention is pending.

- Noe Gonzalez-Soto 19-cr-03858-BTM. Mr. Gonzalez-Soto is represented by Federal Defenders of San Diego, Inc. He entered pleas of guilty to a two-count Information alleging importation of 28 kilograms of methamphetamine, in violation of 21 U.S.C. §§ 952 and 960, and importation of 26 kilograms of cocaine, in violation of 21 U.S.C. §§ 952 and 960. At his bond hearing, the court ordered Mr. Gonzalez-Soto detained as a flight risk. Pursuant to a joint motion, the Court continued the Sentencing Hearing from March 10, 2020 to May 5, 2020.
- Racquel Ramcharan, Case No. 19-cr-00869-GPC. Ms. Ramcharan is represented by Federal Defenders of San Diego, Inc. She entered a plea of guilty to a single count superseding indictment alleging possession with the intent to distribute fentanyl, in violation of 21 U.S.C. § 841(a)(1). Ms. Ramcharan was previously released on bond but the court remanded her to custody after a failed drug screening. A Pre-Sentence Report is on file and at the request of the parties, the court advanced the Sentencing Hearing from June 19, 2020 to May 6, 2020.
- Michael Jamil Smith, Case No. 19-cr-01270-W. Mr. Smith is represented by Federal Defenders of San Diego, Inc. He entered a plea of guilty to Count One of a five-count Indictment alleging felon in possession of a firearm, a double-barrel break-action shotgun, in violation of 18 U.S.C. § 922(g)(1). The court initially ordered Mr. Smith detained as a flight risk, but it later set a \$20,000 appearance bond secured by cash or a corporate surety. Mr. Smith's Sentencing Hearing with Pre-Sentence Report is set for July 20, 2020.

B. Southern District of California Interagency COVID-19 Committee

In March of 2020, the Chief Judge and the United States Attorney's Office established a federal interagency COVID-19 Committee. *See* Declaration of Keith Johnson, filed concurrently herewith, at ¶ 9. The Committee's purpose is to ensure the orderly operation of the criminal justice process during the pandemic. *Id.* The Committee members include: the Chief Judge, the Presiding Magistrate Judge, the U.S. Attorney, the Executive Director of Federal Defenders of San Diego, Inc., the coordinator for the Criminal Justice Act Panel Attorneys, the Clerk of Court, the Chief of U.S. Probation, the Chief of U.S. Pretrial Services, the Warden of the Metropolitan Correctional Center, and the U.S. Marshal. *Id.* The Committee meets by telephone up to 3 times per week and their discussions include the impact of the pandemic on inmate housing. *Id.* As a result of the Committee's efforts, the overall inmate population in USMS custody decreased by thirty-three percent between February 25 and April 30, 2020, from 3,454 to 2,297. And at OMDC, it decreased by forty-two percent, from 537 to 310, during this same timeframe. ² *Id.* at ¶ 13.

C. The Petition in this Case

Petitioners have initiated this action on behalf of themselves and a putative class of unstated size, encompassing (1) a "Pretrial Class" of all current and future persons in pretrial detention at OMDC; (2) a "Pretrial Medically Vulnerable Subclass" of all current and future people detained pretrial at OMDC who are aged 45 years or older or who, by undefined standards, have "medical conditions that place them at heightened risk of severe illness or death from COVID-19"; (3) a "Post-Conviction Class" of all current and future persons in post-conviction detention at OMDC; (4) a "Post-Conviction Medically Vulnerable Subclass" of all current and future people detained post-conviction at OMDC who are aged 45 years or older or who again, by undefined standards, have medical conditions that place them at heightened risk of severe illness or death from COVID-19.

² USMS determines which of its inmates are housed at OMDC. Johnson Dec. at ¶ 3. While USMS determines where inmates are housed, neither USMS nor OMDC controls which of those inmates are ordered detained or released from detention. Johnson Dec. ¶ 3.

ECF No. 1 at 39, "Prayer for Relief"; *see* "[Proposed] Order Granting Class Certification[,]" submitted by Petitioner ex parte via Chambers email, April 27, 2020.

II. ARGUMENT

A. CLASS CERTIFICATION STANDARD

Petitioners' burden to certify the class is extraordinarily high. "Rule 23 does not set forth a mere pleading standard." *Wal-Mart Stores, Inc. v. Dukes*, 564 U.S. 338, 350 (2011). Rather, [a] party seeking class certification must affirmatively demonstrate his compliance with the Rule—that is, he must be prepared to prove that there are in fact sufficiently numerous parties, common questions of law or fact, etc." *Id.* (emphasis in original). In addition, the Court cannot simply default to certification orders in other, similar cases. It must conduct a "rigorous analysis" and conclude that Petitioners have established each Rule 23 element. *Ellis v. Costco Wholesale Corp.*, 657 F.3d 970, 980 (9th Cir. 2011). Furthermore, "[c]lass action suits brought ... in a habeas corpus action are ordinarily disfavored." *Neal v. Rios*, No. 1:10CV0021-6LJOSMSHC, 2010 WL 1131646, at *1 (E.D. Cal. Mar. 24, 2010) (citing *Rodriguez v. Hayes*, 591 F.3d 1105, 1117 (9th Cir. 2010)).

Rule 23(a) consists of four elements—numerosity, commonality, typicality, and adequacy. Fed. R. Civ. P. 23(a)(1)–(4). Since Petitioners seek injunctive relief (immediate release), they must also satisfy Rule 23(b)(2), which requires proof that Respondents "acted or refused to act on grounds that generally apply to the class." Fed. R. Civ. P. 23(b)(2). Failure to meet "any one of Rule 23's requirements destroys the alleged class action." *Rutledge v. Elec. Hose & Rubber Co.*, 511 F.2d 668, 673 (9th Cir. 1975).

B. STATUTORY AND JURISDICTIONAL BARS TO RELIEF ALSO PRECLUDE CLASS CERTIFICATION.

Petitioners are federal criminal detainees charged with, or convicted of, serious crimes. They challenge the conditions of their confinement at OMDC as inadequate to address the threat to health and safety posed by COVID-19. Rather than availing themselves of (or exhausting) the opportunities for seeking release in their respective criminal cases set forth under the Bail Reform Act, Petitioners filed this civil action on behalf of themselves

and a putative class seeking a highly extraordinary injunction that would require Respondents immediately to release some number of detainees, that would appoint an expert to recommend who and how many more detainees to release, and that would require this Court to function as a judicial monitor regarding the conditions of a federal detention center. For the reasons set forth in Respondents' motion to deny the petition and opposition to emergency injunctive relief, this action is wholly inappropriate. For those same reasons, certifying a class of pretrial and post-conviction inmates in order to grant such relief on a class-wide basis would be equally inappropriate. The bars to jurisdiction and class certification here are:

- 1. The Prison Litigation Reform Act ("PLRA") places strict limitations on a district court's ability to order the release of inmates. In fact, the PLRA expressly precludes a single district judge from ordering such a release.
- 2. The PLRA also prohibits inmates from filing any action challenging the conditions of their confinement without first exhausting their available administrative remedies. Here, the OMDC has an administrative grievance process, but none of the Petitioners exhausted it before filing this action.
- 3. The Bail Reform Act ("BRA") allows inmates to seek modification of their conditions of release or detention in their criminal cases. For example, at least four of the Petitioners have already sought bond modifications in their criminal cases. By filing this action, however, the Petitioners seek to circumvent not only the BRA, but also the conditions of release set, and the detention orders issued, by the Magistrate Judge in each Petitioner's criminal case.
- 4. Petitioners seek injunctive relief on behalf of an undefined number of inmates, broadly claiming that the risk to all will be reduced if they are released from OMDC. But Petitioners fail to mention many inmates will have little or no access to housing or medical care if released. As contemplated by the existing statutory framework, Petitioners' are required to seek relief on an individual basis before the appropriate Magistrate Judge and, if need be, the District Court Judge assigned to their criminal case.

These legal arguments are set forth in more detail in Respondents' Response in Opposition to Motion for Emergency Temporary Restraining Order, and For Class-Wide Preliminary Injunction, and Respondents incorporate them herein.

C. PETITIONERS CANNOT SHOW COMMONALITY OR RULE 23(B)(2)'S REQUIREMENTS.

For purposes of commonality, what matters "is not the raising of common 'questions'—even in droves—but, rather the capacity of a classwide proceeding to generate common answers apt to drive the resolution of the litigation. *Wal-Mart*, 564 U.S. at 350 (quoting Nagareda, *Class Certification in the Age of Aggregate Proof*, 84 N.Y.U. L. Rev. 97, 131–32 (2009)). Thus, an assertion that putative class members "have all suffered a violation of the same provision of law" does not support a finding of commonality. *Id.* Nor is it enough to simply phrase a common question, "Is that an unlawful [] practice?" *Id.* at 349; *see also King v. Great Am. Chicken Corp.*, No. CV 17-4510-GW(ASX), 2019 WL 6348463, at *3 (C.D. Cal. July 18, 2019) (noting that a plaintiff cannot substitute, "by linguistic sleight-of-hand," a practice for "what is, in reality, simply each worker's individual experience"). The answer to the common question must "resolve an issue that is central to the validity of each" class member's claim "in one stroke." *Id.* at 350. Dissimilarities within a proposed class potentially impede the generation of common answers. *Id.*

The commonality requirement is especially rigorous when classwide relief under Rule 23(b)(2) is sought. As the Supreme Court recently noted in reviewing a Ninth Circuit immigration detention case, "Rule 23(b)(2) applies only when a single injunction or declaratory judgment would provide relief to each member of the class." *Jennings v. Rodriguez*, 138 S. Ct. 830, 852 (2018) (quoting *Wal-Mart*, 564 U.S. at 360). The Supreme Court has also questioned whether a Rule 23(b)(2) class action could appropriately resolve a due process claim given that they are best resolved on a case-by-case basis. *Id.* Nonetheless, under Rule 23(b)(2), Petitioners must show that the challenged conduct is

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"such that it can be enjoined or declared unlawful only as to all of the class members or as to none of them." *Wal-Mart*, 564 U.S. at 360.

The varying claims for relief are not conducive to resolution in one stroke or via classwide relief. Each claim will require a case-by-case analysis and review of the individual circumstances³. This is necessarily an individualized determination, with vastly different considerations for each Petitioner. The following factors cannot be determined individually: each petitioners' risk factors for COVID-19 (age, medical condition, etc.), seriousness of the criminal charges, procedural status of the criminal case, flight risk, and risk to the community. Indeed, there is already a pending and proper judicial forum for each putative class member to seek relief – each individual criminal case, in which Petitioners can, through counsel, seek modification of their conditions of release or detention in their criminal cases. Indeed, at least four of the petitioners have already done so. Certifying a class in order to then require an individualized determination of whether release is appropriate (and the conditions of such release) is inconsistent with the purposes of class The rule "does not authorize class certification when each individual class certification. member would be entitled to a different injunction or declaratory judgment against the defendant." Wal-Mart, 564 U.S. at 360.

III. CONCLUSION

For all of the foregoing reasons, Respondents respectfully request that the Court deny Petitioners' motion for class certification.

DATED: May 1, 2020	Respectfully submitted,
	ROBERT S. BREWER JR. United States Attorney
	s/Brett Norris BRETT NORRIS Deputy Chief, Civil Division
	s/ Douglas Keehn DOUGLAS KEEHN Assistant U.S. Attorney

³ These case by case differences also foreclose a finding of typicality.

DECLARATION OF CHIEF DEPUTY UNITED STATES MARSHAL KEITH JOHNSON

I, Keith Johnson, Chief Deputy United States Marshal (CDUSM) for the Southern District of California, make the following statements under oath and subject to the penalty of perjury:

- 1. I am employed by the U.S. Department of Justice, United States Marshals Service (USMS), and currently serve as the CDUSM for the USMS Southern District of California. I have held this position since 2016. I have been employed by the USMS since 1993.
- 2. I provide this declaration based on my personal knowledge, belief, reasonable inquiry, and information obtained from various records, systems, databases, other USMS employees, and information portals maintained and relied upon by USMS in the regular course of business.
- 3. The USMS houses prisoners that have been remanded to its custody by a federal judicial officer pursuant to 18 U.S.C. §3142. All named petitioners in case number 20-cv-00782-AJB-BGS are either currently in a pre-trial status or a post-conviction/presentence status. Decisions regarding the appropriateness of releasing prisoners in these statuses from USMS custody remain with the U.S. District Court responsible for issuing the remand order. The USMS has no authority to grant release in these situations.
- 4. As the USMS does not own or maintain detention facilities, the USMS must house federal prisoners in Federal Bureau of Prisons (BOP) Pretrial facilities, in state and local detention facilities pursuant to Intergovernmental Agreements (IGA), or private jails pursuant to a contract.
- 5. Otay Mesa Detention Center (OMDC) is a private jail operated by CoreCivic in San Diego, California.
- 6. The Immigration & Customs Enforcement Agency (ICE) has a contract with OMDC to house ICE detainees. The contract was originally signed and administered by the former Office of the Federal Detention Trustee (OFDT), the federal agency that was previously responsible for administration of the federal prisoner detention fund. OFDT, however, was subsumed by the USMS pursuant to a Congressional mandate. Thereafter, the USMS assumed administration of the contract with OMDC on behalf of ICE. In 2019, the USMS returned administration of the contract to ICE. However, to assist the USMS in fulfilling prisoner housing needs in the Southern District of California, the USMS "rides" the contract, by housing USMS prisoners in the facility. The OMDC provides the USMS bedspace for 350 prisoners at a fixed monthly rate. The USMS may also utilize an additional 262 beds at the contract per diem rate for a total of 612 beds.
- 7. Under the contract, OMDC is required to provide secure custody, safekeeping, housing, subsistence, and care of USMS prisoners in accordance with all state and local laws,

- standards, regulations, policies, and court orders applicable to the operation of the facility. OMDC is required to house USMS prisoners pursuant to the Federal Performance Based Detention Standards (FPBDS), and/or any other standards delineated in the agreement. To ensure compliance with the contract terms, the USMS conducts yearly on-site Quality Assurance Reviews (QARs). Additionally, there is an on-site administrative Detention Contract Monitor to monitor daily contract compliance.
- 8. Medical care at OMDC is provided by the Immigration Health Services Corps (IHSC). Through an intergovernmental agreement, the USMS pays a per diem/per capita rate to ICE to provide these services to USMS prisoners.
- 9. In March of this year, I was invited to participate on the Interagency COVID-19 Committee. This committee, set up by the Chief Judge in conjunction with the U.S. Attorney's Office, is comprised of representatives from each of the agencies that have a part in ensuring the smooth operation of the court process during the pandemic. In addition to me, the committee members are the Chief Judge of the District Court, the Presiding Magistrate Judge, the U.S. Attorney and several Assistant U.S. Attorneys, the Executive Director of Federal Defenders of San Diego and several of her attorney staff, the coordinator for the Panel of Defense Attorneys, the Clerk of the U.S. District Court, the Chief of U.S. Probation, the Chief of U.S. Pretrial, the Warden of the Metropolitan Correctional Center, and the U.S. Marshal. The committee meets telephonically as often as three times a week to discuss all aspects of the Covid-19 crisis' effect on the court, the staff of the represented offices, and the prisoner housing facilities.
- 10. In addition to the telephonic meetings of the Interagency Committee, I have almost daily contact with the Executive Director of Federal Defenders of San Diego. I am also in frequent contact with other members of her office, sometimes on a daily basis. These conversations include general discussion of the changes to processes caused by COVID-19 as well as specific discussions about the status of particular defendants.
- 11. I have multiple staff members within my office who are assigned to liaison with defense attorneys and jail facilities. These staff members are in almost daily or daily contact with attorneys from Federal Defenders of San Diego to coordinate meetings, provide updates on facility statuses, and ensure concerns the attorneys have are addressed.
- 12. Each of the named petitioners in case number 20-cv-00782-AJB-BGS is represented in his/her respective criminal case by Federal Defenders of San Diego.
- 13. Due to the work of the Interagency Committee, between February 25th and April 30th of this year, the overall number of prisoners in the custody of the USMS Southern District of California has fallen 33%, from 3,454 down to 2,297. During the same period the population at OMDC has fallen by 42%, from 537 to 310.
- 14. As of this date, nearly half of the USMS prisoners housed at OMDC do not share a cell. In its current configuration, the average population level of each housing unit at OMDC with USMS prisoners is approximately 31% of its capacity, with 6 of the 9 housing

units at or below 33% of capacity. The housing unit closest to its designed capacity is approximately two-thirds full.

I declare, under penalty of perjury under 28 U.S.C. § 1746, that the foregoing is true and correct to the best of my knowledge.

Dated: April 30, 2020

Keith Johnson Chief Deputy U.S. Marshal Southern District of California United States Marshals Service