



Guidance concerning local authorities' participation in immigration enforcement and model provisions

Updated January 2025, replacing guidance issued January 2017.

Part I: Purpose

The purpose of this guidance is two-fold: (1) to describe the legal landscape governing the participation of local authorities in immigration enforcement; and (2) to assist local authorities in New York State by offering model language that can be used to enact local laws or policies that limit participation in immigration enforcement activities.¹ The Office of the New York State Attorney General believes that effective implementation of the policies set forth in this guidance fosters a relationship of trust between law enforcement and immigrant communities; promotes public safety for all New Yorkers; and best directs state and local resources.

As explained in detail in Part II of this guidance, as a general rule, it is not a crime for an undocumented individual to remain present in the United States.² In addition, undocumented individuals—like all other New Yorkers—are afforded certain rights by the New York State and United States Constitutions, as well as by federal, state, and local statutes, regulations, and policies. Local law enforcement agencies (LEAs)³ must adhere to the requirements and prohibitions of the New York State and United States Constitutions and federal, state, and local law in serving the public, regardless of whether an individual is lawfully present in the U.S. or otherwise subject to immigration enforcement. For instance, under New York state law, LEAs are not ordinarily permitted to detain people at the request of federal civil immigration authorities alone without a judicial warrant.⁴ However, LEAs may notify federal immigration authorities of an individual's release date, without extending their detention, under narrow circumstances as described below in Part III, Principle 2.

Part III of this guidance offers model language that can be used to enact laws and policies to govern how localities respond to federal requests for assistance with civil immigration enforcement. Several states and hundreds of localities across the country—including New York City and other local governments in New York State—have enacted laws and policies that restrict the involvement of state and local law enforcement agencies with federal immigration enforcement. See Appendix B.

1. Jurisdictions that enact such laws or policies have at times been referred to as "sanctuary" jurisdictions. However, "sanctuary" is not a legal term and does not have any fixed or uniform legal definition.

2. See *Arizona v. United States*, 567 U.S. 387, 407 (2012) (citation omitted).

3. "LEAs" include, among others, local police personnel, sheriffs' department personnel, local corrections and probation personnel, school safety or resource officers, and school police officers.

4. *People ex rel. Wells v. DeMarco*, 168 A.D.3d 31 (2d Dep't 2018).

Part II: Laws governing local authority participation in immigration enforcement

A. The Tenth Amendment to the U.S. Constitution

The Tenth Amendment to the U.S. Constitution⁵ limits the federal government's ability to mandate particular action by states and localities, including in the area of federal immigration law enforcement and investigations. The federal government cannot "compel the States to enact or administer a federal regulatory program,"⁶ or compel state employees to participate in the administration of a federally enacted regulatory scheme.⁷ Importantly, these Tenth Amendment protections extend not only to states but to localities and their employees.⁸ Voluntary cooperation with a federal scheme does not present Tenth Amendment issues,⁹ but any such cooperation must be examined for compliance with other federal, state, and local laws.

B. The N.Y. Constitution and Home Rule Powers

Under the home rule powers granted by the New York State Constitution,¹⁰ as implemented by the Municipal Home Rule Law,¹¹ a local government may adopt a local law relating to the "government, protection, order, conduct, safety, health and well-being of persons" therein, as long as its provisions are not inconsistent with the state constitution or a general state law.¹²

The model provisions for localities outlined in Part III are consistent with both the state constitution and existing state law.

C. Law Governing Treatment of Federal Immigration Detainer Requests

Federal civil immigration authorities, including U.S. Immigration and Customs Enforcement (ICE), U.S. Customs and Border Protection (CBP), and others that may engage in civil immigration enforcement activity, commonly issue civil immigration "detainers"¹³ to LEAs. A detainer is a request issued by a federal immigration authority to another agency that the recipient agency hold an individual in its custody for up to 48 hours beyond that individual's scheduled release date and time and notify federal immigration authorities prior to release. This hold is requested to allow the federal immigration authorities to determine whether to take custody of the individual to pursue civil immigration enforcement and, if so, to come and take custody.

5. The Tenth Amendment to the United States Constitution provides that "powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people." U.S. Const., Am. X.

6. *New York v. United States*, 505 U.S. 144, 188 (1992). The compelled conduct invalidated in *New York v. United States* was a federal statutory requirement that states enact legislation providing for the disposal of their radioactive waste or else take title to that waste. See *id.* at 152-54.

7. *Printz v. United States*, 521 U.S. 898, 935 (1997). The compelled conduct invalidated in *Printz* was the Brady Handgun Violence Prevention Act's requirement that state and local law enforcement officers perform background checks on prospective firearm purchasers. See *id.* at 903-04.

8. See *id.* at 904-05 (allowing county-level law enforcement officials to raise Tenth Amendment claim); see also *Lomont v. O'Neill*, 285 F.3d 9, 13 (D.C. Cir. 2002) (same); *City of New York v. United States*, 179 F.3d 29, 34 (2d Cir. 1999) (city may raise a Tenth Amendment claim), cert. denied, 528 U.S. 1115 (2000).

9. See *Lomont*, 285 F.3d at 14.

10. N.Y. Const., Art. IX, § 2(c)(ii)(10).

11. Municipal Home Rule Law § 10(1)(ii)(a)(12).

12. See, e.g., *Eric M. Berman, P.C. v. City of New York*, 25 N.Y.3d 684, 690 (2015).

13. Such detainers are issued pursuant to 8 C.F.R. § 287.7. See DHS Form I-247D ("Immigration Detainer—Request for Voluntary Action") (5/15), available at <https://www.ice.dhs.gov/sites/default/files/documents/2016/I-247D.PDF>.

A detainer is a request, and there is no legal obligation for a local law enforcement agency to detain an individual on such a detainer. Detainers are often accompanied by an administrative warrant issued by ICE.¹⁴ An administrative warrant is prepared and issued by federal immigration authorities and directs federal officials to arrest a noncitizen for removal or removal proceedings. It is not a judicial warrant. A judicial warrant refers to a warrant based on probable cause and issued by an Article III federal judge or a federal magistrate judge that authorizes federal immigration authorities to take into custody the person who is the subject of the warrant.¹⁵ A judicial warrant does not include a civil immigration warrant, administrative warrant, or other document signed only by federal immigration officials.

An arrest and seizure occurs under the Fourth Amendment and the New York Constitution¹⁶ when state or local authorities detain an individual beyond the time authorized under state law in order to transfer that individual to the custody of federal immigration authorities.¹⁷ State law bars state and local law enforcement officers from arresting and detaining individuals for civil immigration violations alone—even if federal immigration authorities have issued a detainer or administrative arrest warrant.¹⁸ Arrests and detention by state or local law enforcement agencies in reliance on an administrative arrest warrant or detainer alone are invalid because those documents are not judicial warrants issued by courts, and do not provide probable cause to believe an individual has committed a crime or offense.¹⁹ It is immaterial that the administrative arrest warrants and detainees are signed by federal immigration authorities, and may use words like “probable cause.”²⁰ A determination of whether the LEA has probable cause to further detain an individual will turn on all the facts and circumstances, not simply words that federal immigration authorities place on their forms.

In accordance with the federal and state constitutions, New York law permits arrest and detention only when law enforcement officials have probable cause to believe that an individual has committed a crime or offense.²¹ A judicial warrant, signed by an Article III or federal magistrate judge, would demonstrate the necessary probable cause, and justify the arrest and detention.²² Absent a judicial warrant, however, further detention is permissible only upon a separate showing of probable cause that the individual committed a crime or offense, or that an exception to the probable cause requirement applies.²³

14. See Form I-200, Warrant for Arrest of Alien, available at https://www.ice.gov/sites/default/files/documents/Document/2017/I-200_SAMPLE.PDF, or Form I-205. Warrant of Removal/Deportation, available at https://www.ice.gov/sites/default/files/documents/Document/2017/I-205_SAMPLE.PDF. Examples are also provided in Appendix A.

15. In some circumstances, a judicial warrant may be signed by a clerk in a federal district court. Fed. R. Crim. P. 9(b).

16. The New York State Constitution has a provision similar to the Fourth Amendment: Article I, § 12, which provides that “The right of the people to be secure in their persons, houses, papers and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.”

17. *Wells*, 168 A.D.3d at 39-40. An arrest or seizure takes place when “a reasonable person would have believed he was not free to leave” the presence of police. *Florida v. Royer*, 460 U.S. 491, 502 (1983); see also *People v. Yukl*, N.Y.2d 585, 589 (1969). Such a detention may occur within or outside the jail setting and may be prolonged or brief.

18. See *id.*

19. *Id.* at 45-46. Absent a judicial warrant, a police officer may arrest a person if they have reasonable cause to believe that person committed an offense (if committed in the officer’s presence) or committed a crime (whether committed in their presence or otherwise). N.Y. Crim. Pro. Law § 140.10(1). “Reasonable cause” and “probable cause,” the term used in federal jurisprudence, are equivalent standards. See *People v. Valentine*, 17 N.Y.2d 128, 132 (1966). “Probable cause” means more than mere suspicion or that something is at least more probable than not. Whereas a “crime” is a misdemeanor or a felony, an “offense” is defined as “conduct for which a sentence to a term of imprisonment or to a fine is provided by any law of [New York] state or by any law, local law or ordinance of a political subdivision of this state.” Penal Law § 10.00(1), (6).

20. For example, a “Warrant of Removal” (Form I-205) is issued by immigration officials, and not by a neutral factfinder based on a finding of probable cause that the individual committed a crime. See 8 C.F.R. § 241.2. In addition, DHS Form I-247D (“Immigration Detainer—Request for Voluntary Action”) (5/15), available at <https://www.ice.gov/sites/default/files/documents/Document/2016/I-247D.PDF>, includes a checkbox for ICE to designate that “Probable Cause Exists that The Subject is a Removable Alien.” But it is not a crime to be in the U.S. unlawfully. See *supra* at ___. Thus, ICE’s checking of a “probable cause” box on the I-247D does not constitute probable cause to believe that an individual has committed a crime.

21. *Wells*, 168 A.D.3d at 42-43; see also *Dunaway v. New York*, 442 U.S. 200, 213 (1979) (noting general rule that “Fourth Amendment seizures are ‘reasonable’ only if based on probable cause”).

22. *Wells*, 168 A.D.3d at 42-43.

23. See, e.g., *Gerstein v. Pugh*, 420 U.S. 103, 111-12 (1975).

Examples of unauthorized immigration-related detentions include:

- A local sheriff's re-arrest and re-incarceration of an individual following his sentencing to "time-served," based solely upon an administrative detainer issued by ICE;
- The delayed release of an incarcerated individual who has completed his or her criminal sentence or who has posted bail until immigration authorities have arrived to the facility to effect a civil immigration arrest; and
- The extended detention of a vehicle's occupants following a roadside car stop until ICE officers arrive to question and/or arrest the occupants in relation to a suspected civil immigration violation.

Excessive administrative delays, such as unusual delays in bail processing, may also rise to the level of an unauthorized seizure. When a county jail directly receives cash bail or is presented with proof of proper payment of bail for a person in custody, he or she "must be forthwith released from custody."²⁴ Intentional delays in processing a bail deposit in order to time the person's release with the arrival of immigration authorities, or otherwise because of the person's immigration or citizenship status, may constitute an unlawful seizure.

Consistent with New York law, some federal courts—including a federal district court in New York—also have held that an LEA violated the Fourth Amendment rights of an individual whom the LEA held past his or her normal release date in response to a detainer request from federal immigration authorities.²⁵ Indeed, federal courts have held that LEAs may be liable for monetary damages for holding individuals for civil immigration violations.²⁶ As in New York, these federal courts have reasoned that detainer requests from federal immigration authorities do not constitute probable cause to believe that the individual has committed a crime; therefore, further detention is unconstitutional. Related questions remain the subject of ongoing litigation, including in New York.²⁷

Notwithstanding the substantial limitations on LEAs' authority to honor detainees from federal immigration authorities, LEAs have authority to honor such detainees if the federal authorities present a judicial warrant. Importantly, an LEA's compliance with ICE detainees is voluntary—not mandatory—and compliance with such requests remains at the discretion of the LEA.²⁸ This guidance recommends that LEAs honor detainees or requests for further detention from federal immigration authorities when the federal immigration authorities present a judicial warrant. Additionally, LEAs may, in their discretion, determine to notify federal immigration authorities of an individual's release date, without extending their detention, under narrow circumstances as described in Part III, Principle 2. Nothing in this guidance should be interpreted to modify the authority of LEAs to hold individuals based on probable cause for a state or federal offense in accordance with existing state law and to engage in coordination with federal criminal law enforcement authorities under the LEA's existing policies and protocols. Such an approach promotes public safety in a manner that also respects the constitutional rights of individuals and protects LEAs from potential legal liability.

24. N.Y. Crim. Pro. Law § 520.15; see also *Arteaga v. Conner*, 88 N.Y. 403, 408 (1882).

25. See, e.g., *Santos v. Frederick Cnty. Bd. of Comm'r's*, 725 F.3d 451, 464-65 (4th Cir. 2013); *Orellana-Castaneda v. County of Suffolk*, No. 2:17-cv-04267, Dkt. No. 166 (E.D.N.Y. Jan. 2, 2025); *Miranda-Olivares v. Clackamas Cnty.*, 12-CV-02317, 2014 U.S. Dist. LEXIS 50340, at *32-33 (D. Or. April 11, 2014); see also *Gerstein*, 420 U.S. at 111-12 (discussing underlying basis of Fourth Amendment's probable cause requirement).

26. See, e.g., *Santos*, 725 F.3d at 464-66, 470 (holding that locality was not entitled to qualified immunity in § 1983 lawsuit seeking, *inter alia*, compensatory damages, where deputies violated arrestee's constitutional rights by detaining her solely on suspected civil violations of federal immigration law).

27. See, e.g., *Orellana-Castaneda v. County of Suffolk*, No. 2:17-cv-04267 (E.D.N.Y.) (summary judgment granted in favor of plaintiff class on liability as to their claims that LEA violated plaintiffs' Fourth Amendment rights through policy of honoring ICE detainees; remedy determination pending); *Onadie v. City of New York*, No. 300940/2010e (Bronx Sup. Ct.) (recently settled class action challenge to detention of people at Rikers Island past their scheduled release date based on requests by federal immigration authorities prior to December 21, 2012).

28. See Letter from New York Attorney General Eric T. Schneiderman to New York State Police Chiefs and Sheriffs (Dec. 2, 2014), available at https://ur.ag.ny.gov/sites/default/files/letters/AG_Letter_And_Memo_Secure_Communities_12_2.pdf.

In addition, Section 287(g) of the Immigration and Nationality Act (INA)²⁹ allows state and local law enforcement agencies to enter into agreements with the Department of Homeland Security, under which state and local law enforcement officers may perform certain functions of federal immigration officials to the extent allowed by state and local law.³⁰ But Section 287(g) does not permit states or localities to make arrests or detain individuals for immigration violations—e.g., in response to a detainer request from federal immigration authorities—in the absence of such an agreement and all that such an agreement may entail, such as appropriate training.³¹ And it remains unsettled in New York law whether a Section 287(g) agreement could justify state and local law enforcement to arrest and detain for immigration violations, given that such arrests and detention would otherwise be unlawful.³² Because such arrests and detention by LEAs may well violate New York law even with a Section 287(g) agreement, this guidance advises LEAs not to enter into such agreements. Any other agreements or arrangements between LEAs and federal immigration authorities to effectuate civil arrests likewise run a substantial risk of violating New York law unless the arrests are conducted pursuant to a judicial warrant. Section 287(g) and other agreements between local law enforcement and immigration authorities to effectuate civil arrests also may harm cooperation and trust between LEAs and immigrants—impacting the willingness of victims and witnesses to come forward and cooperate—and draw resources away from essential local law enforcement functions.

Finally, LEAs should be aware that New York’s Protect Our Courts Act specifically prohibits civil arrests without a judicial warrant or order of individuals inside, on their way to, or leaving from state, city, and municipal courthouses.³³

D. Law Governing Information Sharing with Federal Authorities

In addition to issuing detainer requests, federal civil immigration authorities may also seek information about individuals in an LEA’s custody. For example, ICE may request notification of an individual’s release date, time, and location to enable ICE to take custody of the individual upon release.

This guidance recommends that, unless presented with a judicial warrant, LEAs should not provide sensitive information that is not generally available to the public, such as information about an individual’s release details or home address. See *infra* Part III, Principle 3. This approach enables LEAs to protect individual privacy rights and ensure positive relationships with the communities they serve, which in turn promotes public safety.³⁴

29. This provision is codified at 8 U.S.C. § 1357(g).

30. Wells, 168 A.D.3d 31 at 49.

31. *Id.*

32. *Id.*

33. Civ. Rights Law § 28. State-level Executive Order 170 addresses the conduct of state officers and employees, including law enforcement officers. It prohibits state law enforcement officers from using resources, equipment, or personnel for the purpose of detecting and apprehending any individual suspected or wanted only for violating a civil immigration offense. Such officers have no authority to take any police action solely because the person is undocumented. This includes identifying, questioning, detaining, or demanding to inspect federal immigration documents. Executive Order 170.1 provides that civil arrests by federal immigration authorities may only be executed within state facilities when accompanied by a judicial warrant or order authorizing the custody unless the civil arrest is related to a proceeding within the facility.

34. State Executive Order 170 prohibits state officers or employees, including state law enforcement officers, from disclosing information to federal immigration authorities for the purpose of federal civil immigration enforcement, unless required by law. It provides that state law enforcement officers shall not inquire about immigration status unless relevant to an investigation of the individual’s illegal activity. In addition, Vehicle and Traffic Law § 201(12)(b) requires any entity that receives or has access to records or information from the Department of Motor Vehicles to certify that the entity shall not use such records or information for civil immigration purposes or disclose such records or information to any agency that primarily enforces immigration law, unless such disclosure is pursuant to a cooperative arrangement between city, state and federal agencies which arrangement does not enforce immigration law and which disclosure is limited to the specific records or information being sought pursuant to such arrangement.

(1) 8 U.S.C. § 1373

Federal law “does not require, in and of itself, any government agency or law enforcement official to communicate with [federal immigration authorities].”³⁵ Rather, federal law limits the ability of state and local governments to enact an outright ban on sharing certain types of information with federal immigration authorities. Specifically, 8 U.S.C. § 1373 provides that state and local governments cannot prohibit employees or entities “from sending to, or receiving from, [federal immigration authorities] information regarding the citizenship or immigration status, lawful or unlawful, of any individual.”³⁶ In addition, federal law bars restrictions on “exchanging” information regarding “immigration status” with “any other Federal, State, or local government entity” or on “maintaining” such information.³⁷ By their own language, these laws apply only to information regarding an individual’s “citizenship or immigration status.”

Section 1373 thus does not impose an affirmative mandate to share information. Instead, this law simply provides that localities may not forbid or restrict their employees from sharing information regarding an individual’s “citizenship or immigration status.” Nothing in Section 1373 restricts a locality from declining to share other information with federal immigration authorities, such as non-public information about an individual’s release, court appearance, or address.

In addition, Section 1373 does not require local governments to collect information about an individual’s immigration status. Thus, local governments can adopt policies prohibiting their officers and employees from inquiring about or maintaining information related to a person’s immigration status except where required by law.³⁸

The Tenth Amendment may further limit Section 1373’s reach. The Tenth Amendment’s reservation of power to the states prohibits the federal government from “compel[ling] the States to enact or administer a federal regulatory program” or “commandeering” state government employees to participate in the administration of a federally enacted regulatory scheme.³⁹ As noted above, these Tenth Amendment protections extend to localities and their employees.

Although the United States Court of Appeals for the Second Circuit has rejected a facial Tenth Amendment challenge to Section 1373, that court has recognized that a city may be able to forbid voluntary information sharing where such information sharing interferes with the operations of state and local government.⁴⁰ As the Second Circuit observed, “[t]he obtaining of pertinent information, which is essential to the performance of a wide variety of state and local governmental functions, may in some cases be difficult or impossible if some expectation of confidentiality is not preserved,” and “[p]reserving confidentiality may in turn require that state and local governments regulate the use of such information by their employees.”⁴¹ Accordingly, the Tenth Amendment may be read to limit the reach of Section 1373 where a state or locality can show that the statute creates “an impermissible intrusion on state and local power to control information obtained in the course of official business or to regulate the duties and responsibilities of state and local governmental employees”—such as the impairment of the entity’s ability to collect information necessary to its functioning—if some expectation of confidentiality is not preserved.”⁴²

35. H.R. Rep. No. 104-725, Subtitle B, § 6, at 383 (1996).

36. 8 U.S.C. § 1373(a)-(b) (emphasis added).

37. *Id.* § 1373(b) (emphasis added).

38. Under a New York City Executive Order, for example, officers and employees (other than law enforcement officers) are not permitted to inquire about a person’s immigration status “unless: (1) Such person’s immigration status is necessary for the determination of program, service or benefit eligibility or the provision of . . . services; or (2) Such officer or employee is required by law to inquire about such person’s immigration status.” N.Y.C. Exec. Order No. 41, § 3(a) (2003).

39. *New York*, 505 U.S. at 188; *Printz*, 521 U.S. at 916.

40. *City of New York*, 179 F.3d at 35-37.

41. *Id.*

42. *Id.* at 36, 37.

Some jurisdictions have adopted policies expressly restricting the disclosure of immigration-status information to any third parties, including federal authorities, on the grounds that confidentiality is necessary to gather this information and the information is crucial to various governmental functions. For these reasons, New York City, for example, prohibits its employees from “disclos[ing] confidential information”—including information relating to “immigration status”—except under certain circumstances (e.g., suspicion of illegal activity unrelated to undocumented status or the investigation of potential terrorist activity), or if “such disclosure is required by law.”⁴³

(2) Freedom of Information Law

Disclosure of information held by the government is also governed by New York’s Freedom of Information Law (FOIL). While FOIL generally requires state and local agencies to make publicly available upon request all records not specifically exempt from disclosure by state or federal statute,⁴⁴ FOIL also mandates that an agency withhold such records where disclosure would “constitute an unwarranted invasion of personal privacy.”⁴⁵ Non-public information about an individual, such as home address, date and place of birth, or private telephone number, would likely be exempt from disclosure on personal privacy grounds.⁴⁶

E. Law Governing the Federal Government’s Power to Condition Federal Grants

States and localities have in the past faced threats to their federal funding for asserted violations of 8 U.S.C. § 1373, or other asserted hindrance to the enforcement of federal immigration law. The federal government provides New York state and its localities with numerous grants in areas ranging from education and health care to social services and criminal justice. Each grant is governed by different statutory and regulatory schemes. The requirements and provisions of those schemes may restrict the federal government’s ability to withhold funding and thus should be closely and individually analyzed.

Although the federal government has latitude to condition its funding to states and localities on their fulfillment of certain conditions, the U.S. Supreme Court has established some limitations on that authority. First, the federal government cannot use its spending power “to induce the States to engage in activities that would themselves be unconstitutional”; for example, it cannot condition a grant of federal funds on invidiously discriminatory state action.⁴⁷ Second, any funding conditions must be reasonably related to the federal interest in the program at issue.⁴⁸ Third, the condition must be stated “unambiguously” so that the recipient can “voluntarily and knowingly” decide whether to accept those funds and the associated requirements.⁴⁹ And finally, the amount of federal funding that a noncomplying state would forfeit cannot be so large that the state would be left with “no real option but to acquiesce” and accept the condition.⁵⁰

43. N.Y.C. Exec. Order No. 41, Preamble, § 2 (2003).

44. Public Officers Law § 87(2).

45. *Id.* § 89(2)(b); see also *In re Massaro v. N.Y. State Thruway Auth.*, 111 A.D.3d 1001, 1003-04 (3d Dep’t 2013) (records containing employee names, addresses, and Social Security numbers subject to personal privacy exemption under FOIL).

46. These examples are illustrative, not exhaustive.

47. *South Dakota v. Dole*, 483 U.S. 203, 210 (1987).

48. In *Dole*, the Supreme Court held that Congress could permissibly withhold 5% of certain highway funds from states that failed to raise their drinking age to 21 because raising the drinking age was “directly related to one of the main purposes for which highway funds are expended,” namely “safe interstate travel.” *Id.* at 208-209.

49. See, e.g., *Pennhurst State Sch. & Hosp. v. Halderman*, 451 U.S. 1, 17 (1981).

50. See, e.g., *Nat’l Fed. of Ind. Bus. v. Sebelius*, 132 S. Ct. 2566, 2604 (2012); *Dole*, 483 U.S. at 209.

Depending on the nature and amount of any federal funding cut, states and localities may be able to challenge the defunding on one or more statutory or constitutional grounds. However, such challenges have not always prevailed. For instance, in 2017, the federal government added conditions to the receipts of federal funds to support local law enforcement through the Edward Byrne Memorial Justice Assistance Grant Program (Byrne JAG), including communicating certain citizenship and release date information to federal authorities, and giving federal authorities access to incarcerated undocumented individuals. Although some courts upheld challenges to these conditions,⁵¹ the Second Circuit rejected such a challenge, finding no constitutional or statutory violation in the conditions.⁵²

Part III: Model provisions

This Part identifies nine principles, derived from the legal landscape explained in the prior sections, and proposes model language that jurisdictions can use to enact local laws and/or policies to adopt those principles.

(1) LEAs should not participate in certain activities for the purpose of enforcing federal immigration laws.

Model Language:

- (a) [The LEA] shall not stop, question, interrogate, investigate, or arrest an individual based solely on any of the following:
 - i. Actual or suspected immigration or citizenship status;
 - ii. Any actual or suspected civil violation of federal immigration laws; or
 - iii. A civil immigration warrant, administrative warrant, or an immigration detainer in the individual's name, including those identified in the National Crime Information Center (NCIC) database.
- (b) [The LEA] shall not inquire about the immigration status of an individual, including a crime victim, a witness, or a person who calls or approaches the police seeking assistance, unless necessary to investigate criminal activity by that individual.
- (c) [The LEA] shall not perform or support the functions of a federal civil immigration officer or otherwise engage in the enforcement of federal civil immigration law, whether on its own accord, pursuant to informal arrangements, under Section 1357(g) of Title 8 of the United States Code, or under any other law, program, regulation, or policy.

⁵¹ See, e.g., *City of Chicago v. Barr*, 961 F.3d 882 (7th Cir. 2020); *City of Providence v. Barr*, 954 F.3d 23 (1st Cir. 2020); *City of Los Angeles v. Barr*, 941 F.3d 931 (9th Cir. 2019); *City of Philadelphia v. Attorney Gen.*, 916 F.3d 276 (3d Cir. 2019).

⁵² *New York v. U.S. Dep't of Justice*, 951 F.3d 84 (2d Cir. 2020).

(2) LEAs should hold an individual pursuant to a detainer request from federal immigration authorities only where there is a judicial warrant. An LEA may choose to notify federal immigration authorities of an individual's release date, without extending that individual's detention, where specific conditions are met.

Model Language:

(a) [The LEA] shall not hold, detain, or transfer custody of an individual for federal civil immigration enforcement or investigation purposes pursuant to a civil immigration detainer, or other warrant or request, from federal civil immigration authorities unless the request is accompanied by a judicial warrant.

(b) In the absence of a judicial warrant, [the LEA] may in its discretion determine to notify federal immigration authorities in advance of an individual's release from custody, without extending their detention, if:

- (i) there is probable cause to believe that the individual has illegally re-entered the country after a previous removal or return as defined by 8 U.S.C. § 1326, and (2) the individual has been convicted of a specifically enumerated set of serious crimes under the New York Penal Law (e.g., Class A felony, attempt of a Class A felony, Class B violent felony, etc.) or (ii) a federal crime or crime under the law of another state that would constitute a predicate felony conviction, as defined under the New York Penal Law, for any of the preceding felonies; or
- there is probable cause to believe that the individual has or is engaged in terrorist activity.

(3) Absent a judicial warrant, LEAs should not provide non-public, sensitive information about an individual to civil immigration authorities.

Model Language:

(a) [The LEA] shall not provide federal civil immigration authorities with any non-public information about an individual—including but not limited to non-public information about an individual's release, court appearance, home address, or work address—unless the request is accompanied by a judicial warrant.

(b) Nothing in this law prohibits any local agency from:

- sending to or receiving from any local, state, or federal agency—as per 8 U.S.C. § 1373—(i) information regarding an individual's country of citizenship or (ii) a statement of the individual's immigration status; or
- disclosing information about an individual's criminal arrests or convictions, where disclosure of such information about the individual is otherwise permitted by state law or required pursuant to subpoena or court order; or
- disclosing information about an individual's juvenile arrests or delinquency or youthful offender adjudications, where disclosure of such information about the individual is otherwise permitted by state law or required pursuant to subpoena or court order.

(c) [The LEA] shall limit the information collected from individuals concerning immigration or citizenship status to that necessary to perform agency duties and shall prohibit the use or disclosure of such information in any manner that violates federal, state, or local law.

(4) LEAs should not provide federal civil immigration authorities with access to individuals in their custody for questioning solely for immigration enforcement purposes.

Model Language:

[The LEA] shall not provide federal civil immigration authorities with access to an individual in their custody or the use of agency facilities to question or interview such individual if the sole purpose is enforcement of federal civil immigration law. [The LEA] shall not allow federal civil immigration authorities access to non-public areas of its facilities for civil immigration enforcement unless presented with a judicial warrant.

(5) LEAs should protect the due process rights of persons in their custody who are subjects of federal immigration enforcement requests.

Model Language:

(a) [The LEA] shall not delay release from custody, on bail or otherwise, solely because of

- i. an individual's immigration or citizenship status,
- ii. any actual or suspected civil violation of federal immigration laws; or
- iii. a civil immigration warrant or other kind of federal immigration authorities' request besides a judicial warrant,

for the purposes of immigration enforcement (e.g. for notification about, transfer of, detention of, or interview or interrogation of that individual).

(b) Upon receipt of a civil immigration detainer, transfer, notification, interview or interrogation request, [the LEA] shall provide a copy of that request to the individual named therein or their counsel and inform the individual or their counsel whether [the LEA] will comply with the request before communicating its response to the requesting agency.

(c) Individuals in the custody of [the LEA] shall be subject to the same booking, processing, release, and transfer procedures, policies, and practices of that agency, regardless of actual or suspected citizenship or immigration status or violations.

(6) Local agency resources should not be used to create a federal registry based on race, gender, sexual orientation, religion, ethnicity, or national origin.

Model Language:

Local agency] may not use agency or department resources including monies, facilities, property, equipment, or personnel to investigate, enforce, or assist in the investigation or enforcement of any federal program requiring registration of individuals on the basis of race, gender, sexual orientation, religion, ethnicity, or national origin.

(7) Local agencies should limit collection of immigration-related information and ensure nondiscriminatory access to benefits and services.

Model Language:

- (a) [Local agency] personnel shall not inquire about or request proof of a person's citizenship, immigration status, or country of origin when providing services or benefits, except where necessary to administer a public program, benefit, or service, or where required by law.
- (b) [Local agencies] shall have a formal Language Assistance Policy for individuals with Limited English Proficiency and provide interpretation or translation services consistent with that policy.

(8) LEAs should collect and publicly report aggregate data, containing no personal identifiers, regarding their receipt of, and response to, federal civil immigration authorities' requests.

Model Language:

- (a) [The LEA] shall record, solely to create the reports described in subsection (b) below, the following for each immigration detainer, notification, transfer, interview, or interrogation request received from federal civil immigration authorities:
 - The subject individual's race, gender, and age;
 - Date and time that the subject individual was taken into LEA custody, the location where the individual was held, and the arrest charges;
 - Date and time of [the LEA's] receipt of the request;
 - The requesting agency;
 - The nature of the request;
 - Immigration or criminal history indicated on the request form, if any;
 - Whether the request was accompanied by any documentation regarding immigration status or proceedings;
 - Whether there was a judicial warrant;
 - Whether a copy of the request was provided to the individual and, if yes, the date and time of notification;
 - Whether the individual requested to confer with counsel regarding the request;
 - [The LEA's] response to the request, including a decision not to fulfill the request;
 - If applicable, the date and time that federal authorities took custody of, or were otherwise given access to, the individual; and
 - The date and time of the individual's release from [the LEA's] custody.
- (b) [The LEA] shall provide semi-annual reports to the [designate one or more public oversight entity] and make publicly available the information collected in subsection (a) above in an aggregated form that is stripped of all personal identifiers in order that [the LEA] and the community may monitor [the LEA's] compliance with all applicable law

(9) LEAs should not use federal immigration officers as interpreters for law enforcement matters, including stops, questioning, interrogation, or arrest.

Model Language:

[The LEA] shall not use federal immigration officers as interpreters for law enforcement matters including stops, questioning, interrogation, or arrest.

Appendix A

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

Subject ID: _____
Event #: _____

File No: _____
Date: _____

TO: (Name and Title of Institution - OR Any Subsequent Law Enforcement Agency)
--

FROM: (Department of Homeland Security Office Address)
--

MAINTAIN CUSTODY OF ALIEN FOR A PERIOD NOT TO EXCEED 48 HOURS

Name of Alien: _____
 Date of Birth: _____ Nationality: _____ Sex: _____

THE U.S. DEPARTMENT OF HOMELAND SECURITY (DHS) HAS TAKEN THE FOLLOWING ACTION RELATED TO THE PERSON IDENTIFIED ABOVE, CURRENTLY IN YOUR CUSTODY:

Determined that there is reason to believe the individual is an alien subject to removal from the United States. The individual (*check all that apply*):

- has a prior a felony conviction or has been charged with a felony offense;
- has three or more prior misdemeanor convictions;
- has a prior misdemeanor conviction or has been charged with a misdemeanor for an offense that involves violence, threats, or assaults; sexual abuse or exploitation; driving under the influence of alcohol or a controlled substance; unlawful flight from the scene of an accident; the unlawful possession or use of a firearm or other deadly weapon, the distribution or trafficking of a controlled substance; or other significant threat to public safety;
- has been convicted of illegal entry pursuant to 8 U.S.C. § 1325;
- has illegally re-entered the country after a previous removal or return;
- has been found by an immigration officer or an immigration judge to have knowingly committed immigration fraud;
- otherwise poses a significant risk to national security, border security, or public safety; and/or
- other (specify): _____.

Initiated removal proceedings and served a Notice to Appear or other charging document. A copy of the charging document is attached and was served on _____ (date).

Served a warrant of arrest for removal proceedings. A copy of the warrant is attached and was served on _____ (date).

Obtained an order of deportation or removal from the United States for this person.

This action does not limit your discretion to make decisions related to this person's custody classification, work, quarter assignments, or other matters. DHS discourages dismissing criminal charges based on the existence of a detainer.

IT IS REQUESTED THAT YOU:

Maintain custody of the subject for a period **NOT TO EXCEED 48 HOURS**, excluding Saturdays, Sundays, and holidays, beyond the time when the subject would have otherwise been released from your custody to allow DHS to take custody of the subject. This request derives from federal regulation 8 C.F.R. § 287.7. For purposes of this immigration detainer, **you are not authorized to hold the subject beyond these 48 hours**. As early as possible prior to the time you otherwise would release the subject, please notify DHS by calling _____ during business hours or _____ after hours or in an emergency. If you cannot reach a DHS Official at these numbers, please contact the ICE Law Enforcement Support Center in Burlington, Vermont at: (802) 872-6020.

Provide a copy to the subject of this detainer.

Notify this office of the time of release at least 30 days prior to release or as far in advance as possible.

Notify this office in the event of the inmate's death, hospitalization or transfer to another institution.

Consider this request for a detainer operative only upon the subject's conviction.

Cancel the detainer previously placed by this Office on _____ (date).

(Name and title of Immigration Officer)

(Signature of Immigration Officer)

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

Please provide the information below, sign, and return to DHS using the envelope enclosed for your convenience or by faxing a copy to _____. You should maintain a copy for your own records so you may track the case and not hold the subject beyond the 48-hour period.

Local Booking/Inmate #: _____ Latest criminal charge/conviction: _____ (date) Estimated release: _____ (date)

Last criminal charge/conviction: _____

Notice: Once in our custody, the subject of this detainer may be removed from the United States. If the individual may be the victim of a crime, or if you want this individual to remain in the United States for prosecution or other law enforcement purposes, including acting as a witness, please notify the ICE Law Enforcement Support Center at (802) 872-6020.

(Name and title of Officer)

(Signature of Officer)

NOTICE TO THE DETAINEE

The Department of Homeland Security (DHS) has placed an immigration detainer on you. An immigration detainer is a notice from DHS informing law enforcement agencies that DHS intends to assume custody of you after you otherwise would be released from custody. DHS has requested that the law enforcement agency which is currently detaining you maintain custody of you for a period not to exceed 48 hours (excluding Saturdays, Sundays, and holidays) beyond the time when you would have been released by the state or local law enforcement authorities based on your criminal charges or convictions. **If DHS does not take you into custody during that additional 48 hour period, not counting weekends or holidays, you should contact your custodian** (the law enforcement agency or other entity that is holding you now) to inquire about your release from state or local custody. **If you have a complaint regarding this detainer or related to violations of civil rights or civil liberties connected to DHS activities, please contact the ICE Joint Intake Center at 1-877-2INTAKE (877-246-8253).** If you believe you are a United States citizen or the victim of a crime, please advise DHS by calling the ICE Law Enforcement Support Center toll free at (855) 448-6903.

NOTIFICACIÓN A LA PERSONA DETENIDA

El Departamento de Seguridad Nacional (DHS) de EE. UU. ha emitido una orden de detención inmigratoria en su contra. Mediante esta orden, se notifica a los organismos policiales que el DHS pretende arrestarlo cuando usted cumpla su reclusión actual. El DHS ha solicitado que el organismo policial local o estatal a cargo de su actual detención lo mantenga en custodia por un período no mayor a 48 horas (excluyendo sábados, domingos y días festivos) tras el cese de su reclusión penal. **Si el DHS no procede con su arresto inmigratorio durante este período adicional de 48 horas, excluyendo los fines de semana o días festivos, usted debe comunicarse con la autoridad estatal o local que lo tiene detenido** (el organismo policial u otra entidad a cargo de su custodia actual) para obtener mayores detalles sobre el cese de su reclusión. **Si tiene alguna queja que se relacione con esta orden de detención o con posibles infracciones a los derechos o libertades civiles en conexión con las actividades del DHS, comuníquese con el Joint Intake Center (Centro de Admisión) del ICE (Servicio de Inmigración y Control de Aduanas) llamando al 1-877-2INTAKE (877-246-8253).** Si usted cree que es ciudadano de los Estados Unidos o que ha sido víctima de un delito, infórmeselo al DHS llamando al Centro de Apoyo a los Organismos Policiales (Law Enforcement Support Center) del ICE, teléfono (855) 448-6903 (llamada gratuita).

Avis au détenu

Le département de la Sécurité Intérieure [Department of Homeland Security (DHS)] a émis, à votre encontre, un ordre d'incarcération pour des raisons d'immigration. Un ordre d'incarcération pour des raisons d'immigration est un avis du DHS informant les agences des forces de l'ordre que le DHS a l'intention de vous détenir après la date normale de votre remise en liberté. Le DHS a requis que l'agence des forces de l'ordre, qui vous détient actuellement, vous garde en détention pour une période maximum de 48 heures (excluant les samedis, dimanches et jours fériés) au-delà de la période à la fin de laquelle vous auriez été remis en liberté par les autorités policières de l'État ou locales en fonction des inculpations ou condamnations pénales à votre encontre. **Si le DHS ne vous détient pas durant cette période supplémentaire de 48 heures, sans compter les fins de semaines et les jours fériés, vous devez contacter votre gardien** (l'agence des forces de l'ordre qui vous détient actuellement) pour vous renseigner à propos de votre libération par l'État ou l'autorité locale. **Si vous avez une plainte à formuler au sujet de cet ordre d'incarcération ou en rapport avec des violations de vos droits civils liées à des activités du DHS, veuillez contacter le centre commun d'admissions du Service de l'Immigration et des Douanes [ICE - Immigration and Customs Enforcement] [ICE Joint Intake Center] au 1-877-2INTAKE (877-246-8253).** Si vous croyez être un citoyen des États-Unis ou la victime d'un crime, veuillez en aviser le DHS en appelant le centre d'assistance des forces de l'ordre de l'ICE [ICE Law Enforcement Support Center] au numéro gratuit (855) 448-6903.

AVISO AO DETENTO

O Departamento de Segurança Nacional (DHS) emitiu uma ordem de custódia imigratória em seu nome. Este documento é um aviso enviado às agências de imposição da lei de que o DHS pretende assumir a custódia da sua pessoa, caso seja liberado. O DHS pediu que a agência de imposição da lei encarregada da sua atual detenção mantenha-o sob custódia durante, no máximo, 48 horas (excluindo-se sábados, domingos e feriados) após o período em que seria liberado pelas autoridades estaduais ou municipais de imposição da lei, de acordo com as respectivas acusações e penas criminais. **Se o DHS não assumir a sua custódia durante essas 48 horas adicionais, excluindo-se os fins de semana e feriados, você deverá entrar em contato com o seu custodiante** (a agência de imposição da lei ou qualquer outra entidade que esteja detendo-o no momento) para obter informações sobre sua liberação da custódia estadual ou municipal. Caso você tenha alguma reclamação a fazer sobre esta ordem de custódia imigratória ou relacionada a violações dos seus direitos ou liberdades civis decorrente das atividades do DHS, entre em contato com o Centro de Entrada Conjunta da Agencia de Controle de Imigração e Alfândega (ICE) pelo telefone 1-877-246-8253. Se você acreditar que é um cidadão dos EUA ou está sendo vítima de um crime, informe o DHS ligando para o Centro de Apoio à Imposição da Lei do ICE pelo telefone de ligação gratuita (855) 448-6903.

THÔNG BÁO CHO NGƯỜI BỊ GIAM GIỮ

Bộ Quốc Phòng (DHS) đã có lệnh giam giữ quý vị vì lý do di trú. Lệnh giam giữ vì lý do di trú là thông báo của DHS cho các cơ quan thi hành luật pháp là DHS có ý định tạm giữ quý vị sau khi quý vị được thả. DHS đã yêu cầu cơ quan thi hành luật pháp hiện đang giữ quý vị phải tiếp tục tạm giữ quý vị trong không quá 48 giờ đồng hồ (không kể thứ Bảy, Chủ nhật, và các ngày nghỉ lễ) ngoài thời gian mà lẽ ra quý vị sẽ được cơ quan thi hành luật pháp của tiểu bang hoặc địa phương thả ra dựa trên các bản án và tội hình sự của quý vị. **Nếu DHS không tạm giam quý vị trong thời gian 48 giờ bù sung đó, không tính các ngày cuối tuần hoặc ngày lễ, quý vị nên liên lạc với bên giam giữ quý vị** (cơ quan thi hành luật pháp hoặc tổ chức khác hiện đang giam giữ quý vị) để hỏi về việc cơ quan địa phương hoặc liên bang thả quý vị ra. **Nếu quý vị có khiếu nại về lệnh giam giữ này hoặc liên quan tới các trường hợp vi phạm dân quyền hoặc tự do công dân liên quan tới các hoạt động của DHS, vui lòng liên lạc với ICE Joint Intake Center tại số 1-877-2INTAKE (877-246-8253).** Nếu quý vị tin rằng quý vị là công dân Hoa Kỳ hoặc nạn nhân tội phạm, vui lòng báo cho DHS biết bằng cách gọi ICE Law Enforcement Support Center tại số điện thoại miễn phí (855) 448-6903.

对被拘留者的通告

美国国土安全部 (DHS) 已发出对你的移民监禁令。移民监禁令是美国国土安全部用来通告执法当局，表示美国国土安全部意图在你可能从当前的拘留被释放以后继续拘留你的通知单。美国国土安全部已经向当前拘留你的执法当局要求，根据对你的刑事起诉或判罪的基础，在本当由州或地方执法当局释放你时，继续拘留你，为期不超过 48 小时 (星期六、星期天和假日除外) 。如果美国国土安全部未在不计周末或假日的额外 48 小时期限内将你拘留，你应该联系你的监管单位 (现在拘留你的执法当局或其他单位) ，询问关于你从州或地方执法单位被释放的事宜。如果你对于这项拘留或关于美国国土安全部的行动所涉及的违反民权或公民自由权有任何投诉，请联系美国移民及海关执法局联合接纳中心 (ICE Joint Intake Center) ，电话号码是 1-877-2INTAKE (877-246-8253)。如果你相信你是美国公民或犯罪被害人，请联系美国移民及海关执法局的执法支援中心 (ICE Law Enforcement Support Center) ，告知美国国土安全部。该执法支援中心的免费电话号码是 (855) 448-6903。

File No. _____

Date: _____

To: Any immigration officer authorized pursuant to sections 236 and 287 of the Immigration and Nationality Act and part 287 of title 8, Code of Federal Regulations, to serve warrants of arrest for immigration violations

I have determined that there is probable cause to believe that _____ is removable from the United States. This determination is based upon:

- the execution of a charging document to initiate removal proceedings against the subject;
- the pendency of ongoing removal proceedings against the subject;
- the failure to establish admissibility subsequent to deferred inspection;
- biometric confirmation of the subject's identity and a records check of federal databases that affirmatively indicate, by themselves or in addition to other reliable information, that the subject either lacks immigration status or notwithstanding such status is removable under U.S. immigration law; and/or
- statements made voluntarily by the subject to an immigration officer and/or other reliable evidence that affirmatively indicate the subject either lacks immigration status or notwithstanding such status is removable under U.S. immigration law.

YOU ARE COMMANDED to arrest and take into custody for removal proceedings under the Immigration and Nationality Act, the above-named alien.

(Signature of Authorized Immigration Officer)

(Printed Name and Title of Authorized Immigration Officer)

Certificate of Service

I hereby certify that the Warrant for Arrest of Alien was served by me at _____
(Location)

on _____ on _____, and the contents of this
(Name of Alien) (Date of Service)

notice were read to him or her in the _____ language.
(Language)

Name and Signature of Officer

Name or Number of Interpreter (if applicable)

DEPARTMENT OF HOMELAND SECURITY
U.S. Immigration and Customs Enforcement

WARRANT OF REMOVAL/DEPORTATION

File No: _____

Date: _____

To any immigration officer of the United States Department of Homeland Security:

(Full name of alien)

who entered the United States at _____ on _____
(Place of entry) (Date of entry)

is subject to removal/deportation from the United States, based upon a final order by:

- an immigration judge in exclusion, deportation, or removal proceedings
- a designated official
- the Board of Immigration Appeals
- a United States District or Magistrate Court Judge

and pursuant to the following provisions of the Immigration and Nationality Act:

I, the undersigned officer of the United States, by virtue of the power and authority vested in the Secretary of Homeland Security under the laws of the United States and by his or her direction, command you to take into custody and remove from the United States the above-named alien, pursuant to law, at the expense of:

(Signature of immigration officer)

(Title of immigration officer)

(Date and office location)

Appendix B

Selection of current New York State and local laws and policies related to participation in immigration enforcement:

New York State

- Protect Our Courts Act (NY Civil Rights Law § 28): https://www.nysenate.gov/legislation/laws/CVR/28*2
- Executive Order 170.1 (on state agency inquiries, disclosures, and resources):
https://www.governor.ny.gov/sites/default/files/atoms/files/EO_%23_170.pdf
- Executive Order 171 (on civil arrests at state facilities):
https://www.governor.ny.gov/sites/default/files/atoms/files/EO_170.1.pdf
- Vehicle and Traffic Law 201(12) (on protections for DMV information):
<https://www.nysenate.gov/legislation/laws/VAT/201>

New York City

- Executive Order 34 (on city agency inquiries and service provision):
<https://www.nyc.gov/assets/immigrants/downloads/pdf/eo-34.pdf>
- Executive Order 41 (on city agency disclosures of information):
<https://www.nyc.gov/assets/immigrants/downloads/pdf/eo-41.pdf>
- NYC Admin Code §§ 9-131, 9-205, 14-154 (on handling of detainees):
<https://www.nyc.gov/assets/immigrants/downloads/pdf/nyc-detainer-laws.pdf>
- NYC Admin Code § 10-178 (on city agency resources):
<https://codelibrary.amlegal.com/codes/newyorkcity/latest/NYCadmin/0-0-0-6787>
- NY Admin Code § 4-210 (on access to city property):
<https://codelibrary.amlegal.com/codes/newyorkcity/latest/NYCadmin/0-0-0-2141>

Other local laws or policies include, but are not limited to:

- Westchester Immigrant Protection Act:
<https://humanrights.westchestergov.com/resources/immigrant-protection-law>
- City of Albany Policy Regarding Community Policing and Protection of Immigrants: <https://www.albanyny.gov/DocumentCenter/View/970/City-of-Albany-Policy-Regarding-Community-Policing-and-Protecting-Immigrants-PDF>
- Ithaca City Code § 215-39 et seq.: <https://ecode360.com/32288270#32288270>