

# ELIZABETH POLICE DEPARTMENT GENERAL ORDERS



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**SUBJECT: DEALING WITH THE IMMIGRANT COMMUNITY**

**EFFECTIVE DATE:**

**October 6, 2020**

**ACCREDITATION STANDARDS: N/A**

**BY THE ORDER OF:**

**Chief Giacomo Sacca**

**BY AUTHORITY OF:**

**Police Director Earl J. Graves**

**SUPERSEDES ORDER #:**

**PURPOSE** The purpose of this general order is to maintain procedures for dealing with the immigrant community in compliance with *New Jersey Attorney General Directive 2018-6*.

**POLICY** It is the policy of the City of Elizabeth Police Department to deal with the immigrant community in compliance with *New Jersey Attorney General Directive 2018-6*.

Immigrants are less likely to report a crime if they fear that the responding officer will turn them over to immigration authorities. This fear makes it more difficult for officers to solve crimes and bring suspects to justice.

Law enforcement officers protect the public by investigating state criminal offenses and enforcing state criminal laws. They are not responsible for enforcing civil immigration violations except in narrowly defined circumstances. Such responsibilities instead fall to the federal government and those operating under its authority.

Although officers should assist federal immigration authorities when required to do so by law, they should also be mindful that providing assistance above and beyond those requirements threatens to blur the distinctions between state and federal actors and between federal immigration law and state criminal law. It also risks undermining the trust between the law enforcement community and the public.

## PROCEDURES

### I. DEFINITIONS

- A. For purposes of this general order, the following terms are defined:
1. Judicial warrant – is a warrant issued by a federal or state judge. It is not the same as an immigration detainer (sometimes referred to as an ICE detainer) or an administrative warrant, both of which are currently issued not by judges but, by federal immigration officers.
  2. Non-public personally identifying information – includes a social security number, credit card number, unlisted telephone number, driver's license number, vehicle plate number, insurance policy number, and active financial account number of any person. It may also include the address, telephone number, or email address for an individual's home, work, or school, if that information is not readily available to the public.
  3. Violent or serious offense – is defined as:
    - a. Any 1<sup>st</sup> or 2<sup>nd</sup> degree offense, as defined in N.J.S.A. 2C: 43-1;
    - b. Any indictable domestic violence offense defined in N.J.S.A. 2C: 25-19;
    - c. N.J.S.A. 2C: 12-1 – Assault, including all assaults resulting from an act of domestic violence;
    - d. N.J.S.A. 2C: 12-1.1 – Knowingly Leaving the Scene of a Motor Vehicle Accident Involving Serious Bodily Injury;
    - e. N.J.S.A. 2C:12-10 – Stalking;
    - f. N.J.S.A. 2C: 12-13 – Throwing Bodily Fluids at Officers;
    - g. N.J.S.A. 2C: 14-3 – Criminal Sexual Contact;
    - h. N.J.S.A. 2C: 14-4b - Exposing genitals to minors under the age of 13 and other vulnerable populations
    - i. N.J.S.A. 2C: 16-1 – Bias Intimidation;
    - j. N.J.S.A. 2C: 17-1 – Arson;
    - k. N.J.S.A. 2C: 17-2 – Causing Widespread Injury or Damage;
    - l. N.J.S.A. 2C:18-2 – Burglary of a Dwelling;
    - m. N.J.S.A. 2C: 24-4 – Endangering the Welfare of Children;
    - n. N.J.S.A. 2C: 28-5 – Witness Tampering and retaliation;

- o. N.J.S.A. 2C: 29-2b – Eluding a Law Enforcement Officer;
- p. N.J.S.A. 2C: 29-3a(5), 3b(2), 3b(3) – Hindering Apprehension of Another Using Force or Intimidation;
- q. N.J.S.A. 2C: 29-9 – Criminal Contempt (violation of restraining orders, domestic violence orders, etc.);
- r. N.J.S.A. 2C: 39-3, N.J.S.A. 2C:39-5, N.J.S.A. 2C:39-7, N.J.S.A. 2C:39-9 – Manufacture, Transportation or Possession of Weapons
- s. N.J.S.A. 2C: 40-3B – Aggravated Hazing; and
- t. Any indictable offense under the law of another jurisdiction that is the substantial equivalent to an offense described in this section.

B. The following terms are also defined for T visas and U visas:

- 1. Alien – Any person not a citizen or national of the United States.
- 2. Asylee – An alien in the United States or at a port of entry who is found to be unable or unwilling to return to his/her country of nationality, or to seek the protection of that country because of persecution or a well-founded fear of persecution. Persecution or the fear thereof must be based on the alien’s race, religion, nationality, membership in a particular social group, or political opinion.
- 3. Certifying agency – includes all authorities responsible for the investigation, prosecution, conviction or sentencing of a person meeting the qualifying criminal activity including but, not limited to:
  - a. Federal, state and local law enforcement agencies;
  - b. Federal, state and local prosecutors’ offices;
  - c. Federal, state and local judges;
  - d. Federal, state and local family protective services;
  - e. Federal and state departments of labor;
  - f. Equal Employment Opportunity Commission.
- 4. Helpful in the investigation or prosecution – means the victim was, is, or is likely to be assisting law enforcement in the investigation or prosecution of the qualifying criminal activity of which he/she is a victim.
  - a. This includes being helpful and providing assistance when reasonably requested.
  - b. This also includes an ongoing responsibility on the part of the victim to be helpful. Those who unreasonably refuse to assist after reporting a crime will not be eligible for a U visa. The duty to

remain helpful to law enforcement remains even after a U visa is granted, and those victims who unreasonably refuse to provide assistance after the U visa has been granted may have the visa revoked by the United States Citizenship and Immigration Services (USCIS).

- c. Detectives/officers should contact and inform USCIS of a victim's unreasonable refusal to provide assistance in the investigation or prosecution should this occur.
  - d. A current investigation, filing of charges, a prosecution, and/or a conviction are not required to sign the law enforcement certification. Many instances may occur when the victim has reported a crime, but an arrest or prosecution cannot take place due to evidentiary or other circumstances. Examples of this include, but are not limited to:
    - 1) When the actor has fled or is otherwise no longer in the jurisdiction;
    - 2) The actor cannot be identified;
    - 3) Federal law enforcement officials have deported the actor.
  - e. There is no statute of limitations on signing the law enforcement certification. A law enforcement certification can even be submitted for a victim in a closed case.
5. Nonimmigrant – An alien who is admitted to the United States for a specific temporary period of time. There are clear conditions on their stay. There are a large variety of nonimmigrant categories, each exists for a specific purpose and has specific terms and conditions. Nonimmigrant classifications include but, are not limited to:
- a. Foreign government officials;
  - b. Visitors for business and for pleasure;
  - c. Aliens in transit through the United States;
  - d. Treaty traders and investors;
  - e. Students;
  - f. International representatives;
  - g. Temporary workers and trainees;
  - h. Representatives of foreign information media;
  - i. Exchange visitors;

- j. Fiancé(e)s of U.S. citizens;
  - k. Intra-company transferees;
  - l. NATO officials;
  - m. Religious workers.
  - n. NOTE: most nonimmigrants can be accompanied or joined by spouses and unmarried minor (or dependent) children.
6. Permanent Resident Card (Form I-551) – Also known as a ‘green card’ or ‘alien registration card’, this card is issued by USCIS to aliens as evidence of their lawful permanent resident status in the United States. For Form I-9, it is acceptable as proof of both identity and employment authorization. Although some permanent resident cards contain no expiration date, most are valid for 10 years. Cards held by individuals with conditional permanent resident status are valid for two years.
7. Qualifying crime – (NOTE: the below list is taken from the *Victims of Trafficking and Violence Protection Act (VTVPA)* of 2000 and applies to all 50 states and U.S. territories. Some qualifying crimes are not defined in New Jersey statutes but, the closest equivalent crime in New Jersey shall apply. Qualifying crime also includes attempt, conspiracy, or solicitation to commit any of the below, and other related, crimes):
- a. Abduction;
  - b. Aggravated assault;
  - c. Aggravated sexual assault;
  - d. Criminal sexual contact;
  - e. Criminal coercion (blackmail);
  - f. Criminal restraint;
  - g. Domestic violence related crimes;
  - h. Extortion;
  - i. False imprisonment;
  - j. Female genital mutilation;
  - k. Human trafficking;
  - l. Kidnapping;
  - m. Incest;

- n. Manslaughter;
  - o. Murder;
  - p. Obstruction of justice;
  - q. Perjury;
  - r. Prostitution;
  - s. Sexual assault;
  - t. Sexual exploitation;
  - u. Torture;
  - v. Witness tampering.
8. Trafficking:
- a. Sex trafficking – When someone recruits, harbors, transports, provides, solicits, patronizes, or obtains a person for the purpose of a commercial sex act, where the commercial sex act is induced by force, fraud, or coercion, or the person being induced to perform such act is under 18 years of age; or
  - b. Labor trafficking – the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.
9. T visa – is an immigration benefit that can be sought by victims who:
- a. Is or has been a victim of a severe form of trafficking in persons (which may include sex or labor trafficking); and
  - b. Is in the United States due to trafficking;
  - c. Has complied with requests for assistance in an investigation or prosecution of the crime of trafficking; and
  - d. Would suffer extreme hardship involving unusual and severe harm if removed from the United States.
10. U visa – is an immigration benefit that can be sought by victims of certain crimes who are currently assisting or have previously assisted law enforcement in the investigation or prosecution of a crime, or who are likely to be helpful in the investigation or prosecution of criminal activity.
- a. A U visa provides eligible victims with nonimmigrant status in order to temporarily remain in the United States while assisting law enforcement.

- b. If certain conditions are met, an individual with U nonimmigrant status may adjust to lawful permanent resident status. Congress has capped the number of available U visas to 10,000 per fiscal year.
11. Visa – A U.S. visa allows the bearer to apply for entry to the U.S. in a certain classification (e.g. student (F), visitor (B), temporary worker (H)). A visa does not grant the bearer the right to enter the United States. The Department of State (DOS) is responsible for visa adjudication at U.S. Embassies and Consulates outside of the U.S. The Department of Homeland Security (DHS), U.S. Customs and Border Protection (CBP) immigration inspectors determine admission into, length of stay and conditions of stay in, the U.S. at a port of entry. The information on a nonimmigrant visa only relates to when an individual may apply for entry into the U.S.

## II. GENERAL

- A. Nothing in this general order or *New Jersey Attorney General Directive 2018-6* limits officers from enforcing state law and nothing in this general order or *New Jersey Attorney General Directive 2018-6* should be construed to imply that the State of New Jersey provides sanctuary to those who commit crimes in this state. Any person who violates New Jersey's criminal laws can and will be held accountable for their actions, no matter of their immigration status.
- B. Nothing in this general order or *New Jersey Attorney General Directive 2018-6* restricts officers from complying with the requirements of federal law or valid court orders, including judicially issued arrest warrants for individuals, regardless of immigration status.
- C. Nothing in *New Jersey Attorney General Directive 2018-6* prohibits this agency from imposing its own additional restrictions on providing assistance to federal immigration authorities, so long as those restrictions do not violate federal or state law or impede the enforcement of state criminal law. This general order or *New Jersey Attorney General Directive 2018-6* does not *mandate* that officers provide assistance in any particular circumstance, even when, by the terms of *New Jersey Attorney General Directive 2018-6*, they are *permitted* to do so.
- D. Under federal and state law, local law enforcement agencies are not required to enforce civil administrative warrants or civil detainers issued by federal immigration officers.
- E. Annually, the Chief of Police or his/her designee shall report to the Union County Prosecutor's Office, in a manner to be prescribed by the New Jersey Attorney General, any instances in which the agency provided assistance to federal civil immigration authorities for the purpose of enforcing federal civil immigration law in the previous calendar year

## III. ENFORCEMENT OF FEDERAL CIVIL IMMIGRATION LAW

- A. Except pursuant to subsection III.C below, no officer shall:
  - 1. Stop, question, arrest, search, or detain any individual based solely on:

- a. Actual or suspected citizenship or immigration status; or
  - b. Actual or suspected violations of federal civil immigration law.
2. Inquire about the immigration status of any individual, unless doing so is:
    - a. Necessary to the ongoing investigation of an indictable offense by that individual; *and*
    - b. Relevant to the offense under investigation; or
    - c. Necessary to comply with the requirements of the *Vienna Convention on Consular Relations* (see this department's general order on *Consular Notification and Access*).
- B. Except pursuant to subsection III.C below, no officer shall provide the following types of assistance to federal immigration authorities when the sole purpose of that assistance is to enforce federal civil immigration law:
1. Participating in civil immigration enforcement operations;
  2. Providing any non-public personally identifying information (see definitions) regarding any individual;
  3. Providing access to any state, county, or local law enforcement equipment, office space, database, or property not available to the general public;
  4. Providing access to a detained individual for an interview, unless the detainee signs a written consent form that explains:
    - a. The purpose of the interview;
    - b. That the interview is voluntary;
    - c. That the individual can decline to be interviewed; and
    - d. That the individual can choose to be interviewed only with his/her legal counsel present.
  5. Providing notice of a detained individual's upcoming release from custody, unless the detainee:
    - a. Is currently charged with, has ever been convicted of, or has ever been adjudicated delinquent for a violent or serious offense, as that term is defined in subsection I.A.3 of this general order; or
    - b. In the past five years, has been convicted of an indictable crime other than a violent or serious offense; or
    - c. Is subject to a *Final Order of Removal* that has been signed by a federal judge and lodged with the county jail or state prison where the detainee is being held.



6. Continuing the detention of an individual past the time he or she would otherwise be eligible for release from custody based solely on a civil immigration detainer request, unless the detainee:
    - a. Is currently charged with, has ever been convicted of, or has ever been adjudicated delinquent for a violent or serious offense, as that term is defined in subsection I.A.3 of this general order; or
    - b. In the past five years, has been convicted of an indictable crime other than a violent or serious offense; or
    - c. Is subject to a *Final Order of Removal* that has been signed by a federal judge and lodged with the county jail or state prison where the detainee is being held.
    - d. Any such detention can last only until 2359hrs on the calendar day on which the person would otherwise have been eligible for release.
  7. Officers must notify a detained individual, in writing and in a language the individual can understand, when federal civil immigration authorities request:
    - a. To interview the detainee (use an *Immigration and Customs Enforcement Interview Request Consent Form*);
    - b. To be notified of the detainee's upcoming release from custody (use a Notification to Detained Individual of Actions by *Immigration and Customs Enforcement Form*);
    - c. To continue detaining the detainee past the time he or she would otherwise be eligible for release;
    - d. When providing such notification, officers shall provide the detainee a copy of any documents provided by immigration authorities in connection with the request.
- C. Nothing in subsections III.A or III.B shall be construed to restrict, prohibit, or in any way prevent an officer from:
1. Enforcing the criminal laws of this state;
  2. Complying with all applicable federal, state, and local laws;
  3. Complying with a valid judicial warrant or other court order or responding to any request authorized by a valid judicial warrant or other court order;
  4. Participating with federal authorities in a joint law enforcement taskforce the primary purpose of which is unrelated to federal civil immigration enforcement;
  5. Requesting proof of identity from an individual during the course of an arrest or when legally justified during an investigative stop or detention;

6. Asking an arrested individual for information necessary to complete the required fields of the LIVESCAN database (or other law enforcement fingerprinting database), including information about the arrestee's place of birth and country of citizenship;
  7. Providing federal immigration authorities with information that is publicly available or readily available to the public in the method the public can obtain it;
  8. When required by exigent circumstances, providing federal immigration authorities with aid or assistance, including access to non-public information, equipment, or resources;
  9. Sending to, maintaining, or receiving from federal immigration authorities, information regarding the citizenship or immigration status, lawful or unlawful, of any individual (See 8 U.S.C. §§ 1373, 1644).
- D. This agency shall not enter into, modify, renew, or extend any agreement to exercise federal immigration authority pursuant to Section 287(g) of *the Immigration and Nationality Act*, 8 U.S.C. § 1357(g).

#### **IV. U VISAS AND T VISAS**

- A. Notwithstanding any provision in section III of this general order, officers can ask any questions necessary to complete a T Visa or U Visa certification.
1. Generally, officers cannot disclose the immigration status of a person requesting T- or U-visa certification except to comply with state or federal law or legal process, or if authorized by the visa applicant.
  2. However, nothing in this section shall be construed to restrict, prohibit, or in any way prevent officers from sending to, maintaining, or receiving from federal immigration authorities any information regarding the citizenship or immigration status, lawful or unlawful, of any individual (see 8 U.S.C. §§ 1373, 1644).
- B. Non-citizens may be eligible for a U visa if:
1. They are the victims of qualifying criminal activity;
  2. They have suffered substantial physical or mental abuse as a result of having been a victim of criminal activity;
  3. They have information about the criminal activity;
  4. They were helpful, are helpful, or are likely to be helpful to law enforcement in the investigation or prosecution of the crime;
  5. The crime occurred in the United States or violated U.S. laws.
  6. He/she is admissible to the United States. If not admissible, an individual may apply for a waiver on a *Form I-192, Application for Advance Permission to Enter as a Non-Immigrant*.

7. If the person is under the age of 16 or unable to provide information due to a disability, a parent, guardian, or friend may assist law enforcement on his/her behalf.
  8. NOTE: Given the complexity of U visa petitions, petitioners often work with a legal representative or a victim advocate.
- C. If an individual believes he/she may qualify for a U visa, then he/she or his/her representative will complete a *USCIS Form I-918, Petition for U Nonimmigrant Status (Form I-918)* and submit it to U.S. Citizenship and Immigration Services (USCIS) with all relevant documentation, including a *USCIS Form I-918B U Visa Law Enforcement Certification (Form I-918B)*.
- D. If the matter involves an indictable crime (see subsection I.B.7 of this general order), instruct the victim or witness to forward the application directly to the Union County Prosecutor's Office Victim Witness Unit. The first assistant prosecutor will certify the application. Refer to UCPO memorandum issued September 30, 2019 regarding Union County's *T and U Visa Application Process*.
- E. If the matter involves a non-indictable offense (DP/PDP), refer the person to the detective bureau. The assigned detective will cause an inquiry into the matter to determine if the alien has been:
1. A victim of a qualifying offense under the jurisdiction of this department;
  2. Has specific knowledge and details of offense; and
  3. Has been, is being, or is likely to be helpful to law enforcement in the detection, investigation, or prosecution of the qualifying offense.
  4. The detective shall assign the certification inquiry a case number in CAD/RMS.
  5. Once the assigned detective has reviewed the completed application, he/she will place his/her signature on it and forward the application, along with a cover letter explaining the victim/witness's involvement and that the application is legitimate directly to the first assistant prosecutor. The first assistant prosecutor from the UCPO will certify the application.
- F. Aliens or their representatives seeking certification for crimes occurring outside the jurisdiction of this agency shall be referred to the local jurisdiction or the county prosecutor's office in which the crime occurred.
- G. Non-citizens may be eligible for a T Visas if:
1. Is or has been a victim of a severe form of trafficking in persons (which may include sex or labor trafficking); and
  2. Is in the United States due to trafficking;

3. Has complied with requests for assistance in an investigation or prosecution of the crime of trafficking (special exceptions are made for trafficking victims who are under 18 years of age, or those who are unable to cooperate due to physical or psychological trauma);
  4. Would suffer extreme hardship involving unusual and severe harm if removed from the United States; and
  5. Is admissible (based on a review of criminal history, immigration violations, and other factors) to the United States. If inadmissible, the individual may apply for a waiver of inadmissibility for which he/she may be eligible)
- H. The T visa declaration is supplementary evidence of a victim's assistance to law enforcement that an official can complete for a T visa applicant. The declaration must be provided on Form I-914, Supplement B, and instructions are available on the USCIS website at <https://www.uscis.gov/i-914>.
- I. Detectives will refer all applicants for a T visa to the Union County Prosecutor's office.
- J. Only USCIS has the authority to grant or deny a person's U or T Visa application.