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7 8	IN THE UNITED STATES DISTRICT COURT	
9	FOR THE DISTRICT OF ARIZONA	
10	MANUEL de JESUS ORTEGA	No. CV 07-02513-PHX-MHM
11	MELENDRES, et al., Plaintiffs,	DEFENDANT MARICOPA COUNTY'S MOTION TO
12	VS.	STAY PROCEEDINGS
13	JOSEPH M. ARPAIO, et al.,	
14 15	Defendants.	
16	MOTION	
17	Defendant Maricopa County (the "County") respectfully moves for a temporary	
18	stay of proceedings in this matter pending the outcome of an investigation currently	
9	being conducted by the United States Department of Justice (the "Justice Department").	
20	A stay is warranted in this case pursuant to the Court's inherent power to control its	
21	proceedings in the most economic and efficient manner possible, and in accordance	
22	with the deference due the Executive Branch under the separation of powers doctrine	
23	This Motion is supported by the following Memorandum of Points and Authorities.	
24	MEMORANDUM OF POINTS AND AUTHORITIES	
25	II. FACTUAL BACKGROUND AND PROCEDURAL HISTORY	
26	A. The Memorandum of Agreement with ICE	
27	In early 2007, United States Immigration and Customs Enforcement	
58	("ICE"), a component of the Department	of Homeland Security, entered into a

Memorandum of Agreement ("MOA") with the County and the Maricopa County

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27 28 Sheriff's Office ("MCSO"). [First Amended Complaint ("Complaint"), Exhibit "A", p. 1] Pursuant to the MOA, ICE authorized "up to a maximum of 160 nominated, trained, and certified personnel of the [MCSO] to perform certain immigration enforcement functions." [Id.]

ICE, the County, and the MCSO entered into the MOA under the authority of section 287(g) of the Immigration and Nationality Act, 8 U.S.C. § 1357(g), which authorizes ICE to enter into agreements with a state or any political subdivision of a state pursuant to which qualified personnel are authorized to perform certain functions of immigration officers. 8 U.S.C. § 1357(g)(1). Selected members of the MCSO have been performing such immigration functions under the MOA since 2007.

B. **Proceedings Before This Court**

The plaintiffs commenced this action in December 2007 against Defendants Joseph M. Arpaio (the "Sheriff"), the MCSO, and the County (collectively, the "Defendants"). The plaintiffs allege in their First Amended Complaint, filed July 16, 2008, that the MCSO, while enforcing immigration laws under the authority of the MOA, has engaged in "racial profiling and other racially and ethnically discriminatory treatment" against a number of Latino persons in Maricopa County. [Complaint, ¶¶ 2-3] The plaintiffs' stated reason for bringing the action is "to enforce the Fourth and Fourteenth Amendments to the United States Constitution; Title VI of the Civil Rights Act of 1964; and Article II, § 8 of the Arizona Constitution." [Complaint, ¶ 1] The plaintiffs' Complaint includes claims for declaratory and injunctive relief pursuant to these constitutional and statutory provisions. [Complaint, ¶¶ 128-154]

Specifically, the plaintiffs ask the Court for a declaration that the defendants' alleged actions violate the United States Constitution, federal laws and regulations, and the Arizona Constitution. [Complaint, ¶¶ A-D] The plaintiffs also seek an injunction (1) "prohibiting Defendants from continuing to engage in . . . race, color and/or ethnicity based discrimination"; (2) requiring the defendants "to put into place safeguards sufficient to ensure that such discrimination does not continue in the future";

and (3) prohibiting "Defendants from exceeding the limits of their authority under the MOA and state and federal law." [Complaint, ¶¶ E-F]

On April 29, 2009, the plaintiffs moved to certify this action as a class action, seeking to represent a class of "[a]ll Latino persons who, since January 2007, have been or will be in the future, stopped, detained, questioned or searched by MCSO agents while driving or sitting in a vehicle on a public roadway or parking area in Maricopa County, Arizona." [Plaintiffs' Motion for Class Certification, p. 1] Also currently pending before the Court are the Sheriff's and the MCSO's Motion for Judgment on the Pleadings.

C. The Justice Department's Investigation

On February 12, 2009, four Members of the United States House of Representatives submitted a letter to the Justice Department and the Department of Homeland Security requesting that the agencies investigate allegations of misconduct on the part of the Sheriff and the MCSO. [House Letter, attached to Plaintiffs' Motion for Class Certification as Exhibit "T"] In their letter, the Members asserted that the Sheriff has "apparently overreach[ed] his authority under [the MOA]," and they asked the Justice Department to enforce certain federal statutes against the Sheriff and the MCSO. [Id.]

Shortly thereafter, in March 2009, the Justice Department advised the Sheriff and the County that it was commencing an investigation of the MCSO pursuant to (1) the pattern or practice provisions of the Violent Crime Control and Law Enforcement Act of 1994, 42 U.S.C. § 14141 ("Section 14141") and the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. § 3789d ("Safe Streets Act"); and (2) the prohibitions against national origin discrimination in Title VI of the Civil Rights Act of 1964, 42 U.S.C. §§ 2000d-2000d7, and the Safe Streets Act, 42 U.S.C. § 3789d(c). [Exhibit

"A"]¹

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The Justice Department's investigation is focused upon issues that are nearly identical to those for which the plaintiffs are seeking relief in this case, specifically, "alleged patterns or practices of discriminatory police practices and unconstitutional searches and seizures conducted by the MCSO, and on allegations of national origin discrimination." [Exhibit "A"] And just as the plaintiffs are seeking declaratory and injunctive relief, if the Justice Department's investigation concludes that the MCSO has committed "systematic violations of constitutional or other federal rights," the Department has indicated that it will "work with the MCSO to remedy any such violations." [Id.]

II. THIS ACTION SHOULD BE STAYED IN THE INTEREST OF JUDICIAL ECONOMY

This Court has the inherent power and discretion to stay its proceedings as a means of promoting judicial economy and efficiency. *See Landis v. N. Am. Co.*, 299 U.S. 248, 254-55 (1936) ("[T]he power to stay proceedings is incidental to the power inherent in every court to control the disposition of the causes on its docket with

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The Justice Department's March 2009 letter can be http://www.azcentral.com/arizonarepublic/news/articles/2009/03/11/20090311investigat ion0311.html (last visited May 28, 2009). The Justice Department's ongoing investigation has also been reported in several recent newspaper articles. [See, e.g., Exhibit "B." The Court can take judicial notice of the investigation under Rule 201 of the Federal Rules of Evidence, and the County respectfully requests that it do so. See, e.g., Wible v. Aetna Life. Ins. Co. v. Aetna, 375 F. Supp. 2d 956, 965-66 (C.D. Cal. 2005) (taking judicial notice of a letter from an agency and information posted on the internet). Taking judicial notice of the investigation is particularly appropriate in this case because the plaintiffs referred to the investigation in paragraph 45 of their First Amended Complaint. See, e.g., In re Am. Funds Sec. Litig., 556 F. Supp. 2d 1100, 1103 (C.D. Cal. 2008) (noting that a court may take judicial notice of a matter that "is not contested and upon which the plaintiff's complaint necessarily relies," including specifically "the existence of published reports regarding investigations") (internal quotation and citation omitted); see also Heliotrope Gen., Inc. v. Ford Motor Co., 189 F.3d 971, 981 n.18 (9th Cir. 1999) (taking judicial notice of "information contained in news articles submitted by the defendants").

economy of time and effort for itself, for counsel, and for litigants."); *Rohan ex rel. Gates v. Woodford*, 334 F.3d 803, 817 (9th Cir. 2003) ("District courts have inherent authority to stay proceedings before them").

When deciding whether to stay a civil action pending the resolution of a related proceeding, courts generally consider three factors: (1) the conservation of judicial resources; (2) prejudice to the non-moving party if the stay is granted; and (3) hardship and inequity to the moving party if the stay is not granted. *Rivers v. Walt Disney Co.*, 980 F. Supp. 1358, 1360 (C.D. Cal. 1997); *see also Wojtunik v. Carolina Cas. Ins. Co.*, No. CV-07-515-PHX-SMM, 2008 WL 123796, at *1 (D. Ariz. Jan. 9, 2008) ("[i]n determining whether to issue a stay, the Ninth Circuit instructs a district court to weigh competing interests," including "the possible damage which may result from the granting of the stay, the hardship or inequity . . . a party may suffer in being required to go forward, and the orderly course of justice measured in terms of the simplifying or complicating of issues, proof, and questions of law which could be expected to result from a stay"). As set forth below, these factors weigh in favor of staying this case pending the outcome of the Justice Department's investigation.

A. A Stay Pending the Outcome of the Justice Department Investigation Will Conserve Judicial Resources

The Ninth Circuit and other courts have determined that in order to conserve judicial resources and promote judicial economy and efficiency, it is appropriate to stay proceedings pending the outcome of a related parallel investigation or other proceeding. *See, e.g., Leyva v. Certified Grocers of Cal., Ltd.*, 593 F.2d 857, 863 (9th Cir. 1979) (concluding it would "waste judicial resources" if the court allowed the civil action to continue while a "substantial parallel process" went forward); *Chronicle Publ'g Co. v.*

This Court may review and rely upon electronically published district court decisions for persuasive authority. *See Pestube Sys., Inc. v. HomeTeam Pest Defense, LLC*, No. CIV-05-2832-PHX-MHM, 2006 WL 1441014, at *7 n.1 (D. Ariz. May 24, 2006).

Nat'l Broad. Co., 294 F.2d 744, 747 (9th Cir. 1961) (staying civil action pending the outcome of a related agency action in order to avoid "wasteful duplication of effort"); Cheyney State College Faculty v. Hufstedler, 703 F.2d 732, 738 (3d Cir. 1983) (granting defendant's motion to stay civil action in the interest of "the proper allocation of [the] state's resources"); Russian Standard Vodka (USA) v. Allied Domecq Spirits & Wine USA, Inc., 523 F. Supp. 2d 376, 384 (S.D.N.Y. 2007) (granting a stay pending the outcome of a related parallel investigation because the stay would help "limit the waste of judicial resources").

Chronicle Publishing involved an antitrust lawsuit in which the plaintiff challenged the defendant's acquisition of a television station. Chronicle Publishing, 294 F.2d at 745. The defendant requested a stay of proceedings pending a determination by the Federal Communications Commission regarding the propriety of the acquisition. *Id.* The Ninth Circuit affirmed the district court's grant of a stay, stating:

We note that while . . . the acquisition of [the television station] is to be examined by the district court and by the Federal Communications Commission from two distinct points of view, the facts material to each examination may in large part be the same. We are then confronted with the prospect of two tremendously complex proceedings

See also Grubbs v. Irey, No. Civ. S-06-1714 RRB GGH, 2008 WL 906246, at *1 (E.D. Cal. March 31, 2008) (granting defendant's motion to stay civil action pending the outcome of a related parallel investigation and concluding the stay would "serve the interests of judicial economy" because the resolution of the parallel investigation would "likely serve to narrow the issues and streamline the discovery process in the civil action"); Bennett v. Int'l Paper Co., No. Civ. 05-38 RHKRLE, 2005 WL 1459656, at *6 (D. Minn. June 21, 2005) (concluding that granting stay of civil action and awaiting agency's assessment "is consistent with the interest of all of the parties . . . in arriving at a sound and just solution with efficiency"); Knight v. James, 514 F. Supp. 567, 571 (M.D. Ala. 1981) (recognizing that a stay would avoid "duplication of proceedings"); Pac. Bell v. Superior Court, 187 Cal. App. 3d 137, 140-141 (App. 1986) (holding trial court abused its discretion in not staying civil action pending resolution of an agency investigation where the stay would "conserve judicial and other resources which would otherwise be consumed in litigation of some issues which [would] likely be resolved by administrative action").

simultaneously assembling the same factual data in painstaking detail for the purpose of considering these facts from different points of view.

Id. at 747. The Court concluded that the situation was one that "crie[d] out for the elimination of wasteful duplication of effort." *Id.*

In a civil rights case much like this one, the Third Circuit stayed an action pending the completion of a related agency action in order to conserve judicial resources. *Cheyney*, 703 F.2d at 738. *Cheyney* involved a class action in which the plaintiffs alleged that the defendants violated Title VI of the Civil Rights Act and other federal statutes by operating a segregated system of higher education. *Id.* at 733-34. Like the plaintiffs in this case, the plaintiffs in *Cheyney* sought declaratory and injunctive relief. The district court stayed the lawsuit, concluding that enforcement actions being taken by the United States Department of Education "might obviate at least part of the controversy." *Id.* at 734. The court emphasized that "an appropriate solution for at least some of the difficult problems may be obtained more readily through the flexibility of the administrative process . . . in active progress." *Id.* at 738.

In *Russian Standard*, the court stayed a civil action pending the outcome of a related investigation being conducted by a *private* organization. *Russian Standard*, 523 F. Supp. 2d at 378. In reaching its decision, the court observed that allowing "a highly reputable institution[] to provide its expert view . . . would be extremely useful in resolving remaining claims in the complaint" and "would promote judicial economy and be informative to the court in its own decision regarding the remaining claims." *Id.* at 384.

As the foregoing cases demonstrate, granting a stay in this case will conserve judicial resources and avoid duplicative efforts because the Department of Justice is currently investigating issues central to the plaintiffs' claims—allegations that the Sheriff and the MCSO have engaged in national origin discrimination, discriminatory

police practices, and unconstitutional searches and seizures.⁴ The results of the Justice Department's investigation will inevitably assist the parties and the Court in structuring their litigation activities in this case, and could even obviate the need for further litigation in the event the Justice Department effectively provides the plaintiffs the relief they are seeking here. *See* Exhibit "A" ("If . . . we conclude there are such violations, we will inform you of the findings and attempt to work with the MCSO to remedy any such violations. . . . In nearly 15 years of enforcing this statute, the good faith efforts of state and local jurisdictions working with us have enabled us routinely to resolve our claims without resorting to contested litigation.").

The Justice Department may even institute its own civil action seeking the same relief sought in this case—a declaratory judgment and injunction,⁵ or recommend that the MOA be terminated by ICE.⁶ Judicial resources, and those of the parties, will therefore be conserved by staying this civil action pending the resolution of the Justice Department's investigation.

B. The Plaintiffs Will Not Be Prejudiced by a Stay

For many of the same reasons judicial economy would be promoted by a stay, so

The Justice Department's actions may have been prompted by a letter sent to the Department by City of Phoenix Mayor Phil Gordon on April 4, 2008. In his letter, Mayor Gordon requested that the Justice Department direct the Civil Rights Division and the Federal Bureau of Investigation to initiate an investigation of the Sheriff for "potential civil rights investigations." [Complaint, Exhibit D] The letter was sent after Mayor Gordon's assistant (and a named plaintiff in this case), Jessica Rodriquez, allegedly was stopped and questioned by a MCSO deputy. [Id.]

⁵ If the Justice Department determines that the Sheriff and the MCSO have engaged "in a pattern or practice of conduct . . . that deprives persons of rights, privileges, or immunities secured or protected by the Constitution or laws of the United States," it may institute a civil action to "obtain appropriate equitable and declaratory relief to eliminate the pattern or practice." 42 U.S.C. § 14141 (a)-(b).

See MOA, § XX. The Members of the House of Representatives who requested investigations by the Justice Department and Homeland Security specifically requested that the MOA be canceled if the agencies find that the defendants have engaged in racially discriminatory conduct that cannot otherwise be remedied.

too would the interests of the parties—including the plaintiffs. The Justice Department is investigating the very issues the plaintiffs seek to address by this lawsuit. The Justice Department's factual findings will undoubtedly be useful to the Court and the parties in the resolution of the plaintiffs' claims. Indeed, rather than prejudice the plaintiffs, a stay will benefit them. *See SanDisk Corp. v. Phison Elecs. Corp.*, 538 F. Supp. 2d 1060, 1067 (W.D. Wis. 2008) (staying patent infringement lawsuit pending resolution of related investigation by International Trade Commission because "waiting for the commission to complete its investigation may help simplify" the case, and the record developed "before the commission may be used to expedite proceedings and provide useful information to the court" even though any decision reached by the commission would "have no preclusive effect on the district court") (internal quotations omitted); *Russian Standard*, 523 F. Supp. 2d at 384 (finding no prejudice because the outcome of a parallel investigation "may be illuminative for further resolution [of the] case, and thus be beneficial to plaintiffs").⁷

In any event, considerations of judicial economy and efficiency outweigh any prejudice to the plaintiffs. *Cf. Rivers*, 980 F. Supp. at 1362 n.5 ("[E]ven if a temporary stay could be characterized as a delay that could be prejudicial to Defendant, there are still considerations of judicial economy that outweigh any prejudice to Defendant.").

C. The Defendants Will Suffer a Hardship If the Stay Is Not Granted

The plaintiffs' allegations are fact intensive and involve numerous individuals. Their claims are not likely to be resolved without extensive discovery and other protracted investigative processes. As discussed above, the results of the Justice Department's investigation will, at a minimum, assist the parties and the Court in

Moreover, to avoid any unnecessary delay and minimize any potential prejudice, the Court obviously can order the parties to report intermittently on the status of the Justice Department's investigation. *See Cheyney*, 703 F.2d at 738 (court's order that the defendants "report at 90-day intervals on the progress of the administrative proceedings" will "enable the court to gauge whether the stay has produced fruitful results or mere delay").

structuring discovery and other litigation activities in this case, and the results of the investigation may even obviate the need for further litigation. Thus, the defendants will suffer a hardship if they are forced to proceed with this litigation without the benefit of the results of the Department's investigation.

Indeed, parallel proceedings, by their very nature, are burdensome to the parties. *See SanDisk*, 538 F. Supp. 2d at 1067 (observing that "parallel proceedings [would] be burdensome"); *Johnson v. KFC Corp.*, No. 07-0416-CV-W-HFS, 2007 WL 3376750, *3 (W.D. Mo. Nov. 7, 2007) (granting a stay pending a parallel proceeding so that the defendant would not be "forced to simultaneously litigate the same issues"). Thus, a stay is warranted because if one is not granted, the defendants will suffer a hardship by being forced to proceed without the benefit of the results of the Justice Department's investigation and they may be forced to participate in parallel proceedings simultaneously.

III. THIS ACTION SHOULD BE STAYED IN DEFERENCE TO THE PRINCIPLE OF SEPARATION OF POWERS

The Sheriff and the MCSO have previously argued that the Court should defer to the Executive Branch's interest in retaining independent oversight over the accomplishment of its law enforcement and immigration duties. [Sheriff's and MCSO's Response to Plaintiffs' Motion for Class Certification, p. 11-12]⁸ At a minimum, a temporary stay of the proceedings in this case pending the outcome of the Justice Department's investigation is warranted pursuant to the separation of powers doctrine.⁹

Congress has delegated the enforcement of federal immigration laws to the Executive Branch. *See* 8 U.S.C. § 1103 (assigning immigration enforcement functions to the Executive Branch); *LaDuke v. Nelson*, 762 F.2d 1318, 1325 (9th Cir. 1985) ("Enforcement of the nation's immigration laws has been delegated by Congress to the Executive Branch.").

See Pacemaker Diagnostic Clinic of Am., Inc. v. Instromedix, Inc., 725 F.2d 537, 544 (9th Cir. 1984) ("the separation of powers doctrine protects the whole constitutional structure by requiring that each branch retain its essential powers and independence"); cf. N. Cal. Dist. Council of Hod Carriers, Bldg. & Constr. Laborers, AFL-CIO v.

Opinski, 673 F.2d 1074, 1075 (9th Cir. 1982) ("appropriate deference" to an agency's expertise "often will require a stay of judicial proceedings").

Kurtz v. Kennickell, 622 F. Supp. 1414 (D.D.C. 1985) demonstrates that in circumstances such as those present here, a court should defer to a co-equal branch of the government even if the court has jurisdiction to decide the matter. The plaintiff in Kurtz sued the Public Printer, the Secretary of the Treasury, and the Treasurer of the United States, seeking a declaration that their use of appropriated funds to print and publish prayer compilations for use by the Chaplains of the Senate and House of Representatives violated the Establishment Clause of the First Amendment. *Id.* at 1415.

The court determined that it had jurisdiction to decide the case. *Id.* at 1416. Senate counsel, however, contended that plaintiff could "obtain the relief he sought by a petition to the Senate for the redress of his grievances." *Id.* at 1418. Senate counsel therefore urged the court to, "in deference to the separation of powers principle, . . . defer consideration of the matter" until a Senate committee could explore the issue. *Id.* at 1418-19. Observing that "facts on the record . . . confirm that the Senate may well be prepared to address [the] issue on the merits," the court concluded that "the availability of a forum in the Senate for . . . consideration of [the matter] makes it appropriate, in the unusual circumstances of this case, to defer to this coordinate forum." *Id.*

The court reached its decision on the basis of the separation of powers doctrine, emphasizing the deference due to co-equal branches of government. *Id.* ("[h]ead on confrontations" between co-equal branches of the government "will not, in the long run, be beneficial" (quoting *United States v. Richardson*, 418 U.S. 166, 188 (1974) (Powell, J., concurring))). Thus, the court decided to "withhold declaratory relief for prudential reasons," and it dismissed the complaint without prejudice. *Id.*

Kurtz demonstrates that, at the very least, a stay is warranted under the circumstances of this case. The Justice Department is in a position to address the merits of the plaintiffs' grievances, and currently is investigating the very allegations the plaintiffs have made in their Complaint. The Justice Department may pursue essentially

the same remedial action the plaintiffs are seeking if it concludes that the Sheriff and the MCSO have engaged in discriminatory conduct. Because the issues in this case—enforcement of immigration laws—fall uniquely within the realm of the Executive Branch, and action by that branch is currently in progress, this Court should defer to the branch's fundamental interest in resolving those issues. Therefore, the separation of powers doctrine independently warrants granting a temporary stay pending the outcome of the Justice Department investigation.

CONCLUSION

If the Court is not inclined to grant the Sheriff's and the MCSO's Motion for Judgment on the Pleadings, the County respectfully submits that the Court nevertheless should stay its proceedings pending the outcome of the Justice Department's investigation. The County therefore respectfully requests that its motion for a stay be granted.

RESPECTFULLY SUBMITTED this 28th day of May, 2009.

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CERTIFICATE OF SERVICE 2 I hereby certify that on May 28, 2009, I electronically transmitted the 3 attached document to the Clerk's Office using the CM/ECF System for filing and 4 transmitted a Notice of Electronic Filing to the following attorneys who are CM/ECF 5 registrants: 6 David J. Bodney, Esq. Peter S. Kozinets, Esq. 7 Karen J. Hartman-Tellez, Esq. Isaac P. Hernandez, Esq. Steptoe & Johnson, LLP Collier Center 201 East Washington Street, 16th Floor 9 Phoenix, AZ 85004 10 Daniel Pochoda, Esq. ACLU FOUNDATION OF ARIZONA 11 P.O. Box 17148 12 Phoenix, Arizona 85011-0148 13 Monica M. Ramirez, Esq. AMERICAN CIVIL LIBERTIES UNION 14 **FOUNDATION** IMMIGRANTS' RIGHTS PROJECT 15 39 Drumm Street San Francisco, California 94111 16 Kristina Campbell, Esq. 17 Nancy Ramirez, Esq, MEXICAN AMERICAN LEGAL DEFENSE 18 AND EDUCATION FUND 634 S. Spring Street, 1lth Floor 19 Los Angeles, California 90014 20 Timothy J. Casey, Esq. Drew Metcalf, Esq. 21 SCHMITT, SCHNECK, SMYTH & HERROD, P.C. 1221 East Osborn Road, Suite 105 22 Phoenix, AZ 85014-5540 Attorneys for Defendants Joseph M. Arpaio and 23 Maricopa County Sheriff's Office 24 By s/ Michael D. Moberly 25 26 27 28