July 14, 2015

Sarah Saldaña  
Director, U.S. Immigration and Customs Enforcement  
U.S. Immigration and Customs Enforcement  
500 12th St., SW  
Washington, D.C. 20536

John Roth  
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Megan H. Mack  
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Dear Director Saldaña, Inspector General Roth and Officer Mack:

Community Initiatives for Visiting Immigrants in Confinement (CIVIC) submits this multi-individual complaint detailing civil and human rights violations committed against persons in the custody of U.S. Immigration and Customs Enforcement (ICE) at the Etowah County Detention Center (ECDC) in Gadsden, Alabama. The only adequate measure to address the systemic and severe nature of the abuses detailed below is for ICE to terminate its contract with Etowah County, given previous failures to implement promised reforms, prevent gross violations, and protect the basic personal safety of people in detention. Short of terminating the contract, we urge the Office for Civil Rights and Civil Liberties (OCRCL) at the Department of Homeland Security (DHS), pursuant to its authority under 6 U.S.C § 345, to immediately investigate these complaints, to promptly develop policies to address the violations, and to provide ongoing oversight on the implementation of the changes.

CIVIC provides direct support to and advocates for people in immigration detention across the country. Our mission is to end the isolation and abuse of people in U.S. immigration detention through visitation, independent monitoring, storytelling, and advocacy. We support a network of immigration detention visitation programs, including one operating at ECDC.

This letter summarizes complaints that 20 men at ECDC have lodged directly with CIVIC staff since November 2013 to the present. Two of the individuals have recently been released from immigration detention and are willing to state their allegations publicly:
1.) Sylvester Owino
2.) Miguel Williamson

The remaining 18 individuals agreed to be referred to by pseudonym because they fear retaliation:

3.) E.T.
4.) S.M.
5.) L.A.
6.) P.V.
7.) G.S.
8.) H.N.
9.) B.V.
10.) Y.D.
11.) R.W.
12.) A.P.
13.) N.Q.
14.) H.L.
15.) A.G.
16.) W.S.
17.) M.L.
18.) R.T.
19.) J.S.
20.) A.W.

Complainants have accused three ICE officers of a specific type of misconduct outlined below. The ICE officers will be referred to by the following pseudonyms: 1.) D.C., 2.) D.P., and 3.) D.A. Complainants have referenced one sheriff's deputy by name. This deputy will be referred to by the following pseudonym: O.G. ¹

**Background**

According to a report conducted by the Detention Watch Network, conditions experienced by individuals held at the ECDC are among the worst in the country.² For many years, immigrants imprisoned in detention at ECDC have complained about the remote location of the facility which impedes access to legal representation and family and social support networks, poor and expensive phone service, the lack of any outdoor recreation or access to fresh air or sunlight,

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¹ Although CIVIC has the names of such officers and the deputy on file, this complaint will not name them publicly. Instead we call for an independent investigation of all the below accusations. If an independent investigative body requests the identities of the officers and deputy to aid their investigation, CIVIC will provide the names at that time.

inadequate medical and mental health care, meager and barely edible food, and minimal programming.3

ICE announced plans to terminate its contract with the Etowah County Commission in 2010, stating it would immediately begin transferring detainees to other facilities. However, after political intervention by Etowah County officials and Alabama congressional representatives, plans to close the facility to ICE detainees were delayed and then ultimately abandoned.4

In late 2014, the U.S. Marshals Service and the Etowah County Commission agreed on a new daily reimbursement rate for ICE detainees held at ECDC. The amount ECDC is paid to house immigrant detainees increased from $40 to $45 a day. ECDC imprisons, on average, 300 immigrant detainees per day.5 The per diem rate ICE pays the facility to house detainees is among the lowest in the nation.6

**ICE Staff Physically Abuse Detainees to Coerce Them into Signing Removal Documents**

CIVIC has received numerous complaints in the form of in-person witness testimony, phone call conversations, and letters indicating that there was an ongoing practice of people detained by ICE being beaten by ICE officers when they resisted signing travel documents. The abuse was originally reported to Christina Mansfield in-person on November 21, 2013, when visiting ECDC under ICE's visitation directive policy. Since that meeting, Ms. Mansfield received several reports by letter, on the phone and in person from detained immigrants corroborating multiple incidents involving physical and verbal abuse of ICE detainees, mostly related to the person’s refusal to sign travel documents.

Mr. Sylvester Owino and other men reported independently a pattern of routine assaults in ECDC. Typically, ICE officers handcuffed one man or several men, brought these men to the basement where there were no cameras and where there was a mattress on the floor. ICE officers surrounded the mattress and took turns beating up the men, forcing them to sign travel documents. If the men refused to sign, ICE officers would take their thumbprint as a signature after they were subdued.

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3 Id.
4 Id.
Among the many incidents described by the anonymous complainants and Mr. Owino, two were described in great detail and corroborated by several statements from other detained immigrants.

**November 14, 2013:** After refusing to sign travel documents, several ICE officers verbally abused A.W., cuffed his hands and feet and assaulted him, leaving lacerations on the right hand side of his face near his eye. Additionally, ICE officers forcibly took fingerprints of at least seven other individuals in the booking area. CIVIC was informed of this incident on November 21, 2013, in-person while conducting interviews with detained men, as part of an ICE visitation directive tour. At that time, six men reported this incident of abuse that occurred about a week before CIVIC’s visit. After the attack and prior to CIVIC’s visit, ICE staff removed A.W. and the other detainees who were assaulted to cover-up their misconduct. Additionally, this incident of abuse was also immediately reported independently to another organization, Families for Freedom. 

**October 2, 2013:** CIVIC received a report from H.N. that he was removed from his housing unit in handcuffs and brought to an ICE office where he was beaten by three ICE officers D.C., D.P., and D.A while in handcuffs. They ordered him to sign papers, but never allowed him to read the papers he was signing. They forced his head down by his neck and pulled his arms back. Then, they forced his finger/thumb print on a piece of paper that they never gave him a chance to read. H.N. sought medical assistance and shortly thereafter filed a grievance with facility staff. Days later he was transferred to the LaSalle Detention Center in Louisiana. Months later, H.N. was transferred back to Etowah and he again requested that his grievance be resolved and a copy of its resolution. H.N. never received that copy from facility staff. However, he also reported the incident to the Office of the Inspector General (OIG), via their detainee phone system, and an investigator with the OIG interviewed him. In addition, several witnesses, H.L., A.G., and W.S., have provided written statements that they saw H.N. being taken out of his cell and saw him returned with injuries and that H.N. immediately reported the incident to them.

In addition to the physical abuse, ICE officers routinely verbally harass and use racial slurs when speaking to detained immigrants. In one incident, an ICE officer told an anonymous complaint, E.T., that it did not matter if he did or did not sign because if ICE wanted to, they would cuff his hands and legs, put him into an airplane, and drop him by parachute to whatever country he came from.

Most men described their feelings as being very worried, frustrated, scared and feeling like they were subject to “mental torture.” They feared being subject to excessive force and assaults. Moreover, they felt unsafe because they believe ICE officers escape accountability.

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7 E.T., G.S., Y.D., W.R., A.P., and N.Q. all reported the same incident.
8 J.S. reported this incident to both CIVIC and Families for Freedom independently.
ECDC and ICE Staff Routinely Violate Medical and Mental Health Care Standards, and Failed to Appropriately Respond to an Extreme Medical Emergency

ECDC is obligated to provide comprehensive, necessary and appropriate medical and mental health care services to the detainees at ECDC. Under ICE’s Performance Based National Detention Standards (PBNDS), ECDC must “ensure[] that detainees have access to appropriate and necessary medical, dental and mental health care, including emergency services.” 9 Facilities are required to provide a “comprehensive” range of medical, dental and mental health screening and care, “timely responses to medical complaints,” and “professional language services necessary for detainees with limited English proficiency.” 10 The PBNDS includes detailed rules governing the provision of health care services to ensure that these goals are met. However, ECDC has failed to abide by these Standards, thus placing detainees’ physical and mental well-being at significant risk.

In May 2014, Miguel Williamson suffered a massive heart attack that lead to double kidney failure. Mr. Williamson was in the custody of ICE at ECDC and his repeated requests for medical attention were dismissed, misdiagnosed, and denied. Mr. Williamson’s partner, Sandra Clahar, received a call from Mr. Williamson’s cellmate, telling her that he believed Williamson was going to die if he didn’t receive medical treatment. This man urged Ms. Clahar to fly from Connecticut to Alabama and visit the facility to advocate for Mr. Williamson in-person.

When Ms. Clahar arrived in Alabama on May 27th, despite the fact that she alerted the facility staff that she was coming to visit from a considerable distance, she was denied a visit with Mr. Williamson. The jail staff told her that he did not want to see her. She did not believe the facility staff and was very concerned for her partner’s well-being. She refused to leave the facility without seeing him and the ECDC facility staff called the police on her.

Around the same time that the police were being dispatched to ECDC, Miguel Williamson suffered a massive heart attack and then two subsequent heart attacks. He was rushed to the Riverview Hospital in Gadsden and his heart attacks led to subsequent double kidney failure. The doctors who treated Mr. Williamson at the hospital told him that a staph infection remained undiagnosed and untreated at ECDC and led to septic shock. This was the direct cause of Mr. Williamson’s subsequent heart attacks and kidney failure. His doctors did not think that he was going to make it and when he began to recover, they told him it was a miracle that he survived.

10 PBNDS § 4.3.V.A.
As Mr. Williamson lay in his hospital bed, near death and requiring dialysis treatment to remain living, ICE officers, D.P. and another officer, were working to get travel documents authorized by his home country of Jamaica. These ICE officers told Ms. Clahar that they were looking for dialysis clinics in Jamaica, but the only one had a six-month wait list. Meanwhile, the ECDC deputies on duty at the hospital supervising Mr. Williamson refused to allow Ms. Clahar to visit with him. She was not allowed to visit with Mr. Williamson privately and when she tried to have him sign an ICE privacy waiver so she could legally follow up on his condition from Connecticut, she was told those papers would have to be officially served in order to be legally valid.

Ms. Clahar retained an attorney in Alabama to represent Mr. Williamson. She notified an ICE officer that the attorney would be going to see Mr. Williamson. Immediately after, Ms. Clahar was notified by the ICE officer that Mr. Williamson would be discharged from the hospital the following day, so he would be unable to receive a visit from the Alabama-based attorney. ICE officers decided they would transport Mr. Williamson nine hours in an ambulance to the LaSalle Detention Facility where they claimed they could provide him with better medical care. Mr. Williamson lost the ability to be legally represented by the Alabama-based attorney. He also has been repeatedly denied access to his medical records.

**Chronically Inadequate ECDC Staffing and Supervision Place Detainees’ Lives at Risk**

The Etowah County Detention Center is chronically and dangerously unsafe for immigrant detainees due to understaffing and a lack of proper training for the current staff. It is our understanding that on average, there are approximately 120 male detainees held in unit 9 and approximately 120 detainees held in unit 10, while in general there is only one sheriff’s deputy on duty in each of these units at any time.

According to Sylvester Owino and Miguel Williamson, deputies routinely work shifts of 12 hours. Deputies are allowed to use their cell phones and watch movies on a computer located at the deputy podium. When one deputy is responsible for the safety and security of up to 120 detainees, they should not be permitted to be distracted. E.T., S.M., L.A., and P.V. have all provided testimony about the dangers of understaffing and how each have feared for their own personal safety as a result.

This chronic understaffing and a lack of proper training for officers has led to at least one serious detainee injury. It is our understanding that deputy O.G. failed to

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12 It is our understanding that there are 4 units that hold ICE detainees at ECDC; units 9 and 10; and 8 and 1, which hold between 24 and 48 detainees.
prevent serious injury and the possible death of one detainee in his care, R.T. On
June 23, 2014, R.T. was violently assaulted by another detainee. His throat was
slashed with a razor blade, which had been fashioned into a weapon by attaching it
to a toothbrush handle. The assault took place near the facility barbershop, which is
within approximately 10 feet from the officer’s station. At the time R.T. was being
attacked, the deputy on duty, O.G., was distracted by a video he was watching on the
deputy podium. When he became aware of the attack, he did nothing to break it up
or prevent further injury. Detainees noted that there was no first aid kit in unit 10.
After several minutes, first responders arrived and R.T. was rushed to a hospital in
Birmingham. He was treated with 29 stitches and informed by doctors that he
nearly lost his life.

Mr. Owino, L.A., P.V. and S.M. have provided CIVIC with written statements
supporting R.T.’s recount of his attack. While in the hospital, R.T. requested a phone
call from the deputy in charge of his hospital supervision. R.T. wanted to notify his
family of the medical emergency, but the deputy flatly denied him this simple phone
call.

R.T. filed a grievance on July 7, 2014, with ICE about his attack. He received a
response on July 11, 2014, stating that the investigation was ongoing. Currently,
R.T. still has not been provided with an adequate resolution to his grievance. We are
not aware that any disciplinary or corrective measures were taken against deputy
O.G. or anyone else in relation to the assault.

According to a report summarizing a compliance inspection conducted by DHS’s
Office of Detention Oversight (ODO) in 2012, the ODO determined that ECDC did not
have a policy or procedure for identifying and handling an emergency grievance
(Deficiency DGP-1). The ODO states that an emergency grievance is necessary in
any incident that involves an immediate threat to detainee safety or welfare.13
ECDC clearly failed to implement this policy recommendation in the handling of
what should have been categorized as R.T.’s emergency grievance.

ECDC Detainees are Being Held in Prolonged Detention in Violation of
Supreme Court Precedent

According to a report summarizing a compliance inspection conducted by ODO,
“most of the detainees imprisoned at ECDC have an order of removal and are
considered long-term cases due to difficulties obtaining travel documents from
Embassy and Consular officials.”14 Since ICE cannot deport them, people at ECDC
are languishing in detention unnecessarily and sometimes in violation of the

13 Office of Detention Oversight Compliance Inspection, Etowah County Detention Center, March 13-
14 Office of Detention Oversight Compliance Inspection, Etowah County Detention Center, March 13-
Supreme Court decision in Zadvydas v. Davis, 533 U.S. 678 (2001). In this case, the Supreme Court ruled that the indefinite detention of immigrants raised serious constitutional concerns. The Court held that, after six months of post-removal order detention, if a noncitizen can provide good reason to believe that he or she is unlikely to be removed in the reasonably foreseeable future, and ICE cannot provide evidence showing otherwise, the noncitizen must be released. The case also set up a series of legally mandated review periods, which requires, among other things, a signed Post-Removal Custody Determination after 90 days. It is our understanding that often these legally mandated reviews do not take place.

For example, M.L., a man detained at ECDC originally from an African country, is stateless and being held in indefinite detention. He was ordered removed from the United States in January 2014. ICE attempted to deport M.L. twice, but they tried to remove him to a different African country located across the continent from his home country. ICE promised M.L. that he would later be transported to his home country, but since his travel documents were expired, M.L. did not believe them and neither did his consulate, which advised him not to get on the plane. M.L. has been held for almost one year and a half since he was ordered removed, which is far beyond the six-month presumptive limit on post-removal detention outlined in Zadvydas.

Miguel Williamson is another man who was held in indefinite detention in violation of the six-month limit outlined in Zadvydas. The consequences of Williamson’s prolonged detention were almost fatal due to extremely inadequate response to Mr. Williamson’s medical needs on the part of ECDC staff. In total, he was imprisoned for 15 months after he was ordered removed, and he would have languished for longer if it were not for the filing of a successful habeas corpus petition.

For example, M.L., a man detained at ECDC originally from an African country, is stateless and being held in indefinite detention. He was ordered removed from the United States in January 2014. ICE attempted to deport M.L. twice, but they tried to remove him to a different African country located across the continent from his home country. ICE promised M.L. that he would later be transported to his home country, but since his travel documents were expired, M.L. did not believe them and neither did his consulate, which advised him not to get on the plane. M.L. has been held for almost one year and a half since he was ordered removed, which is far beyond the six-month presumptive limit on post-removal detention outlined in Zadvydas.

Sylvester Owino was imprisoned in immigration detention for nine years and four months. He was recently released from ECDC where he spent close to two years. Prior to his time in ECDC, Mr. Ownio spent seven years and seven months primarily at the Otay Detention Facility in San Diego, California. Soon after an important decision in Rodriguez v. Robbins in 2013, which grants people in mandatory detention in the Ninth Circuit the right to a bond hearing after six months, Mr. Owino was transferred to ECDC along with other long-term detainees who would have benefited from the ruling. Mr. Owino was finally granted a bond hearing in February 2015, six years after the Ninth Circuit Court held in a published decision that Owino was a "prolonged detainee" and was no longer subject to mandatory detention. Despite this clear ruling, Mr. Owino’s attorney had to engage in complicated negotiations with ICE, urging them to exercise their prosecutorial discretion and CIVIC had to advocate for his transfer back to the Ninth Circuit for his bond hearing.

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15 CIVIC is withholding the name of M.L.’s home country in order to protect him from a retaliatory transfer or deportation attempts.

16 Rodriguez v. Robbins, 715 F.3d 1127 (9th Cir. 2013).
Detainees’ Basic Nutritional Needs Are Not Being Met

ECDC is obligated to provide fresh, safe, and healthy food to people detained by ICE at ECDC at all times. ICE’s 2011 PBNDS state, “All detainees shall be provided nutritionally balanced diets that are reviewed at least quarterly by food service personnel and at least annually by a qualified nutritionist or dietitian.”

An overwhelming majority of detainees interviewed by CIVIC and other organizations report the inadequate food served to them at ECDC. B.V. and G.S. complain that they are not served enough food and they are constantly in an extreme state of hunger, making it difficult to concentrate and work on their legal cases. Many people are forced to supplement their diets by buying expensive food from the jail commissary, however, this option is not open to those who are indigent.

Miguel Williamson, B.V., E.T., and N.Q., report that they are routinely served food that is rotten or spoiled. Mr. Williamson states that when food comes into the facility, it is already half spoiled and inedible. He gives examples of the kind of inadequate food served, such as an entire raw and spoiled onion, or whole lemon. E.T. also elaborates on the poor quality of food, stating that the facility continually serves detainees moldy corn, expired watermelon, and meat that is rotting with a foul odor. E.T. reports the facility staff freeze such rotting produce and serve it half frozen in order to create a hardened exterior that hides how the food is beginning to spoil.

The PBNDS link inventory levels of food in facilities to the ability to maintain quality. According to a report summarizing a compliance inspection conducted by the Office of Detention Oversight (ODO) of the Department of Homeland Security in 2012, ECDC is deficient in maintaining the 15-day food supply required by ICE’s Performance Based National Detention Standards and also was deficient in 2010. The ODO noted that additional space for food storage is not available.

ICE’s PBNDS also require that all facilities keep a perpetual inventory, a process of recording all food service purchases and distribution. The information recorded must always include quantity on hand, the quantity received, the quantity issued and unit cost for each item.

19 Id.
Multiple complainants report food is donated to ECDC by a local church for tax deduction. In Alabama, under a 1936 law, sheriffs in most counties are permitted to keep—as personal income—money left over from food purchasing that is allocated from a state budget of only $1.75 per day per county inmate. In January 2009, Morgan County Sheriff Greg Bartlett, was ordered to jail for a night by U.S. District Judge U.W. Clemon in Birmingham. The Sheriff was accused of intentionally serving jail inmates “woefully insufficient” meals in order to pocket more than $200,000 over three years. The judge also wrote that in this case, in addition to food purchased, inmate food was donated in bulk by schools and other locations.

Food is likely donated to Alabama county jails because $1.75 per day per county inmate is not adequate compensation to provide for nutritious meals. For example, when Etowah County Sheriff James Hayes died in October 2007, thousands of dollars in jail food money went to his estate because he was legally permitted to keep it in his personal account. When the succeeding Sheriff, Todd Entrekin, took office he inherited a $244,000 jail food deficit. As a result, Sheriff Entrekin took out a personal loan for $150,000 to cover the facility’s food costs until the first state payment came through, money for which he became personally liable. Although the Etowah County Sheriff’s Department is paid a $45 per diem rate for housing ICE detainees, it is not clear this is sufficient money to provide adequate nutrition for people detained by ICE. This is especially unclear given the recent budget deficit for food at ECDC, the fact that food preparation for county and ICE inmates is the same, and given the budget for food expenditures is not made public.

Recommendations

1) Immediately terminate the contract between the Etowah County Commission and ICE, operated by the Etowah County Sheriff’s Department, to house immigration detainees at ECDC.

2) Open an emergency investigation, preferably in collaboration with the Federal Public Defender, into the number of detainees at ECDC who have been imprisoned for more than 90 days in post-removal detention, and release individuals who have been detained for over six months.


23 Id.


3) Open an emergency investigation into medical care at ECDC. Specifically, investigate the response to the medical emergency in the case of Miguel Williamson and conduct a review of all other serious medical issues resulting in hospitalization or death.

4) Terminate the employment of all ICE officers that are physically and verbally assaulting detainees to facilitate their deportation, and conduct a full emergency investigation into the use of deceptive and coercive practices to intimidate detainees.

5) Improve the quality of food, while taking steps to terminate the ICE contract with ECDC; conduct an emergency investigation of the food service, reviewing the perpetual inventory required by ICE’s PBNDS.

We look forward to your prompt attention to these serious issues. We request a meeting with ICE, CRCL, OIG to discuss our concerns and what steps ICE plans to take to address them. Please notify us by July 28 with proposed dates for the meeting. Should you have any questions, please contact Christina Mansfield, Co-Executive Director of Community Initiatives for Visiting Immigrants in Confinement (CIVIC) at CMansfield@endisolation.org or 385-212-4842.

Sincerely,

Christina Mansfield  
Co-Executive Director  
Community Initiatives for Visiting Immigrants in Confinement (CIVIC)

Sylvester Owino  
Representative Complainant

Christina Fialho  
Co-Executive Director/General Counsel  
Community Initiatives for Visiting Immigrants in Confinement (CIVIC)