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**FILED**

JAN 23 2004

CLERK, U.S. DISTRICT COURT  
EASTERN DISTRICT OF CALIFORNIA  
BY \_\_\_\_\_  
DEPUTY CLERK

**LODGED**

JAN 21 2004

CLERK, U.S. DISTRICT COURT  
EASTERN DISTRICT OF CALIFORNIA  
BY         
DEPUTY CLERK

IN THE UNITED STATES DISTRICT COURT  
FOR THE EASTERN DISTRICT OF CALIFORNIA  
WESTERN DIVISION

CATHOLIC SOCIAL SERVICES, INC.—  
IMMIGRATION PROGRAM, ET AL.,

Plaintiffs,

v.

TOM RIDGE, SECRETARY  
U.S. DEPARTMENT OF HOMELAND  
SECURITY, ET AL.,

Defendants.

Case No. Civ S-86-1343-LKK

ORDER APPROVING  
SETTLEMENT OF CLASS ACTION

[Proposed]

Hearing: January 23, 2004.  
Time: 10:00 a.m.

1 This matter is before the Court pursuant to the parties' Joint Motion to Approve  
2 Settlement of Class Action. The Court has read and considered the parties' motion, the  
3 comments and objections of putative class members to the proposed settlement, and the  
4 parties' joint response to those objections. The Court finds that the proposed settlement  
5 fully and fairly resolves the claims of class members herein and that it should  
6 accordingly be approved.

7 Rule 23(e) of the Federal Rules of Civil Procedure provides: "A class action shall  
8 not be dismissed or compromised without the approval of the court, and notice of the  
9 proposed dismissal or compromise shall be given to all members of the class in such  
10 manner as the court directs."

11 "Although Rule 23(e) is silent respecting the standard by which a proposed  
12 settlement is to be evaluated, the universally applied standard is whether the settlement  
13 is fundamentally fair, adequate and reasonable." *Officers for Justice v. Civil Serv. Comm'n*  
14 *of San Francisco*, 688 F.2d 615, 625 (9th Cir. 1982), cert. denied, 459 U.S. 1217 (1983). It is the  
15 settlement taken as a whole, rather than the individual component parts, that must be  
16 examined for overall fairness. *Class Plaintiffs v. City of Seattle*, 955 F.2d 1268, 1276 (9th Cir.  
17 1992), cert. denied, 506 U.S. 953 (1992). There is a "strong judicial policy that favors  
18 settlements, particularly where complex class action litigation is concerned." *Id.*

19 Applying these standards to the settlement before it, the Court begins by noting  
20 that this matter has been vigorously litigated for over 17 years. There is no suggestion of  
21 collusion between the negotiating parties to the detriment of absent class members. See  
22 *Officers for Justice, supra*, 688 F.2d at 625 ("the court's intrusion upon what is otherwise a  
23 private consensual agreement negotiated between the parties to a lawsuit must be  
24 limited to the extent necessary to reach a reasoned judgment that the agreement is not  
25 the product of fraud or overreaching by, or collusion between, the negotiating  
26 parties...").

27 The parties have notified the class of their settlement in accordance with the  
28

1 Court's order. See Order re: Settlement of Class Action, September 23, 2003. The period  
2 to object to the settlement ended on December 29, 2003. *Id.* Though the precise size of the  
3 certified class is unknown, it undoubtedly comprises thousands of class members. As of  
4 January 12, 2004, two putative class members Mohammad Z. Shah and Carlos Aragon  
5 Hurtado, have objected to or commented on the settlement.

6 Mr. Hurtado does not object to the settlement, but instead writes that the  
7 Immigration and Naturalization Service (INS) denied him legalization under the IRCA's  
8 Special Agricultural Worker Program (SAW). See 8 U.S.C. § 1160. For the reasons set out  
9 in the parties' Joint Report re: Objections to Settlement of Class Action, filed January 20,  
10 2004, the Court finds that nothing in Mr. Hurtado's comment warrants the Court's  
11 disapproving the settlement.

12 Mr. Shah asserts, among other things, that he was refused entry into the United  
13 States when he returned from a trip abroad in 1998 despite being granted advance  
14 parole. He objects that the settlement will not benefit individuals in his circumstance: i.e.,  
15 persons who are not now present in the United States despite having been granted  
16 advance parole.

17 The parties disagree over whether individuals in Mr. Shah's circumstances will  
18 benefit under the settlement. Plaintiffs contend that Mr. Shah and those similarly  
19 situated will be entitled to apply for class membership pursuant to the settlement and, if  
20 they establish class membership, to pursue their applications for legalization under 8  
21 U.S.C. § 1255a. Defendants assert that persons outside the United States are also outside  
22 the scope of the settlement. The Court finds it unnecessary to resolve this disagreement.

23 Mr. Shah states that he departed the United States pursuant to advance parole,  
24 and if this is so he could arguably avail himself of the procedure set out in 8 C.F.R. §  
25 245a.2(m)<sup>1</sup> to seek readmission to the United States. See *Reno v. Catholic Soc. Servs.*, 509  
26

27  
28 <sup>1</sup> 8 C.F.R. § 245a.2(m)(1) provides:

1 U.S. 43, 67 n.29 (1993) (In this case class members "applied" for legalization at the time  
2 they were front-desked or constructively front-desked). Should defendants readmit him,  
3 then their argument for denying him the benefits of the settlement would be moot.  
4 Further, in any settlement as complex as that before the Court, there is the potential for  
5 differing interpretation. The settlement itself anticipates such disagreements and  
6 establishes procedures for their resolution. See Settlement §§ 8-9, 18.

7 At this juncture, Mr. Shah does not appear to have asserted his rights, if any,  
8 under 8 C.F.R. § 245a.2(m); he has not yet applied for class membership; defendants  
9 have not yet denied him benefits under the settlement; nor has he yet availed himself of  
10 the settlement's dispute resolution procedures. The claims of Mr. Shah and those  
11 similarly situated will be fit for judicial resolution when and if defendants deny them the  
12 benefits of the settlement because they are outside the United States. It is neither  
13 necessary nor appropriate that the Court resolve such potential claims now. *Cf. Reno v.*  
14 *Catholic Social Services*, 509 U.S. 43, 58-59 & n.19 ("[A] class member's claim would ripen  
15 only once he took the affirmative steps that he could take before the INS blocked his  
16 path by applying the regulation to him.").

17 Yet even assuming, *arguendo*, that Mr. Shah were excluded from its coverage, a  
18 question this Court does not resolve at this time, the settlement would nevertheless  
19 satisfy Rule 23. As has been said, the test under Rule 23 is whether the settlement taken as  
20 a whole, rather than the individual component parts, is fair. *Class Plaintiffs v. City of*  
21 *Seattle*, *supra*, 955 F.2d at 1276. "Ultimately, the district court's determination is nothing  
22 more than 'an amalgam of delicate balancing, gross approximations and rough justice.'"  
23

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24  
25 During the time period from the date that an alien's application establishing  
26 prima facie eligibility for temporary resident status is reviewed at a Service  
27 Legalization Office and the date status as a temporary resident is granted, the  
28 alien applicant can only be readmitted to the United States provided his or her  
departure was authorized under the Service's advance parole provisions  
contained in § 212.5(f) of this chapter.

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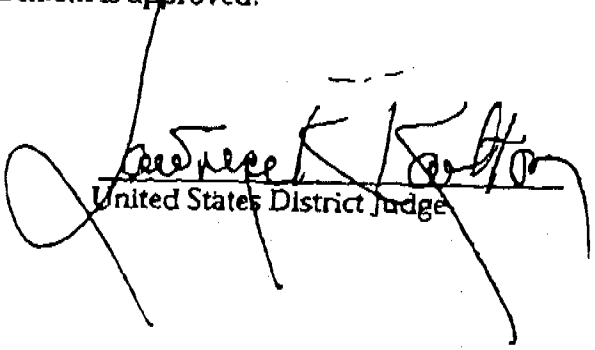
*Officers for Justice, supra, 688 F.2d at 625 (quoting City of Detroit v. Grinnell Corp., 495 F.2d 448, 468 (2d Cir. 1974)).*

Were the Court to disapprove the settlement because defendants may oppose the claims of what the parties agree is a minuscule number of putative class members who are no longer in the United States, thousands of class members who reside in the United States at the time they apply for class membership and have a vital interest in the settlement would be denied crucial benefits and compelled to continue a 17-year litigation to an uncertain conclusion. Weighing these relative costs and benefits, the settlement clearly meets the requirements of Rule 23.

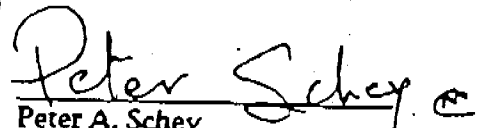
Based on the foregoing, and for the reasons set forth in the parties' Joint Motion to Approve Settlement of Class Action, the Court finds that the settlement is fundamentally fair, adequate and reasonable. Accordingly.

IT IS HEREBY ORDERED that the settlement is approved.

Dated: 1/23 2004.

  
United States District Judge

Presented by:

  
Peter A. Schey  
Carlos R. Holguin  
Counsel for plaintiffs

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IN THE UNITED STATES DISTRICT COURT  
FOR THE EASTERN DISTRICT OF CALIFORNIA  
WESTERN DIVISION

CATHOLIC SOCIAL SERVICES, INC.,  
et al.,

Plaintiffs

TOM RIDGE, Secretary, U.S. Department  
of Homeland Security, et al.,

Defendants

CIV. NO. S-86-1343 LKK

JOINT STIPULATION  
REGARDING SETTLEMENT

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Attorney

9 ANDREW C. MACLACHLAN  
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25 Of Counsel:

26 STEPHEN A. ROSENBAUM, Esq.  
2212 6<sup>th</sup> Street  
Berkeley, CA 94710

7 COUNSEL FOR PLAINTIFFS

1 Plaintiffs and Defendants, by and through their undersigned counsel, hereby agree and  
2 stipulate as follows:

3 1. Class Definition

4 The following subclasses are entitled to relief pursuant to this Settlement Agreement:

- 5 A. All persons who were otherwise prima facie eligible for legalization under section  
6 245A of the INA, and who tendered completed applications for legalization under  
7 section 245A of the INA and fees to an INS officer or agent acting on behalf of  
8 the INS, including a QDE, during the period from May 5, 1987 to May 4, 1988,  
9 and whose applications were rejected for filing because an INS officer or QDE  
10 concluded that they had traveled outside the United States after November 6, 1986  
11 without advance parole.
- 12 B. All persons who filed for class membership under Catholic Social Services, Inc. v.  
13 Reno, CIV No. S-86-1343 LKK (E.D. Cal.), and who were otherwise prima facie  
14 eligible for legalization under Section 245A of the INA, who, because an INS  
15 officer or QDE concluded that they had traveled outside the United States after  
16 November 6, 1986 without advance parole were informed that they were ineligible  
17 for legalization, or were refused by the INS or its QDEs legalization forms, and  
18 for whom such information, or inability to obtain the required application forms,  
19 was a substantial cause of their failure to timely file or complete a written  
20 application.

21 For purposes of the class definition as used in subparagraph B, the phrase "filed for class  
22 membership" shall be determined in accordance with 8 C.F.R. § 245a.10.

23 2. Notice to Defendants' Employees

24 Commencing within fourteen (14) days of the date on which this Settlement Agreement is  
25 approved by the district court, Defendants shall use good faith and reasonable efforts to distribute  
26 this Settlement Agreement or a summary attached as Exhibit 1 to all of their officers, agents and  
27 employees responsible for processing class membership claims or who may in the course of their  
28 duties supervise officers who detain or remove putative class members. Defendants shall use  
good faith and reasonable efforts to serve Class Counsel with copies of all supplemental  
instructions or guidelines issued their officers, agents or employees regarding implementation of  
this Settlement Agreement.

3. Notice to Class Members

In the event that this agreement is approved by the district court, Defendants shall, within  
sixty (60) days from the date of the court's approval, issue a press release and a Class Notice in  
English and Spanish (the texts of which are attached as Exhibit 2) announcing this Settlement  
Agreement. The press release, Class Notice, and Class Member Applications (attached as  
Exhibit 3) sheet shall be distributed to the media and community-based organizations according  
to BCIS's normal procedure for doing so, with a copy of these lists provided to Class Counsel.  
The press release, Class Notice and Class Member Applications shall be posted on Defendants'  
web site until the end of the application period referenced in paragraph 4 below. The press  
release, Class Notice and Class Member Applications shall also be made available at Defendants'  
district offices until the end of the application period referenced in paragraph 4 below. Within  
sixty (60) days of the district court's approval of this Settlement Agreement and during the  
remainder of the application period specified in paragraph 4, Defendants shall make available to



1 all persons, upon request, a copy of Form I-687, Class Member Applications and instructions,  
2 and Form I-765.

3  
4 4. Application Period.

5 In the event that this agreement is approved by the district court, the Defendants shall,  
6 within thirty (30) to sixty (60) days after the issuance of Notices required in paragraph 3 above,  
7 commence accepting CSS Class Membership Applications, and Form I-687, Application for  
8 Status as a Temporary Resident, with fee and supporting documentation, from class member  
9 applicants. Defendants shall continue to accept such applications for class membership and  
10 temporary permanent residence for a period of one year thereafter, and no longer. Applications  
11 shall be deemed filed on the date postmarked in accordance with the provisions at 8 C.F.R. §  
12 245a.12(a).

13  
14 5. Filing of Applications.

15 Individuals asserting a claim for relief under this Settlement Agreement shall file a CSS  
16 Class Membership Applications, and a Form I-687, Application for Status as a Temporary  
17 Resident, with fee and supporting documentation.

18 The fee for filing a Form I-687 shall be the fees applicable by regulation or Federal  
19 Register Notice at the time of filing the application(s). (The fee for filing a Form I-687, which  
20 has not changed since 1986, is currently \$185 per person with a family cap of \$420, but may be  
21 changed to reflect the current cost of adjudication). The fee for fingerprinting is currently \$50  
22 and the fee for filing Form I-765, Application for Employment Authorization, is currently \$120.  
23 Except as provided for in paragraph 10, applicants seeking employment authorization must file a  
24 Form I-765 with fee if they wish to receive an employment authorization document.

25 As to persons who previously filed for class membership, as that term is defined in  
26 paragraph 1 above, Defendants shall refund the fee for filing the Form I-687 if such person's  
27 application for class membership is denied pursuant to paragraphs 7 and 8 below.

28 As to those individuals who did not previously file for class membership, as that term is  
defined in paragraph 1 above, there shall be no refund of the fee for filing the Form I-687 if such  
person's application for class membership is denied pursuant to paragraphs 7 and 8 below.

6. Adjudication of Applications for Class Membership.

CSS Class Membership Applications should be granted if, based on responses to  
questions asked on the applications, it appears more probable than not that the applicant meets  
the class definition. A determination that an applicant is a class member is not binding in any  
manner on Defendants for the purposes of an adjudication on the merits of the application for  
temporary residence which shall be conducted de novo. Class Member Applications shall not be  
denied solely because applicants do not possess documentary evidence establishing class  
membership. Defendants shall treat information and materials submitted in connection with  
Class Member Application as confidential in accordance with 8 U.S.C. § 1255a(c)(5).

7. Intended Denials of Class Membership

Before denying an application for class membership, the Defendants shall forward the  
applicant or his or her representative a notice of intended denial explaining the perceived  
deficiency in the applicant's Class Member Application and providing the applicant thirty (30)  
days to submit additional written evidence or information to remedy the perceived deficiency.

1 8. Denial of Applications for Class Membership.

2 The Defendants shall send a written notice of the decision to deny an application for class  
3 membership to the applicant and his or her attorney of record, with a copy to Class Counsel. The  
4 notice shall explain the reason for the denial of the application, and notify the applicant of his or  
5 her right to seek review of such denial by a Special Master, on the document attached as Exhibit  
6 4. On review, neither the Defendants nor the applicant shall be permitted to submit new  
7 evidence to the Special Master.

8 9. Review by Special Master.

9 A. Selection of the Special Master. Each party shall select one person, from a list of  
10 three names recommended by the other party, to serve as a Special Master.  
11 Appeals from denial of applications for class membership shall be assigned  
12 randomly to a Special Master. The two Special Masters shall jointly designate the  
13 mailing address for appeals and determine procedures for random assignment.

14 B. Review of Decisions Involving Determination of Class Membership. Any  
15 decision by the Defendants denying an application for class membership may be  
16 appealed to a Special Master. Any such appeal must be post-marked within thirty  
17 (30) days of the date of mailing of the notice denying the application for class  
18 membership. The Special Master's review shall be based on the documents and  
19 other evidence submitted by the applicant, and any documentary evidence relied  
20 upon by the Defendants in reaching the decision to deny the application for class  
21 membership.

22 The Special Master shall be paid a fee of \$125 for adjudicating each appeal under  
23 subparagraph B. Payment of this fee shall be borne by the parties as follows:

- 24 (i) If the appeal involves a denial of class membership based on criminal or  
25 security-related grounds, the applicant is responsible for paying the entire  
26 fee; and
- 27 (ii) If the appeal involves a denial of class membership on other than criminal  
28 or security-related grounds, the fee shall be borne equally by Defendants  
and the applicant. The applicant's portion of the fee must accompany his  
or her notice of appeal. Defendants must submit their portion of the fee  
within thirty (30) days of being notified by the Special Master that an  
appeal has been duly filed.

29 C. Review of Other Decisions. An applicant who believes that Defendants have  
30 violated his or her individual rights pursuant to paragraphs 3, 4, 5, 7, 10, 12, and  
31 13 of this Settlement Agreement may file a claim with the Special Master.  
32 However, prior to filing any such claim, the applicant must advise Defendants by  
33 certified mail, or other documented delivery service to an address specified by  
34 Defendants, that he or she believes that Defendants have violated his or her rights  
35 under Paragraphs 3, 4, 5, 7, 10, 12, and 13. Defendants shall have forty-five (45)  
36 days from the date they are notified of the applicant's intent to file a claim under  
37 this paragraph in which to investigate and, if appropriate, rectify any deficiency.  
38 If fifty (50) days after notifying Defendants of his or her intent to file a claim, the  
applicant does not receive notice that Defendants have sustained the applicant's  
challenge, then the applicant may file his or her appeal to the Special Master. Any  
such appeal must be post-marked within eighty (80) days of the date the applicant  
advised Defendants of the alleged violation.

1 The Special Master shall be paid a fee of \$65 for adjudicating each appeal under this  
2 subparagraph C. The applicant must pay the entire fee at the time he or she files the  
3 notice of appeal. If the applicant prevails on the merits of his or her appeal, Defendants  
4 must reimburse the applicant the entire fee within a reasonable time after being notified  
5 that the applicant prevailed on appeal.

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10. Renewal of Employment  
Authorization Documents.

The Defendants shall, without fee, reissue or renew for a period of one year employment authorization for aliens who were previously issued such employment authorization and advance parole pursuant to interim relief orders in Catholic Social Services, Inc. v. Reno, S-86-1343. An applicant shall be entitled to have his or her employment authorization renewed only during the application period and only one time under this provision.

11. Adjudication of Applications for Temporary Residence.

The Defendants shall adjudicate each application for temporary residence filed on Form I-687 in accordance with the provisions of section 245A of the Immigration and Nationality Act, 8 U.S.C. § 1255a, regulations, and administrative and judicial precedents the INS followed in adjudicating I-687 applications timely filed during the IRCA application period. In adjudicating I-687s pursuant to this agreement, Defendants shall utilize the standards set forth in 8 CFR § 245a.18(c), or 8 CFR § 245a.2(k)(4), which ever is more favorable to the applicant. Failure to provide evidence other than affidavits shall not be the sole basis for finding that an alien failed to meet the continuous residence requirement. For purposes of establishing residence and presence in 8 C.F.R. § 245a.2(b), the term "until the date of filing" shall mean until the date the alien was "front-desked" or "discouraged from filing" consistent with the Class Definition. In evaluating the sufficiency of applicant's proof of residence, Defendants shall take into account the passage of time and attendant difficulties in obtaining corroborative documentation of unlawful residence.

12. Time for Determining Class Membership  
and Legalization Applications.

- A. Defendants shall use good faith and reasonable efforts either to approve applications for class membership or issue notices of intended denials within ninety (90) days. If a notice of intended denial is issued, defendants shall endeavor to issue a final decision on the application for class membership within ninety (90) days after receipt of an applicant's supplemental evidence or explanation, if any.
- B. Defendants shall use good faith and reasonable efforts to adjudicate class members' I-687 forms within one hundred and eighty (180) days of approval of their application for class membership.
- C. If the aggregate volume of Form I-687 applications received under this Settlement Agreement and the Settlement Agreement reached in Newman v. DHS, Civ 87-4757-WDK (C.D. Cal), exceeds two hundred forty thousand it is anticipated that the approximate processing times referenced in subparagraphs A and B above will double.

1           13.    Removal of Class Applicants from the United States.

2           Defendants shall not remove from the United States or detain any putative class members  
3 who appear to be prima facie eligible for class membership under this Settlement Agreement and  
4 for legalization under section 245A of the INA. This paragraph shall not apply to any alien who  
5 is subject to detention or removal despite his or her having been previously determined to be  
6 eligible for class membership. For example, if, after having been deemed a class member, it is  
7 found that the alien has been convicted of a crime(s) that render(s) him or her ineligible for  
8 legalization, the alien may nevertheless be detained and removed from the United States.

9           14.    Reporting on Implementation of This Agreement.

10           Commencing four months after the beginning of the filing period, Defendants shall  
11 prepare quarterly reports setting forth the number of Class Membership applications, Forms I-  
12 687, and Forms I-765, that were received, approved, denied and pending. Copies of such reports  
13 shall be provided to Class Counsel. In the event Defendants believe good cause exists to extend  
14 the time periods set forth in paragraph 12 above, Defendants shall provide Class Counsel with a  
15 written explanation of such cause and proposed alternative target periods. The parties shall meet  
16 and confer in a good faith effort to resolve any disagreements over proposed new target periods  
17 prior to petitioning this District Court pursuant to paragraph 18 below.

18           15.    Costs and Attorneys Fees.

19           Defendants will pay plaintiffs attorneys fees and costs, as determined by a separate  
20 agreement.

21           16.    Duration of Agreement.

22           The parties agree that this agreement will become effective on the date it is approved by  
23 the Court. The agreement will remain in effect for one year after the Defendants adjudicate the  
24 last application for class membership. The Defendants agree to promptly notify Class Counsel of  
25 the date it adjudicates the last application for class membership.

26           17.    Dismissal of Complaint, Dissolution of Injunctive Orders and Other Decisions:

27           In the event the district court approves this Settlement Agreement, Plaintiffs agree to  
28 promptly move the court for dismissal with prejudice of each and every claim of the complaint,  
as amended, and the dissolution of any injunctive order(s) and other decisions entered by the  
district court.

          18.    Continuing Jurisdiction.

          The parties agree that notwithstanding the filing and granting of any motion pursuant to  
paragraph No. 17, the district court will retain jurisdiction in this action over only the matters  
described immediately below.

- A.    Claims by plaintiffs that the Defendants have engaged in a pattern and practice of  
refusing to implement any of the relief set forth in this Agreement.
- B.    Claims by plaintiffs that the Defendants have expressly repudiated this  
Agreement.

1 C. At least sixty (60) days prior to bringing any action pursuant to this provision, the  
2 parties shall meet and confer in a good faith effort to resolve any of their  
differences.


3 D. Any action under this provision must be brought within one year after the  
4 Defendants adjudicate the last application for class membership.

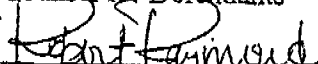
5 19. Class Counsel.

6 Class Counsel for the purposes of this Settlement Agreement is Peter Schey and Carlos R.  
7 Holguin, Center for Human Rights and Constitutional Law, 256 S. Occidental Blvd., Los  
8 Angeles, CA 90057, telephone (213) 388-8693, facsimile (213) 386-9494, email  
9 amnestycoordinator@centerforhumanrights.org.

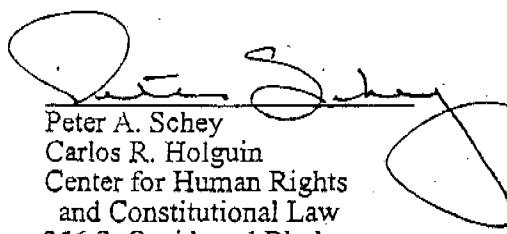
10 20. This agreement is conditioned upon approval by the Secretary of the U.S.  
11 Department of Homeland Security, and the Deputy Attorney General, United States Department  
12 of Justice.

13 21. This agreement is subject to approval by the United States District Court pursuant  
14 to Federal Rule of Civil Procedure 23.

15   
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17 U.S. Department of Justice  
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20 202-616-4277  
21 Counsel for Defendants

22   
23 Robert R. Raymond  
24 Associate General Counsel  
25 U.S. Department of Homeland Security  
26 Bureau of Citizenship and Immigration  
27 Services

28 Dated: 4-28-03

  
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Dated: 5-18-03