IN THE UNITED STATES DISTRICT COURT
FOR THE EASTERN DISTRICT OF VIRGINIA
Alexandria Division

CHERYL MINTER, as administrator for the estate of STEPHANIE MINTER, deceased, on behalf of the statutory beneficiaries, Plaintiff, v. BOARD OF SUPERVISORS OF FAIRFAX COUNTY, VIRGINIA, and STACEY A. KINCAID, in her official capacity as Sheriff of Fairfax County, Virginia, Defendants.	)	Civil Action No. _____

COMPLAINT

Plaintiff Cheryl Minter, as administrator for the estate of Stephanie Minter ("Plaintiff"), brings this action against Defendants Board of Supervisors of Fairfax County, Virginia, and Stacey A. Kincaid, in her official capacity as Sheriff of Fairfax County, Virginia (collectively "Defendants"), and states as follows:

INTRODUCTION

1. Stephanie Minter was murdered in Fairfax County on February 23, 2026.

2. Her alleged assailant, Abdul Jalloh, was a violent career criminal who spent most of 2025 in the Fairfax County jail.

3. Jalloh's potential for violence was well known to the key players in Fairfax County's criminal justice system: Defendant Stacey A. Kincaid, Sheriff of Fairfax County, Virginia ("Sheriff"), who supervises the jail, the Fairfax County Police Department ("FCPD")

that is supervised by Defendant Board of Supervisors of Fairfax County, Virginia ("Board"), and the Fairfax County Commonwealth Attorney's Office ("CAO").

4. Jalloh's likelihood of killing someone was not just predictable, it *was* predicted.

5. In 2025, while Jalloh was in the Fairfax County jail, a member of the FCPD pleaded with the CAO to do everything possible to keep Jalloh off the streets. After his release, another member stated that it was "not a question of if, but rather when he will maliciously wound (or worse) again."

6. An official stated that Jalloh's crimes were difficult to prosecute as it was a struggle to bring homeless witnesses to court.

7. However, there was one option for protecting Fairfax County residents that no member of the Fairfax County justice system was even allowed to explore: having Jalloh detained by federal immigration enforcement authorities.

8. In addition to being a known violent recidivist, Jalloh was also an illegal alien.

9. At the time of Jalloh's arrest, release, and alleged murder of Stephanie Minter, the FCPD, the CAO, and the Sheriff had policies in place that prohibited their employees from contacting federal immigration enforcement officials and informing them that illegal aliens have been arrested, have a pending court date, or are about to be released.

10. These policies remain in place to this day.

11. Along with their co-conspirator, the Fairfax County Commonwealth's Attorney, Steve Descano ("Descano"), Defendants Board and Sheriff have engaged in an unlawful effort to shield illegal aliens from the Nation's immigration laws (Descano, Board, and Sheriff, together, "Co-Conspirators").

12. The Co-Conspirators have touted these policies in numerous joint press

conferences, joint appearances before Congress, and, of course, in their written policies.

13. The Co-Conspirators have maintained these policies despite clear evidence that illegal aliens are known to gravitate to jurisdictions offering "sanctuary" from federal immigration enforcement and, damningly, despite overwhelming evidence that the beneficiaries of their no-contact policies are illegal aliens with recidivist criminal instincts.

14. In open defiance of Congress's immigration policies, the Co-Conspirators have sought to make Fairfax County a place where illegal aliens may live and work without fear of deportation.

15. Notwithstanding the heightened risk to public safety, Defendant Board has explained that the policy is needed to help bolster the County's economy (emphasis added):

> The County is devoted to protecting the rights of all its residents, **regardless of their immigration or citizenship status**, and to ensuring they have an **equal opportunity to participate in our economic vitality**.

16. Similarly, Defendant Sheriff has justified her policy on the grounds that she is the "Sheriff for each one of the residents of Fairfax County, no matter their … citizenship status."

17. Co-Conspirator Descano has also explained that he prohibits his staff from contacting federal immigration enforcement authorities because it is important for illegal aliens to have "the ability to engage with county agencies, including the criminal justice system, without fear that the information they provide might be used to assist in federal civil immigration enforcement."

18. The common theme to the Co-Conspirators' policies is an express commitment to aid and abet illegal aliens unlawfully residing in the United States.

19. This action is not based on a failure to more aggressively prosecute Jalloh in 2025; nor is it a claim that Defendants violated some free-standing duty to prevent crime.

20. It does not rest on an assertion that Congress has compelled assistance to federal immigration authorities.

21. It does rest, however, on the fact that long ago Congress criminalized assistance to illegal aliens.

22. Specifically, under 8 U.S.C. § 1324(a)(1)(A)(iv) ("Section 1324"), it is a felony offense when any person "encourages or induces an alien to come to, enter, or reside in the United States, knowing or in reckless disregard of the fact that such coming to, entry, or residence is or will be in violation of law."

23. The Supreme Court has recently clarified that this statute prohibits efforts like those of the Co-Conspirators' policies to solicit or facilitate illegal aliens residing unlawfully in the United States, stating "clause (iv) uses 'encourages or induces' in its specialized, criminal-law sense—that is, as incorporating common-law liability for solicitation and facilitation." *United States v. Hansen*, 599 U.S. 762, 774 (2023).

24. The Co-Conspirators' statements make it clear that this joint effort to shield illegal aliens from federal law is nothing less than an effort to nullify the will of Congress and prioritize the interests of illegal aliens over the safety of Fairfax County's lawful residents.

25. Ms. Minter's death is tragic proof of the effectiveness of the Co-Conspirators' policies.

26. As recognized by Fairfax County Police Chief Kevin Davis ("Chief Davis"), "certainly we believe, that [the] murder [of Stephanie Minter] was **absolutely preventable**" (emphasis added).

27. The Co-Conspirators' joint effort to protect this distinct class—illegal aliens—from the equal enforcement of federal law resulted in Ms. Minter's all-too-predictable death.

28. Under 42 U.S.C. § 1985(3), Defendants are liable for Ms. Minter's death.

29. Liability for damages flowing from Equal Protection violations is provided for in 42 U.S.C. § 1985(3), which states, in pertinent part:

> If two or more persons in any State … conspire … for the purpose of preventing or hindering the constituted authorities of any State … from giving or securing to all persons … the equal protection of the laws … [and when] one or more persons … do, or cause to be done, any act in furtherance … of such conspiracy, whereby another is injured in his person … the party so injured … may have an action for the recovery of damages … against any one or more of the conspirators.

30. The critical inquiry for claims under Section 1985(3) is whether the conspiracy seeks to prevent the enjoyment of rights secured by the law to everyone.

31. Fairfax County residents have a right to expect that neither the Board, the Sheriff, nor the Commonwealth's Attorney will engage in a joint conspiracy to nullify federal immigration laws.

32. Residents *particularly* have a right to expect that their elected officials will not actively conspire to violate the criminal provisions of Section 1324 by aiding, abetting, and facilitating illegal aliens residing in Fairfax County.

33. Not only do the Co-Conspirators' policies violate federal criminal law, but by conferring an unlawful benefit (protection from federal immigration enforcement in violation of Section 1324) on a distinct class, the policies also constitute a violation of the Equal Protection Clause.

34. The Equal Protection Clause is as easily violated by unlawfully providing benefits to a favored class as it is by unfairly discriminating against a disfavored class. *See Sessions v. Morales-Santana*, 582 U.S. 47, 72-73 (2017) (holding that "when a statute benefits one class … and excludes another from the benefit" a court may either nullify the benefits to the favored class

or extend the benefits to the excluded class); *Truax v. Corrigan*, 257 U.S. 312, 333 (1921) ("Immunity granted to a class, however limited, having the effect to deprive another class … of a personal … right, is just as clearly a denial of equal protection … as if … in favor of … a larger class.")

35. Defendants have created a de facto "safe place" for illegal aliens that directly led to the death of Ms. Minter.

36. Importantly, the injured plaintiff in a Section 1985(3) action need not be the party directly affected by the equal protection violation; it can be any party injured by an act of a conspirator in furtherance of the conspiracy.

37. Accordingly, even though Jalloh was the beneficiary of the Co-Conspirators' Equal Protection violation, Stephanie Minter's estate may properly bring this action.

38. The record shows that Jalloh had an extensive criminal history and a propensity for physical violence, and that the Co-Conspirators' employees strove to find ways to protect Fairfax County's lawful residents from Jalloh.

39. However, the greatest obstacle that these diligent members of the Fairfax County criminal justice system faced, of course, was the joint effort by their elected superiors to purposefully block the easiest path to removing Jalloh from the streets of Fairfax: turning him over to U.S. Immigration and Customs Enforcement ("ICE").

40. National immigration policy has focused on detaining and deporting violent illegal aliens. *See* "DHS Releases Statement on Major Victory for Trump Administration and the American People on Deporting Criminal Illegal Aliens to Third Countries" June 23, 2025.[1]

41. Moreover, under the Laken Riley Act, 8 U.S.C. § 1226(c)(1)(E), which was

[1] https://www.dhs.gov/news/2025/06/23/dhs-releases-statement-major-victory-trump-administration-and-american-people

named in honor of yet another woman murdered by an illegal alien, Jalloh's detention by federal authorities was *mandatory*.

42. Twice in 2025 (after the January 2025 enactment of the Laken Riley Act) Jalloh was arrested and charged with offenses involving serious bodily injury: first on May 4, 2025, and later on August 21, 2025.

43. Both sets of charges were dismissed by co-conspirator Descano's office, and in both cases Jalloh was released onto the streets of Fairfax County.

44. Quite simply, had federal immigration enforcement authorities been informed of Jalloh's presence in the Fairfax County jail, Stephanie Minter would not have been murdered.

45. Because the Co-Conspirators had express policies that shielded illegal aliens from federal immigration enforcement, and because Stephanie Minter's death was a direct result of policies that lured and protected violent, recidivist criminal illegal aliens like Jalloh, the Plaintiff, Stephanie Minter's mother, brings this action for damages.

THE PARTIES

46. Plaintiff Cheryl Minter is the next of kin of Stephanie Minter, who was murdered on February 23, 2026, near a bus stop in Fairfax County, Virginia. Plaintiff brings this action as the representative of the estate of Stephanie Minter.

47. Defendant Board of Supervisors is the governing body of Fairfax County, Virginia, a political subdivision of the Commonwealth of Virginia. The Board adopted, maintained, defended, and continues to enforce the Public Trust and Confidentiality Policy (the "Trust Policy") and related directives challenged in this action. The Board exercises policymaking authority over County departments, including the FCPD.

48. Defendant Stacey A. Kincaid is the Sheriff of Fairfax County, Virginia, and is

sued in her official capacity.

49. While a Co-Conspirator with Defendants Board and Sheriff, Commonwealth's Attorney Steve Descano is not named as a defendant at this time because there is currently insufficient evidence to establish that the CAO's Non-Cooperation Policy is outside the parameters of prosecutorial immunity.

JURISDICTION AND VENUE

50. This Court has subject-matter jurisdiction under 28 U.S.C. § 1331 because this action arises under the laws of the United States, including 42 U.S.C. § 1985(3) (conspiracy to deprive persons of equal protection of the laws, including the hindrance/prevention clause thereof) and related federal constitutional and statutory rights.

51. Venue is proper in this Court under 28 U.S.C. § 1391 because Defendants reside in this District and because a substantial part of the events, omissions, policies, practices, and injuries giving rise to the claims occurred in Fairfax County, Virginia.

52. The Alexandria Division is the proper division of this Court because the events described herein occurred in Fairfax County, Virginia.

RELEVANT FACTS

A. Adoption, Maintenance, and Implementation of the Challenged Policies

53. As summarized below, the Co-Conspirators have been engaged in an effort to shield illegal aliens from the Nation's immigration laws for years.

54. The Sheriff undertook one of the earliest efforts when, on or about January 22, 2018, she issued a formal Notice of Intent to Terminate her office's ICE Intergovernmental Service Agreement.[2]

[2] Letter from Stacey A. Kincaid, Sheriff, Fairfax Cnty., to U.S. Immigr. & Customs Enf't (Jan. 22, 2018), https://www.fairfaxcounty.gov/sheriff/notice-ice-intent-terminate-service-provider-agreement.

55. The Notice stated that after May 23, 2018, "the Fairfax County Sheriff's Office will not honor any requests to detain individuals subject to an administrative detention request unless there is a corresponding lawfully issued criminal detainer."

56. The Board was fully aware of this policy change; the Sheriff appeared before the Board on April 3, 2018, to discuss her rollout of this new non-cooperation policy.

57. Since then, the Sheriff's Office has ignored voluntary detainer requests and required a judicial order or warrant to hold an inmate for federal immigration enforcement authorities beyond the inmate's otherwise applicable release date.

58. Since formally terminating cooperation with ICE in 2018, the Sheriff has declined to honor thousands of administrative detainer requests from federal immigration officials. According to information provided by Sheriff Kincaid to the House Committee on the Judiciary, the Fairfax County Sheriff's Office declined at least 1,670 detainers between 2023 and 2025, instead releasing the criminal aliens back onto the streets of Virginia.[3]

59. From January 2025 to April 2026 alone, this policy resulted in only 11 transfers to ICE out of 626 requests.

60. On or about January 26, 2021, the Board adopted the Public Trust and Confidentiality Policy by a 9–1 vote. The Trust Policy was publicly promoted as making Fairfax County the first jurisdiction in Virginia to adopt such measures. A copy of the Trust Policy is attached hereto at **Exhibit A**.

61. On January 26, 2021, advocacy groups CASA and ACLU People Power Fairfax praised the Trust Policy as the culmination of a four-year advocacy campaign and announced a

[3] H. Comm. on the Judiciary & Subcomm. on Immigr. Integrity, Sec., & Enf't, 119th Cong., *Fairfax County, Virginia: The Dangerous Consequences of Sanctuary Policies* (Interim Staff Rep. Oct. 20, 2026) https://judiciary.house.gov/sites/evo-subsites/republicans-judiciary.house.gov/files/evo-media-document/10-20-2026-fairfax-county-virginia-the-dangerous-consequences-of-sanctuary-policies.pdf

press conference to discuss the Trust Policy with Board Chairman Jeffrey McKay, Supervisors John Foust and Dalia Palchik, and Commonwealth's Attorney Steve Descano as scheduled participants.

62. The announcement expressly identified preventing ICE from obtaining residents' contact information as an objective of the policy.[4]

63. At the joint January 29, 2021 press conference with the organizations and affected community members, Board Chairman Jeffrey McKay touted that this "new policy overarches all other county departments and says all county agencies will not communicate with ICE when people in our community are coming to us for services."

64. Descano stated at the press conference that "[i]f you come to court, you will not be turned over to ICE. … I'll continue to work with County leadership and get input from groups like those that are joining us today and, as always, bring the values of the community into the courthouse."

65. The Trust Policy itself states that:

> One Fairfax recognizes that the County's ethnic, racial, and linguistic diversity is a key source of its strength. The County is devoted to protecting the rights of **all its residents, regardless of their immigration or citizenship status**, and to ensuring they have an equal opportunity to participate in our economic vitality.
>
> (Emphasis added.)

66. Demonstrating the Board's commitment to treating illegal aliens no differently than lawful residents in deliberate defiance of federal law, the Trust Policy states that it seeks to:

> … build trust by ensuring that immigrant residents can access County benefits and services **without fear** that the information they share will be disclosed to federal immigration officials.

[4] ACLU People Power Fairfax & We Are CASA, *ACLU People Power Fairfax & We Are CASA Applaud Fairfax County Board of Supervisors for Trust Policy*, We Are CASA (Jan. 26, 2021), (Accessed at: https://wearecasa.org/fairfax-county-trust-policy-immigrant-virginia/)

(Emphasis added.)

67. The Trust Policy defines "Personal Identifiable Information" as including, *inter alia*:

> … information that can be used to identify, contact and/or locate a non-citizen or person of uncertain immigration status, including but not limited to: home/work address, means of contacting someone, and **law enforcement information such as release date from incarceration**.
>
> (Emphasis added.)

68. The Trust Policy expressly prohibits any sharing of information with immigration officials:

> Employees shall not utilize County resources (including but not limited to facilities, equipment, cell phones, office supplies, radios, emails, databases and employee time while on-duty) **to directly or indirectly provide access to any personal identifiable information to immigration enforcement officials**, unless the employee's action is expressly authorized under this Trust Policy.
>
> (Emphasis added.)

69. The Trust Policy mandates that County "[e]mployees shall neither participate in nor facilitate civil immigration enforcement operations" absent statutory requirements or court orders.

70. County Department heads "shall refer all Trust Policy related administrative or judicial warrants, court orders and subpoenas" to the County Attorney and "shall address violations of this Policy by utilizing the appropriate disciplinary actions."

71. Additionally, the Trust Policy prohibits (absent limited exceptions) participation in federal immigration enforcement operations or providing access to County facilities, equipment, records or databases, or disclosure of immigration or citizenship status for federal

immigration enforcement purposes.

72. The Board also issued a "Fairfax County Trust Policy General Directives" document which again emphasized the Board's desire to flout federal immigration law by treating illegal aliens no differently than lawful residents:

> The Public Trust and Confidentiality Policy (Trust Policy) was enacted to reaffirm current County policy, improve community health, welfare, safety, and security and build trust by **ensuring that immigrant residents can access County benefits and services without fear** that the information they share will be disclosed to federal civil immigration officials.

Emphasis added; a copy of the General Directives is attached hereto at **Exhibit B**.

73. On March 23, 2021, Commonwealth's Attorney Steve Descano issued Policy No. 20.015, "Prohibition on Assisting with Civil Immigration Enforcement" ("Non-Cooperation Policy"). A copy of Policy No. 20.015 is attached hereto at **Exhibit C**.

74. Descano's Non-Cooperation Policy states that "employees of the Fairfax County Commonwealth's Attorney's Office shall not assist federal agents with civil immigration enforcement," and that "[n]o employee shall knowingly participate in or facilitate civil immigration enforcement operations by disclosing … confidential personal information" such as "arrest, summons, court date, judicial ruling, release date from incarceration, confinement in a jail or criminal history." Footnote 1 of that policy treats an "Outstanding Administrative Warrant of Removal" as a civil instrument and forbids cooperation on it "regardless of whether or not the administrative warrant is accompanied by a final order of removal."

75. By protecting illegal aliens from federal immigration law enforcement, Descano condemns the lawful residents of Fairfax County to live with known criminals who could have been detained by federal immigration enforcement authorities.

76. Descano's Non-Cooperation Policy complemented a parallel December 2020

policy on charging and sentencing for illegal aliens ("Prosecution Policy").

77. The Prosecution Policy directed Assistant Commonwealth's Attorneys to "consider immigration consequences where possible and where doing so accords with justice," including "(i) the collateral immigration consequences of the specific crime(s) the defendant is charged with, and (ii) the detrimental impact that deportation/removal has on the families and communities those removed or deported leave behind."[5]

78. The Sheriff's Booking Desk SOP 526, revised April 13, 2021, treated ICE Forms I-247, I-200, and I-205 as "a Request for Voluntary Action only, not a Formal Detainer," and directed that if ICE had not arrived by the end of the release process, "the inmate will be released to the street."

79. This SOP contained an express link between the Sheriff and the CAO in the conspiracy to defeat federal immigration law: "Non-federal prisoners will not be released to federal officers without the approval of the Fairfax County Commonwealth Attorney's office."

80. In or around March 2022, Defendant Kincaid ended the practice of providing ICE pre-release notification of inmates against whom a detention request had been placed.

81. ACLU People Power Fairfax publicly applauded the change as an incremental implementation of the Board's Trust Policy, while noting that the Board had concluded it could not itself apply the Trust Policy to the Sheriff as an elected constitutional officer.

82. On or about July 3, 2024, Sheriff Kincaid updated the "Booking Desk" procedures of SOP 526 and imposed significant impediments on the ability of her deputies to engage with federal immigration enforcement. A copy of SOP 526 is attached hereto at **Exhibit**

[5] On May 6, 2026, the Civil Rights Division of the Department of Justice opened an investigation into Descano's charging and sentencing policies. *See* https://www.justice.gov/opa/pr/justice-department-notifies-fairfax-county-virginia-commonwealths-attorney-investigation-his

D.

83. Under SOP 526, when ICE places a voluntary detainer request on an inmate, Deputies are required to provide that inmate a copy of the request as well as an informational packet prepared by a local non-profit called the Capital Area Immigrants' Rights Coalition ("CAIR").

84. If ICE has submitted a voluntary detention request prior to the release of the inmate, the request will be removed "to allow an immediate release."

85. Upon release, jail records will reflect "whether the inmate was released to the street, request was cancelled, released to another jurisdiction or released to ICE."

86. Furthermore:

> If the Sheriff's Office is in receipt of a Request for Voluntary Action and an inmate has been identified as eligible for immediate release or is locally sentenced and has a scheduled release date, ICE shall **not** be notified, and the inmate will be released to the street.
>
> (Emphasis in original.)

87. On February 21, 2025, the FCPD updated General Order 604 ("Immigration Status, Citizenship, and National Origin"),[6] which imposes the following requirements on FCPD Officers (emphasis added):

> a. "In accordance with FCPD General Order 002 (Human Relations), members of the Department shall provide equal services to all community members **regardless of** known or perceived race, ethnicity, **immigration status**, citizenship or national origin, except where otherwise required by state or federal law."
>
> b. "Officers shall not participate in the enforcement of federal civil statutes (i.e., immigration laws)."

[6] Fairfax Cnty. Police Dep't, Gen. Order 604, *Immigration Status, Citizenship, and National Origin* § II (rev. Feb. 21, 2025), https://public.powerdms.com/FAIRFAXCPD/documents/2053903.

c. "FCPD employees are permitted to access information from any databases available to them (i.e., NCIC/VCIN, DMV queries etc.) whenever necessary for criminal justice purposes. **Employees are required to abide by the Fairfax County Trust Policy**."

d. "Outstanding Administrative Warrants of Removal" are "civil administrative warrants and do not constitute grounds for either detainment or arrest."

e. "Officers are strictly prohibited from extending any detention of a person solely for the purpose of enforcement of civil immigration statutes."

88. On June 2, 2025, after the federal government listed Fairfax County as a sanctuary jurisdiction, Board Chairman McKay issued a written statement endorsing the Sheriff's release-date rule: "the sheriff's office does not and should not hold anyone beyond their court-ordered release date. This separation between local law enforcement and federal immigration enforcement is not just a policy – it is a proven strategy that helps keep our community safe."[7]

89. More recently, Descano and Sheriff Kincaid appeared at a Congressional hearing on May 14, 2026—less than three months after Stephanie Minter's murder—where they remained steadfast in their commitment to prioritize the interests of illegal aliens over lawful residents.

90. Descano told Congress that "[t]hree in ten residents of Fairfax County are immigrants" and that his office prioritized making sure that illegal aliens unlawfully residing in Fairfax County felt safe to report "crimes and come to court to testify."[8]

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[7] Angela Woolsey, *Trump Administration Labels Fairfax County a 'Sanctuary Jurisdiction'*, FFXnow (June 2, 2025, 9:15 AM), https://www.ffxnow.com/2025/06/02/trump-administration-labels-fairfax-county-as-a-sanctuary-jurisdiction/

[8] *Fairfax County, Virginia: The Dangerous Consequences of Sanctuary Policies: Hearing Before the Subcomm. on Immigration Integrity, Sec., & Enf't of the H. Comm. on the Judiciary*, 119th Cong. (May 14, 2026) (statement of Stephen Descano, Commonwealth's Attorney, Fairfax County), https://judiciary.house.gov/sites/evo-subsites/republicans-judiciary.house.gov/files/evo-media-document/descano-testimony.pdf

91. Sheriff Kincaid explained that her policies are designed to "offer a safe place for victims and witnesses to cooperate without fear of consequences," a goal she believes is necessary as she is "Sheriff for each one of the residents of Fairfax County, no matter their national origin, native language, or citizenship status."[9]

B. Fairfax County's Lenient Treatment of Illegal Aliens

92. Alarmed by the number of illegal aliens repeatedly engaging in violent criminal activity in Fairfax County, on August 1, 2025, former Governor Glenn Youngkin tasked former Virginia Attorney General Jason Miyares with auditing the practices of Descano's office.

93. Attorney General Miyares detailed how the Commonwealth's Attorney not only declined to refer illegal aliens to federal immigration authorities, but routinely negotiated pleas and reduced sentences to minimize or eliminate immigration consequences.

94. The resulting Investigative Report by Attorney General Miyares (the "Miyares Report"),[10] issued on September 26, 2025, described Descano's practice of processing criminals to minimize the risk of federal immigration enforcement, citing six specific examples between 2023 and 2025 where illegal aliens accused of violent crimes received more lenient treatment from the Commonwealth's Attorney than lawful residents accused of such crimes:

a. Maldin Anibal Guzman (malicious wounding charges dropped);

b. Ander Josue Cortez Mendez (felony sex with a minor dropped to misdemeanor);

c. Yohandi Rosas (firearm charges dropped);

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[9] *Id.* (statement of Stacey A. Kincaid, Sheriff, Fairfax County), https://judiciary.house.gov/sites/evo-subsites/republicans-judiciary.house.gov/files/evo-media-document/kincaid-testimony.pdf

[10] Office of the Att'y Gen. of Va., *Investigative Report: Fairfax County Commonwealth's Attorney* (Sept. 26, 2025), https://files.constantcontact.com/d3e83e11901/ef28d4a6-6b90-4907-b606-4e11d0bf8777.pdf

d. Jose Fabricio Vargas (rape charges on minor dropped);

e. David Perez-Teofani (sexual battery on a minor dropped); and

f. Marvin Mateo-Alberto (sexual battery charges dropped).

95. Additional examples of lenient treatment of violent illegal aliens by the co-conspirators include the following:

a. Wilmer Osmany Ramos-Giron is a twice-deported illegal alien from Guatemala with a prior federal firearm conviction. On January 27, 2025, he was arrested by the FCPD for felony abduction by force, strangulation causing injury, and assault on a family member.[11] The CAO permitted a downgraded plea to two misdemeanors (assault and battery and brandishing), resulting in his release from local custody in March 2025.[12]

b. Hyrum Baquedano Rodriguez is an illegal alien from Honduras who was charged with abduction with intent to defile and statutory burglary (broke into a home at night and attempted to abduct a 4-year-old child from her bed) in June 2023. He has a substantial prior record including charges of indecent exposure involving a child. Two Fairfax County Circuit Court judges rejected plea deals with Rodriguez for being too lenient before the CAO simply dismissed all charges against him in May 2025.[13]

c. Jorge Armando Melendez-Gonzalez is an illegal alien from El Salvador with an extensive criminal history, including three malicious shooting and other firearm

[11] Press Release, U.S. Immigr. & Customs Enf't, *ICE Arrests Guatemalan Alien Convicted of Firearm Crime and Charged with Abduction by Force, Strangling Virginia Woman* (Apr. 29, 2025), https://ice.gov/news/releases/ice-arrests-guatemalan-alien-convicted-firearm-crime-and-charged-abduction-force

[12] Miyares Report, at 5-6.

[13] Julie Carey, *Charges Dropped After Judge Rejects Plea in Attempted Abduction of Girl, 4*, NBC4 Wash. (May 2, 2025), https://www.nbcwashington.com/news/local/northern-virginia/charges-dropped-after-judge-rejects-plea-in-attempted-abduction-of-girl-4/3905626/

charges and 10 prior Fairfax County arrests totaling 19 charges since 2018 including violent/firearm offenses. In 2015 he was apprehended by U.S. Border Patrol at the southern border and ordered removed in 2016. Despite his violent criminal record and removal order, the Co-Conspirators refused to honor an ICE detainer for Melendez-Gonzalez on at least two separate occasions: once in August 2023, and a second time in July 2025. In both instances, he was released back onto the streets of Fairfax County.

d. In October 2025, the FCPD arrested Roni Mendez-Escobar, an illegal alien from Guatemala, on 15 felony counts of possession of obscene material and two felony counts of possession of child pornography with intent to distribute. ICE lodged a detainer on October 23, 2025. But in furtherance of the Co-Conspirators' lenient policies and in defiance of the ICE detainer, the Co-Conspirators released Mendez-Escobar onto the streets of Fairfax County on October 27, 2025. ICE later detained Mendez-Escobar on April 22, 2026, following a court appearance in Fairfax County Circuit Court before he could commit further crimes.[14]

e. In July 2024, the FCPD arrested Moises Domingo Rico Rosales, an illegal alien from Nicaragua, on two felony counts of distributing controlled substances. Following his arrest, ICE issued a detainer request for Rosales. But in furtherance of the Co-Conspirators' lenient policies and in defiance of the pending ICE detainer, the CAO dismissed both distribution charges and the Sheriff's office released Rico Rosales from custody to roam the streets of Fairfax County. On June 23, 2026, Rico Rosales was arrested and charged with abduction with intent

[14] *House Judiciary Interim Staff Report* at 14 & nn.74–75.

to defile and indecent exposure after exposing himself to a woman in a park in Annandale and then attempting to abduct a different woman the same day.[15]

96. Despite Attorney General Miyares's thorough documentation of the harms caused by the lenient treatment of criminal illegal aliens in Fairfax County, the Co-Conspirators did not change their policies, and the pattern of illegal aliens committing violent crimes in Fairfax County continued apace.

97. On December 17, 2025, less than three months after the Miyares Report was issued and just two months before Stephanie Minter's death, Marvin Fernando Morales-Ortez, an illegal alien from El Salvador, shot and killed a man inside a residence in Reston.

98. Three months prior to the shooting, Morales-Ortez had been arrested by the Fairfax County Police on charges of malicious wounding and brandishing a firearm, was held in the County jail, and had an ICE detainer lodged against him.

99. However, in deliberate disregard of the ICE detainer and in furtherance of their lenient policies toward criminal illegal aliens, the Co-conspirators released Morales-Ortez from custody—one day before he shot and killed the victim in Reston.

C. Abdul Jalloh and the Death of Stephanie Minter

100. The man accused of murdering Stephanie Minter, Abdul Jalloh, entered the United States illegally in or around 2012.

101. In the intervening years he accumulated an extensive criminal history in Fairfax County and Northern Virginia, with more than 30 arrests and approximately 178 prior police interventions dating back to at least 2017.

[15] Nick Minock, *Illegal Immigrant Accused of Attempted Abduction Previously Released by Fairfax Officials*, WJLA (June 24, 2026), https://wjla.com/news/local/illegal-immigrant-charged-with-abduction-was-previously-released-by-fairfax-officials-moises-domingo-rico-rosales-steve-descano-immigration-dhs-ice-descano-virginia

102. Jalloh's charges included rape by force or threat, multiple counts of malicious wounding (including at least four prior felony malicious wounding charges), assault, identity theft, drug possession, larceny, firing a weapon, trespassing, and other offenses.

103. In 2023, Jalloh was convicted of malicious wounding in Fairfax County. He was sentenced to seven years in prison, with five years suspended. He served a portion of the sentence and was released or placed on probation/supervision, remaining in the community and living in a motel room provided by public funds.

104. On May 4–5, 2025, Jalloh was arrested for malicious wounding after stabbing a sleeping victim in the leg.

105. After this arrest a number of emails were exchanged showing the earnest and dedicated efforts of the staff at the FCPD and CAO to protect Fairfax County residents.

106. They show an awareness of Jalloh's violent criminal history, the likelihood of his repeating these offenses and harming members of the public, and the challenges of securing convictions and lengthy sentences due to unreliable witnesses.

107. For example (true and correct copies of these emails are attached hereto as **Exhibit E**):

a. On May 5, 2025, FCPD Captain James Curry emailed Deputy Commonwealth's Attorney Jenna Sands a detailed summary of Jalloh's criminal history. Captain Curry's May 5 email detailed multiple stabbing incidents and convictions between 2023 and 2025, noted that the "suspect has a history of stabbing community members and was on probation during the most recent assault," and advised that Jalloh was currently out on probation for the same offense. The information transmitted to prosecutors included an April 14, 2024, incident in which Jalloh

allegedly stabbed a homeless person in the head and upper body while that person slept at a bus stop. It also described a February 8, 2023, incident in which Jalloh attacked an elderly man and stabbed him.

b. On June 11, 2025, while Jalloh remained incarcerated, Chief Deputy Commonwealth's Attorney Sands emailed Captain Curry asking whether anyone had "looked at Jalloh for yesterday's Rte 1 stabbing homicide," illustrating that prosecutors and police already treated him as the County's default suspect for a new stabbing murder.

c. In an August 2025 email about Jalloh, FCPD Assistant Chief Brooke Wright advised that she had been working on a prosecution strategy for Jalloh with Chief Deputy Commonwealth's Attorney Sands as most of the victims of Jalloh's violent crimes were homeless people who rarely came to court.

d. In late 2025, after Jalloh had been released, FCPD Major Jeff Mauro emailed Chief Deputy Commonwealth's Attorney Sands expressing his alarm, warning that "it is not a question of if, but rather when he will maliciously wound (or worse) again."

108. However, these emails have an important absence: they contain absolutely no suggestion or discussion of contacting ICE to detain Jalloh as a lawful means to keep Jalloh off the streets of Fairfax County.

109. The Co-Conspirators chose to tie the hands of their staff by preventing them from using the most effective means of protecting Fairfax County residents from Jalloh, and instead prioritized their goal of shielding illegal aliens from federal law.

110. The tragic circumstances surrounding Jalloh reveal another essential aspect of the

nature of this conspiracy: For any one of the Co-Conspirators' policies to be effective, the other Co-Conspirators had to have a similar policy.

111. For example, if just the FCPD and the CAO had been prohibited from contacting ICE, a deputy sheriff, all too familiar with Jalloh's routine visits, could have mooted the Board's and Descano's policies by alerting ICE to his release date.

112. Defendants were fully aware that, for this to work, the cop on the street, the prosecutor, and the jailer had to all be in on it.

113. The public record shows that they were aware of this, as at least one member of the Board of Supervisors specifically criticized these policies roughly ten months before Stephanie Minter's death.

114. On April 11, 2025, Supervisor Pat Herrity warned that "[w]hen you have a Commonwealth Attorney that refuses to prosecute cases against illegal immigrants, a Sheriff that refuses to honor ICE detainers for those that have committed violent offenses, and a Board of Supervisors that support a Trust Policy that hampers our police department … then by definition I think you are a sanctuary county."[16]

115. If a law enforcement officer, a deputy sheriff, or an assistant Commonwealth's attorney contacted ICE in violation of the Co-Conspirators' policies, they would likely have been disciplined up to and including the loss of their job.

116. As a result, Jalloh, a known violent criminal, remained at large and now stands accused of the murder of Stephanie Minter.

117. Consistent with his prior violent crimes, Jalloh is accused of stabbing Stephanie

[16] Nick Minock, *ICE Says Fairfax County and DC Are Rejecting Detainers, Releasing Violent Offenders*, WJLA (Apr. 11, 2025, 6:31 PM), https://wjla.com/news/local/washington-dc-maryland-northern-virginia-ice-detainers-fairfax-county-violent-offenders-ero-us-illegaly-child-sex-crimes-arrest-operation-field-office-mayor-office

Minter to death at a bus stop in Fairfax County, Virginia.

118. Jalloh was subsequently arrested and charged with second-degree murder, and ICE has lodged a detainer requesting that he not be released.

119. Summarizing the failings of the Fairfax County criminal justice system, Chief Davis stated that "[w]hen there is another opportunity, simultaneous to the prosecutorial opportunity, to otherwise impact [Jalloh's] presence in our community and our country, we have to take advantage of that as well. Totally unacceptable, never should have happened."[17]

120. Speaking further on Stephanie Minter's homicide, Chief Davis stated, "certainly we believe, that [the] murder [of Stephanie Minter] was **absolutely preventable**" (emphasis added).[18]

121. After Stephanie Minter's homicide, Supervisor Herrity criticized the Co-Conspirators' policies and stated: "This is not the first time a repeat convicted violent offender has been released into our community and committed additional violent offenses against our residents and unfortunately it's not going to be the last."[19]

D. The Ongoing Conspiracy

122. Despite the tragic and preventable circumstances of Stephanie Minter's death, Defendants have continued to conspire to provide an unlawful benefit to illegal immigrants in violation of federal law, 8 U.S.C. § 1324(a)(1)(A)(iv).

123. All the above-identified sanctuary policies remain in place and, according to a Department of Homeland Security statement, sanctuary policies like those implemented by the

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[17] Joshua Chapin, *Fairfax County Police Chief Says Stephanie Minter's Murder Was 'Absolutely Preventable*,' WJLA (May 19, 2026, 6:14 PM), https://wjla.com/news/local/fairfax-county-police-chief-says-stephanie-minters-murder-was-absolutely-preventable-steve-descano-stacey-kincaid.

[18] *Id.*

[19] Fairfax Cnty. Bd. of Supervisors, Meeting Video [at 2:40:27] (Mar. 17, 2026), https://video.fairfaxcounty.gov/MediaPlayer.php?view_id=7&clip_id=4093 (remarks of Supervisor Pat Herrity).

Co-Conspirators have made the Commonwealth "a hotbed of illegal alien crime" with nine instances of serious violent or indecent crimes committed by illegal aliens in the Commonwealth occurring in Fairfax County in 2026 alone.[20]

124. In fact, Fairfax County is a national leader in releasing criminal illegal aliens who are the subjects of ICE detainers. Between October 2022 and February 2025, Fairfax County ranked just behind Santa Clara and Chicago in the number of illegal aliens released deliberately in disregard of ICE detainer requests. [21]

125. Fairfax County accounts for roughly 4.6% of all declined ICE detainers nationally despite only having approximately 0.34% of the U.S. population, roughly 13 times its population share.[22]

126. The death of Stephanie Minter was a direct and proximate result of the Co-Conspirators' joint efforts to violate federal immigration law. Stephanie Minter suffered a violent death, and her next of kin suffered emotional distress, loss of companionship, loss of support, financial loss, and funeral and burial expenses. These and other damages will be proven at trial.

CLAIM FOR RELIEF

COUNT I

Conspiracy to Prevent or Hinder Authorities from Securing Equal Protection of the Laws

42 U.S.C. § 1985(3) — Hindrance/Prevention Clause

127. Plaintiff realleges and incorporates by reference the paragraphs above as if fully set forth herein.

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[20] Press Release, U.S. Dep't of Homeland Sec., *ICE Lodges Detainer Asking Governor Abigail Spanberger and Fairfax Sanctuary Politicians to Not Release Illegal Alien Arrested on Charges of Rape and Abduction in Fairfax County, Virginia* (July 7, 2026), https://www.dhs.gov/news/2026/07/07/ice-lodges-detainer-asking-governor-abigail-spanberger-and-fairfax-sanctuary

[21] Jessica M. Vaughan, *Which Sanctuary Jurisdictions Have Released the Most Criminals?*, Ctr. for Immigr. Studies tbl.3 (Apr. 9, 2025). https://cis.org/Vaughan/Which-Sanctuary-Jurisdictions-Have-Released-Most-Criminals

[22] Id.

128. Section 1985(3) of Title 42 provides a cause of action against persons who conspire "for the purpose of preventing or hindering the constituted authorities of any State or Territory from giving or securing to all persons within such State or Territory the equal protection of the laws." 42 U.S.C. § 1985(3) (hindrance/prevention clause).

129. As the Supreme Court held in *Griffin v. Breckenridge*, 403 U.S. 88 (1971), Section 1985 reaches conspiracies that aim at depriving persons of equal protection of the law.

130. Co-conspirators, including Defendants, constituting two or more persons, conspired for the purpose of preventing or hindering their subordinates from giving to all persons within Fairfax County equal protection of the laws.

131. The conspiracy was motivated by a desire to grant an unlawful benefit to a distinct class—illegal aliens—providing them protection from enforcement of the Nation's immigration laws in violation of Section 1324.

132. This conspiracy was nothing less than a joint effort to nullify federal immigration law.

133. The statements and policies of the Board, the Sheriff, and the Commonwealth's Attorney make it clear not only that they know illegal aliens unlawfully reside in Fairfax County, but also that they want them to do so.

134. Policies like theirs that aid illegal aliens "coming to us for services" (as Board Chairman McKay puts it) give "the ability to engage with county agencies … without fear that … [it] might … assist in federal civil immigration enforcement" (Descano), and offer illegal aliens "a safe place … to cooperate without fear of consequences" (Kincaid) are policies that violate the criminal provisions of Section 1324.

135. The lawful residents of Fairfax County have a right to expect that federal

immigration law will be honored and enforced in their community.

136. By compelling their subordinates to turn a blind eye to knowing violations of federal immigration law, the Co-Conspirators, including Defendants, conferred an unlawful benefit (protection from Section 1324) on a distinct class (illegal aliens) and denied their lawful residents equal protection of the law.

137. As a result, the Co-Conspirators, including Defendants, are liable for the death of Stephanie Minter.

PRAYER FOR RELIEF

Wherefore, Plaintiff respectfully requests that this Court enter judgment in Plaintiff's favor and against Defendants as follows:

1. Award Plaintiff compensatory damages in an amount to be proven at trial for the wrongful death of Stephanie Minter and other harms caused by Defendants' conduct;

2. Award Plaintiff punitive damages against Defendants to the maximum extent permitted by law;

3. Award Plaintiff their reasonable attorneys' fees and costs pursuant to 42 U.S.C. § 1988 and any other applicable law; and

4. Grant such other and further relief as the Court deems just and proper.

JURY TRIAL DEMAND

Plaintiff respectfully demands a trial by jury on all claims and issues so triable.

Dated: November 20, 2026

Respectfully submitted,

/s/ Andrew Zimmitti
Andrew Zimmitti (VSB No. 88869)
Richard P. Lawson (*pro hac vice forthcoming*)

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