

**UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF NEW YORK, et al.,

Plaintiffs,

v.

UNITED STATES DEPARTMENT OF
JUSTICE, et. al.

Defendants.

No. 1:25-cv-00499-MRD-AEM

JOINT MOTION TO DISMISS THE COMPLAINT WITHOUT PREJUDICE
SUBJECT TO THE TERMS OF THE PARTIES' STIPULATION

Pursuant to Federal Rule of Civil Procedure 41(a)(1)(A)(ii), Defendants United States Department of Justice; Pamela J. Bondi, in her official capacity as Attorney General of the United States; Office of Justice Programs; Maureen Henneberg, in her official capacity as Deputy Assistant Attorney General for the Office of Justice Programs; Office for Victims Of Crime; Katherine Darke Schmitt, in her official capacity as Acting Director of the Office for Victims of Crime; Bureau of Justice Assistance; Tammie Gregg, in her official capacity as Acting Director of the Bureau of Justice Assistance; Office on Violence Against Women; and Ginger Baran Lyons, in her official capacity as Deputy Director for Grants Development and Management of the Office on Violence Against Women (“Defendants”), and Plaintiffs State of New York; State of Colorado; State of Illinois; State of Rhode Island; State of Arizona; State of California; District of Columbia; State of Connecticut; State of Delaware; State of Maine; State of Maryland; Commonwealth of Massachusetts; State of Michigan; State of Minnesota; State of Nevada; State of New Jersey; State of New Mexico; State of Oregon; State of Vermont; and State of Washington (“Plaintiffs”)

(collectively, the “Parties”)¹ move the Court to dismiss Plaintiffs’ Complaint without prejudice subject to the terms of the below stipulation.

WHEREAS, Plaintiffs filed the Complaint and Motion for Preliminary Injunction in this action on October 1, 2025 (ECF Nos. 1, 3);

WHEREAS, Plaintiffs’ Complaint alleges that Defendants’ adoption of a provision restricting the use of Department of Justice grant funds to provide legal services for certain immigrants as recited in the DOJ Grants Financial Guide (the “Legal Services Provision”) is contrary to law, arbitrary and capricious, and unconstitutional;

WHEREAS, the Legal Services Provision provides that:

[C]osts of providing legal services (that is, professional services of the kind lawfully provided only by individuals licensed to practice law) to any removable alien (*see* 8 U.S.C. § 1229a(e)(2)) or any alien otherwise unlawfully present in the United States are disallowed and may not be charged against the award.

Grants Guide, Ch. 3.13;

WHEREAS, the Legal Services Provision further specifies that “[c]osts for legal services disallowed under the preceding sentence do not include costs for legal services”:

(1) to obtain protection orders for victims of crime (including associated or related orders (e.g., custody orders), arising from the victimization); (2) that are associated with or relate to actions under 18 U.S.C. ch. 77 (peonage, slavery, and trafficking in persons); (3) to obtain T-visas, U-visas, or “continued presence” immigration status (*see*, e.g., 8 U.S.C. § 1101(a)(15)(T) & (U); 22 U.S.C. § 7105(c)(3)(A)); or (4) as to which such disallowance would contravene any express requirement of any law, or of any judicial ruling, governing or applicable to the award.

Id. (the “Unallowable Costs” provision);

¹ As shared with the Court and Defendants, Plaintiff State of Wisconsin is not a party to this stipulation and dismissal, as its state laws require approval from a state legislative committee before it can join the stipulation and dismiss its claims. *See* Wis. Stat. s. 165.08(1). Plaintiff State of Wisconsin will seek that approval forthwith.

WHEREAS, regulations currently in effect and applicable to the Victims of Crime Act (“VOCA”) Victim Assistance grants and grants made under the Violence Against Women Act (“VAWA”) provide that: “[v]ictim eligibility under this program for direct services is not dependent on the victim’s immigration status.” 28 C.F.R. §§ 94.103(a), 94.116 (VOCA Victim Assistance); *id.* § 90.4(c) (VAWA);

WHEREAS, in opposition to Plaintiffs’ Motion for Preliminary Injunction, Defendants asserted, among other things, that the Legal Services Provision “does not apply to VOCA’s Victim Assistance Program or VAWA Programs,” *see* ECF No. 28-1, at 22; *see also id.* at 8, because, due to the regulations currently in effect and applicable to those grant programs, *see* 28 C.F.R. §§ 94.103(a), 94.116 (VOCA Victim Assistance); *id.* § 90.4(c) (VAWA), disallowing costs incurred under those programs pursuant to the challenged provision “would contravene an[] express requirement of . . . law,” Grants Guide, Ch. 3.13—namely, the requirement in the regulations that eligibility not be dependent on immigration status;

WHEREAS, Plaintiffs have agreed to dismiss the Complaint without prejudice subject to Defendants’ stipulation to their statements interpreting the Legal Services Provision as applied to VOCA Victim Assistance and VAWA grants;

THEREFORE, the Parties do HEREBY STIPULATE AND AGREE as follows:

1. With respect to Plaintiff States’ current open grant awards under the VOCA Victim Assistance and VAWA grant programs, Defendants agree that the Legal Services Provision does not apply to those grant awards;
2. Plaintiff States reserve all rights with respect to any arguments, defenses, or actions regarding any grants or programs containing an “Unallowable Costs” provision;

3. On the basis of Defendants' representations in this stipulation, the Parties agree that the Complaint shall be dismissed without prejudice; and

4. All parties will bear their own fees and costs.

Accordingly, the Parties respectfully request that the Court dismiss the Complaint without prejudice subject to terms of the above stipulation.

Dated: November 24, 2025

Respectfully submitted,

Counsel for Defendants

By: /s/ Elisabeth J. Neylan

Brett A Shumate

Assistant Attorney General, Civil Division

Yaakov M. Roth

Principal Deputy Assistant Attorney General

Andrew I. Warden

Assistant Branch Director

Elisabeth J. Neylan

N.Y. Bar Reg. No.: 6125736

Trial Attorney

U.S. Department of Justice

Civil Division, Federal Programs Branch

1100 L Street, NW

Washington, DC 20530

(202) 616-3519

Elisabeth.J.Neylan@usdoj.gov

Attorneys for Plaintiffs

LETITIA JAMES

Attorney General for the State of New York

PHILIP J. WEISER

Attorney General for the State of Colorado

By: /s/ Natasha M. Korgaonkar

Rabia Muqaddam

Chief Counsel for Federal Initiatives

Natasha M. Korgaonkar

Special Counsel

Zoe Levine

Special Counsel

Benjamin Liebowitz

Assistant Attorney General

By: /s/ David Moskowitz

David Moskowitz

Deputy Solicitor General

Nora Passamaneck

Finnuala K. Tessier

Senior Assistant Attorneys General

Colorado Department of Law

1300 Broadway, #10

Denver, CO 80203

28 Liberty St. New York, NY 10005
212-416-6557
Natasha.Korgaonkar@ag.ny.gov

Attorneys for the State of New York

(720) 508-6000
david.moskowitz@coag.gov

Attorneys for the State of Colorado

KWAME RAOUL
Attorney General of Illinois

By: /s/ Michael M. Tresnowski
Alex Hemmer
Deputy Solicitor General
Christopher G. Wells
Chief of the Public Interest Division
Vikas Didwania
Complex Litigation Counsel
Michael M. Tresnowski
R. Henry Weaver
Assistant Attorneys General
Office of the Illinois Attorney General
115 LaSalle Street
Chicago, IL 60603
(773) 758-4496
Michael.Tresnowski@ilag.gov

Attorneys for the State of Illinois

PETER F. NERONHA
Attorney General of Rhode Island

By: /s/ Kathryn Sabatini
Kathryn M. Sabatini (RI No. 8486)
Chief, Civil Division
Special Assistant Attorney General
Paul T.J. Meosky (RI No. 10742)
Special Assistant Attorney General
150 South Main Street
Providence, RI 02903
(401) 274-4400
KSabatini@riag.ri.gov
PMeosky@riag.ri.gov

Attorneys for the State of Rhode Island

KRISTIN K. MAYES
Attorney General of Arizona

By: /s/ Joshua G. Nomkin
Joshua G. Nomkin
Office of the Attorney General
2005 North Central Avenue
Phoenix, Arizona 85004
(602) 542-3333
Joshua.Nomkin@azag.gov

Attorney for the State of Arizona

ROB BONTA
Attorney General for the State of California

Michael L. Newman
Senior Assistant Attorney General
Joel Marrero
Supervising Deputy Attorney General
Jesse Basbaum
Brian Bilford
Luke Freedman
Lee I. Sherman
Deputy Attorneys General

By: /s/ Christopher P. Tenorio
Christopher P. Tenorio
Deputy Attorney General

California Department of Justice
600 W. Broadway, Suite 1800
San Diego, CA 92101 (619) 738-9000
Christopher.Tenorio@doj.ca.gov

Attorneys for the State of California

BRIAN L. SCHWALB

Attorney General for the District of Columbia

By: /s/ Mitchell P. Reich

Mitchell P. Reich

Senior Counsel to the Attorney General

Office of the Attorney General for the District
of Columbia

400 Sixth Street, NW

Washington, D.C. 20001

(202) 279-1261

mitchell.reich@dc.gov

Attorney for the District of Columbia

WILLIAM TONG

Attorney General of Connecticut

By: /s/ Ashley Meskill

Ashley Meskill

Assistant Attorney General

Connecticut Office of the Attorney General

165 Capitol Avenue

Hartford, CT 06106

(860) 808-5270

ashley.meskill@ct.gov

Attorney for the State of Connecticut

KATHLEEN JENNINGS

Attorney General of the State of Delaware

By: /s/ Ian R. Liston

Ian R. Liston

Director of Impact Litigation

Vanessa L. Kassab

Deputy Attorney General

Rose Gibson

Assistant Attorney General

Delaware Department of Justice

820 N. French Street

Wilmington, DE 19801

(302) 683-8899

Ian.Liston@delaware.gov

Attorneys for the State of Delaware

AARON M. FREY

Attorney General for the State of Maine

By: /s/ Stanley Abraham

Stanley Abraham

Assistant Attorney General

Office of the Attorney General

6 State House Station

Augusta, ME 04333-0006

Tel.: 207-626-8800

Fax: 207-287-3145

Stanley.Abraham@maine.gov

Attorney for the State of Maine

ANTHONY G. BROWN

Attorney General for the State of Maryland

By: /s/ Virginia A. Williamson

Virginia A. Williamson

Assistant Attorney General

Office of the Attorney General

200 Saint Paul Place, 20th Floor

Baltimore, Maryland 21202

410-576-6584

VWilliamson@oag.state.md.us

Attorney for the State of Maryland

ANDREA JOY CAMPBELL

Attorney General for the Commonwealth of
Massachusetts

By: /s/ Michelle R. Pascucci

Katherine B. Dirks

Chief State Trial Counsel

Michelle Rita Pascucci

State Trial Counsel

1 Ashburton Place

Boston, Massachusetts 02108

(617) 963-2255

Katherine.Dirks@mass.gov

Michelle.Pascucci@mass.gov

*Attorneys for the Commonwealth of
Massachusetts*

DANA NESSEL

Attorney General of Michigan

By: /s/ Neil Giovanatti

Neil Giovanatti

John Pallas

Assistant Attorneys General

Michigan Department of Attorney General

525 W. Ottawa

Lansing, MI 48909

(517) 335-7603

GiovanattiN@michigan.gov

PallasJ@michigan.gov

Attorneys for the State of Michigan

KEITH ELLISON

Attorney General for the State of Minnesota

By: /s/ Joseph R. Richie

Joseph R. Richie

Special Counsel

445 Minnesota Street, Suite 1400

St. Paul, Minnesota, 55101

(651) 300-0921

joseph.richie@ag.state.mn.us

Attorney for the State of Minnesota

AARON D. FORD

Attorney General for the State of Nevada

By: /s/ Heidi Parry Stern

Heidi Parry Stern

Solicitor General

Office of the Nevada Attorney General

1 State of Nevada Way, Ste. 100

Las Vegas, NV 89119

HStern@ag.nv.gov

MATTHEW J. PLATKIN

Attorney General of New Jersey

By: /s/ Meghan Musso

Meghan Musso

Amanda McElfresh

Deputy Attorneys General

Office of the Attorney General

25 Market Street

Trenton, NJ 08625

Attorney for the State of Nevada

(609) 696-5276

meghan.musso@law.njoag.gov

Counsel for the State of New Jersey

RAÚL TORREZ

Attorney General for the State of New Mexico

By: /s/ Mark Noferi

Mark Noferi

Senior Litigation Counsel

NM Department of Justice

408 Galisteo Street

Santa Fe, New Mexico 87501

(505) 490-4060

MNoferi@nmdoj.gov

Attorney for the State of New Mexico

DAN RAYFIELD

Attorney General of Oregon

By: /s/ Scott P. Kennedy

Scott P. Kennedy

Senior Assistant Attorney General

Oregon Department of Justice

100 SW Market Street

Portland, OR 97201

Tel (971) 453-9050

Fax (971) 673-5000

Scott.Kennedy@doj.oregon.gov

Attorney for Plaintiff State of Oregon

CHARITY R. CLARK

Attorney General for the State of Vermont

By: /s/ Jonathan T. Rose

Jonathan T. Rose

Solicitor General

109 State Street

Montpelier, VT 05609

(802) 828-3171

jonathan.rose@vermont.gov

Attorney for the State of Vermont

NICHOLAS W. BROWN

Attorney General of Washington

By: /s/ Benjamin Seel

Benjamin Seel

Assistant Attorney General

Marsha Chien

Cristina Sepe

Deputy Solicitors General

Washington State Office

of the Attorney General

800 Fifth Avenue, Suite 2000

Seattle, WA 98104-3188

(206) 464-7744

Benjamin.Seel@atg.wa.gov

Attorneys for the State of Washington