

No. 17-1026

In The
Supreme Court of the United States

GILBERTO GARZA JR.,
Petitioner,

v.

STATE OF IDAHO,
Respondent.

PETITION FOR WRIT OF CERTIORARI TO
THE SUPREME COURT OF IDAHO

BRIEF OF *AMICUS CURIAE*
THE ETHICS BUREAU AT YALE
IN SUPPORT OF PETITIONER

Lawrence J. Fox
Counsel of Record
George W. and Sadella D. Crawford
Visiting Lecturer in Law
YALE LAW SCHOOL
127 Wall Street
New Haven, Connecticut 06511
(203) 432-9358
lawrence.fox@yale.edu

Counsel for Amicus Curiae Dated: February 22, 2018

TABLE OF CONTENTS

TABLE OF AUTHORITIESii

CONSENT TO FILE AS *AMICUS CURIAE* 1

INTEREST OF *AMICUS CURIAE*..... 1

SUMMARY OF ARGUMENT 2

ARGUMENT..... 4

 I. Criminal Defendants Have a Right to Counsel Who Will File a Notice of Appeal on Their Behalf 4

 A. Fundamental Principles of Constitutional Law, Legal Ethics, and Agency Law Vest the Final Decision to Appeal in the Client 5

 B. Counsel Are Required To File a Notice of Appeal Even When They Fail To Identify Any Appealable Issues 8

 II. This Court Should Grant Certiorari To Preserve the Role of Courts as the Final Arbiter of Appeals 12

 III. The Decision Below Creates Needless Confusion and Uncertainty for Criminal Defense Lawyers 16

CONCLUSION 18

TABLE OF AUTHORITIES

CASES

<i>Anders v. California</i> , 386 U.S. 738 (1966)	<i>passim</i>
<i>Blackledge v. Perry</i> , 417 U.S. 21 (1974)	10
<i>C.I.R. v. Banks</i> , 543 U.S. 426 (2005)	7
<i>Douglas v. California</i> , 372 U.S. 353 (1963)	6, 14
<i>Evitts v. Lucey</i> , 469 U.S. 387 (1985)	13, 14, 16
<i>Faretta v. California</i> 422 U.S. 806 (1975)	7
<i>Garza v. State</i> , 405 P.3d 576 (Idaho 2017).....	17
<i>Griffin v. Illinois</i> , 351 U.S. 12 (1956)	16
<i>Holland v. Florida</i> , 560 U.S. 631 (2010)	6

<i>Lafler v. Cooper</i> , 566 U.S. 156 (2012)	16
<i>Lane v. Brown</i> , 372 U.S. 477 (1963)	3, 12
<i>Maples v. Thomas</i> , 565 U.S. 266 (2012)	6
<i>McCoy v. Court of Appeals of Wisconsin, Dist. 1</i> , 486 U.S. 429 (1988)	8, 10, 11, 14
<i>Menna v. New York</i> , 423 U.S. 61 (1975)	10
<i>Missouri v. Frye</i> , 566 U.S. 134 (2012)	15
<i>Nix v. Whiteside</i> , 475 U.S. 157 (1986)	6
<i>Offutt v. United States</i> , 348 U.S. 11 (1954)	15
<i>Penson v. Ohio</i> , 488 U.S. 75 (1988)	10, 14
<i>Rodriguez v. United States</i> , 395 U.S. 327 (1969)	3, 5

Roe v. Flores-Ortega,
528 U.S. 470 (2000) 4, 5, 8, 10

Smith v. Robbins,
528 U.S. 259 (2000) 11

Suggs v. United States,
391 F.2d 971 (D.C. Cir. 1968) 13

United States v. Marin,
961 F.2d 493 (4th Cir. 1992) 10-11

United States v. Sandoval-Lopez,
409 F.3d 1193 (9th Cir. 2005) 17

Wheat v. United States,
486 U.S. 153 (1988) 15

CONSTITUTIONAL PROVISION

U.S. Const. amend. VI *passim*

RULES

Model Rules of Prof'l Conduct pmbl.
(Am. Bar Ass'n 1983)..... 13

Model Rules of Prof'l Conduct r. 1.2(a)
(Am. Bar Ass'n 1983)..... 8

Model Rules of Prof'l Conduct r. 1.7 cmt. 1
 (Am. Bar Ass'n 1983)..... 13

Model Rules of Prof'l Conduct r. 3.1
 (Am. Bar Ass'n 1983)..... 9

OTHER AUTHORITIES

ABA Standards for Criminal Justice Prosecution
 Function and Defense Function Standard
 4-5.2(a)(v) (3d ed. 1993)..... 7

ABA Standards for Criminal Justice Prosecution
 Function and Defense Function Standard
 4-8.2 cmt (3d ed. 1993) 6, 11

ABA Standards for Criminal Justice Prosecution
 Function and Defense Function Standard
 4-8.2(a) (3d ed. 1993)..... 6

ABA Standards for Criminal Justice Prosecution
 Function and Defense Function Standard
 4-8.2(b) (3d ed. 1993)..... 7

ABA Standards for Criminal Justice Prosecution
 Function and Defense Function Standard
 4-8.3 cmt. (3d ed. 1993) 6, 15

ABA Standards for Criminal Justice Prosecution Function and Defense Function Standard 4-8.3(c) (3d ed. 1993)	10
Editorial, <i>Trial Judge to Appeals Court: Review Me</i> , N.Y. Times (July 16, 2012), http://www.nytimes.com/2012/07/17/opinion/trial- judge-to-appeals-court-review-me.html	16
Jacob Szewczyk, Comment, <i>Following Orders: Campbell v. United States, The Waiver of Appellate Rights, and the Duty of Counsel</i> , 64 Cath. U. L. Rev. 489 (2015).....	14
Joel Cohen, <i>When Lawyers Admit “Ineffectiveness,”</i> N.Y. L.J. (Apr. 13, 2010), https://www.stroock.com/siteFiles/Pub918.pdf ..	17
Lauren Gregorcyk, Note, <i>A Justified Obligation: Counsel’s Duty to File a Requested Appeal in a Post-Waiver Situation</i> , 20 Wash. & Lee J. Civil Rts. & Soc. Just. 141 (2013)	17
Model Code of Judicial Conduct Canon 1 (Am. Bar Ass’n 1990).....	15
Model Code of Judicial Conduct r. 2.2 (Am. Bar Ass’n 1990).....	13
Model Code of Judicial Conduct r. 2.5(A) (Am. Bar Ass’n 1990).....	14

Model Code of Judicial Conduct r. 2.5-2.7 (Am. Bar Ass'n 1990).....	12
Nancy J. King & Michael E. O'Neill, <i>Appeal Waivers and the Future of Sentencing Policy</i> , 55 Duke L.J. 209 (2005)	12
Restatement (Third) of Agency § 8.09(2) (Am. Law Inst. 2006).....	7
Restatement (Third) of the Law Governing Lawyers § 110 cmt. f (Am. Law Inst. 2000).....	9
Restatement (Third) of the Law Governing Lawyers § 110(1) (Am. Law Inst. 2000).....	9
Restatement (Third) of the Law Governing Lawyers § 21 (Am. Law Inst. 2000)	8
Restatement (Third) of the Law Governing Lawyers § 22(1) (Am. Law Inst. 2000).....	7
Robert E. Scott & William J. Stuntz, <i>Symposium: Punishment, Plea Bargaining as Contract</i> , 101 Yale L.J. 1909 (1992).....	15

CONSENT TO FILE AS *AMICUS CURIAE*

Pursuant to Rule 37, this brief is filed with the consent of the parties. The brief is submitted by the Ethics Bureau at Yale in support of Petitioner. Letters of consent from both parties to this appeal have been lodged with the Clerk of the Court. No counsel for a party authored this brief in whole or in part, and no counsel or party made a monetary contribution intended to fund the preparation or submission of this brief.

INTEREST OF *AMICUS CURIAE*

The Ethics Bureau at Yale¹ is a clinic composed of sixteen law school students supervised by an experienced practicing lawyer, lecturer, and ethics teacher. The Bureau has drafted amicus briefs in matters involving lawyer and judicial conduct and ethics; has assisted defense counsel with ineffective assistance of counsel claims implicating issues of professional responsibility; and has provided assistance, counsel and guidance on a pro bono basis to not-for-profit legal service providers, courts, and law schools.

Because this case implicates a lawyer's ethical obligations to obey his client's objectives during the course of the representation, the Bureau believes it

¹ The Ethics Bureau at Yale is a student clinic of the Yale Law School. The views expressed herein are not necessarily those of Yale University or Yale Law School. This brief was not written in whole or in part by counsel for any party, and no person or entity other than *Amicus Curiae* has made a monetary contribution to the preparation and submission of this brief.

might assist the Court in resolving the important issues presented.

SUMMARY OF ARGUMENT

This case implicates an important question that has divided lower courts for over a decade: whether when a defendant asks his lawyer to file an appeal and the lawyer fails to do so because the defendant signed an appeal waiver as part of a plea agreement, a court should presume that the defendant was prejudiced by his counsel's conduct. The majority of lower courts to address the question have presumed prejudice when evaluating ineffective assistance of counsel claims in this context. The court below, however, did not. Because this Court's Sixth Amendment jurisprudence, as well as legal ethics and agency law, make clear that the client retains final control over the decision to appeal, *Amicus* believes that the decision below was wrongly decided and that courts should presume prejudice in these cases.

The facts of this case are straightforward and undisputed. In 2015, Gilberto Garza, Jr. pled guilty separately to aggravated assault and possession of controlled substance. Both plea agreements included an appeal waiver. Mr. Garza subsequently told his lawyer that he wanted to appeal his sentence. But, despite this instruction, his lawyer did not file an appeal because he concluded that "Mr. Garza [had] received the sentence(s) he bargained for" and that "an appeal was problematic because [Mr. Garza] waived his right to appeal." Pet. App. 52a. Mr. Garza filed a pro se petition for post-conviction relief alleging that his counsel rendered ineffective

assistance of counsel by refusing to file to a notice of appeal at his request. The Supreme Court of Idaho affirmed the District Court's and Court of Appeals' denial of relief.

The Constitution, the ethical code of the Idaho Supreme Court, and the common law vest the decision to file an appeal in the client. This rule reflects the fundamental precept that the client, not the lawyer, has the final say over the objectives of a representation. This Court has already concluded that courts should presume prejudice when a lawyer fails to file a notice of appeal at the request of his client. *See Rodriguez v. United States*, 395 U.S. 327 (1969). That presumption applies no less in cases in which a lawyer believes that an appeal would be frivolous. The Constitution and basic tenets of legal ethics and agency law protect a defendant's right to file an appeal that non-judicial actors deem frivolous. *See Anders v. California*, 386 U.S. 738, 744 (1967). And because appellate waivers bar only a subset of potential appeals, it is essential that a court review the merits of a claim.

This case also represents an assault on the fundamental role of courts and defense lawyers in our criminal justice system. The decision below would usurp from courts the ability to conduct an independent review of the merits of an appeal, upending the traditional division of authority in the courtroom—where lawyers serve as advocates and judges as final arbiters. In effect, it “confers upon [actors] outside the judicial system power to take from an indigent all hope of any appeal at all.” *Lane v. Brown*, 372 U.S. 477, 485 (1963). Furthermore, the

current disagreement among lower courts regarding the proper division of authority in this context has left defense lawyers deeply confused as to their responsibility under the Sixth Amendment to file appeals that plea agreements appear to bar.

In light of these considerations, *Amicus* urges this Court to grant certiorari and reverse the judgment of the court below.

ARGUMENT

I. Criminal Defendants Have a Right to Counsel Who Will File a Notice of Appeal on Their Behalf.

The client, not the lawyer, has the authority to decide whether to appeal a case. This Court has held that, under the Sixth Amendment, it is ineffective assistance of counsel for a lawyer to refuse to file a requested appeal. *See Roe v. Flores-Ortega*, 528 U.S. 470, 476-77 (2000). Principles of legal ethics and agency law likewise specify that the decision to appeal is under the client's sole control. These authorities make clear that the client retains control over the decision to appeal even when counsel believes that the appeal might be frivolous. In reliance on this well-established understanding of the attorney-client relationship, defendants entrust their lawyers to carry out their instructions. Thus, when a lawyer fails to file a requested appeal, the lawyer violates the Constitution and fundamental principles of legal ethics and agency law.

A. Fundamental Principles of Constitutional Law, Legal Ethics, and Agency Law Vest the Final Decision to Appeal in the Client.

The defendant's right to appeal is central to the protections provided by the Sixth Amendment. This Court has held that the Sixth Amendment guarantees defendants effective assistance of counsel, and that a lawyer who ignores his client's instructions to file an appeal is presumed to have rendered ineffective assistance. *See Flores-Ortega*, 528 U.S. at 477. This clear delineation of authority is critical because a lawyer who fails to file a requested appeal does not merely neglect his professional duty, but also deals his client "the serious denial of the entire judicial proceeding itself." *Id.* at 483. Indeed, this Court has gone even farther, ruling that counsel must not only perform the simple task of filing a notice of appeal, but must also "act[] in the role of an active advocate in behalf of his client," a role which "requires that he support his client's appeal to the best of his ability." *Anders v. California*, 386 U.S. at 744. As a consequence, a defendant whose lawyer fails to file a requested appeal is entitled to a new appeal without demonstrating that it would likely have been successful. *See Rodriguez*, 395 U.S. at 330.

The defendant's right to decide whether to appeal his case is a vital procedural protection. Most significantly, ignoring a client's express decision to appeal is "professionally unreasonable . . . because a defendant who instructs counsel to initiate an appeal reasonably relies upon counsel to file the necessary notice." *Flores-Ortega*, 528 U.S. at 477. Defendants whose lawyers ignore their instructions are often left

to file “petitions for relief from time limitations on filing appeals or . . . postconviction collateral attacks on the ground of inadequate representation.” ABA Standards for Criminal Justice Prosecution Function and Defense Function Standard 4-8.3 cmt. (3d ed. 1993). Moreover, many of these defendants, like Mr. Garza, will be forced to make these claims pro se. As this Court wrote when it recognized the right to counsel for a first appeal, “[w]hen an indigent is forced to run this gantlet of a preliminary showing of merit, the right to appeal does not comport with fair procedure.” *Douglas v. California*, 372 U.S. 353, 357 (1963). Defendants rely on counsel to pursue their objectives. To allow lawyers to do otherwise would undermine the sanctity of the attorney-client relationship and defendants’ Sixth Amendment rights.

Principles of legal ethics and agency law likewise prescribe that, throughout the course of a representation, clients retain control over final decisions and, specifically, the decision to appeal.² The American Bar Association, for example, has made clear that “[t]he decision whether to appeal must be the defendant’s own choice.” ABA Standards for Criminal Justice Prosecution Function and Defense Function Standard 4-8.2(a) (3d ed. 1993); *see also id.*

² This Court has previously looked to national ethical standards in construing constitutional requirements. *See, e.g., Nix v. Whiteside*, 475 U.S. 157, 167 (1986) (citing to common understandings of professional ethics in construing lawyers’ Sixth Amendment duties when a client plans to present perjured testimony at trial). Principles of agency law have often been used to illuminate a lawyer’s duties in the course of representation. *See Maples v. Thomas*, 565 U.S. 266, 283 (2012); *Holland v. Florida*, 560 U.S. 631, 659-60 (2010) (Alito, J., concurring).

4-8.2(b) (“Defense counsel should take whatever steps are necessary to protect the defendant’s rights of appeal.”); *id.* 4-5.2(a)(v) (noting that “[c]ertain decisions relating to the conduct of the case are ultimately for the accused and others are ultimately for defense counsel,” and providing that the decisions to be made by defendants include “whether to appeal”). The Restatement of Law Governing Lawyers likewise states that the decision to appeal a criminal prosecution is reserved to the client. *See* Restatement (Third) of the Law Governing Lawyers § 22(1) (Am. Law Inst. 2000).

This assignment of authority reflects broader principles of agency law and legal ethics which give the client control over final decisions. It is well-established under the common law that lawyers are their clients’ agents. *See C.I.R. v. Banks*, 543 U.S. 426, 436 (2005) (describing the attorney-client relationship as “a quintessential principal-agent relationship”). A lawyer remains at all times bound to respect his client’s fundamental wishes regarding the objectives of the representation. *See* Restatement (Third) of Agency § 8.09(2) (Am. Law Inst. 2006) (“An agent has a duty to comply with all lawful instructions received from the principal . . .”); *see also Faretta v. California*, 422 U.S. 806, 820 (1975) (“[The Sixth Amendment] speaks of the ‘assistance’ of counsel, and an assistant, however expert, is still an assistant.”). The Restatement of Law Governing Lawyers and the Model Rules of Professional Conduct³ likewise assign the authority to define the objectives of the representation to the client. *See*

³ The Idaho Rules of Professional Conduct follow the Model Rules in all relevant respects.

Restatement (Third) of the Law Governing Lawyers § 21; Model Rules of Prof'l Conduct r. 1.2(a) (Am. Bar Ass'n 1983). In keeping with these broader principles, the law assigns the decision whether to appeal—an objective of the representation—to the client.

In this case, Mr. Garza clearly conveyed that he wanted to appeal his case, and his lawyer violated the Sixth Amendment as well as principles of legal ethics and agency law when his lawyer disregarded that direction. Mr. Garza's lawyer acknowledged that Mr. Garza instructed him to file an appeal in his affidavit in the District Court. *See* Pet. App. 52a. Once Mr. Garza established as one of his objectives to appeal, his lawyer should not have deviated from that objective. Defense counsel's failure to carry out his professional obligations forced Mr. Garza to petition, initially pro se, to regain his right to appeal—a right that his lawyer had given up against his wishes. A lawyer who puts his client in such a position has acted in a way that is “professionally unreasonable.” *Flores-Ortega*, 528 U.S. at 477.

B. Counsel Are Required To File a Notice of Appeal Even When They Fail To Identify Any Appealable Issues.

This Court has recognized a tension between the constitutional right of defendants to have an active advocate on appeal and the professional obligation of counsel not to file frivolous appeals. *See McCoy v. Court of Appeals of Wisconsin, Dist. 1*, 486 U.S. 429, 437 (1988). But in reconciling this tension, this Court has not wavered from the principle that defendants have a right to file an appeal and to the

effective assistance of counsel in doing so. Instead, it has addressed the problem of frivolous appeals by recommending that lawyers follow the procedure described in *Anders v. California*. That is, when a client asks his lawyer to file an arguably frivolous appeal, the lawyer should file a notice of appeal, submit “a brief referring to anything in the record that might arguably support the appeal,” and request permission to withdraw. *Anders*, 386 U.S. at 744. This procedure, requiring lawyers to file “*Anders* briefs,” allows defense counsel to act “with honor and without conflict,” *id.*, but even more importantly, it preserves defendants’ right to appeal.

Principles of legal ethics strike a similar balance between defendants’ constitutional right to counsel and lawyers’ professional obligation not to file frivolous appeals. As a general rule, counsel may not file frivolous arguments. *See* Model Rules of Prof’l Conduct r. 3.1; Restatement (Third) of the Law Governing Lawyers § 110(1). But lawyers’ professional obligations “are subordinate to federal or state constitutional law that entitles a defendant in a criminal matter to the assistance of counsel in presenting a claim that otherwise would be prohibited.” Model Rules of Prof’l Conduct r. 3.1; *see also* Restatement (Third) of the Law Governing Lawyers § 110 cmt. f (“[A] lawyer representing a convicted person on appeal may be required to file a so-called *Anders* brief in the event the lawyer concludes that there is no nonfrivolous ground on which the appeal can be maintained.”). The ethical rules governing lawyers’ conduct likewise draw an important distinction between assisting a client on appeal—which is constitutionally required—and

actively deceiving the court or opposing parties—which is prohibited. See ABA Standards for Criminal Justice Prosecution Function and Defense Function Standard 4-8.3(c).

Requiring lawyers to abide by their clients' wishes and file an appeal serves a number of vital interests. Most importantly, these procedures preserve defendants' right to appeal. As this Court has noted, "a defendant who instructs counsel to initiate an appeal reasonably relies upon counsel to file the necessary notice." *Flores-Ortega*, 528 U.S. at 477. Without a rule ensuring that counsel file such a notice, a defendant may lose his right to any form of appellate review.

These procedures also improve the process by which appeals go forward. *Anders* briefs, for example, "provide the appellate courts with a basis for determining whether appointed counsel have fully performed their duty to support their clients' appeal to the best of their ability" and also "provide[] an independent inducement to counsel to perform a diligent review" of the case. *Penson v. Ohio*, 488 U.S. 75, 81, 82 & n.4 (1988) (quoting *McCoy*, 486 U.S. at 439). This review by both counsel and the court is essential even in the appeal waiver context because a valid waiver does not automatically preclude a defendant from challenging the sentence or conviction, for example, when the appeal goes "to the very power of the State to bring the defendant into court to answer the charge brought against him." *Blackledge v. Perry*, 417 U.S. 21, 30 (1974) (vindictive prosecution); see *Menna v. New York*, 423 U.S. 62 (1975) (double jeopardy); see also *United States v.*

Marin, 961 F.2d 493, 496 (4th Cir. 1992) (use of a “constitutionally impermissible factor such as race” at sentencing). It is also important to note that the timing for filing a notice of appeal is often extremely short, which suggests that lawyers should not foreclose the possibility of a meritorious appeal at this stage. Cursory review does not satisfy a defendant’s right to effective counsel and may lead to additional postconviction collateral claims. See ABA Standards for Criminal Justice Prosecution Function and Defense Function Standard 4-8.2 cmt.

This case implicates a particularly stark set of facts. Here, Mr. Garza’s lawyer not only offered a “conclusory statement that the appeal was meritless,” *McCoy*, 486 U.S. at 443, but also never presented this conclusory statement to a court for further review. See *Smith v. Robbins*, 528 U.S. 259, 281 (2000) (noting that a “flaw with the procedures” in past cases “was that there was only one tier of review”). Instead, defense counsel simply concluded that “Mr. Garza received the sentence(s) he bargained for” and told Mr. Garza “that the appeal was problematic because he waived his right to appeal” in his plea agreement. Pet. App. at 52a.

The conclusory statement by Mr. Garza’s lawyer does not satisfy the Sixth Amendment right to counsel. Instead, it is unclear whether Mr. Garza’s lawyer “diligently investigated the possible grounds of appeal.” *Anders*, 386 U.S. at 742. And even if he had conducted a more diligent investigation, Mr. Garza’s lawyer would still not have had the unilateral authority to waive his client’s right to appeal. As the preceding Section made clear, the Constitution and

rules of legal ethics vest the final decision to appeal in the defendant. Any decision that vests the authority in the lawyers can “not meet constitutional standards.” *Lane*, 372 U.S. at 485.

II. This Court Should Grant Certiorari To Preserve the Role of Courts as the Final Arbiter of Appeals.

Whether an appeal raises any non-frivolous issues is a decision for the appellate court—not defense counsel—to make. When a lawyer fails to file a requested appeal, that disobedience not only undermines the client’s right to decide whether to appeal, but also usurps the authority of the court to decide the merits of the appeal. Direct appellate review is entirely eliminated. Thus, in addition to safeguarding the fundamental rights of criminal defendants, the procedures set forth in *Anders* protect important judicial interests.

First, effective defense counsel must be required to file a notice of appeal so that appellate courts retain their role as neutral decision makers. The ethical rules governing the conduct of legal actors divide authority between counsel and courts, and ultimately courts are supposed to decide whether appeals are meritorious. *See* Model Code of Judicial Conduct r. 2.5-2.7 (Am. Bar Ass’n 1990); Nancy J. King & Michael E. O’Neill, *Appeal Waivers and the Future of Sentencing Policy*, 55 *Duke L.J.* 209, 223 (2005). In *Anders*, this Court stated that counsel must “support his client’s appeal to the best of his ability,” and then the *court* must conduct “a full examination of all the proceedings, to decide whether the case is

wholly frivolous.” *Anders*, 386 U.S. at 744. This proper division of labor in the courtroom helps to advance the ethical duties of both judges and lawyers.

One of defense counsel’s most critical roles is that of an advocate. Accordingly, lawyers not only lack the authority to determine if an appeal should be granted, but would violate the duty of loyalty owed to their clients by exercising such authority. The Model Rules of Professional Conduct provide that, as advocates, lawyers must “zealously assert[] the client’s position under the rules of the adversary system.” Model Rules of Prof’l Conduct pmb1.; *see also* Model Rules of Prof’l Conduct r. 1.7 cmt. 1 (“Loyalty and independent judgment are essential elements in the lawyer’s relationship to a client.”). As this Court has held, while an effective “attorney need not advance *every* argument, regardless of merit, urged by the appellant,” counsel “must play the role of an active advocate, rather than a mere friend of the court assisting in a detached evaluation of the appellant’s claim.” *Evitts v. Lucey*, 469 U.S. 387, 394 (1985).

The judge, rather than defense counsel, is charged with providing this “detached evaluation.” It is the unique role of judges to decide the merits of the cases that come before them. *See* Model Code of Judicial Conduct r. 2.2 (“A judge shall uphold and apply the law, and shall perform all duties of judicial office fairly and impartially.”). The most fundamental “role [of] a court is as arbiter of the interests of Government and accused.” *Suggs v. United States*, 391 F.2d 971, 975 (D.C. Cir. 1968). Thus, *Anders* was meant to ensure that appellate judges “successfully and constitutionally perform that function” by

“consider[ing] a presentation devoted to arguments for the accused, leaving it to [the court] to determine whether and to what extent they have merit.” *Id.* In this case, however, when Mr. Garza’s lawyer failed to file a notice of appeal, he unilaterally appointed himself to preside over his own client’s appeal—and then proceeded to do so in direct contravention of Mr. Garza’s interests. See Jacob Szewczyk, Comment, *Following Orders: Campbell v. United States, The Waiver of Appellate Rights, and the Duty of Counsel*, 64 Cath. U. L. Rev. 489, 512 (2015).

Anders briefs, moreover, ensure that courts carry out their role competently by directing reviewing judges to those parts of the record that might arguably support the appeal. See *McCoy*, 486 U.S. at 442; Model Code of Judicial Conduct r. 2.5(A) (obligating judges to perform their duties “competently and diligently”). In *Anders*, this Court established a procedure that would allow defense counsel to ethically provide adequate “assistance to his client *and to the court.*” *Anders*, 386 U.S. at 744 (emphasis added). Without the effective assistance of counsel, an appeal might devolve into a “meaningless ritual,” since, for virtually any layperson, “the services of a lawyer will . . . be necessary to present an appeal in a form suitable for appellate consideration on the merits.” *Evitts*, 469 U.S. at 393-94 (quoting *Douglas*, 372 U.S. at 358). *Anders* briefs, therefore, serve the “valuable purpose of assisting the court” in competently determining both whether “counsel in fact conducted the required detailed review of the case” and whether “the appeal is indeed so frivolous that it may be decided without an adversary presentation.” *Penson*, 488 U.S. at 81-82

(1988); *see also Anders*, 386 U.S. at 745. *Cf.* ABA Standards for Criminal Justice Prosecution Function and Defense Function Standard 4-8.3 cmt. (noting that it “is also in the public interest” to expeditiously obtain complete and final determinations of all cases).

Lastly, without a notice of appeal, judges may not reliably fulfill their duty to protect the legitimacy of the legal system. The First Canon of the Model Code of Judicial Conduct states that judges, as the final arbiters of every case over which they preside, “shall uphold and promote the independence, integrity, and impartiality of the judiciary, and shall avoid impropriety and the appearance of impropriety.” Model Code of Judicial Conduct Canon 1. The proper division of responsibility between judges and lawyers on appeal is one way for courts to protect their “independent interest in ensuring that criminal trials are conducted within the ethical standards of the profession and that legal proceedings appear fair to all who observe them.” *Wheat v. United States*, 486 U.S. 153, 160 (1988); *see also Offutt v. United States*, 348 U.S. 11, 14 (1954) (“Justice must not only be done, it must appear to be done.”). Moreover, this judicial duty is especially important in the plea bargaining context. For, today, plea bargaining “is not some adjunct to the criminal justice system; it is the criminal justice system.” *Missouri v. Frye*, 566 U.S. 134, 144 (2012) (quoting Robert E. Scott & William J. Stuntz, *Symposium: Punishment, Plea Bargaining as Contract*, 101 *Yale L.J.* 1909, 1912 (1992)).

When lawyers fail to file notices of appeal, courts simply cannot guarantee defendants an

“adequate and effective” appeal. *Griffin v. Illinois*, 351 U.S. 12, 20 (1956). Appellate judges are rendered powerless, incapable of guarding against the accidental waiver of viable claims by defense lawyers. As a result, the very purpose of systems of appeal as of right—to “assure that only those who are validly convicted have their freedom drastically curtailed”—are dangerously undercut. *Evitts*, 469 U.S. at 400. The judiciary has a duty to protect every individual defendant’s fundamental rights and, in turn, to uphold the integrity of the legal system writ large.

III. The Decision Below Creates Needless Confusion and Uncertainty for Criminal Defense Lawyers.

The decision below reflects a longstanding split of authority regarding a criminal defense lawyer’s duty to file an appeal in the post-waiver context. Criminal defense lawyers remain unsure of their legal and ethical duties when faced with plea bargains that include appellate waivers. Moreover, this issue comes up frequently, due in part to the pervasiveness of plea bargaining. The overwhelming majority of criminal cases are resolved through plea bargaining negotiations. *See Lafler v. Cooper*, 566 U.S. 156, 170 (2012) (“[C]riminal justice today is for the most part a system of pleas, not a system of trials.”).

The prevalence of plea bargaining only amplifies the need for clarification in this case. *See* Editorial, *Trial Judge to Appeals Court: Review Me*, N.Y. Times (July 16, 2012), <http://www.nytimes.com/2012/07/17/opinion/trial-judge-to-appeals-court-review-me.html>. Since the

Sentencing Reform Act of 1984, appellate waivers have only increased in popularity with judges and prosecutors' offices around the country. *See* Lauren Gregorcyk, Note, *A Justified Obligation: Counsel's Duty to File a Requested Appeal in a Post-Waiver Situation*, 20 Wash. & Lee J. Civil Rts. & Soc. Just. 141, 147-148 (2013).

The current disagreement among lower courts has fostered significant uncertainty for criminal defense lawyers. The decision below only adds to the confusion. Lawyers need to know not only whether filing a notice of appeal in this context is frivolous, but also whether it is constitutionally required. Asking criminal defense lawyers to sift through inconsistent or contradictory standards notably jeopardizes the ability of defense lawyers to perform as competent counsel. Indeed, the current split of authority has resulted in an anomalous state of affairs in which lawyers in some states—such as in Idaho—may be subject to one constitutional standard in state court and another in federal court. *Compare Garza v. State*, 405 P.3d 576 (Idaho 2017), *with United States v. Sandoval-Lopez*, 409 F.3d 1193 (9th Cir. 2005).

In addition, criminal defense lawyers have a personal interest in understanding the law regarding ineffective assistance of counsel because being found “ineffective” directly affects their professional standing. *See* Joel Cohen, *When Lawyers Admit “Ineffectiveness,”* N.Y.L.J. (Apr. 13, 2010), <https://www.stroock.com/siteFiles/Pub918.pdf> (“There is nothing worse for a criminal lawyer than personal guilt for having waged an inadequate defense that results in a miscarriage of justice for his

client.”). In deciding to file an appeal in the post-waiver context, criminal defense lawyers might worry that they must choose whether to pursue their clients’ interests or to follow a more convenient or professionally beneficial course. In short, the current split of authority leaves criminal defense lawyers in the dark as to whether their decision to file an appeal from a plea agreement containing an appeal waiver might amount to ineffective assistance of counsel. This Court should therefore grant certiorari and clarify the obligations of criminal defense lawyers in this recurrent situation.

CONCLUSION

Criminal defense lawyers should be constitutionally required to file an appeal where directed to do so by their client, even if their client signed a plea agreement containing an appeal waiver. To hold otherwise would undermine the right to effective assistance of counsel under the Sixth Amendment, fundamental requirements of ethics and agency law, and the traditional division of authority between defense lawyers and courts in the criminal justice system. Further, defense counsel should know the scope of their duty to file an appeal so that they are able to both protect their clients’ constitutional rights and avoid compromising their professional standing. Defendants, not their counsel, should have the ultimate authority to choose to appeal. For these reasons, *Amicus* urges this Court to grant certiorari and reverse the judgment below.

Respectfully Submitted,

/s/ Lawrence J. Fox

Lawrence J. Fox

Counsel of Record

George W. and Sadella D. Crawford

Visiting Lecturer in Law

Yale Law School

127 Wall Street

New Haven, CT 06511

(203) 432-9358

lawrence.fox@yale.edu

Counsel for Amicus Curiae