#### IN THE

# Supreme Court of the United States

DANIEL RUTHERFORD,

Petitioner,

V.

UNITED STATES,

Respondent.

ON PETITION FOR A WRIT OF CERTIORARI TO THE UNITED STATES COURT OF APPEALS FOR THE THIRD CIRCUIT

# BRIEF OF CLINICAL LAW PROFESSORS AS AMICI CURIAE IN SUPPORT OF PETITIONER

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#### INTEREST OF AMICI CURIAE<sup>1</sup>

Amici are clinical professors of law who represent indigent federal prisoners pro bono in sentence-reduction proceedings under 18 U.S.C. § 3582(c)(1)(A)(i). They have extensive experience litigating sentence-reduction motions on behalf of individuals in district courts across the country both before and after Sentencing Commission's 2023 policy statement took effect. Amici's clients have been affected directly by the circuit split at issue here—whether changes in the law can contribute to "extraordinary and compelling reasons" for a sentence reduction. Amici therefore are well-positioned to explain the far-reaching implications of the circuit split on both an individual and national level.

Amici also are deeply familiar with the Sentencing Commission's amendment to its policy statement, which attempted to address the circuit split in the first instance. Amici and certain of their clients provided written and oral testimony and public comments to the Commission about the sentence-reduction policy statement, especially as it pertains to the changes-in-law provision at issue here.<sup>2</sup>

<sup>&</sup>lt;sup>1</sup> Pursuant to Supreme Court Rule 37.6, *amici* state that no counsel for a party authored this brief in any part, and that no person or entity, other than *amici* and their counsel, made a monetary contribution to fund its preparation and submission. All parties have been timely notified of the filing of this brief in accordance with Supreme Court Rule 37.2.

<sup>&</sup>lt;sup>2</sup> See, *e.g.*, Public Hearing on Proposed Amendments to the Federal Sentencing Guidelines Before the United States Sentencing Commission (Feb. 23, 2023), https://perma.cc/7TY8-ZSWP (written and oral testimony of Professor Zunkel); 2022–2023 Proposed

Beyond direct client representation in federal court and advocacy before the Commission, *amici* teach, study, and advise on federal sentence-reduction legal issues, which includes authoring scholarly publications, directing student research, conducting trainings, and counseling attorneys around the country on sentence-reduction motions.

*Amici* submit this brief to offer their insight—based on practical experience and scholarly research—about the importance of this issue for individual prisoners and for ensuring consistency in the law.

A complete list of *amici* is attached as Appendix A.

#### SUMMARY OF ARGUMENT

There is a deep, mature circuit split over whether courts may consider non-retroactive legal changes when deciding whether a person has presented "extraordinary and compelling reasons" for a sentence reduction under 18 U.S.C. § 3582(c)(1)(A). That circuit split existed well before the Sentencing Commission clarified, pursuant to its express power to "describe what should be considered extraordinary and compelling reasons," 28 U.S.C. § 994(t), that such non-retroactive changes may be considered in only very narrow circumstances, see U.S.S.G. § 1B1.13(b)(6) (2023).

Amendments and Public Comment, 88 Fed. Reg. 7180 (Mar. 13, 2023), https://perma.cc/48QJ-TAK8 (collecting public comments of certain *amici*, including Professors Tinto (PDF p. 1023) and Zunkel (PDF p. 1457)); Commission '24–'25 Priorities (July 15, 2024), https://perma.cc/Q8H2-9UWQ (collecting public comments of certain *amici*, including Professors Guernsey (PDF p. 260); Tinto (PDF p. 1114); and Zunkel (PDF p. 1128)).

The Commission's promulgation of subsection (b)(6), however, did not resolve the split, and many courts continue to apply pre-amendment caselaw categorically barring consideration of legal changes. More than most, this circuit split demands the Court's immediate resolution because of its practical, on-the-ground effects.

*First*, the circuit split creates severe sentence disparities between similarly situated people based on geography alone. Uniform sentencing for similarly situated defendants is a core principle that runs throughout federal sentencing law. See *Kimbrough* v. *United States*, 552 U.S. 85, 107 (2007) ("[I]t is unquestioned that uniformity remains an important goal of sentencing."). Consistency in the law ensures that differences in sentences, sometimes in the order of years or decades, are justified by the unique characteristics of the individual or case—not by the coincidence of ge-But now, even under the revised policy ography. statement, "a defendant's eligibility for a reduced sentence under 3582(c)[(1)(A)] turns on the Circuit in which the case arises." Hughes v. United States, 584 U.S. 675, 684 (2018). The consequences of these geographic disparities are severe. Defendants in restrictive circuits are left serving sentences decades longer than similarly situated defendants in other circuits, based on nothing more than the accident of geography. Cf., e.g., Speech First, Inc. v. Sands, 144 S. Ct. 675, 676 (2024) (Thomas, J., joined by Alito, J., dissenting from GVR) ("Yet, because of the split among the Courts of Appeals, many of these universities face no constitutional scrutiny, simply based on geography."). And data show that those disparities affect a wide swath of federal prisoners across the circuits.

Second, the circuit split vitiates the Sentencing Commission's expertise in achieving "consistent sentencing results among similarly situated offenders sentenced by different courts" in the sentence-reduction system. Buford v. United States, 532 U.S. 59, 66 (2001). The Commission is tasked with "describ[ing] what should be considered extraordinary and compelling reasons for [a] sentence reduction, including the criteria to be applied." 28 U.S.C. § 994(t). Pursuant to that clear edict, the Commission reviewed thousands of public comments and received testimony from a litany of stakeholders on this issue. Its resolution of the circuit split—subsection (b)(6)—is a considered middle ground that allows judges to consider non-retroactive changes in the law only for a limited set of defendants in a limited set of circumstances. That expert decision-making has little to no effect in at least six circuits.

The Court should grant the Petition.

#### **ARGUMENT**

Section 3582(c)(1)(A) allows a judge to reduce a previously-imposed sentence if three substantive factors are satisfied: (1) the movant presents "extraordinary and compelling reasons" that warrant a reduction; (2) a reduction is consistent with applicable policy statements issued by the Sentencing Commission; and (3) the judge considers the 18 U.S.C. § 3553(a) sentencing factors in deciding whether and to what extent a reduction is appropriate. 18 U.S.C. § 3582(c)(1)(A).

The Sentencing Commission is vested with the authority to interpret and operationalize the phrase

"extraordinary and compelling reasons." See 28 U.S.C. § 994(t). For several years after the enactment of the First Step Act of 2018, the Commission lacked a quorum and therefore had been unable to fulfill its statutorily required role to describe "extraordinary and compelling reasons." It regained its quorum in 2022 and promulgated revisions in 2023 to the sentence-reduction policy statement, § 1B1.13.

In the amended policy statement, the Commission has articulated precise conditions under which judges may consider non-retroactive changes in the law in the "extraordinary and compelling reasons" inquiry. Such non-retroactive changes may be considered only if:

- 1. the defendant is serving "an unusually long sentence";
- 2. the defendant "has served at least 10 years of the term of imprisonment";
- 3. there is a "gross disparity" between the defendant's unusually long sentence and the sentence the defendant likely would have received if sentenced under the new law; and
- 4. the defendant's "individualized circumstances" support relief.

U.S.S.G. § 1B1.13(b)(6) (2023). Outside of these circumstances, "a change in the law . . . shall not be considered for purposes of determining whether an extraordinary and compelling reason exists." *Id.* § 1B1.13(c).

The circuits are split sharply on whether judges may consider non-retroactive changes in the sentence-reduction inquiry. The First, Fourth, Ninth, and Tenth Circuits allow judges to consider such changes. See Pet. 12–14.<sup>3</sup> The Third, Fifth, Sixth, Seventh, Eighth, and D.C. Circuits do not. See *id*. 14–17. The Commission's promulgation of § 1B1.13(b)(6) did not resolve this split.

# I. The Circuit Split Produces Severe and Unjustified Sentence Disparities Based on Geography Alone.

"The present disagreement among the Courts of Appeals means that similarly situated defendants may receive substantially different sentences depending on the jurisdiction in which they are sentenced." Longoria v. United States, 141 S. Ct. 978, 979 (2021) (Sotomayor, J., joined by Gorsuch, J., respecting the denial of certiorari). The "unresolved divisions among the Courts of Appeals" on the issue presented here has "direct and severe consequences for defendants' sentences." Guerrant v. United States, 142 S. Ct. 640, 641 (2022) (Sotomayor, J., joined by Barrett, J., respecting the denial of certiorari).

<sup>&</sup>lt;sup>3</sup> The Second Circuit has not squarely addressed the changes-in-law issue, but it has recognized the broad discretion of district courts to consider "the full slate of extraordinary and compelling reasons that an imprisoned person might bring" and has not limited the consideration of changes in law. *United States* v. *Brooker*, 976 F.3d 228, 237 (2d Cir. 2020); see, *e.g.*, *United States* v. *Chavez*, \_\_\_ F. Supp. 3d \_\_\_, 2024 WL 4850808, at \*3–5 (S.D.N.Y. Nov. 21, 2024) (concluding, in the absence of Second Circuit authority to the contrary, that subsection (b)(6) is valid and granting a sentence reduction on that basis).

The Court appropriately left the question presented by the Petition to the Sentencing Commission in the first instance, since "Congress intended [the] Sentencing Commission to play [the] primary role in resolving conflicts over interpretation." Buford, 532 U.S., at 66; see, e.g., Braxton v. United States, 500 U.S. 344, 347–349 (2001) (declining to reach an interpretive issue about the Sentencing Guidelines because, after the Court granted certiorari, the Commission undertook proceedings that would "eliminate [the] circuit conflict"). But now, more than a year after the Sentencing Commission weighed in on the issue, the circuit split has become even more entrenched. Both nationwide data and individual profiles of defendants impacted by this split show that, with respect to sentence-reduction motions raising changes in the law under § 1B1.13(b)(6), the availability of relief between similarly situated defendants turns solely on geography.

1. Sentencing Commission data show that the circuit split has real and far-reaching consequences for hundreds of individuals across the country and has reified geographic disparities. Despite substantially similar caselaw among the circuits except on changes in law, circuits on the permissive side of the split grant sentence-reduction motions on average 22.2% of the time, while circuits with restrictive changes-in-law precedent grant motions only around 9% of the time. See U.S. Sent'g Comm'n, Compassionate Release Data Report Preliminary Fiscal Year 2025 Cumulative Data Through 1st Quarter, Table 3 (Feb. 2025).<sup>4</sup> In the Second Circuit, for example,

<sup>4</sup> https://perma.cc/55N8-28MR.

41.9% of compassionate release motions were granted last year, while courts in the Eighth Circuit granted only 6.7%. See *ibid.*; see also U.S. Sent'g Comm'n, Compassionate Release Data Report Preliminary Fiscal Year 2024 Cumulative Data Through 4th Quarter, Table 3 (Oct. 2024) (comparable disparities for FY 2024). Some natural variations in motion success rates are to be expected, but the more substantial disparities present in the data suggest that the difference in changes-in-law caselaw drives the outcome in a significant number of cases.

The data from the universe of granted motions underscore the vast implications of the split, because subsection (b)(6) comprises a substantial proportion of such grants. In the first quarter of Fiscal Year 2025, 15.8% of all sentence-reduction grants nationwide cited subsection (b)(6) as a reason for granting the motion. U.S. Sent'g Comm'n, Fiscal Year 2025, supra, at Table 10. Subsection (b)(6) was the single most cited reason granting a motion during that period—even though it is largely unavailable in nearly half of the circuits nationwide.

At bottom, the data quantify the obvious: This circuit split is of vast consequences for hundreds of federal prisoners. Judges soundly will exercise their discretion to consider changes in the law on a case-by-case basis. But only half of them are allowed to do so. There is every reason to believe that these data trends will continue without a resolution of the circuit split.

**2.** Comparing individual case profiles shows precisely how the circuit split produces severe geographic

<sup>&</sup>lt;sup>5</sup> https://perma.cc/34HQ-BFTM.

disparities between similarly situated people. Wally Martinez and Markwann Gordon were convicted of nearly identical conduct—robbery offenses with multiple 18 U.S.C. § 924(c) firearm charges. Initially, they were given similar sentences based on the pre-First Step Act requirement that a second or subsequent § 924(c) conviction carried a 25-year mandatory minimum to be served consecutively—i.e., § 924(c) "stacking." See 18 U.S.C. § 924(c) (2006). In the First Step Act, Congress clarified that the 25-year mandatory minimum may be imposed only when there is a prior § 924(c) conviction, 6 so Martinez and Gordon each would have received dramatically lower sentences today. But because of the circuit split, only Martinez has obtained relief—even though the Sentencing Commission referenced Gordon's case by name as one that falls within the ambit of subsection (b)(6).

A. Wally Martinez (Motion Granted, CA10/D. Utah). In 2001, Martinez received a 65-year sentence for his participation in three robberies with a firearm. Only 10 years of the 65-year sentence were attributable to the robberies; the other 55 years were due to § 924(c) stacked charges. United States v. Martinez, 2024 WL 866822, at \*1 (D. Utah Feb. 29, 2024). If he were sentenced today, Martinez would likely have received a total sentence of 15 years. Id., at \*4. Martinez sought relief under § 1B1.13(b)(6). In granting his sentence-reduction motion, the district court found that Martinez had satisfied each component of § 1B1.13(b)(6): (1) his 65-year sentence was "unusually long"; (2) he had served over 10 years of his

<sup>&</sup>lt;sup>6</sup> Pub. L. No. 115-391, 132 Stat. 5194, § 403 (2018) ("Clarification of section 924(c) of title 18, United States Code").

sentence; and (3) the 50-year difference in the sentence he would likely receive today constituted a "clear, gross disparity." *Ibid.* The judge also considered Martinez's "individualized circumstances," including that he was in his early twenties when he committed the offenses, his hundreds of hours of educational programming, and his stellar prison disciplinary record. *Id.*, at \*6. After considering the § 3553(a) sentencing factors, the district court reduced Martinez's sentence to time served, which amounted to approximately 22 years in custody. *Id.*, at \*7–8.

В. Markwann Gordon(Motion CA3/E.D.P.A.). Gordon received a 140-year sentence for his involvement in multiple bank robberies in the late 1990s. 125 of these years were the result of stacked § 924(c) penalties. If he were sentenced for the same offenses today, Gordon's minimum sentence for the § 924(c) counts would be 35 years—a full 105 years shorter than the sentence he received initially. United States v. Gordon, 585 F. Supp. 3d 716, 719 (E.D. Pa. 2022). In 2022, Gordon moved for a sentence reduction primarily based on the legal changes to § 924(c) stacking. Although the district judge recognized that Gordon "would not receive such a harsh sentence were he to be sentenced today," he denied the motion based on the Third Circuit's decision in *United* States v. Andrews, 12 F.4th 255 (3d Cir. 2021), which concluded that non-retroactive legal changes cannot be a basis for a sentence reduction. Gordon, 585 F. Supp. 3d, at 720–721.

In 2023, after the Sentencing Commission's amendment to add subsection (b)(6), Gordon again moved for a sentence reduction. Motion for Compassionate Release, *Gordon*, Dkt. 212 (E.D. Pa. Dec. 26,

2023). Gordon's motion was denied, see id., at Dkt. 268, this time based on *United States* v. Rutherford, 120 F.4th 360 (3d Cir. 2024), despite the fact that he meets all the factors of § 1B1.13(b)(6): (1) he is serving an unusually long sentence; (2) he has been incarcerated for over 10 years; and (3) the multi-decade difference between his sentence and the one he would likely receive today presents a "gross disparity." Martinez, 2024 WL 866822, at \*4. But because the Third Circuit categorically forecloses judges from considering any changes in the law in deciding whether a person is eligible for a sentence reduction, Gordon was denied relief. And as a consequence, the judge could consider Gordon's "individualized stances"—including that Gordon was in his early twenties at the time of his offenses, had completed over 500 hours of educational programming, and had not received a single disciplinary violation in over a decade. Gordon, 585 F. Supp. 3d, at 719–720.

Martinez and Gordon were similarly situated in nearly all material respects, until Martinez was granted relief and Gordon was denied it. Both were serving unusually long sentences—65 years and 140 years, respectively—overwhelmingly the result of stacked § 924(c) penalties that could not be imposed today. Both had served more than 10 years of that sentence. Both would face sentences decades shorter if sentenced today. Both were young men at the time of their offenses, and both had compelling records of rehabilitation.

The difference in outcome between Martinez's and Gordon's cases is solely the product of geography. In fact, Gordon's judge remarked that he had "rarely seen a case as compelling as [Gordon's] for a

defendant's release from prison." Gordon, 585 F. Supp. 3d, at 722. But because of controlling Third Circuit precedent on the changes in law issue, Gordon's judge "regrettably" was required to deny the motion. Id., at 723. Put another way, but for restrictive circuit caselaw, Gordon's sentence would have been reduced to time served like Martinez's sentence.

That result is particularly troubling because the Sentencing Commission specifically cited Gordon's case in support of its changes-in-law provision, § 1B1.13(b)(6). In announcing the Commission's amendments to § 1B1.13, Commission Chair Judge Carlton Reeves explained, "the Commission's inability to describe extraordinary and compelling reasons led to injustices. I think of . . . Markwann Gordon, a person serving over 1,600 months in federal prison on robbery and firearms charges who wrote to us to increase opportunities for second chances." U.S. Sent'g Comm'n, Public Meeting Minutes at 4-5 (Apr. 5, 2023). Chair Judge Reeves highlighted the fact that Gordon's judge was unable to exercise his discretion to grant release because of the circuit split. *Ibid*.

The disparity between Gordon's sentence and Martinez's is even more obvious in light of recent developments in Gordon's case. Following a successful 28 U.S.C. § 2255 challenge to several of his § 924(c) counts, Gordon was resentenced. See Sent'g Tr., *Gordon*, Dkt. 248 (E.D. Pa. July 15, 2024). If he were able, the judge would have sentenced Gordon to time served. The judge was "totally convinced that [Gordon is] totally reformed and that a further punishment is

<sup>&</sup>lt;sup>7</sup> https://perma.cc/UW3B-ZQYE.

no longer necessary." *Id.*, at 52. But under binding circuit precedent, Gordon was resentenced under pre-First Step Act law. The judge therefore had to impose a 65-year sentence for the remaining stacked § 924(c) counts. *Id.*, at 48. This sentence, according to the judge, "is totally unwarranted at this stage, in 2024. I think it's unjustified, and it's a very painful day for all of us." *Id.*, at 54.

Because of the circuit split, Gordon remains imprisoned serving a 65-year *de facto* life sentence while Martinez—who also was sentenced to 65 years on materially identical charges—is free.

- 3. The difference in sentence-reduction motion outcomes between Edward Byam and Barton Crandall also is striking. Both men were convicted of similar robbery offenses with stacked § 924(c) charges at a young age, both had support from Federal Bureau of Prisons (BOP) staff members for their motions, and both had a record of extensive BOP programming. But only one man was able to receive relief.
- Edward ByamΑ. (Motion Granted, CA2/E.D.N.Y.). Byam was sentenced to 32 years and one day in prison for his involvement in two armed robberies when in his early twenties. *United States* v. Byam, 2024 WL 1556741, at \*1 (E.D.N.Y. Apr. 10, 2024). Thirty-two years of his sentence resulted from mandatory § 924(c) firearms charges; the judge imposed "only one additional day" for the other charges. *Ibid.* If sentenced for the same offenses today, Byam would face a 14-year mandatory minimum instead of 32 years on the § 924(c) charges. *Ibid*. In granting Byam's sentence-reduction motion in 2024, the court found that Byam satisfied each factor under

§ 1B1.13(b)(6): (1) his sentence was "unusually long"; (2) he had served over 11 years of his sentence; and (3) the 18-year difference between the sentence he received and what he would receive today constituted a "gross disparity." *Id.*, at \*6. The judge also considered Byam's individualized circumstances. *Id.*, at \*6–8. Several BOP employees, for instance, corroborated Byam's "character, work ethic, responsibility, and compassion for other inmates." *Id.*, at \*8. The court highlighted Byam's "substantial rehabilitation for over a decade, improving himself as it pertains to education, employability, and other social achievements." *Ibid.* 

**B.** Barton Crandall (Motion Denied, CA8/N.D. Iowa). At age 25, Crandall was sentenced to almost 47 years' imprisonment for his role in two armed bank United States v. Crandall, 2024 WL robberies. 945328, at \*1 (N.D. Iowa Mar. 5, 2024). Twenty-five years of his sentence were the result of § 924(c)'s man-Today, Crandall's likely datory stacked penalties. sentence would be approximately 18 years, and he has been incarcerated for more than 10 years. See Memorandum of Law in Support of Motion to Reduce Sentence, United States v. Crandall, No. 1:89-cr-00021, Dkt. 214, at 2 (N.D. Iowa Nov. 1, 2023). The difference between the sentence Crandall received and the one he would likely receive today represents a disparity of 29 years, over a decade longer than the disparity supporting Byam's sentence reduction. The district judge highlighted Crandall's "significant strides toward rehabilitation" during his incarceration. Crandall, 2024 WL 945328, at \*10. As such, Crandall also met the exacting criteria of § 1B1.13(b)(6). The district judge, however, could not analyze the merits of Crandall's

argument, concluding that § 1B1.13(b)(6) exceeded the Commission's authority and was inconsistent with pre-amendment Eighth Circuit caselaw. *Id.*, at \*9. Accordingly, the judge denied Crandall's motion, as he had done in 2020 before the Commission's amendments. See *United States* v. *Crandall*, 2020 WL 7080309, at \*7 (N.D. Iowa Dec. 3, 2020).

Byam and Crandall were similarly situated, but geography was dispositive of whose motion could be considered on the merits. They both had received unusually long sentences for similar offenses. They both had served more than a decade of those sentences. And both their sentences presented a "gross disparity" of more than 15 years when compared to the sentences they likely would have received if sentenced today. The two also were similarly situated with respect to their individualized circumstances. In fact, their respective judges used identical language in describing each man's "significant strides towards rehabilitation." But, based on the circuit split, Byam's motion was granted while Crandall's was denied.

- 4. Donte McFarland and Jorge Uriarte provide another clear example of significant sentence disparities produced by the circuit split, notwithstanding similar offense conduct, including § 924(c) convictions.
- **A.** Donte McFarland (Motion Granted, CA9/C.D. Cal.). In 2001, McFarland received a 41-year sentence that even his own sentencing judge called "beyond draconian." United States v. McFarland, No. 2:00-cr-01025, Dkt. 496, at 2 (C.D. Cal. Dec. 21, 2023). Thirty-two years of that sentence were required by § 924(c) stacking. Id., at 6. If he were sentenced for

the same offenses today, the low end of his Guidelines range would be roughly 23 years (amounting to the time he had already served in prison) and the § 924(c) counts would mandate 14 years, not 32 years. *Ibid*. McFarland brought a motion under § 1B1.13(b)(6). When granting his sentence-reduction motion, the district court found that McFarland had satisfied every prong of § 1B1.13(b)(6). *Ibid*.

Because § 1B1.13(b)(6) did not conflict with preamendment Ninth Circuit caselaw, see id., at 5, the court proceeded to a full consideration of McFarland's "individualized circumstances" under § 1B1.13(b)(6) and determined that he presented "extraordinary and compelling reasons" for a sentence reduction. *Ibid*. The court highlighted McFarland's young age at the time of the offenses, rehabilitation, and a recent sentence reduction for McFarland's co-defendant, which would create an unwarranted sentencing disparity if relief was not granted. *Ibid*. After considering the § 3553(a) factors, the court granted McFarland's motion and reduced his sentence to the 23 years it likely would be today. *Id.*, at 7–8.

B. Jorge Uriarte (Motion Denied, CA7/N.D. Ill.). Uriarte is serving a 40-year sentence, 30 years of which resulted from § 924(c) stacking. United States v. Uriarte, \_\_\_ F. Supp. 3d \_\_\_, 2024 WL 4111867, at \*1 (N.D. Ill. Sept. 6, 2024). Uriarte was charged with multiple co-defendants, several of whom were indisputably more culpable in the offenses than him. Ibid. Today, Uriarte's mandatory minimum under § 924(c) would be just 15 years, not 30 years. Ibid. In 2016, the Seventh Circuit remanded the case for re-sentencing. Ibid. Uriarte was re-sentenced just weeks before the First Step Act was passed. His co-defendants,

however, were re-sentenced after the law's enactment. As a result, only the co-defendants, not Uriarte, benefitted from the First Step Act's monumental changes to § 924(c) stacking. Id., at \*1-2. As the judge put it, "[o]n remand, accidents of timing produced . . . 'problematic disparities." Id., at \*1. Despite "[n]o party disput[ing]" that Uriarte met subsection (b)(6)'s criteria, the district judge concluded that the Seventh Circuit's decision in *United States* v. *Thacker*, 4 F.4th 569 (7th Cir. 2021), remained "binding" and required denying the motion. Id., at \*5. The court, however, emphasized that it "would not hesitate to follow" § 1B1.13(b)(6) "had it the authority to do so." *Ibid*. The court noted several reasons for this: (1) "the gross disparity" between Uriarte's sentence and that of his "more culpable co-defendants"; (2) the unfairness of § 924(c) stacking at the time of sentencing; (3) the increasingly "egregious" unfairness "in light of the fact that his co-defendants received the benefit" of the First Step Act's amendments to § 924(c) stacking and he did not; and (4) Uriarte's rehabilitation. "[T]he court believes Jorge Uriarte's . . . [m]otion . . . should be granted and his sentence should be reduced to time served." Ibid.

McFarland and Uriarte were similarly situated with regard to their lengthy sentences due to § 924(c) stacking and the disparities produced by the change in law, but once again, geography was dispositive in who received relief. Both McFarland and Uriarte were serving sentences that would be significantly shorter today. At the time of their motions, both men's sentences produced jarring disparities with the sentences of their more or equally culpable co-defendants. With no conflicting circuit caselaw, McFarland's

judge could consider both disparities under § 1B1.13(b)(6). Uriarte's judge, on the other hand, was not permitted to consider either disparity. Instead, solely because of Seventh Circuit precedent, the district court had to deny Uriarte's motion, despite the court's assertion that it would have granted relief if it had the authority to do so.

**5.** The foregoing profiles are just a handful of examples of the geographic disparities that pervade the sentence-reduction landscape and compel review by this Court. Appendix B is a table compiling additional cases in which geography is a primary, if not dispositive, factor driving disparate outcomes.

# II. The Circuit Split Threatens the Sentencing Commission's Considered Judgment.

The circuit split also must be resolved because it undermines the Sentencing Commission's reasonable and expert resolution of this issue. Amici participated in the extensive, deeply considered process by which the Sentencing Commission arrived at its current policy statement, which involved robust debate, testimony, commentary, and other input from experts and stakeholders over several months. The disuniformity caused by the circuit split is an anathema to the scheme Congress created—one characterized by what Justice Scalia called the Commission's "special knowledge and expertise" in matters of sentencing. Mistretta v. United States, 488 U.S. 361, 396 (1989). The decision below impairs the Commission's comprehensive work, which Congress has instructed must be the guiding principle under the statute. See 28 U.S.C. § 994(t).

1. Uniformity among similarly situated defendants is central to the Sentencing Commission's mission. As the Court unanimously explained in *Buford*, the Commission can "produce more consistent sentencing results among similarly situated offenders sentenced by different courts." 532 U.S., at 66. The process by which it achieves that uniformity is iterative and expert driven. "[T]he Sentencing Commission itself gathers information on the sentences imposed by different courts, it views the sentencing process as a whole," and it develops "a broad perspective on sentencing practices throughout the Nation" before revising its policy statements, the Guidelines, or application notes. *Ibid*.

Congress could not have been more clear that the Commission must bring that expertise to bear in implementing a uniform sentence-reduction scheme:

The Commission, in promulgating general policy statements regarding the sentencing modification provisions in section 3582(c)(1)(A) of title 18, shall describe what should be considered extraordinary and compelling reasons for sentence reduction, including the criteria to be applied and a list of specific examples.

- 28 U.S.C. § 994(t) (emphasis added). Therefore, "Congress intended [the] Sentencing Commission to play [the] primary role in resolving conflicts over interpretation" about § 3582(c)(1)(A)'s phrase "extraordinary and compelling." *Buford*, 532 U.S., at 66.
- 2. When Congress enacted the First Step Act of 2018, it amended § 3582(c)(1)(A) to allow defendants

to file sentence-reduction motions directly with courts, a departure from the pre-First Step Act rule that only the BOP could move for sentence reductions.

That change had an unintended effect. The Sentencing Commission's then-operative policy statement applied only to BOP-initiated motions. But at the time, the Commission lacked a quorum to update its policy statement. See 88 Fed. Reg. 28,256. So, every Court of Appeals but the Eleventh Circuit held that the Commission's operative policy statement was not "applicable" to defendant-initiated motions. See U.S. Sent'g Comm'n, Compassionate Release: The Impact of the First Step Act and COVID-19 Pandemic 2 (Mar. 2022).8

In the interim, district courts exercised broad discretion to identify "extraordinary and compelling reasons," even if those reasons were not covered by the inapplicable policy statement. See E. Zunkel & J. Lessnick, Putting the "Compassion" in Compassionate Release: The Need for a Policy Statement Codifying Judicial Discretion, 35 Fed. Sent'g Rep. 164, 164–166 (2023). But without the Commission's guidance, some circuits developed their own stop-gap limits on that discretion. In the vacuum left by the Commission's lack of quorum, a "sharp circuit split" emerged "as to whether nonretroactive changes in the law can constitute legitimate bases for compassionate release." Id., at 168.

3. When the Commission regained its quorum, it set out to bring uniformity to the sentence-reduction system. Its process was thorough, rational, and

<sup>8</sup> https://perma.cc/KJ5Q-HKCY.

expert-driven. The circuit split threatens to usurp the "special knowledge and expertise," *Mistretta*, 488 U.S., at 396, that Congress intended to characterize the sentence-reduction scheme, see 28 U.S.C. § 994(t).

The Commission's early proposal for a changes-in-law provision—before any public hearings and testimony—was much broader than the provision it ultimately adopted. The first proposal would have allowed a judge to find an "extraordinary and compelling reason" for a sentence reduction if "[t]he defendant is serving a sentence that is inequitable in light of changes in the law." U.S. Sent'g Comm'n, Proposed Amendments to the Sentencing Guidelines 6 (Feb. 2, 2023).9

In February 2023, the Commission received thousands of public comments and took hours of testimony from a wide array of stakeholders on this question. And after its public hearing, it received even more public comments. The comments and testimony reflected a panoply of perspectives about the changes in the law provision. See generally 2022–2023 Proposed Amendments and Public Comment, 88 Fed. Reg. 7180<sup>10</sup> [hereinafter "Public Comments"<sup>11</sup>] (collecting samples of hundreds of public comments).

The Commission read comments and heard testimony about how the circuit split on this issue created geographic disparities. See, *e.g.*, *id.* 1162 (NACDL) ("the true disparities are the geographic and temporal

<sup>9</sup> https://perma.cc/6R4M-AV54.

<sup>10</sup> https://perma.cc/PH3V-738S.

<sup>&</sup>lt;sup>11</sup> Pin cites refer to PDF pagination.

disparities between similarly situated defendants"), 1256 (Sentencing Project) ("This deep circuit split has created profoundly unequal and arbitrary access to post-conviction justice."), 388 (DOJ) (noting the "uncertainty, circuit conflicts, and sentencing disparities that have proliferated in the absence of any binding policy statement"), 1472 (E. Zunkel) ("A person's ability to obtain relief based on changes in the law is entirely dependent on the luck of their jurisdiction of conviction.").

The comments and testimony on the changes in the law provision allowed the Commission to consider a diversity of perspectives and alternatives. commentators argued in favor of the wholesale adoption of the Commission's proposed provision. See, e.g., id. 1066 (FAMM) ("this proposed amendment will actually help minimize the sentencing disparity that currently exists" (emphasis deleted)), 1131 (Law Enforcement Leaders to Reduce Crime & Incarceration) ("the Commission's proposal would simply permit judges in individual cases to determine whether an extreme disparity exists between the sentence a person received and the sentence they would be exposed to today"), 299 (Senators Durbin, Booker, and Hirono). Others advocated for a categorical bar on consideration of changes in the law. See, e.g., id. 321 (Judge Carnes) (suggesting that if the changes-in-law provision were adopted, "district and appellate courts will soon be overwhelmed by release motions", and that the phrase "inequitable" is too vague), 397 (DOJ).

Many commentators—certain *amici* among them—suggested narrowing the changes-in-law provision to minimize any likelihood of conflict with other statutes. Professor Zunkel, for example, proposed

"clarification about the scope of the changes in the law that [were] covered" by the Commission's early proposal. *Id.* 1465 (E. Zunkel); see also *id.* 1163 (NACDL) ("However, to make clear that the proposed amendment applies 'changes in the law' in an individualized manner, and not to all defendants *en masse*, we recommend that the language be modified . . . ."), 956–957 (Aleph Institute and Center for Justice and Human Dignity).

It is no accident that the Commission's final policy statement includes the "gross disparity" limitation, the amount-of-time-served limitation (10 years or more), and the "unusually long sentence" limitation. Those guardrails come straight from recommendations made by many commentators and witnesses. For example, Davis Polk & Wardwell LLP's Pro Bono Department suggested providing additional criteria, namely, "a situation where a change in law has resulted in a defendant's existing sentence being *grossly* disproportionate to the sentence that a defendant would now receive for the same crime as a result of the change in law." Id. 1452 (emphasis added). Other comments suggested that the changes in the law provision should apply to "unusually long" sentences. *Id.* 493 (Federal Public and Community Defenders); accord id. 375 (Chief Judge John McConnell, U.S. District Court for District of Rhode Island); cf. id. 392 (DOJ) ("The Department... is concerned about equity in the criminal justice system, including as it pertains to unusually long sentences.").

4. Section 1B1.13(b)(6)—the changes-in-law provision ultimately adopted by the commission—"respond[s] to a circuit split concerning" the non-retroactivity question. 88 Fed. Reg. 28,258. The final rule "is

informed by Commission data," as well as "extensive public comment, including from the Department of Justice, the Federal Public and Community Defenders, the Commission's advisory groups, law professors, currently and formerly incarcerated individuals, and other stakeholders in the federal criminal justice system." *Id.* 28,256.

Reflecting the iterative process of amending the policy statement, subsection (b)(6) is far narrower than the Commission's early proposal. It applies to only a limited set of defendants (those who have served 10 or more years of an unusually long sentence) and in only a limited set of circumstances (if the change in the law produces a disparity that is grossly disproportionate to the person's current sentence, and only after a judge considers the person's individualized circumstances).

The circuit split not only reifies sentence disparities, but it also vitiates the Commission's expertise in arriving at a narrowly tailored resolution to the non-retroactivity question. The Commission has now spoken directly to the issue. There is nothing more it could do to address the disagreement over caselaw about changes in the law. This Court's intervention is necessary to enforce Congress's expectation that the Commission resolve disparities arising from disagreements over the phrase "extraordinary and compelling." See 28 U.S.C. § 994(t).

#### CONCLUSION

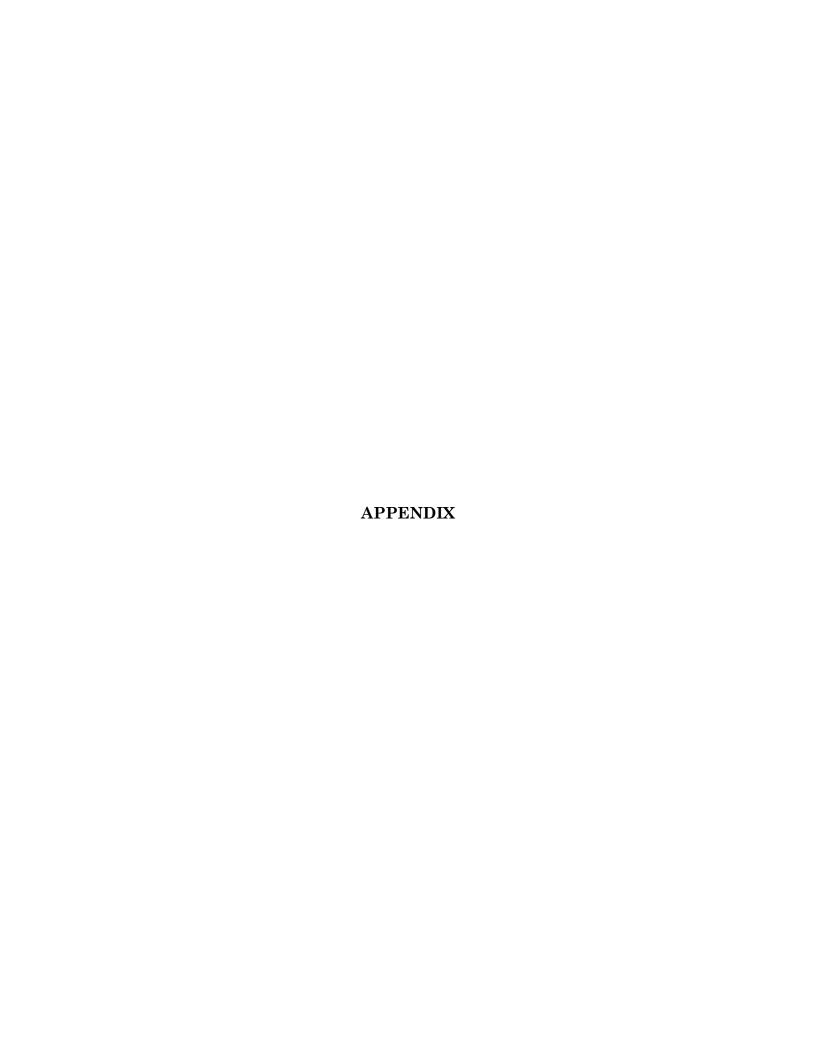
*Amici* respectfully urge this Court to grant the Petition.

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#### APPENDIX A: LIST OF AMICI

*Amici* file this brief in their individual capacities, and not as representatives of the institutions with which they are affiliated.

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APPENDIX B: TABLE OF GEOGRAPHIC DISPARITIES

me		pə	pə
Outcome		Granted	Granted
Disparity (years)		65	15 years on § 924(c) counts
Likely Sentence if Imposed Today (years)	Permissive)	50	10 years on § 924(c) counts + any additional sentence on
Original Sentence Length (years)	Second Circuit (Permissive)	115	49 (after prior reduc- tion)
Principal Offense(s)	Seco	Carjacking; stacked § 924(c)s	Drug offenses; Hobbs Act; stacked § 924(c)s
Case Cite		United States v. Donato, 2024 WL 1513646 (E.D.N.Y. Apr. 8, 2024)	United States v. Vasquez, 735 F. Supp. 3d 124 (F. D. N. Y.

Outcome		Granted	Granted
Disparity (years)		;	6
Likely Sentence if Imposed Today (years)		30 to life	15
Original Sentence Length (years)		Three life terms and concurrent 10-year term	24
Principal Offense(s)		Drug offenses	Drug of- fenses; § 851 enhancement
Case Cite	May 23, 2024)	United States v. Aguiar, 735 F. Supp. 3d 136 (E.D.N.Y. May 28, 2024)	United States v. Monk, 2024 WL 3936351 (S.D.N.Y.

Outcome		Granted	Granted	
Disparity (years)		15	10	
Likely Sentence if Imposed Today (years)		40	15	
Original Sentence Length (years)		55 55 55		
Principal Offense(s)		Drug of- fenses; § 851 enhancement; stacked § 924(c)s	Drug of- fenses; stacked § 924(c)s	
Case Cite	Aug. 26, $2024$ )	United States v. Chavez, 2024 WL 4850808 (S.D.N.Y. Nov. 21, 2024)	$\begin{array}{c} United \\ States \ v. \\ Patterson, \\ 2024 \ WL \\ 4872784 \end{array}$	

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Outcome			Denied	Denied
Disparity (years)			18 years	31.5 to 27.2
Likely Sentence if Imposed Today (years)		Restrictive)	24.5	38.5 to 42.8
Original Sentence Length (years)		Third Circuit (Restrictive)	42.5	70
Principal Offense(s)		Thi	Hobbs Act Robbery; stacked § 924(c)s	Armed Bank Robbery; stacked § 924(c)s
Case Cite	(S.D.N.Y. Nov. 21, 2024)		United States v. Rutherford, 120 F.4th 360 (3d Cir. 2024)	United States v. Carter, 711 F. Supp. 3d 428 (E.D.

Outcome		Denied	Denied
Disparity (years)		ł	At least 10 years
Likely Sentence if Imposed Today (years)		"signifi- cantly shorter"	31.5 or less
Original Sentence Length (years)		69.5	41.5
Principal Offense(s)		Bank Robberry; stacked \$ 924(c)s	Bank Robbery; ACCA; stacked § 924(c)s
Case Cite	Pa. Jan. 12, 2024)	United States v. Johnson, 2024 WL 665179 (E.D. Pa. Feb. 16, 2024)	$United\\States \ v.\\Norwood,\\2024 \ \mathrm{WL}\\2151239$

Outcome		Denied		
Disparity (years)		18		
Likely Sentence if Imposed Today (years)		25.25		
Original Sentence Length (years)		43.25		
Principal Offense(s)		Bank Rob- bery; stacked § 924(c)s		
Case Cite	(D.N.J. May 13, 2024)	United States v. Wilson, 2024 WL 4793713 (E.D. Pa. Nov. 14, 2024)		

Outcome		Granted in Part	Granted in Part
Disparity (years)		18	17.4–19.6
Likely Sentence if Imposed Today (years)	Permissive)	22	23–25.4
Original Sentence Length (years)	Fourth Circuit (Permissive)	40	42.8
Principal Offense(s)	Four	Conspiracy to Commit Rob- bery; Hobbs Act Robbery; stacked § 924(c)s	Hobbs Act Robbery; stacked § 924(c)s
Case Cite		United States v. Legrand, 2024 WL 2941282 (D. Md. June 11, 2024)	United States v. James Bay- lor, 2024 WL 3093573 (E.D. Va.

Outcome		Granted	Granted
Disparity (years)		15	18
Likely Sentence if Imposed Today (years)		90	34
Original Sentence Length (years)		65	52
Principal Offense(s)		Drug of- fenses; stacked § 924(c)s	Hobbs Act Robbery; stacked § 924(c)s
Case Cite	June $20$ , $2024$ )	Reed v. United States, 2024 WL 3153221 (E.D. Va. June 24, 2024)	United States v. Troy Baylor, 2024 WL 3732460 (E.D. Va.

Outcome		Granted in Part		Denied
Disparity (years)		13.6		80
Likely Sentence if Imposed Today (years)		As low as 14 years	estrictive)	52
Original Sentence Length (years)		27.6 (after prior re- duction)	Fifth Circuit (Restrictive)	132
Principal Offense(s)		Armed Rob- bery; stacked § 924(c)s		Armed Bank Robbery;
Case Cite	Aug. 6, 2024)	United States v. Bell, No. CR RDB-09- 219, 2024 WL 3849533 (D. Md. Aug. 16, 2024)		$\begin{array}{c} United \\ States \text{ v.} \\ Brown, 715 \end{array}$

Outcome		Denied		Denied
Disparity (years)		i		i
Likely Sentence if Imposed Today (years)		1	Sixth Circuit (Restrictive)	1
Original Sentence Length (years)		240		77.25
Principal Offense(s)	stacked § 924(c)s	Drug of- fenses; § 851 enhancement	Sixt	Bank Rob- bery; stacked § 924(c)s
Case Cite	F. Supp. 3d 992 (S.D. Tex. 2024)	United States v. Al- len, 2024 WL 2784802 (E.D. La. May 30, 2024)		United States v. Savoca, 2024 WL

Outcome		Denied	Denied
Disparity (years)		30	15
Likely Sentence if Imposed Today (years)		20.8	20
Original Sentence Length (years)		50.8	35
Principal Offense(s)		Bank Robbery; stacked \$ 924(c)s	Armed Bank Robbery;
Case Cite	4711307 (N.D. Ohio Nov. 7, 2024)	United States v. Yaromich, 2024 WL 4987404 (N.D. Ohio Dec. 5, 2024)	$United \\ States  ext{ v.} \\ Mitchell,$

Outcome		Denied	Denied
Disparity (years)		8–15	24
Likely Sentence if Imposed Today (years)		31.8–38.8	26.25
Original Sentence Length (years)		46.8	50.25
Principal Offense(s)	stacked § 924(c)s	Drug of- fenses; stacked § 924(c)s	Carjacking;
Case Cite	2024 WL 3673533 (E.D. Mich. Aug. 6, 2024)	United States v. Wilson, 2024 WL 1556313 (N.D. Ohio Apr. 10, 2024)	$United$ $States  ext{ v.}$

urity Outcome		ides Denied
Disparity (years)		Decades
Likely Sentence if Imposed Today (years)		15–23
Original Sentence Length (years)		Life
Principal Offense(s)	stacked § 924(c)s	Drug of- fenses; § 851 enhancement
Case Cite	McHenry, 2024 WL 1363448 (N.D. Ohio Mar. 29, 2024)	United States v. Smith, 2021 WL 4502861 (M.D. Tenn. Oct. 1, 2021)

Outcome		Denied	Denied
Disparity (years)		Decades	30
Likely Sentence if Imposed Today (years)	(Restrictive)	25	36.8
Original Sentence Length (years)	Seventh Circuit (Restrictive)	Life	66.8
Principal Offense(s)	Seve	Drug of- fenses; § 851 enhancement	Bank Robbery; stacked \$ 924(c)s
Case Cite		United States v. Brown, 2024 WL 4728896 (C.D. III. Nov. 8, 2024)	United States v. Watford, 2024 WL 3633906 (N.D. Ind.

Outcome				Denied			
Disparity (years)				:			
Likely Sentence if Imposed Today (years)				:			
Original Sentence Length (years)			). C	50			
Principal Offense(s)			Drug of- fenses;	stacked	\$924(c)s		
Case Cite	July 30, 2024)	$United States \ { m v}.$	$Billingsly, 2024~{ m WL}$	3520366,	(S.D. Ind.	July 23,	2024)

Outcome					Dellien						Denied		
Disparity (years)				06	04						15		
Likely Sentence if Imposed Today (years)				10	OT						20		
Original Sentence Length (years)				30 years	and 1 day						35		
Principal Offense(s)			Drug of-	fenses;	stacked	\$ 924(c)s			Amod Boult	Armed Dams	TODDELY,	stacked	8 924(c)s
Case Cite	July 23, $2024$ )	United States v.	Spaulding,	$2024~\mathrm{WL}$	3252397	(S.D. Ind.	June $28$ ,	2024)	United	States v.	Robinson,	2024  WL	2816925

urity Outcome		ears Denied	de- nt 1); Denied de-
Disparity (years)		20+ years	23 (de- fendant 1); 22 (de-
Likely Sentence if Imposed Today (years)		As low as 10 years and 1 day	22.5 (de- fendant 1); 15 (defend-
Original Sentence Length (years)		31.5	45.5 (de- fendant 1); 37 (de-
Principal Offense(s)		Armed Bank Robbery; stacked § 924(c)s	Armed Bank Robbery; stacked
Case Cite	(S.D. Ind. May 31, 2024)	United States v. Buggs, 2024 WL 2130566 (N.D. Ind. May 13, 2024)	United States v. Williams,

Outcome		Denied	Denied
Disparity (years)		20	16.25–18
Likely Sentence if Imposed Today (years)		20	7-8.75
Original Sentence Length (years)		40	25
Principal Offense(s)		Conspiracy; stacked § 924(c)s	Armed Robbery; stacked \$ 924(c)s
Case Cite	823 (C.D. III. 2024)	United States v. Black, 715 F. Supp. 3d 1069 (N.D. III. 2024)	United States v. Tichenor, 2024 WL 3252501 (S.D. Ind.

Outcome		Denied		Granted
Disparity (years)		20		Decades
Likely Sentence if Imposed Today (years)		15	Restrictive)	24.3–30.4
Original Sentence Length (years)		35	Eighth Circuit (Restrictive)	Life
Principal Offense(s)		Armed Rob- bery; stacked § 924(c)s	Eigl	Drug of- fenses; § 851 enhancement
Case Cite	June 28, 2024)	United States v. Robinson, 2024 WL 2816925 (S.D. Ind. May 31, 2024)		United States v. Henderson, 2024 WL

Outcome		Denied	Denied
Disparity (years)		18	Decades
Likely Sentence if Imposed Today (years)		As low as 24 years	As low as 25 years
Original Sentence Length (years)		42 (29.4 after prior reduction)	Life
Principal Offense(s)		Hobbs Act Robbery; stacked § 924(c)s	Drug offenses; § 851 enhancement
Case Cite	881253 (E.D. Mo. Feb. 23, 2024)	United States v. Loggins, No. 02-cr-142, dkt. 197 (S.D. Iowa Mar. 4,	United States v. Delacruz, 2023

Outcome		Denied		Granted
Disparity (years)		20		Decades
Likely Sentence if Imposed Today (years)		24	ermissive)	As low as 10 years
Original Sentence Length (years)		44	Ninth Circuit (Permissive)	Life
Principal Offense(s)		Drug of- fenses; stacked § 924(c)s	Nin	Drug of- fenses; § 851 enhancement
Case Cite	WL 5628357 (D.N.D. Aug. 31, 2023)	United States v. Gashe, 2020 WL 6276140 (N.D. Iowa Oct. 26, 2020)		United States v. Conmy, No.

y Outcome									Granted				100 + 20 Cm	
Disparity (years)									10				7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7	71-07-7
Likely Sentence if Imposed Today (years)									15				91 95 94	47-07-17
Original Sentence Length (years)									25				06	60
Principal Offense(s)								Drug of-	fenses; § 851	enhancement			Armed Bank	Robbery;
Case Cite	2:05-cr-83- KJD-GWF,	dkt. 211,	220 (D. Nev.	Feb. 16,	2024)	United	States v.	Blackbird,	2024  WL	3552446 (D.	Mont. July	26,2024)	United	States v.

Outcome		Granted in Part
Disparity (years)		70
Likely Sentence if Imposed Today (years)		11.83
Original Sentence Length (years)		69 and 1 month (af- ter resen- tencing)
Principal Offense(s)	stacked § 924(c)s	Armed Robbery; stacked \$ 924(c)s
Case Cite	Vidrine, 2024 WL 3917152 (E.D. Cal. Aug. 23, 2024)	United States v. Wiley, 2024 WL 3992325 (D. Nev. Aug. 29, 2024)

Case Cite	Principal Offense(s)	Original Sentence Length (years)	Likely Sentence if Imposed Today (years)	Disparity (years)	Outcome
	Drug of- fenses; § 851 enhancement	Life	14–25	Decades	Granted
United States v. Jones, 482 F. Supp. 3d 969 (N.D. Cal. 2020)	Armed Rob- bery; stacked § 924(c)s	29.75	14.75	15	Granted

Principal Offense(s)
Drug of- fenses; § 851 enhancement
Drug of- fenses; § 851 enhancement

er Decades	27 or fewer
22.83	$\sim$ $\sim$

Disparity (years)	Decades Granted	72 Granted
$\begin{array}{c c} \text{Likely} \\ \text{Sentence} \\ \text{if Imposed} \\ \text{Today} \\ \text{(years)} \end{array}$	20 De	35 7G
Original Sentence Length (years)	Life	107 (after prior re- duction)
Principal Offense(s)	Drug of- fenses; § 851 enhancement	Armed Rob- bery; stacked § 924(c)s
Case Cite	United States v. Cisneros, 2022 WL 17417284 (D. Haw. Dec. 5, 2022)	United States v. Wells, 2022 WL 1720987 (D. Nev. May 27,

Outcome	Granted	Granted
Disparity (years)	25	16.75- $19.25$
Likely Sentence if Imposed Today (years)	15	24-26.5
Original Sentence Length (years)	40	43.25
Principal Offense(s)	Drug of- fenses; stacked § 924(c)s	Armed Rob- bery; stacked § 924(c)s
Case Cite	United States v. Doddles, 2024 WL 4521379 (W.D. Okla. Oct. 17, 2024)	United States v. Barkley, 2024 WL 5233183 (N.D. Okla. Dec. 27, 2024)