Reaching the Limits of a Policy Argument Exercise  
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Reaching the limits of a policy argument exercise teaching notes

Exercise set up – initial discussion

Exploring the keys to objective analysis  
Question: What will a judge base a decision on?  
1. Right on the law – The strongest position is one based on binding authority where the client’s situation is plainly analogous or plainly distinguishable  
2. Right on the policies or purposes of the law  
3. Fair for the parties  
4. Morally right

Fact gathering module

Purpose: The purpose of this module is to give students the experience of conducting an initial fact-gathering conference with a client

Attachment: Dog search initial client conference - client’s talking points

Break class into teams of two, assigning one person in each team the role of attorney, and the other the role of client
Distribute client’s talking points
Instruct attorneys to gather facts from clients
• Encourage two-part approach to questioning: first, ask open-ended questions, e.g., “what happened,” “what did the officer say,” asking specific questions only for clarification. Second, after client has conveyed the story, ask specific follow-up questions as needed.

Exploring policy module

Purpose: In this module, students consider possible policy arguments before examining relevant caselaw.

Discussing search and seizure rules
• Fourth Amendment to the U.S. Constitution protects individuals from “unreasonable search and seizure.”
• The Fourth Amendment applies to searches involving areas where individuals have a “reasonable expectation of privacy.”
Searches generally require a search warrant signed by a judge, or the consent of the person being searched, or under certain exceptional circumstances the existence of probable cause that the individual has committed a crime.

The Terry test – For a search incident to a traffic stop without a warrant to be “reasonable” under the Fourth Amendment, it must satisfy two conditions:
1) The initial stop must be justified
2) Subsequent action, such as a search, must be related to the reason for the initial stop

Questions for policy discussion
- What would the policies or purposes inherent in these rules suggest about whether the dog search was legal?
- If one considers what is generally fair for police officers and drivers in this situation, should this search be legal?
- Putting laws and rules aside entirely, is it morally right to allow this search?

Some potential policy and fairness arguments against the search
- Policy – Traffic stops as pretext for drug search
- Policy – Opens door to using dogs for harassment/discrimination
- Policy – Slippery slope undermining warrant requirement
- Policy – Slippery slope regarding undermining reasonable expectation of privacy, would lead to indiscriminate sweeps of parking lots and sidewalks
- Policy – Undermines consent doctrine
- Policy – Undermines Terry doctrine for investigative stop requiring 1) police action justified at inception, and 2) police action reasonably related in scope to the circumstances that justified the interference in the first place
- Fair for the parties – False positives, i.e., dogs make mistakes
- Fair for the parties – Elongated stops
- Fair for the parties – Embarrassment and inconvenience

Reaching the limits of a policy argument module

Purpose: In this module, the students explore how the relevant caselaw takes policy into account. Then, the students see how policy arguments can become moot once binding authority has settled a legal question.

Attachment: Illinois v. Caballes
Attachment: U.S. v. Johnson oral argument audio (e-mail randerson@law.du.edu for audio file)
Attachment: U.S. v. Johnson oral argument transcript

Illinois v. Caballes discussion
- USSC (Stevens) concludes that individuals have no cognizable privacy interest in contraband, that conduct that does not compromise any legitimate privacy interest is not a “search.”
• USSC concludes that use of well-trained narcotics-detection dog that does not expose noncontraband items that would otherwise remain hidden from public view does not implicate legitimate privacy interests.
• USSC concludes that where stop was not extended beyond time necessary to issue warning ticket and to conduct ordinary inquiries incident to such a stop, another officer’s arrival at scene and use of narcotics-detection dog to sniff around exterior of motorist’s vehicle did not rise to level of cognizable infringement on motorist’s 4th A. rights.
• Dissent: Defendant was doing 71 in a 65.
• Dissent: Majority diminishes Fourth Amendment when it eviscerates purpose of second part of Terry rule, that action must be reasonably related in scope to circumstances justifying the stop. Drug dog changes the scope of the stop: stop becomes broader, more adversarial, and longer.
• Dissent: It shouldn’t matter for Fourth Amendment inquiry that action is well calculated to apprehend the guilty.
• Dissent: Majority removes the requirement of cause to search, clearing the way for police abuse (e.g. drug sweeps of parked cars along sidewalks and in parking lots).

Discussion prior to U.S. v. Johnson oral argument audio
• Johnson case involved a drug conviction following a dog search similar to the circumstances in Caballes.
• The Caballes decision was announced while the Johnson case was being briefed to the 7th Circuit Court of Appeals, but prior to oral argument.

Discussion following U.S. v. Johnson oral argument
• Should counsel have proceeded with argument following the announcement of the Caballes decision?
• What other arguments could counsel have made at oral argument?

Bearer of bad news module

Purpose: In this module, students get experience with having to tell a client that the answer to the legal question is “no.”

Attachment: Dog search second client conference – client talking points

Return class to initial attorney-client teams
Distribute client’s talking points
Instruct attorneys to lead conference with client, explaining that Caballes decision forecloses the argument that dog search was unconstitutional
• Encourage attorneys to convey the substance of the majority’s decision in lay terms, and to be emphatic in communicating that the constitutionality argument is dead, while also communicating that there may be other arguments to pursue. Instruct the attorneys to ask the client how the client wishes to proceed in light of this report.
Initial client conference – client talking points

You have just completed a move from California to Denver. You drove your four-door car to Colorado. The car was almost completely filled with most of your belongings. About two hours short of Denver you were stopped by a highway trooper. You have contacted this attorney to discuss the stop, which you believe was illegal, and which has left you angry and discouraged.

Facts to communicate in response to general questioning

While driving east on I-70 near Silt, Colorado, you were pulled over by a Colorado state trooper. The police officer indicated that he had observed you speeding.

Upon the police officer’s request, you handed over your license and registration, which the officer took back to his car to use in performing a background search. The officer returned to your car and informed you that he was going to issue a citation for speeding. By that time, you were aggravated that your arrival in Denver was being pushed back and that you were receiving a ticket, and you asked the officer how much longer issuing the ticket would take.

The officer did not answer the question but instead began to question you: Had you ever been arrested before? Had you ever done drugs before? Did you currently have any drugs or other contraband in the car? You answered all of the officer's questions in the negative, growing more and more impatient with the elongated traffic stop. Then the officer asked if you would consent to a search of the vehicle, suggesting that you should not mind a quick search if you did not have contraband, or anything else to hide, in the vehicle. You did not think that the officer had any right or reason to do so, and declined to consent. The officer then informed you that a second officer and his drug-sniffing canine had just arrived to assist in the traffic stop. Still in the process of writing out the speeding citation, the original officer asked you to step out of the vehicle while the second officer walked the dog around the vehicle. The dog alerted the officers to the trunk area of the car, and the officers began searching the trunk. The trunk was full to bursting with your belongings, and the officers’ very thorough search took an hour to complete. The search revealed no drugs or other form of contraband.


Facts to communicate in response to specific questions
• You were speeding. You were doing 81 miles per hour on a stretch of highway where you had seen that the posted limit was 75 miles per hour.
• You were not carrying any drugs in the car when you were stopped, nor had you consumed any drugs during your trip.
• It took about five minutes for the officer to do the initial background check with your license.
• With respect to the questions the officer asked, you were truthful, except with respect to having done drugs before. You did occasionally smoke marijuana in college.
• If you are asked why you have contacted the attorney, you are upset at what the officer’s invasion of your privacy and blatant disregard for your wishes not to have your vehicle searched. After all, you had only been stopped for speeding and had already declined consent to search before the police brought in the dog.
Synopsis

**Background:** Defendant was convicted, following bench trial in the Circuit Court, La Salle County, H. Chris Ryan, Jr., of cannabis trafficking, and he appealed from denial of motion to suppress evidence discovered during traffic stop of vehicle he was driving. The Illinois Appellate Court affirmed. Granting petition for leave to appeal, the Illinois Supreme Court, Kilbride, J., 207 Ill.2d 504, 280 Ill.Dec. 277, 802 N.E.2d 202, reversed. Certiorari was granted.

**[Holding:]** The United States Supreme Court, Justice Stevens, held that, where lawful traffic stop was not extended beyond time necessary to issue warning ticket and to conduct ordinary inquiries incident to such a stop, another officer’s arrival at scene while stop was in progress and use of narcotics-detection dog to sniff around exterior of motorist’s vehicle did not rise to level of cognizable infringement on motorist’s Fourth Amendment rights, such as would have to be supported by some reasonable, articulable suspicion.

Vacated and remanded.

Justice Souter dissented and filed opinion.

Justice Ginsburg dissented and filed opinion, in which Justice Souter joined.

Chief Justice Rehnquist took no part in the decision of the case.

**835 *405 Syllabus* 

The syllabus constitutes no part of the opinion of the Court but has been prepared by the Reporter of Decisions for the convenience of the reader. See United States v. Detroit Timber & Lumber Co., 200 U.S. 321, 337, 26 S.Ct. 282, 50 L.Ed. 499.

After an Illinois state trooper stopped respondent for speeding and radioed in, a second trooper, overheard the transmission, drove to the scene with his narcotics-detection dog and walked the dog around respondent’s car while the first trooper wrote respondent a warning ticket. When the dog alerted at respondent’s trunk, the officers searched the trunk, found marijuana, and arrested respondent. At respondent’s drug trial, the court denied his motion to suppress the seized evidence, holding, *inter alia*, that the dog’s alerting provided sufficient probable cause to conduct the search. Respondent was convicted, but the Illinois Supreme Court reversed, finding that because there were no specific and articulable facts to suggest drug activity, use of the dog unjustifiably enlarged
a routine traffic stop into a drug investigation.

Held: A dog sniff conducted during a concededly lawful traffic stop that reveals no information other than the location of a substance that no individual has any right to possess does not violate the Fourth Amendment. Pp. 837–838.

207 Ill.2d 504, 280 Ill.Dec. 277, 802 N.E.2d 202, vacated and remanded.

STEVENS, J., delivered the opinion of the Court, in which O’CONNOR, SCALIA, KENNEDY, THOMAS, and BREYER, JJ., joined. SOUTER, J., filed a dissenting opinion, post, p. 838. GINSBURG, J., filed a dissenting opinion, in which SOUTER, J., joined, post, p. 843. REHNQUIST, C. J., took no part in the decision of the case.

Attorneys and Law Firms

Christopher A. Wray, for the United States as amicus curiae, by special leave of the Court, supporting the petitioner.

Lisa Madigan, Attorney General of Illinois, Gary Feinerman, Counsel of Record, Solicitor General, Linda D. Woloshin, Mary Fleming, Assistant Attorneys General, Chicago, IL, for petitioner.

Ralph E. Meczyk, Counsel of Record, Lawrence H. Hyman, Chicago, IL, for respondent.

Opinion

Justice STEVENS delivered the opinion of the Court.

*406 Illinois State Trooper Daniel Gillette stopped respondent for speeding on an interstate highway. When Gillette radioed the police dispatcher to report the stop, a second trooper, Craig Graham, a member of the Illinois State Police Drug Interdiction Team, overheard the transmission and immediately headed for the scene with his narcotics-detection dog. When they arrived, respondent’s car was on the shoulder of the road and respondent was in Gillette’s vehicle. While Gillette was in the process of writing a warning ticket, Graham walked his dog around respondent’s car. The dog alerted at the trunk. Based on that alert, the officers searched the trunk, found marijuana, and arrested respondent. The entire incident lasted less than 10 minutes.

*407 Respondent was convicted of a narcotics offense and sentenced to 12 years’ imprisonment and a $256,136 fine. The trial judge denied his motion to suppress the seized evidence and to quash his arrest. He held that the officers had not unnecessarily prolonged the stop and that the dog alert was sufficiently reliable to provide probable cause to conduct the search. Although the Appellate Court affirmed, the Illinois Supreme Court reversed, concluding that because the canine sniff was performed without any “specific and articulable facts” to suggest drug activity, the use of the dog “unjustifiably enlarged the scope of a routine traffic stop into a drug investigation.” 207 Ill.2d 504, 510, 280 Ill.Dec. 277, 802 N.E.2d 202, 205 (2003).

The question on which we granted certiorari, 541 U.S. 972, 124 S.Ct. 1875, 158 L.Ed.2d 466 (2004), is narrow: “Whether the Fourth Amendment requires reasonable, articulable suspicion to justify using a drug-detection dog to sniff a vehicle during a legitimate traffic stop.” Pet. for Cert. i. Thus, we proceed on the assumption that the officer conducting the dog sniff had no information about respondent except that he had been stopped for speeding; accordingly, we have omitted any reference to facts about respondent that might have triggered a modicum of suspicion.
Here, the initial seizure of respondent when he was stopped on the highway was based on probable cause and was concededly lawful. It is nevertheless clear that a seizure that is lawful at its inception can violate the Fourth Amendment if its manner of execution unreasonably infringes interests protected by the Constitution. *United States v. Jacobsen*, 466 U.S. 109, 124, 104 S.Ct. 1652, 80 L.Ed.2d 85 (1984). A seizure that is justified solely by the interest in issuing a warning ticket to the driver can become unlawful if it is prolonged beyond the time reasonably required to complete that mission. In an earlier case involving a dog sniff that occurred during an unreasonably prolonged traffic stop, the Illinois Supreme Court held that use of the dog and the subsequent discovery of contraband were the product of an unconstitutional seizure. *People v. Cox*, 202 Ill.2d 462, 270 Ill.Dec. 81, 782 N.E.2d 275 (2002). We may assume that a similar result would be warranted in this case if the dog sniff had been conducted while respondent was being unlawfully detained.

In the state-court proceedings, however, the judges carefully reviewed the details of Officer Gillette’s conversations with respondent and the precise timing of his radio transmissions to the dispatcher to determine whether he had improperly extended the duration of the stop to enable the dog sniff to occur. We have not recounted those details because we accept the state court’s conclusion that the duration of the stop in this case was entirely justified by the traffic offense and the ordinary inquiries incident to such a stop.

Despite this conclusion, the Illinois Supreme Court held that the initially lawful traffic stop became an unlawful seizure solely as a result of the canine sniff that occurred outside respondent’s stopped car. That is, the court characterized the dog sniff as the cause rather than the consequence of a constitutional violation. In its view, the use of the dog converted the citizen-police encounter from a lawful traffic stop into a drug investigation, and because the shift in purpose was not supported by any reasonable suspicion that respondent possessed narcotics, it was unlawful. In our view, conducting a dog sniff would not change the character of a traffic stop that is lawful at its inception and otherwise executed in a reasonable manner, unless the dog sniff itself infringed respondent’s constitutionally protected interest in privacy. Our cases hold that it did not.

Official conduct that does not “compromise any legitimate interest in privacy” is not a search subject to the Fourth Amendment. *Jacobsen*, 466 U.S., at 123, 104 S.Ct. 1652. We have held that any interest in possessing contraband cannot be deemed “legitimate,” and thus, governmental conduct that only reveals the possession of contraband “compromises no legitimate privacy interest.” *Ibid.* This is because the expectation of privacy that certain facts will not come to the attention of the authorities” is not the same as an interest in “privacy that society is prepared to consider reasonable.” *Id.*, at 122, 104 S.Ct. 1652 (punctuation omitted). In *United States v. Place*, 462 U.S. 696, 103 S.Ct. 2637, 77 L.Ed.2d 110 (1983), we treated a canine sniff by a well-trained narcotics-detection dog as “sui generis” because it “discloses only the presence or absence of narcotics, a contraband item.” *Id.*, at 707, 103 S.Ct. 2637; see also *Indianapolis v. Edmond*, 531 U.S. 32, 40, 121 S.Ct. 447, 148 L.Ed.2d 333 (2000). Respondent likewise concedes that “drug sniffs are designed, and if properly conducted are generally likely, to reveal only the presence of contraband.” Brief for Respondent 17. Although respondent argues that the error rates, particularly the existence of false positives, call into question the premise that drug-detection dogs alert only to
The record contains no evidence or findings that support his argument. Moreover, respondent does not suggest that an erroneous alert, in and of itself, reveals any legitimate private information, and, in this case, the trial judge found that the dog sniff was sufficiently reliable to establish probable cause to conduct a full-blown search of the trunk.

Accordingly, the use of a well-trained narcotics-detection dog—one that “does not expose noncontraband items that otherwise would remain hidden from public view,” Place, 462 U.S., at 707, 103 S.Ct. 2637—during a lawful traffic stop, generally does not implicate legitimate privacy interests. In this case, the dog sniff was performed on the exterior of respondent’s car while he was lawfully seized for a traffic violation. Any intrusion on respondent’s privacy expectations does not rise to the level of a constitutionally cognizable infringement.

This conclusion is entirely consistent with our recent decision that the use of a thermal-imaging device to detect the growth of marijuana in a home constituted an unlawful search. Kyllo v. United States, 533 U.S. 27, 121 S.Ct. 1960, 150 L.Ed.2d 94 (2001). Critical to that decision was the fact that the device was capable of detecting lawful activity—in that case, intimate details in a *410 home, such as “at what hour each night the lady of the house takes her daily sauna and bath.” Id., at 38, 121 S.Ct. 2038. The legitimate expectation that information about perfectly lawful activity will remain private is categorically distinguishable from respondent’s hopes or expectations concerning the nondetection of contraband in the trunk of his car. A dog sniff conducted during a concededly lawful traffic stop that reveals no information other than the location of a substance that no individual has any right to possess does not violate the Fourth Amendment.

The judgment of the Illinois Supreme Court is vacated, and the case is remanded for further proceedings not inconsistent with this opinion.

It is so ordered.

THE CHIEF JUSTICE took no part in the decision of this case.

Justice SOUTER, dissenting.

I would hold that using the dog for the purposes of determining the presence of marijuana in the car’s trunk was a search unauthorized as an incident of the speeding stop and unjustified on any other ground. I would accordingly affirm the judgment of the Supreme Court of Illinois, and I respectfully dissent.

In United States v. Place, 462 U.S. 696, 103 S.Ct. 2637, 77 L.Ed.2d 110 (1983), we categorized the sniff of the narcotics-seeking dog as “sui generis” under the Fourth Amendment and held it was not a search. Id., at 707, 103 S.Ct. 2637. The classification rests not only upon the limited nature **839 of the intrusion, but on a further premise that experience has shown to be untenable, the assumption that trained sniffing dogs do not err. What we have learned about the fallibility of dogs in the years since Place was decided would itself be reason to call for reconsidering Place’s decision against treating the intentional use of a trained dog as a search. The portent of this very case, however, adds insistence *411 to the call, for an uncritical adherence to Place would render the Fourth Amendment indifferent to suspicionless and indiscriminate sweeps of cars in parking garages and pedestrians on sidewalks; if a sniff is not preceded by a seizure subject to Fourth Amendment notice, it escapes Fourth
Amendment review entirely unless it is treated as a search. We should not wait for these developments to occur before rethinking *Place*'s analysis, which invites such untoward consequences.1

1 I also join Justice GINSBURG’s dissent, *post*, p. 843. Without directly reexamining the soundness of the Court’s analysis of government dog sniffs in *Place*, she demonstrates that investigation into a matter beyond the subject of the traffic stop here offends the rule in *Terry v. Ohio*, 392 U.S. 1, 88 S.Ct. 1868, 20 L.Ed.2d 889 (1968), the analysis I, too, adopt.

At the heart both of *Place* and the Court’s opinion today is the proposition that sniffs by a trained dog are *sui generis* because a reaction by the dog in going alert is a response to nothing but the presence of contraband.2 See *ibid.* (“[T]he sniff discloses only the presence or absence of narcotics, a contraband item”); *ante*, at 838 (assuming that “a canine sniff by a well-trained narcotics-detection dog” will only reveal “‘the presence or absence of narcotics, a contraband item’” (quoting *Place*, supra, at 707, 103 S.Ct. 2637)). Hence, the argument goes, because the sniff can only reveal the presence of items devoid of any legal use, the sniff “does not implicate legitimate privacy interests” and is not to be treated as a search. *Ante*, at 838.

2 Another proffered justification for *sui generis* status is that a dog sniff is a particularly nonintrusive procedure. *United States v. Place*, 462 U.S. 696, 707, 103 S.Ct. 2637, 77 L.Ed.2d 110 (1983). I agree with Justice GINSBURG that the introduction of a dog to a traffic stop (let alone an encounter with someone walking down the street) can in fact be quite intrusive. *Post*, at 845.

The infallible dog, however, is a creature of legal fiction. Although the Supreme Court of Illinois did not get into the sniffing averages of drug dogs, their supposed infallibility is belied by judicial opinions describing well-trained animals sniffing and alerting with less than perfect accuracy, whether *412* owing to errors by their handlers, the limitations of the dogs themselves, or even the pervasive contamination of currency by cocaine. See, e.g., *United States v. Kennedy*, 131 F.3d 1371, 1378 (C.A.10 1997) (describing a dog that had a 71% accuracy rate); *United States v. Scarborough*, 128 F.3d 1373, 1378, n. 3 (C.A.10 1997) (describing a dog that erroneously alerted 4 times out of 19 while working for the postal service and 8% of the time over its entire career); *United States v. Linares*, 269 F.3d 794, 797 (C.A.7 2001) (accepting as reliable a dog that gave false positives between 7% and 38% of the time); *Laime v. State*, 347 Ark. 142, 159, 60 S.W.3d 464, 476 (2001) (speaking of a dog that made between 10 and 50 errors); *United States v. $242,484.00*, 351 F.3d 499, 511 (C.A.11 2003) (noting that because as much as 80% of all currency in circulation contains drug residue, a dog alert “is of little value”), vacated on other grounds by rehearing en banc, 357 F.3d 1225 (C.A.11 2004); *United States v. Carr*, 25 F.3d 1194, 1214–1217 (C.A.3 1994) (Becker, J., concurring in part and dissenting in part) (“[A] *840* substantial portion of United States currency ... is tainted with sufficient traces of controlled substances to cause a trained canine to alert to their presence”). Indeed, a study cited by Illinois in this case for the proposition that dog sniffs are “generally reliable” shows that dogs in artificial testing situations return false positives anywhere from 12.5% to 60% of the time, depending on
the length of the search. See Reply Brief for Petitioner 13; Federal Aviation Admin., K. Garner et al., Duty Cycle of the Detector Dog: A Baseline Study 12 (Apr. 2001) (prepared by Auburn U. Inst. for Biological Detection Systems). In practical terms, the evidence is clear that the dog that alerts hundreds of times will be wrong dozens of times.

Once the dog’s fallibility is recognized, however, that ends the justification claimed in Place for treating the sniff as sui generis under the Fourth Amendment: the sniff alert does not necessarily signal hidden contraband, and opening the container or enclosed space whose emanations the dog has *413 sensed will not necessarily reveal contraband or any other evidence of crime. This is not, of course, to deny that a dog’s reaction may provide reasonable suspicion, or probable cause, to search the container or enclosure; the Fourth Amendment does not demand certainty of success to justify a search for evidence or contraband. The point is simply that the sniff and alert cannot claim the certainty that Place assumed, both in treating the deliberate use of sniffing dogs as sui generis and then taking that characterization as a reason to say they are not searches subject to Fourth Amendment scrutiny. And when that aura of uniqueness disappears, there is no basis in Place’s reasoning, and no good reason otherwise, to ignore the actual function that dog sniffs perform. They are conducted to obtain information about the contents of private spaces beyond anything that human senses could perceive, even when conventionally enhanced. The information is not provided by independent third parties beyond the reach of constitutional limitations, but gathered by the government’s own officers in order to justify searches of the traditional sort, which may or may not reveal evidence of crime but will disclose anything meant to be kept private in the area searched. Thus in practice the government’s use of a trained narcotics dog functions as a limited search to reveal undisclosed facts about private enclosures, to be used to justify a further and complete search of the enclosed area. And given the fallibility of the dog, the sniff is the first step in a process that may disclose “intimate details” without revealing contraband, just as a thermal-imaging device might do, as described in Kyllo v. United States, 533 U.S. 27, 121 S.Ct. 2038, 150 L.Ed.2d 94 (2001).³

³ Kyllo was concerned with whether a search occurred when the police used a thermal-imaging device on a house to detect heat emanations associated with high-powered marijuana-growing lamps. In concluding that using the device was a search, the Court stressed that the “Government [may not] us[e] a device ... to explore details of the home that would previously have been unknowable without physical intrusion.” 533 U.S., at 40, 121 S.Ct. 2038. Any difference between the dwelling in Kyllo and the trunk of the car here may go to the issue of the reasonableness of the respective searches, but it has no bearing on the question of search or no search. Nor is it significant that Kyllo’s imaging device would disclose personal details immediately, whereas they would be revealed only in the further step of opening the enclosed space following the dog’s alert reaction; in practical terms the same values protected by the Fourth Amendment are at stake in each case. The justifications required by the Fourth Amendment may or may not differ as between the two practices, but if constitutional scrutiny is in order for the imager, it is in order for the dog.
It makes sense, then, to treat a sniff as the search that it amounts to in practice, and to rely on the body of our Fourth Amendment cases, including Kyllo, in deciding whether such a search is reasonable. As a general proposition, using a dog to sniff for drugs is subject to the rule that the object of enforcing criminal laws does not, without more, justify suspicionless Fourth Amendment intrusions. See Indianapolis v. Edmond, 531 U.S. 32, 41–42, 121 S.Ct. 447, 148 L.Ed.2d 333 (2000). Since the police claim to have had no particular suspicion that Caballes was violating any drug law, this sniff search must stand or fall on its being ancillary to the traffic stop that led up to it. It is true that the police had probable cause to stop the car for an offense committed in the officer's presence, which Caballes concedes could have justified his arrest. See Brief for Respondent 31. There is no occasion to consider authority incident to arrest, however, see Knowles v. Iowa, 525 U.S. 113, 119 S.Ct. 484, 142 L.Ed.2d 492 (1998), for the police did nothing more than detain Caballes long enough to check his record and write a ticket. As a consequence, the reasonableness of the search must be assessed in relation to the actual delay the police chose to impose, and as Justice GINSBURG points out in her opinion, post, at 844, the Fourth Amendment consequences of stopping for a traffic citation are settled law.

Despite the remarkable fact that the police pulled over a car for going 71 miles an hour on I-80, the State maintains that excessive speed was the only reason for the stop, and the case comes to us on that assumption.

Thus, in Place itself, the Government officials had independent grounds to suspect that the luggage in question contained contraband before they employed the dog sniff. 462 U.S., at 698, 103 S.Ct. 2637 (describing how Place had acted suspiciously in line at the airport and had labeled his luggage with inconsistent and fictional addresses).

Nothing in the case relied upon by the Court, United States v. Jacobsen, 466 U.S. 109, 104 S.Ct. 1652, 80 L.Ed.2d 85 (1984), unsettled the limit of reasonable enquiry adopted in Terry.
In *Jacobsen*, the Court found that no Fourth Amendment search occurred when federal agents analyzed **842 powder** they had already lawfully obtained. The Court noted that because the test could only reveal whether the powder was cocaine, the owner had no legitimate privacy interest at stake. 466 U.S., at 123, 104 S.Ct. 1652. *416 As already explained, however, the use of a sniffing dog in cases like this is significantly different and properly treated as a search that does indeed implicate Fourth Amendment protection.

In *Jacobsen*, once the powder was analyzed, that was effectively the end of the matter: either the powder was cocaine, a fact the owner had no legitimate interest in concealing, or it was not cocaine, in which case the test revealed nothing about the powder or anything else that was not already legitimately obvious to the police. But in the case of the dog sniff, the dog does not smell the disclosed contraband; it smells a closed container. An affirmative reaction therefore does not identify a substance the police already legitimately possess, but informs the police instead merely of a reasonable chance of finding contraband they have yet to put their hands on. The police will then open the container and discover whatever lies within, be it marijuana or the owner’s private papers. Thus, while *Jacobsen* could rely on the assumption that the enquiry in question would either show with certainty that a known substance was contraband or would reveal nothing more, both the certainty and the limit on disclosure that may follow are missing when the dog sniffs the car.6

It would also be error to claim that some variant of the plain-view doctrine excuses the lack of justification for the dog sniff in this case. When an officer observes an object left by its owner in plain view, no search occurs because the owner has exhibited “no intention to keep [the object] to himself.” *Katz v. United States*, 389 U.S. 347, 361, 88 S.Ct. 507, 19 L.Ed.2d 576 (1967) (Harlan, J., concurring). In contrast, when an individual conceals his possessions from the world, he has grounds to expect some degree of privacy. While plain view may be enhanced somewhat by technology, see, e.g., *Dow Chemical Co. v. United States*, 476 U.S. 227, 106 S.Ct. 1819, 90 L.Ed.2d 226 (1986) (allowing for aerial surveillance of an industrial complex), there are limits. As *Kyllo v. United States*, 533 U.S. 27, 33, 121 S.Ct. 2038, 150 L.Ed.2d 94 (2001), explained in treating the thermal-imaging device as outside the plain-view doctrine, “[w]e have previously reserved judgment as to how much technological enhancement of ordinary perception” turns mere observation into a Fourth Amendment search. While *Kyllo* laid special emphasis on the heightened privacy expectations that surround the home, closed car trunks are accorded some level of privacy protection. See, e.g., *New York v. Belton*, 453 U.S. 454, 460, n. 4, 101 S.Ct. 2860, 69 L.Ed.2d 768 (1981) (holding that even a search incident to arrest in a vehicle does not itself permit a search of the trunk). As a result, if Fourth Amendment protections are to have meaning in the face of superhuman, yet fallible, techniques like the use of trained dogs, those techniques must be justified on the basis of their reasonableness, lest everything be deemed in plain view.

*417 The Court today does not go so far as to say explicitly that sniff searches by dogs
trained to sense contraband always get a free pass under the Fourth Amendment, since it reserves judgment on the constitutional significance of sniffs assumed to be more intrusive than a dog’s walk around a stopped car, ante, at 838. For this reason, I do not take the Court’s reliance on Jacobsen as actually signaling recognition of a broad authority to conduct suspicionless sniffs for drugs in any parked car, about which Justice GINSBURG is rightly concerned, post, at 845–846, or on the person of any pedestrian minding his own business on a sidewalk. But the Court’s stated reasoning provides no apparent stopping point short of such excesses. For the sake of providing a workable framework to analyze cases on facts like these, which are certain to come along, I would treat the dog sniff as the familiar search it is in fact, subject to scrutiny under the Fourth Amendment.\footnote{I should take care myself to reserve judgment about a possible case significantly unlike this one. All of us are concerned not to prejudge a claim of authority to detect explosives and dangerous chemical or biological weapons that might be carried by a terrorist who prompts no individualized suspicion. Suffice it to say here that what is a reasonable search depends in part on demonstrated risk. Unreasonable sniff searches for marijuana are not necessarily unreasonable sniff searches for destructive or deadly material if suicide bombs are a societal risk.}

The Supreme Court of Illinois held that the drug evidence should have been suppressed. Id., at 506, 280 Ill.Dec., at 278, 802 N.E.2d, at 202. Adhering to its decision in People v. Cox, 202 Ill.2d 462, 270 Ill.Dec. 81, 782 N.E.2d 275 (2002), the court employed a two-part test taken from Terry v. Ohio, 392 U.S. 1, 88 S.Ct. 1868, 20 L.Ed.2d 889 (1968), to determine the overall reasonableness of the stop. 207 Ill.2d, at 508, 280 Ill.Dec., at 278, 802 N.E.2d, at 204. The court asked first “whether the officer's action was justified at its inception,” and second “whether it was reasonably related in scope to the circumstances which justified the interference in the first place.” Ibid. (quoting People v. Brownlee, 186 Ill.2d 501, 518–519, 239 Ill.Dec. 25, 34, 713 N.E.2d 556, 565 (1999) (in turn quoting Terry, 392 U.S., at 19–20, 88 S.Ct. 1868)). “[I]f t is undisputed,” the court observed, “that the traffic stop was properly initiated”; thus, the dispositive inquiry trained
on the “second part of the Terry test,” in which “[t]he State bears the burden of establishing that the conduct remained within the scope of the stop.” 207 Ill.2d, at 509, 280 Ill.Dec., at 279, 802 N.E.2d, at 204.

*419* The court concluded that the State failed to offer sufficient justification for the canine sniff: “The police did not detect the odor of marijuana in the car or note any other evidence suggesting the presence of illegal drugs.” Ibid. Lacking “specific and articulable facts” supporting the canine sniff, ibid. (quoting Cox, 202 Ill.2d, at 470–471, 270 Ill.Dec. 81, 782 N.E.2d, at 281), the court ruled, “the police impermissibly broadened the scope of the traffic stop in this case into a drug investigation.” 207 Ill.2d, at 509, 280 Ill.Dec., at 279, 802 N.E.2d, at 204. I would affirm the Illinois Supreme Court’s judgment and hold that the drug sniff violated the Fourth Amendment.

The Illinois Supreme Court held insufficient to support a canine sniff Gillette’s observations that (1) Caballes said he was moving to Chicago, but his only visible belongings were two sport coats in the backseat; (2) the car smelled of air freshener; (3) Caballes was dressed for business, but was unemployed; and (4) Caballes seemed nervous. Even viewed together, the court said, these observations gave rise to “nothing more than a vague hunch” of “possible wrongdoing.” 207 Ill.2d 504, 509–510, 280 Ill.Dec., at 279–280, 802 N.E.2d 202, 204–205 (2003). This Court proceeds on “the assumption that the officer conducting the dog sniff had no information about [Caballes].” Ante, at 837.

In Terry v. Ohio, the Court upheld the stop and subsequent frisk of an individual based on an officer’s observation of suspicious behavior and his reasonable belief that the suspect was armed. See 392 U.S., at 27–28, 88 S.Ct. 1868. In a Terry-type investigatory stop, “the officer’s action [must be] justified at its inception, and ... reasonably related in scope to the circumstances which justified the interference in the first place.” Id., at 20, 88 S.Ct. 1868. In applying Terry, the Court has several times indicated that the limitation on “scope” is not confined to the duration of the seizure; it also encompasses the manner in which the seizure is conducted. See, e.g., Hiibel v. Sixth Judicial Dist. Court of Nev., Humboldt Cty., 542 U.S. 177, 188, 124 S.Ct. 2451, 2459, 159 L.Ed.2d 292 (2004) (an officer’s request that an individual identify himself “has an immediate relation to the purpose, rationale, and practical demands of a Terry stop”); United States v. Hensley, 469 U.S. 221, 235, 105 S.Ct. 675, 83 L.Ed.2d 604 (1985) (examining, under Terry, *420 both “the length and intrusiveness of the stop and detention”); Florida v. Royer, 460 U.S. 491, 500, 103 S.Ct. 1319, 75 L.Ed.2d 229 (1983) (plurality opinion) ("[A]n investigative detention must be temporary and last no longer than is necessary to effectuate the purpose of the stop [and] the investigative methods employed should be the least intrusive means reasonably available to verify or dispel the officer's suspicion....").

“A routine traffic stop,” the Court has observed, “is a relatively brief encounter and ‘is more analogous to a so-called Terry stop ... than to a formal arrest.’ ” Knowles v. Iowa, 525 U.S. 113, 117, 119 S.Ct. 484, 142 L.Ed.2d 492 (1998) (quoting Berkemer v. McCarty, 468 U.S. 420, 439, 104 S.Ct. 3138, 82 L.Ed.2d 317 (1984)); see also ante, at 841 (Souter, J., dissenting) (The government may not “take advantage of a suspect’s immobility to search for evidence unrelated to the reason for the detention.”). I would apply Terry’s
reasonable-relation test, as the Illinois Supreme Court did, to determine whether the canine sniff impermissibly expanded the scope of the initially valid seizure of Caballes.

The Berkemer Court cautioned that by analogizing a traffic stop to a Terry stop, it did “not suggest that a traffic stop supported by probable cause may not exceed the bounds set by the Fourth Amendment on the scope of a Terry stop.” 468 U.S., at 439, n. 29, 104 S.Ct. 3138. This Court, however, looked to Terry earlier in deciding that an officer acted reasonably when he ordered a motorist stopped for driving with expired license tags to exit his car, Pennsylvania v. Mimms, 434 U.S. 106, 109–110, 98 S.Ct. 330, 54 L.Ed.2d 331 (1977) (per curiam), and later reaffirmed the Terry analogy when evaluating a police officer’s authority to search a vehicle during a routine traffic stop, Knowles, 525 U.S., at 117, 119 S.Ct. 484.

It is hardly dispositive that the dog sniff in this case may not have lengthened the duration of the stop. Cf. ante, at 837 (“A seizure ... can become unlawful if it is prolonged beyond the time reasonably required to complete [the initial] mission.”). Terry, it merits repetition, instructs that any investigation must be “reasonably related in scope to the circumstances which justified the interference in the first place.” 392 U.S., at 20, 88 S.Ct. 1868 (emphasis added). The unwarranted and nonconsensual expansion of the seizure here from a routine traffic stop to a drug investigation broadened the scope of the investigation in a manner that, in my judgment, runs afoul of the Fourth Amendment.3


The Court rejects the Illinois Supreme Court’s judgment and, implicitly, the application of Terry to a traffic stop converted, by calling in a dog, to a drug search. The Court so rules, holding that a dog sniff does not render a seizure that is reasonable in time unreasonable in scope. Ante, at 837. Dog sniffs that detect only the possession of contraband may be employed without offense to the Fourth Amendment, the Court reasons, because they reveal no lawful activity and hence disturb no legitimate expectation of privacy. Ante, at 837–838.

In my view, the Court diminishes the Fourth Amendment’s force by abandoning the second Terry inquiry (was the police action “reasonably related in scope to the circumstances [justifying] the [initial] interference”). 392 U.S., at 20, 88 S.Ct. 1868. A drug-detection dog is an intimidating animal. Cf. United States v. Williams, 356 F.3d 1268, 1276 (C.A.10 2004) (McKay, J., dissenting) (“drug dogs are not lap dogs”). Injecting such an animal into a routine traffic stop changes the character of the encounter between the police and the motorist. The stop becomes broader, more adversarial, and (in at least some cases) longer. Caballes—who, as far as Troopers Gillette and Graham knew, was guilty solely of driving six miles per hour over the speed limit—was exposed to the embarrassment and intimidation of being

The Court has never removed police action from Fourth Amendment control on the ground that the action is well calculated to apprehend the guilty. See, e.g., *United States v. Karo*, 468 U.S. 705, 717, 104 S.Ct. 3296, 82 L.Ed.2d 530 (1984) (Fourth Amendment warrant requirement applies to police monitoring of a beeper in a house even if “the facts [justify] believing that a crime is being or will be committed and that monitoring the beeper wherever it goes is likely to produce evidence of criminal activity.”); see also *Minnesota v. Carter*, 525 U.S. 83, 110, 119 S.Ct. 469, 142 L.Ed.2d 373 (1998) (GINSBURG, J., dissenting) (“Fourth Amendment protection, reserved for the innocent only, would have little force in regulating police behavior toward either the innocent or the guilty.”).

Under today’s decision, every traffic stop could become an occasion to call in the dogs, to the distress and embarrassment of the law-abiding population.

The Illinois Supreme Court, it seems to me, correctly apprehended the danger in allowing the police to search for contraband despite the absence of cause to suspect its presence. Today’s decision, in contrast, clears the way for suspicionless, **846** dog-accompanied drug sweeps of parked cars along sidewalks and in parking lots. Compare, e.g., *United States v. Ludwig*, 10 F.3d 1523, 1526–1527 (C.A.10 1993) (upholding a search based on a canine drug sniff of a parked car in a motel parking lot conducted without particular suspicion), with *United States v. Quinn*, 815 F.2d 153, 159 (C.A.1 1987) (officers must have reasonable suspicion that a car contains narcotics at the moment a dog sniff is performed), and *Place*, 462 U.S., at 706–707, 103 S.Ct. 2637 (Fourth Amendment not violated by a dog sniff of a piece of luggage that was seized, pre-sniff, based on suspicion of drugs). Nor would motorists have constitutional grounds for complaint should police with dogs, stationed at long traffic lights, circle cars waiting for the red signal to turn green.

**423** Today’s decision also undermines this Court’s situation-sensitive balancing of Fourth Amendment interests in other contexts. For example, in *Bond v. United States*, 529 U.S. 334, 338–339, 120 S.Ct. 1462, 146 L.Ed.2d 365 (2000), the Court held that a bus passenger had an expectation of privacy in a bag placed in an overhead bin and that a police officer’s physical manipulation of the bag constituted an illegal search. If canine drug sniffs are entirely exempt from Fourth Amendment inspection, a sniff could substitute for an officer’s request to a bus passenger for permission to search his bag, with this significant difference: The passenger would not have the option to say “No.”

The dog sniff in this case, it bears emphasis, was for drug detection only. A dog sniff for explosives, involving security interests not presented here, would be an entirely different matter. Detector dogs are ordinarily trained not as all-purpose sniffers, but for discrete purposes. For example, they may be trained for narcotics detection or for explosives detection or for agricultural products detection. See, e.g., U.S. Customs & Border Protection, Canine Enforcement Training Center Training Program Course Descriptions, http://www.cbp.gov/xp/cgov/border_security/canines/training_program.xml (all Internet materials as visited Dec. 16, 2004, and available in Clerk of Court’s case file)

**847** This Court has distinguished between the general interest in crime control and more immediate threats to public safety. In *Michigan Dept. of State Police v. Sitz*, 496 U.S. 444, 110 S.Ct. 2481, 110 L.Ed.2d 412 (1990), this Court upheld the use of a sobriety traffic checkpoint. Balancing the State’s interest in preventing drunk driving, the extent to which that could be accomplished through the checkpoint program, and the degree of intrusion the stops involved, the Court determined that the State’s checkpoint program was consistent with the Fourth Amendment. *Id.*, at 455, 110 S.Ct. 2481. Ten years after *Sitz*, in *Indianapolis v. Edmond*, 531 U.S. 32, 121 S.Ct. 447, 148 L.Ed.2d 333, this Court held that a drug interdiction checkpoint violated the Fourth Amendment. Despite the illegal narcotics traffic that the Nation is struggling to stem, the Court explained, a “general interest in crime control” did not justify the stops. *Id.*, at 43–44, 121 S.Ct. 447 (internal quotation marks omitted). The Court distinguished the sobriety checkpoints in *Sitz* on the ground that those checkpoints were designed to eliminate an “immediate, vehicle-bound threat to life and limb.” 531 U.S., at 43, 121 S.Ct. 447.

The use of bomb-detection dogs to check vehicles for explosives without doubt has a closer kinship to the sobriety checkpoints in *Sitz* than to the drug checkpoints in *Edmond*. As the Court observed in *Edmond*: “[T]he Fourth Amendment would almost certainly permit an appropriately tailored *425 roadblock set up to thwart an imminent terrorist attack ....” 531 U.S., at 44, 121 S.Ct. 447. Even if the Court were to change course and characterize a dog sniff as an independent Fourth Amendment search, see *ante*, p. 838 (SOUTER, J., dissenting), the immediate, present danger of explosives would likely justify a bomb sniff under the special needs doctrine. See, *e.g.*, *ante*, at 843, n. 7 (SOUTER, J., dissenting); *Griffin v. Wisconsin*, 483 U.S. 868, 873, 107 S.Ct. 3164, 97 L.Ed.2d 709 (1987) (permitting exceptions to the warrant and probable-cause requirements for a search when “special needs, beyond the normal need for law enforcement,” make those requirements impracticable (quoting *New Jersey v. T.L. O.*, 469 U.S. 325, 351, 105 S.Ct. 733, 83 L.Ed.2d 720 (1985) (Blackmun, J., concurring in judgment))).
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For the reasons stated, I would hold that the police violated Caballes’ Fourth Amendment rights when, without cause to suspect wrongdoing, they conducted a dog sniff of his vehicle. I would therefore affirm the judgment of the Illinois Supreme Court.

Parallel Citations

Judge Easterbrook: Our third case for argument this morning is United States against Johnson.

Judge Easterbrook: Mr. Scacchetti.

Appellant’s Counsel: Your honors... May it please the court. I believe I have reserved two minutes for rebuttal.

Judge Bauer: Yup, you have.

Appellant’s Counsel: Thank you.

Judge Bauer: Now go ahead.

Appellant’s Counsel: I’ll be honest with this court. I don’t think that the position that we have is one that this court has... has honored, has found to be a very strong one. But I think that we have a problem with police taking advantage of interrogation situations, of hoping that they will find evidence, of making pretextual stops and using the situation by saying yes, this gentleman was speeding and then ultimately finding cocaine and being happy when they make the arrest and ultimately make the conviction.

Judge Sykes: Counsel, is there anything left of your argument after the Supreme Court’s decision in January in the Caballes case?

Appellant’s Counsel: I understand. I mean, I’m here because I feel very strongly about this. I mean, my words are probably not being heard by very many people. But I feel it necessary that some people need to listen. There are...

Judge Sykes: Any way to distinguish it?

Appellant’s Counsel: (sigh)

Judge Sykes: I mean I understand that you object to the premise of that holding...

Appellant’s Counsel: I hope you can find one.
Judge Bauer: Well, what you want us to do is overrule the Supreme Court.

Appellant’s Counsel: I want you to find ways to help me distinguish this, Judge. I just... I’m very disturbed.

Judge Bauer: Well, you can be disturbed on your own time. Why are you intruding on mine? I can’t reverse the Supreme Court.

Appellant’s Counsel: Because I want you to be disturbed, too.

Judge Bauer: Well, if I am disturbed it is for arguments that have nothing to do with reality.

Appellant’s Counsel: I understand, and I don’t want to argue. I want to help effect a change that is positive to this country.

Judge Bauer: Is there anything in your argument that is different than your brief?

Appellant’s Counsel: (sigh)

Judge Bauer: Or have you expended your spleen on the brief itself?

Appellant’s Counsel: The only thing I would tell you at this point that is not in here is that the government talks about how the, the, the... consent is, is... We need to look at the issue of consent. There is, there obviously is...

Judge Bauer: Consent isn’t necessary under the facts of this case.

Appellant’s Counsel: Based on the dog.

Judge Bauer: Based on the Supreme Court.

Appellant’s Counsel: I know. I know. Well, I have nothing else to say.

Good luck.

Judge Easterbrook: Thank you Counsel. Mr. Brookman. Counsel. Counsel! Your seat is at Counsel’s table.

Appellant’s Counsel: Your honor. I apologize. I was walking back in frustration.
Appellee's Counsel: May it please the Court. My name is Matt Brookman, I’m an Assistant U.S. Attorney from the.

Judge Bauer: I assume you don’t want us to overrule the Supreme Court.

Appellee's Counsel: I don't.

Judge Bauer: That's good.

Appellee’s Counsel: Thank you very much. I appreciate your time.

Judge Easterbrook: Thank you very much. The case is taken under advisement.
Second client conference – client talking points

Your attorney will be delivering the results of research that show that the Colorado state trooper’s use of a dog to search your vehicle was most likely constitutional under relevant caselaw. Returning to your role as a layperson, simulate one of the following responses to your attorney’s report.

- Instruct your attorney that you still think that the search was illegal and that you want the attorney to make that argument in court. Ask your attorney if your instructions will be followed, letting the attorney know that otherwise you will find another attorney who will.
- Tell the attorney that whatever the attorney says must be right. When the attorney asks you how you want to proceed, say that you want the attorney to decide what to do.
- Tell the attorney that you don’t think that you should have to pay for the work that the attorney performed since the attorney is not giving helpful advice. Ask the attorney how much the attorney will discount the fee.