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| 7 | UNITED STATES DISTRICT COURT | | | | | | |
| 8 | FOR THE NORTHERN DISTRICT OF CALIFORNIA | | | | | | |
| 9 | GIOVANNY HERNAN ORTEGA, | | | | | | |
| 10 | Petitioner-Plaintiff, | | | | | | |
| 11 | v. | Case No: 4:25-cv-05259-JST | | | | | |
| 12 | | | | | | | |
| 13 | POLLY KAISER, in her official capacity, Acting San Francisco Field Office Director, U.S. | MOTION FOR TEMPORARY | | | | | |
| 14 | Immigration and Customs Enforcement; | RESTRAINING ORDER; POINTS AND AUTHORITIES IN SUPPORT | | | | | |
| 15 | TODD M. LYONS, in his official capacity, Acting | | | | | | |
| 16 | Director, U.S. Immigration and Customs Enforcement; | OF MOTION | | | | | |
| 17 | KRISTI NOEM, in her official Capacity, Secretary | | | | | | |
| 18 | of the U.S. Department of Homeland Security; and | | | | | | |
| 19 | PAMELA BONDI, in her official capacity, Attorney General of the United States, | | | | | | |
| 20 | Respondents-Defendants. | | | | | | |
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Motion for TRO and Points and Authorities in Support of TRO

NOTICE OF MOTION

PLEASE TAKE NOTICE that, as soon as he may be heard, Petitioner-Plaintiff will and hereby does move, pursuant to Civil L.R. 7-1 and 65-1, for a temporary restraining order, directing that he not be detained pending further order of this Court. This motion is supported by the following Memorandum of Points and Authorities, and by his Amended Petition for Writ of Habeas Corpus/Complaint for Injunctive and Declaratory Relief and supporting exhibits, dated June 25, 2025. This motion supersedes the Motion for a TRO filed at Docket No. 4.

Undersigned counsel hereby declares and certifies that on June 25, 2025, immediately after filing this motion with the Court, he emailed Deputy Civil Division Chief Kenneth Brakebill at the U.S. Attorney's Office for the Northern District of California to advise him that Petitioner-Plaintiff is filing this motion for a temporary restraining order. That email also contained copies of (1) Amended Petition for Writ of Habeas Corpus and Complaint for Injunctive and Declaratory Relief, (2) Motion for Temporary Restraining Order, (3) Declaration of Giovanny Hernan Ortega, Declaration of Carolyn Ortenburger, and Declaration of Amalia Wille and Exhibits in Support of Complaint/Petition and Motion for Temporary Restraining Order, (4) Proposed Order on Motion for TRO, and (5) Proposed Summons.

MEMORANDUM OF POINTS AND AUTHORITIES

I. INTRODUCTION

Petitioner-Plaintiff Giovanny Hernan Ortega ("Mr. Ortega") brings the accompanying motion for a temporary restraining order ("TRO") to enjoin Respondents-Defendants U.S. Immigration and Customs Enforcement ("ICE"), from re-detaining him while he proceeds with his claims before this Court.

Motion for TRO and Points and Authorities in Support of TRO

Case No. 4:25-CV-05259-JST

II. STATEMENT OF FACTS AND CASE

Mr. Ortega is a forty-nine-year-old who was born El Salvador. He has lived in the United States for nearly thirty-five years. He now resides in Arcata, California with his U.S. citizen wife of twenty-four years, Carolyn Ortenburger. Mr. Ortega's community in California includes Mr. Ortega's U.S. citizen mother, extended family, his therapist, employer, and many supportive friends. *See* Declaration of Giovanny Hernan Ortega ("Ortega Decl."); Declaration of Carolyn Deam Ortenburger ("Ortenburger Decl."); Declaration of Amalia Wille ("Wille Decl.") at Exhs. E-X.

Mr. Ortega has lived in the United States since 1990, when, as a teenager, he entered the United States on a plane from El Salvador as a derivative asylee through his mother's approved asylum application. *See* Ortega Decl. He subsequently became a permanent resident of the United States. *Id.*; Wille Decl., Exh. A (Notice to Appear).

As a teenager, Mr. Ortega had trouble adjusting to life in the United States and processing the violence he had lived through during El Salvador's civil war. He joined a gang called Sureños and, subsequently, got large and prominent gang-related tattoos on his shoulder and stomach. *See* Ortega Decl.

In January of 1993, at the age of sixteen, Mr. Ortega made a terrible decision that he deeply and incurably regrets: he participated in a drive-by shooting of seven members of a rival gang. *See* Ortega Decl. Although he was a minor, he was charged and convicted as an adult. In March 1994, he plead nolo contendere to seven counts of violating Cal. Penal Code § 664/187(A) (Attempted Murder) in San Mateo County, California. *Id.* In 1995, he was sentenced to thirty-one years in prison. *Id.*

Mr. Ortega made tremendous efforts to turn his life around while incarcerated. Ortega Decl. He worked to disaffiliate from any gangs. In 2001, he married his U.S. citizen wife, Carolyn Ortenburger, who has provided Mr. Ortega with extensive and ongoing support over the past twenty-four years of their marriage. *Id.*; Ortenburger Decl.

Mr. Ortega served over twenty-four years in criminal incarceration—two years in juvenile hall and county jail and twenty-two years in prison, fifteen of which were in solitary confinement. *See* Ortega Decl. After finishing his criminal sentence, Mr. Ortega was transferred to ICE custody on April 20, 2017. *See* Ortega Decl. The DHS placed Mr. Ortega in Section 240 removal proceedings. *See* 8 U.S.C. § 1229a. The DHS served a Notice to Appear ("NTA") charging Mr. Ortega as removable from the United States pursuant to 8 U.S.C. § 1227(a)(2)(A)(iii), INA § 237(a)(2)(A)(iii), for having been convicted of an aggravated felony under 8 U.S.C. § 1101(a)(43)(U), INA § 101(a)(43)(U). Wille Decl. at Exh. A (Notice to Appear).

The Notice to Appear alleged Mr. Ortega to be a native and citizen of El Salvador. *Id*. On May 1, 2017, before the Immigration Judge, Mr. Ortega admitted the allegations in the Notice to Appear and conceded that he was removable from the United States. Mr. Ortega declined to designate a country of removal. The ICE attorney present in court designated El Salvador as the country of removal. *See* Wille Decl. At no time during Mr. Ortega's removal proceedings did any party designate a country for removal other than El Salvador. *See id*.

Mr. Ortega's criminal conviction rendered him ineligible for protection in the form of asylum or withholding of removal. Mr. Ortega sought relief from removal before the IJ in the form of an application for protection pursuant to the Convention Against Torture ("CAT").

Wille Decl. at Exh. B (IJ decision). On October 2, 2017, the IJ denied Mr. Ortega relief under the CAT. *Id.* Mr. Ortega filed an appeal to the Board of Immigration Appeals. *Id.*

After having spent more than nine months in immigration custody, Mr. Ortega appeared before an IJ for a "*Rodriguez*" bond hearing on January 30, 2018. *See* Ortega Decl. At the conclusion of the hearing, the IJ concluded that the government had not demonstrated that Mr. Ortega was a danger to the community nor such a flight risk that he could be held in continued detention without bond. *See Ortega v. Bonnar*, 415 F. Supp. 3d 963, 966 (N.D. Cal. 2019). The IJ ordered that Mr. Ortega be released from custody upon the posting of a bond in the amount of \$35,000 and conditioned on periodic reporting to the DHS and his compliance with all laws. *Id.*

On January 31, 2018, upon the posting of bond, Mr. Ortega was released from immigration custody and united with his wife. *See id*. Despite being released from civil incarceration, DHS continued to monitor Mr. Ortega through the Intensive Supervision Appearance Program ("ISAP"), including via a GPS ankle monitoring device, and later a phone app device. He had a perfect record of compliance with all ISAP check-ins, as mandated by the DHS and the IJ. *See* Ortega Decl., Ortenburger Decl.

On May 3, 2018, the BIA dismissed Mr. Ortega's appeal of the IJ's decision denying CAT protection. Wille Decl., Exh. B (IJ decision). Mr. Ortega filed a petition for review to the Ninth Circuit Court of Appeals of the BIA's decision denying CAT relief on May 30, 2018. The Ninth Circuit issued a judicial stay of removal. *See Ortega v. Garland*, Ninth Circuit Case No. 18-71548, Dkt. Nos. 1-3, 13. Nevertheless, ICE refused to agree that they would not re-arrest

¹ See Rodriguez v. Robbins ("Rodriguez III"), 804 F.3d 1060 (9th Cir. 2015), rev'd sub nom. Jennings v. Rodriguez, 138 S. Ct. 830 (2018) ("Rodriguez IV").

Mr. Ortega pending judicial review of his removal order. In their view, the Board's denial of his application for CAT constituted a material change in circumstances that warranted his re-arrest. *See Ortega*, 415 F. Supp. 3d at 969-70.

Because he feared re-detention, on May 30, 2018, Mr. Ortega brought an as-applied due process challenge to the DHS's ability to re-arrest him absent adequate process, given that an Immigration Judge had already determined he did not pose a danger to the community or an unmitigable flight risk. *See Ortega*, 415 F. Supp. 3d at 967. Judge Orrick issued a temporary restraining order and later a preliminary injunction enjoining ICE "from re-arresting Ortega unless and until a hearing, with adequate notice, was held in Immigration Court to determine whether his bond should be revoked or altered." *Id.* On November 22, 2019, Judge Orrick granted Mr. Ortega's habeas petition. *Id.* at 970. Judge Orrick permanently enjoined ICE "from re-arresting Ortega unless and until a hearing, with adequate notice, is held in Immigration Court to determine whether his bond should be revoked or altered." *Id.*

While he remained at home in the community, Mr. Ortega's challenge to his CAT denial proceeded at the Ninth Circuit Court of Appeals. After Mr. Ortega filed his Opening Brief, the Attorney General filed an unopposed motion to remand his case to the Board of Immigration Appeals for further consideration of his CAT application. Ninth Circuit Case No. 18-71548, Dkt. No. 44. The Ninth Circuit remanded Mr. Ortega's case to the BIA on January 4, 2021. *Id.*, Dkt. No. 46. Ultimately, following an evidentiary hearing in immigration court, on December 21, 2022, an IJ in San Francisco issued a final decision in Mr. Ortega's removal proceedings. He ordered Mr. Ortega removed to El Salvador, and simultaneously ordered that his removal to

El Salvador be deferred pursuant to the Convention Against Torture. The DHS did not appeal the IJ's order granting Mr. Ortega protection under the CAT. See Wille Decl.

At no time during his immigration court proceedings—which spanned from 2017 until 2022—did the DHS provide Mr. Ortega with notice, or any indication whatsoever, that it may seek to remove him to a country other than El Salvador. *See* Wille Decl.

Nearly seven-and-a-half years have passed since Mr. Ortega was released from ICE custody. Other than successfully completing his parole requirements in April 2020, Mr. Ortega has had *no contact* with the criminal justice system since being released from ICE custody. He has had no new arrests or convictions. *See* Ortega Decl., Ortenburger Decl.

At ICE's request, Mr. Ortega appeared in person at the ICE San Francisco Field Office on March 17, 2023. There, ICE cancelled the \$35,000 bond Mr. Ortega had paid in 2018 because ICE "determined that the conditions of the immigration bond . . . have been satisfied." Wille Decl., Exh. C (Notice of Bond Cancellation).

Also on March 17, 2023, ICE issued an Order of Supervision, Form I-220B, requiring Mr. Ortega to annually report to the ICE San Francisco Office. Wille Decl., Exh. D (Order of Supervision). Mr. Ortega appeared at the San Francisco ICE Office on March 19, 2024, where he was ordered to appear again on March 19, 2025. *Id.* Through counsel, Mr. Ortega requested that the March 2025 appearance be postponed due to his wife's recent cancer diagnosis and treatment. She had a cancer-related medical appointment the day of the scheduled check-in, which Mr. Ortega needed to accompany her to, and she was scheduled for surgery at the end of March 2025. *See* Ortega Decl.; Ortenburger Decl. ICE rescheduled Mr. Ortega's in-person reporting date to July 9, 2025. *Id.*; *See* Wille Decl., Exh. D (Order of Supervision, listing next

reporting date). Mr. Ortega has complied with all reporting requirements from the DHS. See Ortega Decl.; Ortenburger Decl.

Since his release, Mr. Ortega and his wife have continued to build their stable life and have only further deepened their ties to their community in Arcata. Mr. Ortega has been promoted to become the Arcata store manager of Adventure's Edge, the outdoor retailer where he works. Ortega Decl. He is also a lead bike mechanic at the store, and he volunteers his time teaching high school students and Native youth how to maintain their bikes. Ortega Decl. He and his wife love to explore the outdoors through bike riding and hiking, and they have adopted a second cat together. *Id*.

As Christel Shaughnessy, a longtime friend and resident of Arcata describes, "Giovanny has become a full member of our community, working full time and volunteering." Wille Decl., Exh. I (Shaughnessy Letter). A Recreation Supervisor for the City of Arcata notes the role Giovanny "plays in connecting with so many different community members to each other and sharing his love for recreation activities, art, and social interactions." *Id.*, Exh. J (Groom Letter).

Since January 2025, the federal government of the United States has begun a campaign to deport large numbers of noncitizens from the United States at any cost. It has aggressively acted to remove individuals to countries other than those designated for removal. This process is known as "third country removals." Historically, it has been very rare for the U.S. government to attempt third country removals, especially to countries to which the individual has no ties. *See* Wille Decl.

As part of its efforts to ramp up arrests and deportations, on or about February 18, 2025, ICE issued a national directive for its officers to "carefully review for removal all cases" of all

individuals—like Mr. Ortega—who are not detained but who are periodically reporting to ICE. The directive expressly instructs officers to review the cases of noncitizens—like Mr. Ortega—who have been granted withholding of removal or protection under CAT "to determine the viability of removal to a third country and accordingly whether the [noncitizen] should be redetained." Reuters published a copy of the February 18, 2025 directive on March 6, 2025.²

On March 30, 2025, the DHS issued a memorandum entitled, "Guidance Regarding Third Country Removals." Wille Decl., Exh. Z; *DVD v. U.S. Department of Homeland Security*, Case No. 1:25-CV-10676-BEM, Dkt. 43-1. The memo provides that DHS may remove noncitizens to a country "that had not previously been designated as the country of removal," without notice to the noncitizen, and without an opportunity for the individual to apply for withholding or CAT protection as to the third country, so long as DHS has determined that the country "has provided diplomatic assurances that aliens removed from the United States will not be persecuted or tortured" and "the Department of State believes those assurances to be credible." *Id.* The memo does not require any individualized assurances against mistreatment, as the statute and regulations require. *Id.*; *see* FARRA 2681–822; 8 C.F.R. §§ 208.17(b)(2), 1208.17(b)(2); *see also Jama v. ICE*, 543 U.S. 335, 348 (2005). Further, blanket assurances do not protect against torture by non-state actors, *see* 8 C.F.R. § 208.17(a)(7), nor chain refoulement, whereby the third country proceeds to return an individual back to the noncitizen's country of origin. The memo provides for no avenue for the noncitizen to seek review of the

² Ted Hesson and Kristina Cooke, Trump Weighs Revoking Legal Status of Ukrainians as US Steps Up Deportations, Reuters (Mar. 6, 2025). The article links to the directive: https://fingfx.thomsonreuters.com/gfx/legaldocs/gkpljxxoqpb/ICE_email_Reuters.pdf (last visited Jun. 19, 2025)

assurances, which violates due process. Wille Decl., Exh. Z. The memo does not require DHS to make the requisite showing under § 1231(b)(2)(E)(vii) that a third country will accept the noncitizen. Further, even where diplomatic assurances are not at issue, the memo does not ensure that a noncitizen will be able to present a CAT claim to an Immigration Judge. *See id.* It also directs a reopening scheme that purports to limit the IJ's ability to designate the country of removal and the noncitizen's ability to contest the designation. *See id.* ³

Consistent with the February 18, 2025 ICE directive, ICE has begun detaining noncitizens who appear at their scheduled check-ins at ICE Field Offices throughout the country, without advance notice that they will be detained. Mr. Ortega is aware of at least thirty individuals who have been re-detained in situations similar to his. *See* Wille Decl., Exhs. AA (Attorney Newman Declaration), BB (Attorney Jones Declaration), CC (Attorney Sandoval Declaration). Moreover, in the first week of June 2025, news outlets across the country reported that ICE had arrested "hundreds" of noncitizens at scheduled check-ins. ⁴ On one day that week,

³ As discussed in Mr. Ortega's concurrently filed Amended Petition/Complaint, there is ongoing, class action litigation in the District of Massachusetts and the First Circuit Court of Appeals regarding the government's attempts to remove noncitizens to third countries. *See DVD v. U.S. Department of Homeland Security*, Case No. 1:25-CV-10676-BEM (D. Mass). On June 23, 2025, the protections that had been afforded to individuals like Mr. Ortega, through a class-wide preliminary injunction, were stayed pending the First Circuit appeal and any writ of certiorari that may be timely filed with the Supreme Court. See *Department of Homeland Security v. DVD*, ---S.Ct.---, 2025 WL 1732103 (June 23, 2025).

⁴ E.g., Julia Ainsley, Laura Strickler and Didi Martinez, "ICE arrests record number of

⁴ E.g., Julia Ainsley, Laura Strickler and Didi Martinez, "ICE arrests record number of immigrants in single day, including hundreds at scheduled appointments" (June 4, 2025), https://www.nbcnews.com/politics/national-security/ice-arrests-record-number-immigrants-single-day-rena210817. See also, e.g., Nidia Cavazos, "Immigrants at ICE check-ins detained, held in basement of federal building in Los Angeles, some overnight," CBS News (June 7, 2025), https://www.cbsnews.com/news/immigrants-at-ice-check-ins-detained-and-held-in-basement-of-federal-building-in-los-angeles/; Sarah Whites-Koditschek, "ICE detains immigrants during scheduled meetings in Birmingham: 'False hope," "AL.com (June 5, 2025),

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the San Francisco Chronicle reported that ICE arrested fifteen noncitizens at their scheduled check-ins at the San Francisco ICE Field Office. In a statement to the Chronicle, ICE stated that the individuals who had been arrested at check-ins had final orders of removal.

Mr. Ortega is currently under a DHS order to appear in-person at the San Francisco ICE Field Office on July 9, 2025. *See* Wille Decl, Exh. D (I-220B). Based on the February 18, 2025 ICE directive, the March 30, 2025 DHS policy memo, and extensive reports of the detention and removal of similarly-situated noncitizens, Mr. Ortega and his wife are currently living in near-paralyzing fear that ICE will detain Mr. Ortega on July 9, 2025 and remove him to El Salvador or a third country. *See* Ortega Decl., Ortenburger Decl. He is terrified of being deported directly from the United States to a Salvadoran prison. He is likewise terrified that the United States will send him to a third country where he would be at direct risk of torture. *Id.* Mr. Ortega is further afraid that the United States will send him to a third country that would then transfer him to El Salvador, where an IJ has already determined he is likely to be tortured. *See id.* And, Mr. Ortega's fear is objectively reasonable as the *New York Times* recently reported that U.S. State Department employees were instructed to stop noting in annual human rights

https://www.al.com/news/2025/06/ice-detains-immigrants-during-scheduled-meetings-in-birmingham.html; Billal Rahman, "ICE Arrests Multiple People in Chicago After Tricking Them to Turn Up," *Newsweek* (June 5, 2025), https://www.newsweek.com/ice-arrests-multiple-people-chicago-after-tricking-them-turn-2081246; Armando Garcia, "'Have mercy': Families plead as migrants arrested at routine DHS check-ins," ABC News (June 6, 2025), https://abcnews.go.com/US/mercy-families-plead-migrants-arrested-routine-dhs-check/story?id=122528525.

⁵ Jessica Flores, *ICE arrests 15 people, including 3-year-old child, in San Francisco, advocates say*, San Francisco Chronicle (June 5, 2025), https://www.sfchronicle.com/bayarea/article/ice-arrests-sf-immigration-trump-20362755.php.

⁶ *Id.*

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reports whether a nation had violated its obligations not to send anyone "to a country where they would face torture or persecution."

III. ARGUMENT

The standard for issuing a TRO is the same as the standard for issuing a preliminary injunction. See Stuhlbarg Int'l Sales Co. v. John D. Brush & Co., 240 F.3d 832, 839 n.7 (9th Cir. 2001). To obtain a TRO, Mr. Ortega must demonstrate that (1) he is likely to succeed on the merits, (2) he is likely to suffer irreparable harm in the absence of preliminary relief, (3) the balance of equities tips in his favor, and (4) an injunction is in the public interest. Winter v. Natural Res. Def. Council, Inc., 555 U.S. 7, 20 (2008); Am. Trucking Ass'ns v. City of Los Angeles, 559 F.3d 1046, 1052 (9th Cir. 2009). Even if he does not show a likelihood of success on the merits, the Court may still grant a TRO if Mr. Ortega raises "serious questions" as to the merits of his claims, the balance of hardships tips "sharply" in his favor, and the remaining equitable factors are satisfied. Alliance for the Wild Rockies v. Cottrell, 632 F.3d 1127, 1134-35 (9th Cir. 2011).

A. MR. ORTEGA IS LIKELY TO SUCCEED ON THE MERITS OF HIS CLAIM THAT HE MAY NOT BE REMOVED TO A COUNTRY OTHER THAN EL SALVADOR WITHOUT ADEQUATE NOTICE AND AN OPPORTUNITY TO APPLY FOR FEAR-BASED RELIEF

The DHS may not remove Mr. Ortega to El Salvador, the country to which he was ordered removed, because, as an IJ found, he is likely to suffer torture there, by or with the acquiescence of the Salvadoran government. In order to remove Mr. Ortega to a country other

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⁷ Carol Rosenberg, "Trump's Ambition Collides With Law on Sending Migrants to Dangerous Countries," *New York Times* (Jun. 6, 2025), https://www.nytimes.com/2025/06/06/us/politics/trump-deportations-migrants.html.

than El Salvador, Respondents-Defendants must designate another country of removal. *See* 8 U.S.C. § 1231(b); *Himri v. Ashcroft*, 378 F.3d 932, 939 (9th Cir. 2004). Moreover, to comport with the requirements of due process, Respondents-Defendants must provide Mr. Ortega with meaningful notice of the identity of the third country. *See Andriasian v. INS*, 180 F.3d 1033, 1041 (9th Cir. 1999).

In Mr. Ortega's case, no countries other than El Salvador meet the definitions for alternative countries of removal set forth in 8 U.S.C. §§ 1231(b)(2)(A), 1231(b)(2)(D), 1231(b)(2)(E)(i)-(vi). Therefore, in order for the DHS to remove Mr. Ortega to a country other than El Salvador, "at the time the government proposes" a third country for removal, it must prove, with evidence, that the country "will accept" him into that country. *See Himri*, 378 F.3d at 939; 8 U.S.C. § 1231(b)(2)(E)(vii); *see also* 8 C.F.R. § 1240.10(f) (in removal hearing, the Immigration Judge "shall ... identify for the record a country, or countries in the alternative, to which the alien's removal may be made"). This must happen in reopened removal proceedings so that the IJ can designate the country of removal. *See Himri*, 378 F.3d at 939.

After the DHS has notified Mr. Ortega of the third country and demonstrated that the country "will accept" him, he must be provided the opportunity to present a claim for deferral of removal as to that country under the Convention Against Torture. *See Jama v. ICE*, 543 U.S. 335, 348 (2005) (explaining that for noncitizens who face mistreatment in a country designated under § 1231(b)(2), they have the remedy of an "individualized determination[]" under CAT). Because CAT is a country-specific form of relief, Mr. Ortega can only apply for CAT relief to a designated country. *See* 8 C.F.R. § 1208.16(c)(3) (defining CAT relief in relation to "the proposed country of removal"); *Su Hwa She v. Holder*, 629 F.3d 958, 965 (9th Cir. 2010)

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(explaining that a noncitizen "is not entitled to adjudication of an application for withholding of removal to a country that nobody is trying to send them to"); see also Department of Homeland Security v. DVD, ---S.Ct.---, 2025 WL 1732103, at *7 (June 23, 2025) ("Without an applicable order of removal, individuals have no way to raise their claims under the Convention.") (Sotomayor, J., dissenting from order granting a stay of the preliminary injunction).

In Mr. Ortega's case, this means that his Section 240 proceedings must be reopened so that he may present his CAT case to the IJ, see Himri, 378 F.3d at 939, and so he may seek administrative and judicial review. See 8 U.S.C. §§ 1229a, 1252(a); 8 C.F.R. §§ 1003.6(a), 1240.15. As Justice Sotomayor explained this week, the Government's view that "once a noncitizen has been found removable, []he can effectively be removed anywhere at any time would render meaningless the countless statutory and regulatory provisions providing for notice and a hearing. DVD, 2025 WL 1732103, at *8 (collecting and citing relevant statutory and regulatory provisions) (Sotomayor, J., dissenting). This is likewise required as a matter of due process. See DVD, 2025 WL 1732103, at *9 ("Due process requires reasonable notice and an opportunity to be heard.") ("Plaintiffs merely seek access to notice and process, so that, in the event the Executive makes a determination in their case, they learn about it in time to seek an immigration judge's review. The Fifth Amendment unambiguously guarantees that right.") (Sotomayor, J., dissenting) (emphasis added); Aden v. Nielsen, 409 F. Supp. 3d 998, 1009 (W.D. Wash. 2019) (finding that removal proceedings "shall be reopened and a hearing shall be held before the immigration judge so that petitioner may apply for relief from removal" as to a country that had not been designated for removal in the noncitizen's prior proceedings); Sadychov v. Holder, 565 F. App'x 648, 651 (9th Cir. 2014) (holding that should a new country

opportunity to reopen his case for full adjudication of his claim of withholding of removal from" the additional country).

B. MR. ORTEGA IS LIKELY TO SUCCEED ON THE MERITS OF HIS

of removal be designated, "the agency must provide [the noncitizen] with notice and an

B. MR. ORTEGA IS LIKELY TO SUCCEED ON THE MERITS OF HIS CLAIM THAT BOTH THE INA AND THE CONSTITUTION REQUIRE THAT HE REMAIN OUT OF CUSTODY, BECAUSE HIS REMOVAL IS NOT REASONABLY FORESEEABLE AND HE IS NEITHER A FLIGHT RISK NOR A DANGER

The Constitution establishes due process rights for "all 'persons' within the United States, including [noncitizens], whether their presence here is lawful, unlawful, temporary, or permanent." *Hernandez v. Sessions*, 872 F.3rd 976, 990 (9th Cir. 2017) (quoting *Zadvydas v. Davis*, 533 U.S. 678, 693 (2001)). "Freedom from imprisonment—from government custody, detention, or other forms of physical restraint—lies at the heart of the liberty that [the Due Process] Clause protects." *Zadvydas*, 533 U.S. at 690. In "our society, liberty is the norm," and detention is the "carefully limited exception." *United States v. Salerno*, 481 U.S. 739, 755 (1987).

For individuals like Mr. Ortega, who were ordered removed years ago, any current detention would purportedly be pursuant to 8 U.S.C. § 1231(a)(6), which authorizes detention for individuals beyond the ninety-day removal period in 8 U.S.C. § 1231(a)(2). But 8 U.S.C. § 1231(a)(6), only authorizes detention for "a period reasonably necessary to secure removal." *Zadvydas*, 533 U.S at 699. "Thus, if removal is not reasonably foreseeable . . . continued detention [is] unreasonable and no longer authorized by statute." *Id.* at 699-700.

Here, as discussed *supra*. given the due process clause, the INA, the Foreign Affairs Reform and Restructuring Act of 1998 (FARRA), Pub. L. No. 105–277, div. G, Title XXII,

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§ 2242(a), 112 Stat. 2681, 2681–822 (1998) (codified as Note to 8 U.S.C. § 1231), and the implementing regulations, Mr. Ortega's removal is not reasonably foreseeable. See 8 U.S.C. § 1231(b)(2)(E); 8 U.S.C. § 1231(b)(3)(A); Himri v. Ashcroft, 378 F.3d 932, 939 (9th Cir. 2004); Aden v. Nielsen, 409 F. Supp. 3d 998, 1004 (W.D. Wash. 2019). Mr. Ortega's removal proceedings concluded in December 2022. To date, the government has not proven that a third country will accept Mr. Ortega. Nor has the government provided Mr. Ortega with an opportunity to present a claim under the Convention Against Torture as to that country, a process which cannot begin until an additional removal country is properly designated. See id.; See also Wille Decl. These multi-step processes—which include administrative and judicial appellate review—are expected to take, at a minimum, a year to complete, and could take several years. See Wille Decl.; see also 8 U.S.C. §§ 1101(a)(47)(B), 1252(a); 8 C.F.R. §§ 1003.6(a), 1240.15. During the past several months, in numerous instances where the federal government has re-detained individuals with withholding or CAT protection—purportedly to remove them to a third country—the government has not made a showing that those individuals can be removed to a third country. See, e.g., Wille Decl., Exhs. AA-CC (attorney declarations); Tadros v. Noem, Case No. 25CV4108 (EP), 2025 WL 1678501 (D.N.J., June 13, 2025). They have languished in detention in the meantime. See id.

Moreover, because immigration detention is civil detention, it must "bear[] [a] reasonable relation to the purpose for which the individual was committed," Zadvydas, 533 U.S. at 690, and not be excessive in relation to that purpose. Salerno, 481 U.S. at 747. The Supreme Court has articulated that there are only two legitimate purposes for immigration

detention: mitigating flight risk and preventing danger to the community. *See id.* ⁸ As such, Mr. Ortega's detention would need to serve those purposes and not be excessive in relation to those purposes. Mr. Ortega's conduct over the more than seven years since his release proves that his detention would be without purpose.

In granting Mr. Ortega's previous habeas petition, Judge Orrick found that "Mr. Ortega has a substantial private interest in remaining on bond, and that interest has only grown in the 18 months since [the Court granted] a preliminary injunction." *Ortega*, 415 F. Supp. 3d at 970. That was in 2019, and at that time Judge Orrick noted that Mr. Otega "was living with his wife, spending time with his mother and other family members, working as a bicycle mechanic, and developing friendships in his community." *Id.* Mr. Ortega's liberty interest has only grown substantially as he has continued those same activities and enjoyed his freedom. *See* Ortega Decl., Ortenburger Decl., Wille Decl., Exhs. E-X, DD (community support letters).

Here, an Immigration Judge already determined—over seven years ago—that the DHS failed to prove by clear and convincing evidence that Mr. Ortega is either a flight risk or a danger to the community. *See Ortega*, 415 F. Supp. 3d at 966. And at that point, Mr. Ortega's CAT application had been denied, and thus his ultimate ability to avoid removal to the designated country of removal was uncertain. Nevertheless, the IJ determined that he should be released from custody, and Mr. Ortega was released on January 31, 2018, after paying a \$35,000 bond. *See id.* Mr. Ortega's conduct since his release has only confirmed the correctness of the IJ's decision to grant bond.

⁸ Petitioner also acknowledges that the government may detain noncitizens for the brief period necessary to lawfully execute a removal order.

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As noted by Judge Orrick in 2019 in granting Mr. Ortega's first petition for habeas corpus, Mr. Ortega "strictly complied with all the requirements of his release." Ortega, 415 F. Supp. 3d at 970; see also Ortega Decl.; Ortenburger Decl. He attended all his hearings, and all reporting requirements with ICE. Id. Then, on December 21, 2022, the IJ granted Mr. Ortega deferral of removal under the CAT. Wille Decl., Exh. B (IJ decision). The DHS did not appeal that decision to the BIA, and made no attempt to deport Mr. Ortega to any other country. See Wille Decl. In April 2020, Mr. Ortega successfully completed his parole requirements, and in March 2023, ICE cancelled his bond, as the conditions were satisfied. The agency placed Mr. Ortega on an Order of Supervision with a yearly reporting requirement. Wille Decl. As before, he has dutifully complied with his reporting requirements, which require him to drive over five hours (each way) from his home in Arcata to the ICE office in San Francisco. Ortega Decl.; Ortenburger Decl.

Moreover, Mr. Ortega's community ties have continued to grow, further demonstrating that he is not a flight risk. He lives with his wife of twenty-four years in Arcata, where they recently purchased a home together. Ortega Decl.; Ortenburger Decl. Mr. Ortega is currently the manager of the Arcata Adventure's Edge, a local outdoor store, with locations in Arcata and Eureka. His boss, Jennifer Johnson, describes Mr. Ortega as a "model employee" and a "pillar of the store." Wille Decl., Exh. O (Johnson Letter). Mr. Ortega's wife, Carolyn, continues at her stable job as the office manager at the Schatz Energy Research Center at California State Polytechnic University, Humboldt. See Ortenburger Decl.

As detailed in the attached declarations, multiple individuals depend on Mr. Ortega for support. First and foremost, Mr. Ortega's wife, Carolyn, depends on him for emotional,

psychological, and logistical support, particularly now when she is undergoing treatment for a recurrence of breast cancer. Ortenburger Decl. As Mr. Ortega's wife describes their relationship: "We are each other's best friends in addition to being husband and wife. He is everything to me . . . our lives are completely intertwined." *Id.* Mr. Ortega's mother also depends on him as she ages: "Giovanny helps me make decisions in my life and helps me during difficult times." Wille Decl., Exh. M (Wall Letter). She writes that "[Giovanny] and Carolyn came to spend time with me when husband was in the hospital dying after he had a stroke." *Id.* Mr. Ortega further provides support to his mother-in law, helping her with her latest projects, including cleaning out her garage and shed and gardening. Wille Decl., Exh. N (Beardsley Letter).

In addition to his family, Mr. Ortega is enmeshed in the fabric of the Arcata community—as a trusted employee, highly regarded colleague, valued friend and civically-engaged community member. *See generally* Wille Decl., Exhs. E-X. As the Mayor of Arcata describes, "Mr. Ortega is known in our community as someone with integrity and the ability to provide community support by being a part of the Arcata community." *Id.*, Exh. E (Stillman Letter). A Humboldt County Supervisor has likewise noted Mr. Ortega's contributions to Arcata, describing him as a "deeply involved and caring community member." *Id.*, Exh. S (Wilson Letter).

Thus, Mr. Ortega has every incentive to follow the law, so that he can continue to support his wife, family, friends and the broader community. *See id.*; Ortega Decl.; Ortenburger Decl. Moreover, if the DHS is ultimately able to secure an executable removal order to a third country—at this point, a dubious proposition—Mr. Ortega has sworn under penalty of perjury

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that he will report for removal. See Ortega Decl. Based on his prior history of attending his hearings as well as parole and ICE check-ins, and his ties to his U.S. Citizen wife, his job, and his community—including now owning a house in Arcata—Mr. Ortega is not a flight risk. See id.

Mr. Ortega is also not a danger to the community. As an initial matter, he has not been arrested or had any problems with law enforcement during the past over-seven years since he was released from custody. Ortega Decl. As noted above, he has been dedicated to his wife, his career, his family members, his friends, and the broader community. And, as the detailed and myriad letters submitted in support of this petition demonstrate, Mr. Ortega has the support of so many individuals who attest to his character—all of whom understand he made mistakes in the past, but speak highly of his genuine reformation and rehabilitation.

As his boss describes Mr. Ortega: "It is not often you find an employee who is more than willing to do his job, continue to strive to be better at his job and always willing to do extra work to help his coworkers." Wille Decl., Exh. O (Johnson Letter). His colleague and friend, Marc Rossi notes that, "[i]f the goal of our penal system is to see people reintegrated into society as helpful, compassionate, caring, and responsible citizens, then Giovanny is a stellar example of what we should hope for. He is an honest, reliable, and talented coworker, a loving husband, and a valued friend." *Id.*, Exh. Q (Rossi Letter).

Dimitrios Tagarapoulos, a local law enforcement officer, highlights that Mr. Ortega "embodies the values of hard work, resilience, and community mindedness. His determination to better himself and inspire others is exactly the kind of example we need more of—not less." Id., Exh. K (Tagaropoulos Letter). Mike Wilson, a county supervisor in Humboldt County,

notes that Mr. Ortega has worked "incredibly hard to turn his life around" and observes that Mr.

Ortega is "now someone we are proud to stand beside: a role model, a good neighbor, and a

compassionate person." Id., Exh. S (Wilson Letter).

Friend after friend lauds Mr. Ortega for the man he has become. "Giovanny is a hardworking, thoughtful and caring man." *Id.*, Exh. H (Lehman Letter). "Giovanny is a profoundly kind and gentle man." *Id.*, Exh. R (Montagna Letter). "Giovanny is a dear friend, a loving and supportive husband, and a very generous and kind addition to our community." *Id.*,

describes Mr. Ortega as exemplifying the "proverb a friend in need is a friend indeed." Id., Exh.

Exh. L (Ingle Letter). Noting his "competence, warmth, and generosity of spirit" one friend

P (McNulty Letter). "Giovanny is a compassionate man who actively looks to care for the needs of others in his personal and professional life." *Id.*, Exh. DD (Williams Letter).

Mr. Ortega's conduct the last seven years proves that he is neither a flight risk nor a danger, and that any civil detention that occurs while Mr. Ortega contests any removal to a third country would be illegitimate and unconstitutional, as it would bear no relationship to the two purposes immigration detention is meant to serve. *See Jones v. Blanas*, 393 F.3d 918, 933-34 (9th Cir. 2004), *cert. denied*, 546 U.S. 820 (2005) ("[A] civil detainee awaiting adjudication is entitled to conditions of confinement that are not punitive...[and] a restriction is 'punitive' where it is intended to punish, or where it is 'excessive in relation to [its non-punitive] purpose.'"); *see also Enamorado v. Kaiser*, 2025 WL 1382859, at * 2 (N.D. Cal. May 12, 2025) (temporarily enjoining the government from arresting noncitizen petitioner where there was nothing to "suggest that [the petitioner] is unlikely to appear for any scheduled immigration related proceedings, nor does [the petitioner] appear to pose any risk to the public").

C. MR. ORTEGA WILL SUFFER IRREPERABLE HARM ABSENT INJUNCTIVE RELIEF

Imminent re-detention will irreparably harm Mr. Ortega. Given ICE's February 18, 2025 directive, *see* Wille Decl., Exh. Y, DHS's March 30, 2025 Policy, *see* Wille Decl., Exh. Z, the arrest and detention of at least thirty individuals similarly situated to Mr. Ortega, *see* Wille Dec., Exhs. AA-CC (attorney declarations), and his upcoming check-in with ICE in San Francisco, Wille Decl., Exh. D (Order of Supervision), ICE is likely to re-detain Mr. Ortega on that date and, thus, a TRO is necessary to prevent irreparable harm.

First, Mr. Ortega's re-detention will cause Mr. Ortega irreparable harm because "any "loss of liberty is fundamental and substantial." *Perera v. Jennings*, 2021 WL 2400981, at *5 (N.D. Cal. 2021). The harm is particularly clear here, as Mr. Ortega has already been through nine months of civil incarceration by the DHS. *See* Ortega Decl. As Mr. Ortega describes, "[t]he pain of being taken from the life that I have now, being placed in handcuffs, and detained far from my loved ones is indescribable [and] I know this because I lived through it before and I dread to think that I would have to endure it again. I don't want to be confined to a cage ever again." Ortega Decl. Although Mr. Ortega spent 15 years in solitary confinement in prison, where he notes conditions were "exceptionally harsh," he states that nothing "prepared [him] for the conditions in immigration detention." *Id.* Mr. Ortega describes ICE detention conditions as involving overcrowding, filthy bedding, rotten food, abusive guards, and constant sleep deprivation due to security checks and guards kicking doors open. *Id.* As the Ninth Circuit has held—after noting the subpar medical and psychiatric care in ICE detention facilities, as well as the abuse of detainees at the hands of guards—anyone subject to immigration detention suffers "irreparable harm." *Hernandez v. Sessions*, 872 F.3d 976, 995 (9th Cir. 2017).

Second, Mr. Ortega's wife would suffer tremendously—economically, emotionally, and psychologically—if Mr. Ortega were re-detained. As the Supreme Court has recognized, incarceration "has a detrimental impact on the individual" because "it often means loss of a job" and "disrupts family life." *Barker v. Wingo*, 407 U.S. 514, 532-33 (1972). And as the Ninth Circuit has further explained, the "irreparable harms" of immigration detention include the "economic burdens imposed on detainees and their families as a result of detention." *Hernandez*, 872 F.3d at 995. As Mr. Ortega's wife, Carolyn explains, she will not be able to pay the mortgage on their new house without Mr. Ortega's income, and her expenses would increase with Mr. Ortega in detention, while her income would decrease without his financial contributions to the household. *See* Ortenburger Decl.

Perhaps even more critically, Mr. Ortega's wife will be left without her primary caretaker during a time when she needs him most due to the recurrence of breast cancer. *See id.* As Carolyn describes, "[t]he fear I feel about his possible re-detention is so all consuming that I have not truly come to terms with my new cancer diagnosis, let alone been able to focus on my healing." *Id.* She is paralyzed by anxiety related to Mr. Ortega's possible re-detention and she does not know what she would do without him. *See id*; *see also Jorge M.F. v. Wilkinson*, 2021 WL 783561, at *3 (N.D. Cal. Mar. 1, 2021) (recognizing the severe economic hardship and psychological harm family members of detainees can face).

Third, the greater community of Arcata would likewise suffer irreparable harm. As Mike Wilson, a District County Supervisor for Humboldt County, explains best, if Giovanny were detained now, "it would be a collective punishment for our community, and an immeasurable loss for Carolyn at a time when she needs him the most." Wille Decl., Exh. S (Wilson Letter).

Nearly two dozen letters of support underscore that same sentiment. *See generally* Wille Decl., Exhs. E-X, DD.

Fourth, "[t]he deprivation of constitutional rights 'unquestionably constitutes irreparable injury." *Melendres v. Arpaio*, 695 F.3d 990, 1002 (9th Cir. 2012) (quoting *Elrod v. Burns*, 427 U.S. 347, 373 (1976)). As detailed above, Mr. Ortega is likely to succeed on his claim that his rearrest would violate his due process rights under the Constitution. As such, he has "carried [his] burden as to irreparable harm." *Hernandez*, 872 F.3d at 995.

D. THE BALANCE OF EQUITIES AND THE PUBLIC INTEREST FAVOR GRANTING A TRO

Where the government is the opposing party, balancing the equities and the public interest merge. See Nken v. Holder, 556 U.S. 418, 435 (2009). Here, the balance of equities weighs strongly in favor of Mr. Ortega. Mr. Ortega faces grave hardships absent a TRO. Absent injunctive relief, he faces arrest and detention in violation of his constitutional rights, separation from his wife, family, and community, and severe psychological harm, as well as economic hardship, among other things. See Ortega Decl., Ortenburger Decl, Wille Decl., Exhs. E-X. Faced with "preventable human suffering, [the Ninth Circuit has] little difficulty concluding that the balance of hardships tips decidedly in plaintiffs' favor." Hernandez, 872 F.3d at 996 (quoting Lopez v. Heckler, 713 F.2d 1432, 1437 (9th Cir. 1983). This Court should find the same.

The public likewise has a strong interest in ensuring that Mr. Ortega is not re-detained as "it would not be equitable or in the public's interest to allow [a party] . . . to violate the requirements of federal law, especially when there are no adequate remedies available." *Ariz.*Dream Act Coal. v. Brewer, 757 F.3d 1053, 1069 (9th Cir. 2014) (quoting Valle del Sol Inc. v.

Motion for TRO and Points and Authorities in Support of TRO

Whiting, 732 F.3d 1006, 1029 (9th Cir. 2013)). Without an injunction, the government would effectively be granted permission to detain Mr. Ortega in violation of the Constitution and the INA. Like all other individuals, the government is not simply free to ignore the law. Moreover, were Mr. Ortega re-detained, he would not be statutory eligible for a bond hearing under 8 U.S.C. § 1231(a)(6), see Johnson v. Arteaga-Martinez, 596 U.S. 573 (2022) nor, if his proceedings were reopened, under 8 U.S.C. § 1226(c), see Jennings v. Rodriguez, 583 U.S. 281 (2018).

Moreover, a TRO serves the public interest by avoiding "indirect hardship to [Mr. Ortega's] family members," which here would be substantial. *See also Golden Gate Rest. Ass'n v. City & Cty. of San Francisco*, 512 F.3d 1112, 1126 (9th Cir. 2008) (finding that courts may consider hardship to families when determining public interest). Ortega Decl.; Ortenburger Decl.; Wille Decl., Exhs. M (Wall Letter), N (Beardsley Letter), V (Ortenburger Letter).

In addition, a TRO favors the public interest because it allows Mr. Ortega to continue contributing productively to his community. Mr. Ortega is the manager of an outdoor retail store in Arcata and regularly volunteers his time to help others. *See* Wille Decl., Exhs. O (Johnson Letter) (describing Mr. Ortega as a "critical part" of her business functions); Ortega Decl. (describing his various volunteer activities). As the Mayor of Arcata describes Mr. Ortega, he is "now part of the fabric of our community." Wille Decl., Exh.E. The public therefore has a strong interest in Mr. Ortega continuing to perform the exemplary service he provides in managing Adventure's Edge and serving his community. *Cf. Hurd v. District of Columbia*, 864 F.3d 671, 683 (D.C. Cir. 2017) (citing *Morrisey v Brewer*, 408 U.S. 471, 484 (1972)) (finding that for released prisoners and parolees, "society has a stake in whatever may be the chance of restoring

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the individual to normal and useful life" and that society thus "has an interest in not having parole revoked" erroneously (internal brackets omitted)).

The government, on the other hand, cannot suffer harm from an injunction that simply requires it to follow the law. *See Zepeda v. I.N.S.*, 753 F.2d 719, 727 (9th Cir. 1983) ("[T]he INS cannot reasonably assert that it is harmed in any legally cognizable sense by being enjoined from constitutional violations."). Here, specifically, the government cannot claim harm from a TRO that enjoins it from re-arresting Mr. Ortega and orders the Constitution be complied with. *See supra*, Section III(A) *supra* (explaining why Mr. Ortega's detention would violate due process).

IV. CONCLUSION

For the foregoing reasons, Mr. Ortega respectfully requests that the Court enter a TRO enjoining ICE from re-arresting him pending further order of this Court.

Dated: June 25, 2025

Respectfully submitted,

<u>s/Judah Lakin</u> Judah Lakin

<u>s/Amalia Wille</u> Amalia Wille LAKIN & WILLE LLP

Attorneys for Petitioner

ATTESTATION PURSUANT TO CIVIL L.R. 5.1(i)(3)

As the filer of this document, I attest that concurrence in the filing was obtained from the other signatories. Executed on this 25th day of June 2025 in Oakland, California.

<u>s/Judah Lakin</u> Judah Lakin Attorney for Petitioner

Motion for TRO and Points and Authorities in Support of TRO

Case No. 4:25-CV-05259-JST