

CRAIG H. MISSAKIAN (CABN 125202)
United States Attorney
PAMELA T. JOHANN (CABN 145558)
Chief, Civil Division
MICHAEL A. KEOUGH (NYRN 5199666)
Assistant United States Attorney

1301 Clay Street, Suite 340S
Oakland, California 94612-5217
Telephone: (510) 637-3721
Facsimile: (510) 637-3724
michael.keough@usdoj.gov

Attorneys for Respondents

UNITED STATES DISTRICT COURT
NORTHERN DISTRICT OF CALIFORNIA
SAN FRANCISCO DIVISION

CAROLINA ORTIZ CALDERON,

Petitioner,

V.

POLLY KAISER, *et al.*,

Respondents.

Case No. 3:25-cv-06695-AMO

RESPONDENTS' OPPOSITION TO PETITIONER'S MOTION FOR PRELIMINARY INJUNCTION

TABLE OF CONTENTS

I.	INTRODUCTION	1
II.	STATUTORY BACKGROUND.....	2
A.	Section 1225(b)(1)	2
B.	Section 1225(b)(2)	4
III.	FACTUAL BACKGROUND	4
IV.	PROCEDURAL BACKGROUND.....	5
V.	ARGUMENT	6
A.	Legal Standard	6
B.	Petitioner Fails to Meet the High Bar for Injunctive Relief.....	6
1.	Petitioner Cannot Show a Likelihood of Success on the Merits.....	6
(a)	Under the Plain Text of § 1225, Petitioner Must Be Detained Pending the Outcome of Her Removal Proceeding	6
(b)	The <i>Mathews</i> Factors Do Not Apply	8
(c)	Congress Did Not Intend to Treat Individuals Who Unlawfully Enter the Country Better than Those Who Appear at a Port of Entry.....	9
(d)	Petitioner Cannot Obtain an Injunction Prohibiting Her Transfer	10
2.	Petitioner Cannot Establish Irreparable Harm	10
3.	The Balance of Equities and Public Interest Do Not Favor an Injunction	11
VI.	CONCLUSION.....	12

TABLE OF AUTHORITIES**Cases****Page(s)**

<i>All. for Wild Rockies v. Cottrell</i> , 632 F.3d 1127 (9th Cir. 2011)	11
<i>American Immigration Lawyers Ass'n v. Reno</i> , 199 F.3d 1352 (D.C. Cir. 2000)	2
<i>Biden v. Texas</i> , 597 U.S. 785 (2022)	4, 5
<i>Carlson v. Landon</i> , 342 U.S. 524 (1952)	11
<i>Coal. for TJ v. Fairfax Cnty. Sch. Bd.</i> , 218 L. Ed. 2d 71 (Feb. 20, 2024)	1
<i>Dave v. Ashcroft</i> , 363 F.3d 649 (7th Cir. 2004)	9
<i>Demore v. Kim</i> , 538 U.S. 510 (2003)	11
<i>Dep't of Homeland Sec. v. Thuraissigiam</i> , 591 U.S. 103 (2020)	passim
<i>Drakes Bay Oyster Co. v. Jewell</i> , 747 F.3d 1073 (9th Cir. 2014)	11
<i>Foley v. Connelie</i> , 435 U.S. 291 (1978)	1
<i>Gen. Contractors of Cal., Inc. v. Coal for Econ. Equity</i> , 950 F.2d 1401 (9th Cir. 1991)	11
<i>Guerrier v. Garland</i> , 18 F.4th 304 (9th Cir. 2021)	1
<i>Jennings v. Rodriguez</i> , 583 U.S. 281 (2018)	2, 4, 7, 12
<i>Kucana v. Holder</i> , 558 U.S. 233 (2010)	2
<i>Landon v. Plasencia</i> , 459 U.S. 21 (1982)	8, 9

1	<i>Lands Council v. McNair</i> ,	11
2	537 F.3d 981 (9th Cir. 2008)	
3	<i>Lopez Reyes v. Bonnar</i> ,	10
4	No 18-cv-07429-SK, 2018 WL 7474861 (N.D. Cal. Dec. 24, 2018)	
5	<i>Lopez v. Brewer</i> ,	6
6	680 F.3d 1068 (9th Cir. 2012)	
7	<i>Marin All. For Med. Marijuana v. Holder</i> ,	11
8	866 F. Supp. 2d 1142 (N.D. Cal. 2011)	
9	<i>Maryland v. King</i> ,	11
10	567 U.S. 1301 (2012)	
11	<i>Mathews v. Eldridge</i> ,	8
12	424 U.S. 319 (1976)	
13	<i>Matter of E-R-M- & L-R-M-</i> ,	4
14	25 I&N Dec. 520 (BIA 2011)	
15	<i>Matter of Q. Li</i> ,	4, 5, 7
16	29 I. & N. Dec. 66 (BIA 2025)	
17	<i>Meneses v. Jennings</i> ,	11
18	No. 21-cv-07193-JD, 2021 WL 4804293 (N.D. Cal. Oct. 14, 2021)	
19	<i>Milan-Rodriguez v. Sessions</i> ,	10
20	No. 16-cv-01578-AWI, 2018 WL 400317 (Jan. 12, 2018)	
21	<i>Nken v. Holder</i> ,	11
22	556 U.S. 418 (2009)	
23	<i>Preminger v. Principi</i> ,	12
24	422 F.3d 815 (9th Cir. 2005)	
25	<i>Reno v. Flores</i> ,	11
26	507 U.S. 292 (1993)	
27	<i>Rios-Berrios</i> ,	10
28	776 F.2d 859 (9th Cir. 1985)	
	<i>Rodriguez Diaz v. Garland</i> ,	8
	53 F.4th 1189 (9th Cir. 2022)	
	<i>Stormans, Inc. v. Selecky</i> ,	11
	586 F.3d 1109 (9th Cir. 2009)	

1	<i>Suzlon Energy Ltd. v. Microsoft Corp.</i> ,	
2	671 F.3d 726 (9th Cir. 2011)	9
3	<i>Torres v. Barr</i> ,	
4	976 F.3d 918 (9th Cir. 2020)	9
5	<i>Ubiquity Press Inc. v. Baran</i> ,	
6	No 8:20-cv-01809-JLS-DFM, 2020 WL 8172983 (C.D. Cal. Dec. 20, 2020)	11
7	<i>United States ex rel. Knauff v. Shaughnessy</i> ,	
8	338 U.S. 537 (1950)	8, 9
9	<i>United States v. Arango</i> , CV 09-178 TUC DCB,	
10	2015 WL 11120855 (D. Ariz. Jan. 7, 2015)	11
11	<i>United States v. Gambino-Ruiz</i> ,	
12	91 F.4th 981 (9th Cir. 2024)	9, 10
13	<i>Washington v. Chimei Innolux Corp.</i> ,	
14	659 F.3d 842 (9th Cir. 2011)	9
15	<i>Weinberger v. Romero-Barcelo</i> ,	
16	456 U.S. 305 (1982)	12
17	<i>Winter v. NRDC</i> ,	
18	555 U.S. 7 (2008)	6

Statutes

19	8 U.S.C. § 1225(b)	passim
20	8 U.S.C. § 1182(a)(6)(C)	3, 4
21	8 U.S.C. § 1182(a)(7)	2
22	8 U.S.C. § 1225	2, 9
23	8 U.S.C. § 1225(a)(1)	2
24	8 U.S.C. § 1225(b)(2)(A)	4, 5, 6, 7
25	8 U.S.C. § 1226(a)	6, 7
26	8 U.S.C. § 1229a	3, 7
27	8 U.S.C. § 1252(e)(2)	1, 7
28	8 U.S.C. § 1558(a)(2)(B)	3

Regulations

25	8 C.F.R. § 208.30(d)(4)	3
26	8 C.F.R. § 208.30(f)	3, 7
27	8 C.F.R. § 235.3(b)(4)	3
28	8 C.F.R. §§ 208.30	1, 3
	8 C.F.R. §§ 1003.42(d)	3
	8 C.F.R. §§ 1003.42(f)	3
	90 Fed. Reg. 8139 (Jan. 24, 2025)	3

1 **I. INTRODUCTION**

2 The United States “[has] often been described as ‘a nation of immigrants.’” *Foley v. Connelie*,
 3 435 U.S. 291, 294 (1978). “As a Nation we exhibit extraordinary hospitality to those who come to our
 4 country,” and “[i]ndeed, aliens lawfully residing in this society have many rights which are accorded to
 5 noncitizens by few other countries.” *Id.* Immigrants “have in turn richly contributed to our country’s
 6 success.” *Coal. for TJ v. Fairfax Cnty. Sch. Bd.*, 218 L. Ed. 2d 71 (Feb. 20, 2024) (Alito, J., dissenting
 7 from denial of certiorari). Yet Congress has also identified a “crisis at the land border” that involves
 8 “hundreds of thousands” of noncitizens entering the country illegally each year, H.R. Rep. 104-469 at
 9 107, and the resulting need “to expedite the removal from the United States of aliens who indisputably
 10 have no authorization to be admitted,” H.R. Rep. 104-828 at 209.

11 For these reasons, “[t]he decisions of [the Supreme] Court with regard to the rights of aliens
 12 living in our society” — including the “restraints imposed” upon them — “have reflected fine, and often
 13 difficult, questions of values.” *Foley*, 435 U.S. at 294. Mindful of these values, Congress has created
 14 — and courts have upheld — procedures unique to noncitizens subject to expedited removal that are
 15 “coextensive” with due process. *Guerrier v. Garland*, 18 F.4th 304, 310 (9th Cir. 2021) (explaining that
 16 “in the expedited removal context, a petitioner’s due process rights are coextensive with the statutory
 17 rights Congress provides”) (citing *Dep’t of Homeland Sec. v. Thuraissigiam*, 591 U.S. 103, 138 (2020)).
 18 These procedures include the right to a non-adversarial interview before a trained asylum officer,
 19 administrative review before an immigration judge, and limited judicial review. 8 U.S.C. § 1252(e)(2);
 20 8 C.F.R. §§ 208.30, 235.3, 1208.30. But they do not permit noncitizens to challenge their mandatory
 21 detention or entitle them to pre-detention hearings. *See* 8 U.S.C. §§ 1225(b)(1)(B)(iii)(IV); (b)(2)(A).

22 Due process thus does not require that the Court enjoin Petitioner’s re-detention absent a hearing.
 23 *See* ECF No. 3-4 (“Mot.”) at 8. Where, as here, the government properly exercises its authority to
 24 pursue expedited removal under 8 U.S.C. §1225(b), those procedures fully satisfy due process and
 25 preclude Petitioner from clearing the high bar for a preliminary injunction requiring additional process.
 26 Under the plain text of § 1225, Petitioner cannot show a likelihood of success on the merits, establish
 27 irreparable harm, or countervail the government’s compelling interest in enforcing mandatory detention
 28 pending expedited removal for the narrow category of noncitizens to which she belongs.

II. STATUTORY BACKGROUND

Congress established the expedited removal process in 8 U.S.C. § 1225 to ensure that the Executive could “expedite removal of aliens lacking a legal basis to remain in the United States.” *Kucana v. Holder*, 558 U.S. 233, 249 (2010); *see also Thuraissigiam*, 591 U.S. at 106 (“[Congress] crafted a system for weeding out patently meritless claims and expeditiously removing the aliens making such claims from the country.”). Section 1225 applies to “applicants for admission” to the United States, who are defined as “alien[s] present in the United States who [have] not been admitted” or noncitizens “who arrive[] in the United States,” whether or not at a designated port of arrival. 8 U.S.C. § 1225(a)(1). Applicants for admission “fall into one of two categories, those covered by § 1225(b)(1) and those covered by § 1225(b)(2),” both of which are subject to mandatory detention. *Jennings v. Rodriguez*, 583 U.S. 281, 287 (2018) (“[R]ead most naturally, §§ 1225(b)(1) and (b)(2) mandate detention for applicants for admission until certain proceedings have concluded.”).

A. Section 1225(b)(1)

Section 1225(b)(1) applies to “arriving aliens” and “certain other” noncitizens “initially determined to be inadmissible due to fraud, misrepresentation, or lack of valid documentation.” *Id.*; 8 U.S.C. §§ 1225(b)(1)(A)(i), (iii). Section 1225(b)(1) allows for the expedited removal of any noncitizen “described in” § 1225(b)(1)(A)(iii)(II), as designated by the Attorney General or Secretary of Homeland Security — that is, any noncitizen not “admitted or paroled into the United States” and “physically present” fewer than two years — who is inadmissible under § 1182(a)(7) at the time of “inspection.” *See* 8 U.S.C. § 1182(a)(7) (categorizing as inadmissible noncitizens without valid entry documents). Whether that happens at a port of entry or after illegal entry is not relevant; what matters is whether, when an officer inspects a noncitizen for admission under § 1225(a)(3), that noncitizen lacks entry documents and so is subject to § 1182(a)(7). The Attorney General’s or Secretary’s authority to “designate” classes of noncitizens as subject to expedited removal is subject to his or her “sole and unreviewable discretion.” 8 U.S.C. § 1225(b)(1)(A)(iii); *see also American Immigration Lawyers Ass’n v. Reno*, 199 F.3d 1352 (D.C. Cir. 2000) (upholding the expedited removal statute).

The Secretary (and earlier, the Attorney General) has designated categories of noncitizens for expedited removal under § 1225(b)(1)(A)(iii) on five occasions; most recently, restoring the expedited

1 removal scope to “the fullest extent authorized by Congress.” *Designating Aliens for Expedited*
 2 *Removal*, 90 Fed. Reg. 8139 (Jan. 24, 2025). The notice thus enables the U.S. Department of Homeland
 3 Security (“DHS”) “to place in expedited removal, with limited exceptions, aliens determined to be
 4 inadmissible under [8 U.S.C. § 1182(a)(6)(C) or (a)(7)] who have not been admitted or paroled into the
 5 United States and who have not affirmatively shown, to the satisfaction of an immigration officer, that
 6 they have been physically present in the United States continuously for the two-year period immediately
 7 preceding the date of the determination of inadmissibility,” who were not otherwise covered by prior
 8 designations. *Id.* at 8139–40.

9 Expedited removal proceedings under § 1225(b)(1) include additional procedures if a noncitizen
 10 indicates an intention to apply for asylum¹ or expresses a fear of persecution, torture, or return to the
 11 noncitizen’s country. *See* 8 U.S.C. § 1225(b)(1)(A)(ii); 8 C.F.R. § 235.3(b)(4). In that situation, the
 12 noncitizen is given a non-adversarial interview with an asylum officer, who determines whether the
 13 noncitizen has a “credible fear of persecution” or torture. *Id.* §§ 1225(b)(1)(A)(ii), (b)(1)(B)(iii)(II),
 14 (b)(1)(B)(iv), (v); *see also* 8 C.F.R. § 208.30; *Thuraissigiam*, 591 U.S. at 109–11 (describing the
 15 credible fear process). The noncitizen may also pursue *de novo* review of that determination by an
 16 immigration judge. 8 U.S.C. § 1225(b)(1)(B)(iii)(III); 8 C.F.R. §§ 1003.42(d), 1208.30(g). During the
 17 credible fear process, a noncitizen may consult with an attorney or representative and engage an
 18 interpreter. 8 C.F.R. § 208.30(d)(4), (5). However, a noncitizen subject to these procedures “shall be
 19 detained pending a final determination of credible fear of persecution and, if found not to have such a
 20 fear, until removed.” 8 U.S.C. § 1225(b)(1)(B)(iii)(IV).

21 If the asylum officer or immigration judge does not find a credible fear, the noncitizen is
 22 “removed from the United States without further hearing or review.” 8 U.S.C. §§ 1225(b)(1)(B)(iii)(I),
 23 (b)(1)(C); 1252(a)(2)(A)(iii), (e)(2); 8 C.F.R. §§ 1003.42(f), 1208.30(g)(2)(iv)(A). If the asylum officer
 24 or immigration judge finds a credible fear, the noncitizen is generally placed in full removal proceedings
 25 under 8 U.S.C. § 1229a, but remains subject to mandatory detention. *See* 8 C.F.R. § 208.30(f); 8 U.S.C.

26
 27 ¹ Noncitizens must apply for asylum within one year of arriving in the United States, 8 U.S.C.
 28 § 1558(a)(2)(B), except if the noncitizen can demonstrate “extraordinary circumstances” that justify
 moving that deadline. *Id.* § 1558(a)(2)(D).

1 § 1225(b)(1)(B)(iii)(IV).

2 Expedited removal under § 1225(b)(1) is a distinct statutory procedure from removal under
 3 § 1229a. Section 1229(a) governs full removal proceedings initiated by a notice to appear and conducted
 4 before an immigration judge, during which the noncitizen may apply for relief or protection. By
 5 contrast, expedited removal under § 1225(b)(1) applies in narrower, statutorily defined circumstances —
 6 typically to individuals apprehended at or near the border who lack valid entry documents or commit
 7 fraud upon entry — and allows for their removal without a hearing before an immigration judge, subject
 8 to limited exceptions. For these noncitizens, DHS has discretion to pursue expedited removal under
 9 § 1225(b)(1) or § 1229a. *Matter of E-R-M- & L-R-M-*, 25 I&N Dec. 520, 524 (BIA 2011).

10 **B. Section 1225(b)(2)**

11 Section 1225(b)(2) is “broader” and “serves as a catchall provision.” *Jennings*, 583 U.S. at 287.
 12 It “applies to all applicants for admission not covered by § 1225(b)(1).” *Id.* Under § 1225(b)(2), a
 13 noncitizen “who is an applicant for admission” is subject to mandatory detention pending full removal
 14 proceedings “if the examining immigration officer determines that [the] alien seeking admission is not
 15 clearly and beyond a doubt entitled to be admitted.” 8 U.S.C. § 1225(b)(2)(A) (requiring that such
 16 noncitizens “be detained for a proceeding under section 1229a of this title”); *Matter of Q. Li*, 29 I. & N.
 17 Dec. 66, 68 (BIA 2025) (explaining that proceedings under section 1229a are “full removal proceedings
 18 under section 240 of the INA”); *see also id.* (“[F]or aliens arriving in and seeking admission into the
 19 United States who are placed directly in full removal proceedings, section 235(b)(2)(A) of the INA, 8
 20 U.S.C. § 1225(b)(2)(A), mandates detention ‘until removal proceedings have concluded.’”) (citing
 21 *Jennings*, 583 U.S. at 299). Still, DHS has the sole discretionary authority to temporarily release on
 22 parole “any alien applying for admission to the United States” on a “case-by-case basis for urgent
 23 humanitarian reasons or significant public benefit.” *Id.* § 1182(d)(5)(A); *see Biden v. Texas*, 597 U.S.
 24 785, 806 (2022).

25 **III. FACTUAL BACKGROUND**

26 Petitioner is a native and citizen of Colombia who entered the United States without inspection,
 27 admission or parole on June 3, 2024. Declaration of Kenny Louie (“Louie Decl.”) at ¶¶ 4-5. That same
 28 day, DHS Border Patrol encountered Petitioner near Tecate, California. *Id.* DHS took Petitioner into

1 custody and placed her into removal proceedings, as an alien present without admission or parole, and
2 charged with removability under section 212(a)(6)(A)(i) of the Immigration and Nationality Act. *Id.*
3 Petitioner was released on her own recognizance. *Id.* and Ex. 1.

4 On August 7, 2025, Petitioner appeared at her first master calendar hearing in San Francisco
5 immigration court. *Id.* ¶ 6. At the hearing, DHS counsel made an oral motion to dismiss, and the IJ
6 continued the hearing to allow Petitioner to respond. *Id.* and Ex. 2. After the hearing, Petition was
7 taken into custody and held under INA section 235(b) (8 U.S.C. § 1225(b)). *Id.* ¶ 7. Petitioner was
8 placed in detention until ordered released by this Court. ECF No. 10.

9 Petitioner is currently subject to mandatory detention pursuant to 8 U.S.C. § 1225(b)(2)(A). That
10 section requires noncitizens to “be detained for a proceeding under section 1229a of this title.” 8 U.S.C.
11 § 1225(b)(2)(A). Section 1229a removal proceedings are “full removal proceedings under section 240
12 of the INA.” *Matter of Q. Li*, 29 I. & N. Dec. at 68. As noted above, DHS has moved to dismiss those
13 proceedings to initiate expedited removal under 8 U.S.C. § 1225(b)(1). Louie Decl. ¶ 6, Ex. 2. If this
14 motion is granted, DHS intends to initiate expedited removal proceedings, during which Petitioner will
15 be subject to mandatory detention under § 1225(b)(1)(B)(iii)(IV).

16 **IV. PROCEDURAL BACKGROUND**

17 Petitioner commenced this action on August 8, 2025, by filing a petition for writ of habeas
18 corpus, ECF No. 2, and moving this Court *ex parte* for a TRO, ECF No. 3. The same day, the Court
19 granted Petitioner’s *ex parte* TRO pending further briefing and a hearing on this matter, including the
20 government’s response to Petitioner’s motion. ECF No. 8. The Court enjoined the government “from
21 removing [Petitioner] from the United States,” ordered the government “to immediately release
22 Petitioner from Respondents’ custody,” and enjoined and restrained the government “from re-detaining
23 Petitioner without notice and a pre-deprivation hearing before a neutral decisionmaker.” *Id.* at 6.
24 Before that order was entered, however, Petitioner was already on a flight en route to a detention center
25 in Hawaii. Louie Decl. ¶¶ 8-9. After the Court granted the TRO, ECF No. 8, the government released
26 Petitioner from custody, formally releasing her upon her arrival in Hawaii. ECF No. 9. The government
27 arranged for a flight to return Petitioner, unescorted and unrestrained, to this district. Louie Decl. ¶ 9.
28 While at the Honolulu airport, Petitioner was served a letter granting parole until August 22, 2025 and

1 was provided a call-in letter to report to ERO in San Francisco on August 11, 2025. *Id.*

2 The Court has scheduled an in-person hearing on August 22, 2025, for the government to show
3 cause why a preliminary injunction should not issue, and extended the TRO until the end of that day.
4 ECF No. 8.

5 **V. ARGUMENT**

6 **A. Legal Standard**

7 A preliminary injunction is “an extraordinary and drastic remedy, one that should not be granted
8 unless the movant, by a clear showing, carries the burden of persuasion.” *Lopez v. Brewer*, 680 F.3d
9 1068, 1072 (9th Cir. 2012). To obtain relief, the moving party must show that “he is likely to succeed
10 on the merits, that he is likely to suffer irreparable harm in the absence of preliminary relief, that the
11 balance of equities tips in his favor, and that an injunction is in the public interest.” *Winter v. NRDC*,
12 555 U.S. 7, 20 (2008).

13 **B. Petitioner Fails to Meet the High Bar for Injunctive Relief**

14 **1. Petitioner Cannot Show a Likelihood of Success on the Merits**

15 **(a) Under the Plain Text of § 1225, Petitioner Must Be Detained** 16 **Pending the Outcome of Her Removal Proceeding**

17
18 Petitioner cannot show a likelihood of success on her claim that she is entitled to a custody
19 hearing prior to re-detention. Mot. 14. This is because Petitioner is a noncitizen subject to expedited
20 removal due to her presence in the United States without having been either “admitted or paroled,”
21 Louie Decl. ¶¶ 4-5, or “physically present in the United States continuously for the two-year period
22 immediately preceding the date of the determination of inadmissibility,” as she unlawfully entered the
23 country on the same day that she was apprehended and determined to be inadmissible. *Id.*

24 For such noncitizens, DHS may elect to apply either discretionary detention under 8 U.S.C.
25 § 1226(a) (for noncitizens in ongoing section 240 removal proceedings), or the mandatory detention
26 under 8 U.S.C. § 1225(b) that is also available for all noncitizens subject to expedited removal. If the
27 government elects to place Petitioner in mandatory detention under § 1225(b), she would not be entitled
28 to a custody redetermination hearing by an immigration judge or a pre-deprivation hearing before re-

1 detention. *Jennings*, 583 U.S. at 297 (“[R]ead most naturally, §§ 1225(b)(1) and (b)(2) mandate
2 detention for applicants for admission until certain proceedings have concluded.”); *see also Matter of Q.*
3 *Li*, 29 I. & N. Dec. at 69 (“[A]n applicant for admission who is arrested and detained without a warrant
4 while arriving in the United States, whether or not at a port of entry, and subsequently placed in removal
5 proceedings is detained under section 235(b) of the INA, 8 U.S.C. § 1225(b), and is ineligible for any
6 subsequent release on bond under section 236(a) of the INA, 8 U.S.C. § 1226(a).”). Thus, the agency
7 may elect to pursue mandatory detention under 8 U.S.C. § 1225(b) given that she is a noncitizen subject
8 to expedited removal. That re-detention will be pursuant to either § 1225(b)(1) or (b)(2), both of which
9 mandate detention. *Jennings*, 583 U.S. at 297.

10 If Petitioner is re-detained while her full removal proceedings are still pending — e.g., before the
11 immigration court decides DHS’s motion to dismiss those proceedings — then her detention will be
12 under § 1225(b)(2). That section requires noncitizens who are subject to expedited removal to be
13 detained even where they are receiving “full removal proceedings under section 240 of the INA,” *Matter*
14 *of Q. Li*, 29 I. & N. Dec. at 68 — i.e., that they “be detained for a proceeding under section 1229a of this
15 title” (which are full removal proceedings). 8 U.S.C. § 1225(b)(2)(A).

16 If the immigration court grants DHS’s motion to dismiss Petitioner’s removal proceedings, her
17 re-detention will remain mandatory but proceed under § 1225(b)(1). Petitioner will receive the
18 expedited removal procedures under 8 U.S.C. § 1252(e)(2) and, as is the case under § 1225(b)(2), cannot
19 challenge her mandatory detention. 8 U.S.C. § 1225(b)(1)(B)(iii)(IV) (“Any alien subject to the
20 procedures under this clause shall be detained pending a final determination of credible fear of
21 persecution and, if found not to have such a fear, until removed.”). However, as noted above, if an
22 asylum officer or immigration judge determines that she has a credible fear of persecution or torture,
23 Petitioner may be placed in full removal proceedings under 8 U.S.C. § 1229a, *see* 8 C.F.R. § 208.30(f),
24 although she will remain subject to mandatory detention under § 1225(b)(2)(A).

25 Thus, because § 1225(b) mandates the detention of noncitizens subject to expedited removal,
26 including Petitioner, she cannot succeed on her claim that she is entitled to an opportunity to contest her
27 re-detention.
28

(b) The *Mathews* Factors Do Not Apply

The Supreme Court has never utilized the multi-factor “balancing test” of *Mathews v. Eldridge*, 424 U.S. 319, 335 (1976), in addressing due process claims raised by noncitizens held in civil immigration detention, despite multiple opportunities to do so since *Mathews* was decided in 1976. See *Rodriguez Diaz v. Garland*, 53 F.4th 1189, 1206 (9th Cir. 2022) (“[T]he Supreme Court when confronted with constitutional challenges to immigration detention has not resolved them through express application of *Mathews*.”) (citations omitted); *id.* at 1214 (“In resolving familiar immigration-detention challenges, the Supreme Court has not relied on the *Mathews* framework.”) (Bumatay, J., concurring). Nor has the Ninth Circuit embraced the *Mathews* test. While leaving open the question of whether the *Mathews* test applies to a constitutional challenge to immigration detention, see *Rodriguez Diaz*, 53 F.4th at 1207, the Ninth Circuit has emphasized that “*Mathews* remains a flexible test that can and must account for the heightened governmental interest in the immigration detention context.” *Id.* at 1206.

In any event, given her status as a noncitizen subject to expedited removal, Petitioner’s reliance on *Mathews* in asserting that she should be prohibited from re-detention absent a custody hearing, Mot. 15, is misplaced. In *Mathews*, the Supreme Court explained that “[p]rocedural due process imposes constraints on governmental decisions which deprive individuals of ‘liberty’ or ‘property’ interests within the meaning of the Due Process Clause of the Fifth or Fourteenth Amendment.” 424 U.S. at 332. Yet noncitizens subject to expedited removal like Petitioner, who were not admitted or paroled into the country, nor physically present for at least two years on the date of inspection — as a class — lack any liberty interest in avoiding removal or to certain additional procedures. 8 U.S.C. § 1225(b)(1)(A)(iii)(II). As to such noncitizens, “[w]hatever the procedure authorized by Congress . . . is due process.” *United States ex rel. Knauff v. Shaughnessy*, 338 U.S. 537, 544 (1950); accord *Thuraissigiam*, 591 U.S. at 138–139 (“This rule would be meaningless if it became inoperative as soon as an arriving alien set foot on U.S. soil.”); *Landon v. Plasencia*, 459 U.S. 21, 32 (1982) (“[A]n alien seeking initial admission to the United States requests a privilege and has no constitutional rights regarding his application, for the

1 power to admit or exclude aliens is a sovereign prerogative”); *Knauff*, 338 U.S. at 542 (“At the outset we
2 wish to point out that an alien who seeks admission to this country may not do so under any claim of
3 right.”).

4 Thus, noncitizens subject to expedited removal cannot assert a protected property or liberty
5 interest in additional procedures not provided by the statute, 8 U.S.C. § 1225. *See Dave v. Ashcroft*, 363
6 F.3d 649, 653 (7th Cir. 2004). Instead, those noncitizens — including Petitioner — have “only those
7 rights regarding admission that Congress has provided by statute.” *Thuraissigiam*, 591 U.S. at 140.
8 Petitioner is entitled only to the protections set forth by statute, and “the Due Process Clause provides
9 nothing more.” *Thuraissigiam*, 591 U.S. at 140.

10 The Supreme Court’s holding in *Thuraissigiam* is consistent with its earlier holding in *Landon*.
11 In *Landon*, the Court observed that only “once an alien gains admission to our country and begins to
12 develop the ties that go with permanent residence [does] his constitutional status change[.]” 459 U.S. at
13 32. In *Thuraissigiam*, the Court reiterated that “established connections” contemplate “an alien’s lawful
14 entry into this country.” 591 U.S. at 106–07. Petitioner here was neither admitted nor paroled, nor
15 lawfully present in this country as required by *Landon* and *Thuraissigiam* to claim due process rights
16 beyond what § 1225(b)(1) provides. Accordingly, she remains within the category of noncitizens who
17 are owed only what the statute provides.

18 (c) **Congress Did Not Intend to Treat Individuals Who Unlawfully**
19 **Enter the Country Better than Those Who Appear at a Port of**
20 **Entry**

21 When the plain text of a statute is clear, “that meaning is controlling” and courts “need not
22 examine legislative history.” *Washington v. Chimei Innolux Corp.*, 659 F.3d 842, 848 (9th Cir. 2011).
23 But to the extent legislative history is relevant here, nothing “refutes the plain language” of § 1225.
24 *Suzlon Energy Ltd. v. Microsoft Corp.*, 671 F.3d 726, 730 (9th Cir. 2011). Congress passed IIRIRA to
25 correct “an anomaly whereby immigrants who were attempting to lawfully enter the United States were
26 in a worse position than persons who had crossed the border unlawfully.” *Torres v. Barr*, 976 F.3d 918,
27 928 (9th Cir. 2020) (en banc), *declined to extend by*, *United States v. Gambino-Ruiz*, 91 F.4th 981 (9th
28 Cir. 2024). It “intended to replace certain aspects of the [then] current ‘entry doctrine,’ under which

1 illegal aliens who have entered the United States without inspection gain equities and privileges in
 2 immigration proceedings that are not available to aliens who present themselves for inspection at a port
 3 of entry.” *Id.* (quoting H.R. Rep. 104-469, pt. 1, at 225). For that reason, Petitioner — who entered the
 4 United States without inspection, nowhere near a port of entry, and was processed and released outside
 5 of a port of entry — should be treated no differently than noncitizens who present at a port of entry and
 6 are subject to mandatory detention under § 1225, including pending further consideration of their
 7 applications for asylum. *See* 8 U.S.C. § 1225(b)(1)(B)(ii).

8 **(d) Petitioner Cannot Obtain an Injunction Prohibiting Her**
 9 **Transfer**

10 To the extent that Petitioner seeks an injunction that would “prohibit[] the government from
 11 transferring her out of this [d]istrict,” Mot. 20, she cannot succeed. The Attorney General has discretion
 12 to determine the appropriate place of detention. *Milan-Rodriguez v. Sessions*, No. 16-cv-01578-AWI,
 13 2018 WL 400317, *10 (Jan. 12, 2018) (citing *Rios-Berrios*, 776 F.2d 859, 863 (9th Cir. 1985) (“We
 14 wish to make ourselves clear. We are not saying that the petitioner should not have been transported to
 15 Florida. That is within the province of the Attorney General to decide.”)). And while the Court may
 16 review whether such discretion resulted in a deprivation of rights, Petitioner has not shown how her
 17 mandatory detention or any transfer would interfere with the ability to present her case or access counsel
 18 more than any other similarly situated detainee. *See Milan-Rodriguez*, 2018 WL 400317, *10 (“There is
 19 nothing in the record to indicate that Petitioner’s transfer was irregular or anything other than an
 20 ordinary incident of immigration detention.”).

21 **2. Petitioner Cannot Establish Irreparable Harm**

22 In addition to her failure to show a likelihood of success on the merits, Petitioner does not meet
 23 her burden of establishing that she will be irreparably harmed absent a preliminary injunction. Her
 24 alleged injury — the unlawful deprivation of physical liberty — is a harm that “is essentially inherent in
 25 detention,” and therefore “the Court cannot weigh this strongly in favor of” Petitioner. *Lopez Reyes v.*
 26 *Bonnar*, No 18-cv-07429-SK, 2018 WL 7474861 at *10 (N.D. Cal. Dec. 24, 2018). It is also
 27 countervailed by authority mandating — and upholding — her categorical detention as lawful. *See*
 28

1 *supra* Part V.B.1. Indeed, the alleged infringement of constitutional rights is insufficient where, as here,
 2 a petitioner fails to demonstrate “a sufficient likelihood of success on the merits of [her] constitutional
 3 claims to warrant the grant of a preliminary injunction.” *Marin All. For Med. Marijuana v. Holder*, 866
 4 F. Supp. 2d 1142, 1160 (N.D. Cal. 2011) (quoting *Assoc’d Gen. Contractors of Cal., Inc. v. Coal for*
 5 *Econ. Equity*, 950 F.2d 1401, 1412 (9th Cir. 1991)); *see also Meneses v. Jennings*, No. 21-cv-07193-JD,
 6 2021 WL 4804293, at *5 (N.D. Cal. Oct. 14, 2021) (denying TRO where petitioner “assume[d] a
 7 deprivation to assert the resulting harm”). Further, any alleged harm from the fact of detention alone is
 8 insufficient because “detention during deportation proceedings [is] a constitutionally valid aspect of the
 9 deportation process.” *Demore v. Kim*, 538 U.S. 510, 523 (2003); *see also Reno v. Flores*, 507 U.S. 292,
 10 306 (1993); *Carlson v. Landon*, 342 U.S. 524, 538 (1952). Accordingly, given her status as a noncitizen
 11 subject to expedited removal, Petitioner cannot establish that her lawfully authorized mandatory
 12 detention would cause her irreparable harm.

13 3. The Balance of Equities and Public Interest Do Not Favor an Injunction

14 When the government is a party, the balance of equities and public interest merge. *Drakes Bay*
 15 *Oyster Co. v. Jewell*, 747 F.3d 1073, 1092 (9th Cir. 2014) (citing *Nken v. Holder*, 556 U.S. 418, 435
 16 (2009)). Further, where a moving party only raises “serious questions going to the merits,” the balance
 17 of hardships must “tip sharply” in her favor. *All. for Wild Rockies v. Cottrell*, 632 F.3d 1127, 1134–35
 18 (9th Cir. 2011) (quoting *The Lands Council v. McNair*, 537 F.3d 981, 987 (9th Cir. 2008)).

19 Here, the government has a compelling interest in the steady enforcement of its immigration
 20 laws. *See, e.g., Demore*, 538 U.S. at 523; *Stormans, Inc. v. Selecky*, 586 F.3d 1109, 1140 (9th Cir. 2009)
 21 (holding that the court “should give due weight to the serious consideration of the public interest” in
 22 enacted laws); *see also Ubiquity Press Inc. v. Baran*, No 8:20-cv-01809-JLS-DFM, 2020 WL 8172983,
 23 at *4 (C.D. Cal. Dec. 20, 2020) (explaining that “the public interest in the United States’ enforcement of
 24 its immigration laws is high”); *United States v. Arango*, CV 09-178 TUC DCB, 2015 WL 11120855, at
 25 2 (D. Ariz. Jan. 7, 2015) (finding that “the Government’s interest in enforcing immigration laws is
 26 enormous”). Indeed, the government “suffers a form of irreparable injury” “[a]ny time [it] is enjoined
 27 by a court from effectuating statutes enacted by representatives of its people.” *Maryland v. King*, 567
 28

1 U.S. 1301, 1303 (2012) (Roberts, C.J., in chambers) (citation omitted).

2 Petitioner's claimed harm cannot outweigh this public interest in the application of the law,
 3 particularly since courts "should pay particular regard for the public consequences in employing the
 4 extraordinary remedy of injunction." *Weinberger v. Romero-Barcelo*, 456 U.S. 305, 312 (1982)
 5 (citation omitted). Recognizing the availability of a preliminary injunction under these circumstances
 6 would permit any noncitizen subject to expedited removal to obtain additional review, circumventing the
 7 comprehensive statutory scheme that Congress enacted. That statutory scheme — and judicial authority
 8 upholding it — likewise favors the government. While it is "always in the public interest to protect
 9 constitutional rights," if, as here, a petitioner has not shown a likelihood of success on the merits of her
 10 claim, that public interest does not outweigh the competing public interest in enforcement of existing
 11 laws. *See Preminger v. Principi*, 422 F.3d 815, 826 (9th Cir. 2005). The public and governmental
 12 interest in applying the established procedures for noncitizens subject to expedited removal, including
 13 their lawful, mandatory detention, *see* 8 U.S.C. § 1225(b); *Jennings*, 583 U.S. at 297, is significant.

14 VI. CONCLUSION

15 For the aforementioned reasons, the government respectfully requests that the Court deny
 16 Petitioner's motion for preliminary injunction.

17
 18 Dated: August 15, 2025

Respectfully submitted,

CRAIG H. MISSAKIAN
 United States Attorney

/s/ Michael A. Keough
 MICHAEL A. KEOUGH
 Assistant United States Attorney

Attorneys for Respondents