United States District Court
Eastern District of Michigan

Matias De Jesus Jimenez Garcia,

Petitioner,

v.

Marty C. Raybon, in his official capacity as Michigan Field Office Director for U.S. Immigration and Customs Enforcement; Kristi Noem, in her official capacity as Secretary, U.S. Department of Homeland Security; and Pamela Bondi, in her official capacity as U.S. Attorney General,

Respondents.

Civil No. 25-13086

Honorable Susan K. DeClercq
Magistrate Judge David R. Grand

Response to Petition for a Writ of Habeas Corpus

Respondents submit this response to petitioner's request for a writ of habeas corpus, (ECF No. 1). As described in the attached brief, respondents respectfully request that the Court deny the petition because petitioner's detention does not violate the constitution or federal law.

Respectfully submitted,

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Dated: October 8, 2025

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Respondents' Brief in Support of Their Response to Petition for a Writ of Habeas Corpus

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Issues Presented

I. Should the Court dismiss all respondents except the ICE Field Office Director?

II. Is petitioner's detention consistent with the due process clause when his detention is limited to a finite period, he received a hearing regarding his detention in immigration court, he has the right to appeal his detention administratively, and controlling law establishes that he is not due any more process under the Constitution?

III. Should the Court require that petitioner exhaust his administrative remedies before pursuing this suit?

IV. Is Jimenez Garcia properly detained under 8 U.S.C. § 1225(b)(2)(A) when he unambiguously meets every element in

the text of the statute and the structure and history of the statute support its application to Jimenez Garcia?

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Introduction

Petitioner is a noncitizen who was not lawfully admitted to the United States, and he has no lawful immigration status. He is currently detained by ICE while the agency pursues administrative removal proceedings against him. Petitioner does not challenge the agency's decision to initiate removal proceedings against him or detain him in the first instance. Instead, petitioner only challenges the agency's decision to detain him under a statutory provision that does not entitle him to release on bond during his administrative immigration proceedings. The Court should reject this challenge for several reasons. First, the Court should dismiss all respondents except the ICE Field Office Director because he is the only proper respondent in this habeas suit. Second, the Court should reject petitioner's due process claim because administrative immigration proceedings define a noncitizen's constitutional due process rights and petitioner has received all process available in those proceedings. Third, the Court should require that petitioner address this challenge with the Board of Immigration Appeals before addressing it in this Court. Fourth, the text, structure, and history of 8 U.S.C. § 1225(b)(2) demonstrate that ICE properly detained petitioner under that provision. Finally, no regulations entitled petitioner to a bond hearing because he is properly detained under § 1225(b)(2).

Background

Petitioner Matias Jimenez Garcia is a native and citizen of Guatemala who unlawfully entered the United States without inspection or admission by an immigration official at an unknown time and location. (Exhibit 1 – Saunders Decl. ¶ 4). On August 16, 2025, immigration officials encountered Jimenez Garcia and charged him with inadmissibility under 8 U.S.C. § 1182(a)(6)(A)(i) because he had not lawfully entered the United States. (*Id.* at ¶ 5). Jimenez Garcia was detained under 8 U.S.C. § 1225(b)(2) because immigration officials determined that he was an applicant for admission seeking admission but he was not clearly and beyond doubt entitled to admission. (*Id.* at ¶ 6). Immigration officials subsequently charged Jimenez Garcia with inadmissibility under 8 U.S.C. § 1182(a)(7)(A)(i) because he did not possess a valid immigration document. (*Id.* at ¶ 8).

On August 25, 2025, Jimenez Garcia, through his counsel in his administrative immigration proceedings, requested a bond hearing in immigration court. (Exhibit 1 – Saunders Decl. ¶ 7). The immigration court held a bond hearing on September 8, 2025, but denied Jimenez Garcia's request for release on bond for lack of jurisdiction because Jimenez Garcia was detained under § 1225(b)(2) and noncitizens detained under that statute cannot be released on bond. (*Id.* at ¶ 9); *Matter of Yajure Hurtado*, 29 I &N Dec. 216 (BIA 2025). On September 15, 2025, Jimenez Garcia appealed the immigration judge's bond ruling to the Board of

Immigration Appeals. (Exhibit 1 – Saunders Decl. ¶ 10).

Jimenez Garcia appeared with counsel at an initial hearing in immigration court on September 22, 2025, and denied the charges of removability. (Exhibit 1 – Saunders Decl. ¶ 11). The immigration court has scheduled a merits hearing in Jimenez Garcia's case for October 14, 2025. (*Id.*).

On September 30, 2025, Jimenez Garcia filed suit seeking a writ of habeas corpus. (*See* Pet., ECF No. 1). In his petition, he named several respondents including the ICE Field Office Director, the Secretary of the Department of Homeland Security, and the U.S. Attorney General. (*See* Pet., ECF No. 1, PageID.6–7).

Jimenez Garcia does not challenge the agency's initiation of removal proceedings against him, nor could he. (Pet., ECF No. 1, PageID.31). Jimenez Garcia was not lawfully admitted, and he has no legal status. (*See* Exhibit 1 – Saunders Decl. ¶ 4). And, even if Jimenez Garcia wished to challenge his removability, he could not do so in this Court because challenges to any aspect of removal proceedings must be filed in the Sixth Circuit in the first instance. *See* 8 U.S.C. §§ 1252(a)(5), (g); *Hamama v. Adducci*, 912 F.3d 869, 874 (6th Cir. 2018).

Similarly, Jimenez Garcia does not challenge the agency's initial decision to detain him. (*See* Pet., ECF No. 1, PageID.17, 28). ICE detained Jimenez Garcia under 8 U.S.C. § 1225(b)(2)(A). (Exhibit 1 – Saunders Decl. ¶ 5). Jimenez Garcia

argues that ICE did not have the authority to detain him under § 1225(b)(2)(A), but concedes that, even if § 1225(b)(2)(A) were not a proper basis for his detention, ICE still would have had the lawful authority to detain him under a similar statute, 8 U.S.C. § 1226(a). (*See* Pet., ECF No. 1, PageID.17, 28).

Standard of Review

A district court may grant a writ of habeas corpus if a petitioner is in federal custody in violation of the Constitution or a federal law. 28 U.S.C. § 2241.

Argument

The Court should deny petitioner's request for a writ of habeas corpus. First, the Court should dismiss all respondents except the ICE Field Office Director. Second, the Court should reject Jimenez Garcia's due process argument because he has received all process due under the Constitution. Third, the Court should require that Jimenez Garcia pursue this issue in the Board of Immigration Appeals. Fourth, the Court should find that Jimenez Garcia is properly detained under § 1225(b)(2) because the text, structure, and history of the statute demonstrate that it applies to Jimenez Garcia.

I. The Court Should Dismiss All Respondents Except the ICE Field Office Director

A writ of habeas corpus may only be issued "to the person having custody of the person detained." 28 U.S.C. § 2243. Except in extraordinary circumstances, the only proper respondent in a habeas corpus case is the detainee's immediate

custodian. *See Roman v. Ashcroft*, 340 F.3d 314, 320 (6th Cir. 2003). In the immigration context, that is the ICE Field Office Director. *See id.*

Here, the Secretary of the Department of Homeland Security, the Attorney General, and the Executive Office for Immigration Review are not proper respondents. Jimenez Garcia alleges that ICE Field Office Director is his "legal custodian." (Pet., ECF No. 1, PageID.6–7). Therefore, only the ICE Field Office Director is a proper respondent in this case and the remaining respondents should be dismissed. *See Roman*, 340 F.3d at 320.

II. Jimenez Garcia's Detention Does Not Violate the Due Process Clause

To succeed on a due process claim, a plaintiff must show that they "have a property interest that entitles them to due process protection" and, if so, the "court must then determine 'what process is due.'" *Leary v. Daeschner*, 228 F.3d 729, 741 (6th Cir. 2000). In the immigration context, the Supreme Court has frequently held that the process due under the constitution is coextensive with the removal procedures provided by Congress, *Dep't of Homeland Sec. v. Thuraissigiam*, 591 U.S. 103, 138–140 (2020), it has confirmed that statutory provisions denying bond during administrative removal proceedings do not violate the due process clause because those proceedings have a definite end point, *Demore v. Kim*, 538 U.S. 510, 531 (2003) ("Detention during removal proceedings is a constitutionally permissible part of that process."), and it has held that even after a noncitizen is ordered removed

and detention may have an indefinite end point, detention up to six months is presumptively valid under the due process clause, *see Zadvydas v. Davis*, 533 U.S. 678, 701 (2001).

Here, Jimenez Garcia does not present a plausible due process claim. Jimenez Garcia was given notice of the charges against him, he has access to counsel, he has attended a hearing with an immigration judge, he has requested bond, he has the right to appeal the denial of his request for bond, he has been detained by ICE for six weeks and he is scheduled for a bond hearing and a master calendar hearing in immigration court on October 14, 2025. (*See* Exhibit 1 – Saunders Decl. ¶¶ 5, 11). The fact that he does not want to appeal the immigration judge's bond order through the procedures provided by Congress does not make those procedures constitutionally deficient. *See Thuraissigiam*, 591 U.S. at 138–140. Instead, Jimenez Garcia's only plausible challenge to his detention is that he is detained under the wrong statute, which, even if true, would make his detention unlawful, but it would not make it unconstitutional. *See id.*; *see also Al-Shabee v. Gonzales*, 188 F. App'x 333, 339 (6th Cir. 2006) ("Shabee's disagreement with the Immigration Judge's order, however, does not constitute a violation of the Due Process Clause."). Therefore, the Court should reject Jimenez Garcia's due process claim.

III. The Court Should Require Administrative Exhaustion

When Congress has not imposed a statutory administrative exhaustion

requirement, "sound judicial discretion governs whether or not exhaustion should be required." *Shearson v. Holder*, 725 F.3d 588, 593 (6th Cir. 2013) (quotations omitted). The exhaustion doctrine both allows agencies to "apply [their] special expertise in interpreting relevant statutes and promotes judicial efficiency." *Id.* (quotation omitted).

Here, the Court may require that Jimenez Garcia appeal the immigration judge's denial of bond before considering the merits of his claim. Congress provided a robust administrative hearing and appeal process for noncitizens in removal proceedings that includes bond hearings, evidentiary hearings, motion practice, and appeals. *See* 8 U.S.C. § 1229a; 8 C.F.R. § 236.1(d)(3). And requiring Jimenez Garcia to exhaust that process before seeking review in federal court may reduce the number of similar cases filed in this Court. However, the agency acknowledges that Jimenez Garcia is unlikely to ultimately obtain the relief he seeks through the administrative process based on a recent decision by the Board of Immigration Appeals in *Matter of Yajure Hurtado*, 29 I &N Dec. 216 (BIA 2025), which is binding on the agency and the immigration courts, and which conclusively rejects Jimenez Garcia's arguments in this case. *See Shawnee Coal Co. v. Andrus*, 661 F.2d 1083, 1093 (6th Cir. 1981) (recognizing that administrative exhaustion may be excused if it would be futile).

IV. Jimenez Garcia is properly detained under § 1225(b)(2)

The Court should find that Jimenez Garcia is properly detained under § 1225(b)(2) because he unambiguously meets every element in the text of the statute and, even if the text were ambiguous, the structure and history of the statute support the agency's interpretation.

A. The text of § 1225(b)(2) supports petitioner's detention under the statute

A court's "inquiry begins with the statutory text, and ends there as well if the text is unambiguous." *BedRoc Ltd., LLC v. United States*, 541 U.S. 176, 183 (2004). That is, when the text of a statute is unambiguous in the context of the facts of the case, "[t]hat is the only 'step' [of interpretation] proper for a court of law." *McGirt v. Oklahoma*, 591 U.S. 894, 914 (2020).

The statute at issue in this case—8 U.S.C. § 1225(b)(2)(A)—is simple and unambiguous. Including its statutory definitions, it is only three sentences long. *See* 8 U.S.C. §§ 1101(a)(13)(A), 1225(a)(1), (b)(2)(A). It states:

> Subject to subparagraphs (B) and (C), in the case of an alien who is an applicant for admission, if the examining immigration officer determines that an alien seeking admission is not clearly and beyond a doubt entitled to be admitted, the alien shall be detained for a proceeding under section 1229a of this title.

8 U.S.C. § 1225(b)(2)(A).[1] The first relevant term is "applicant for admission,"

[1] The first clause referencing subparagraphs (B) and (C) is not relevant in this case.

which is statutorily defined. *See* 8 U.S.C. § 1225(a)(1). The statute deems any noncitizen "present in the United States who has not been admitted" to be an "applicant for admission." 8 U.S.C. § 1225(a)(1). Thus, under the plain terms of the statute, all unadmitted noncitizens present in the United States are "applicants for admission," regardless of their proximity to the border, the length of time they have been present in the United States, or whether they ever had the subjective intent to properly apply for admission. *See id.* While this may seem like a counterintuitive way to define an "applicant for admission," "[w]hen a statute includes an explicit definition, [courts] must follow that definition, even if it varies from a term's ordinary meaning." *Digital Realty Tr., Inc. v. Somers*, 583 U.S. 149, 160 (2018) (quotation omitted). Accordingly, based on the plain text of the statute, Jimenez Garcia is unambiguously an "applicant for admission" because he is a noncitizen, he was not admitted, and he was present in the United States when he was apprehended. (*See* Exhibit 1 – Saunders Decl. ¶¶ 4–5); *see also Chavez v. Noem*, —F. Supp. 3d—, 2025 WL 2730228, at *4–5 (S.D. Cal. Sept. 24, 2025) (concluding that § 1225(b)(2) applies to noncitizens present in the United States under plain meaning of the statute); *Vargas Lopez v. Trump*, Civil No. 25-526 (D. Neb.), ECF No. 35, PageID.195–200 (Sept. 30, 2025) (same).

The next relevant portion of the statute is whether an examining immigration officer determined that Jimenez Garcia was "seeking admission." *See* 8 U.S.C.

§ 1225(b)(2)(A). The statute defines "admission" as "the lawful entry of the alien into the United States after inspection and authorization by an immigration officer." 8 U.S.C. § 1101(a)(13)(A). Therefore, the inquiry is whether an immigration officer determined that Jimenez Garcia was seeking a "lawful entry." *See id.* A noncitizen's previous unlawful *physical* entry has no bearing on this analysis. *See id.*

A "lawful entry" is important to a noncitizen for two reasons. First, a noncitizen cannot legally enter the United States without a lawful entry. *See* 8 U.S.C. §§ 1101(a)(13), 1225(a)(3). Second, a noncitizen cannot *remain* in the United States without a lawful entry because a noncitizen is removable if he did not enter lawfully. *See* 8 U.S.C. § 1182(a)(6). Indeed, one of the charges of removal against Jimenez Garcia is based his unlawful entry. (*See* Exhibit 1 – Saunders Decl. ¶ 5). So, unless Jimenez Garcia obtains a lawful admission in the future, he will be subject to removal in perpetuity. *See* 8 U.S.C. §§ 1101(a)(13), 1182(a)(6).

The Act provides two examples of noncitizens who are not "seeking admission." The first are those who withdraw their application for admission and "depart immediately from the United States." 8 U.S.C. § 1225(a)(4). The second are those who agree to voluntarily depart "in lieu of being subject to proceedings under § 1229a . . . or prior to the completion of such proceedings." 8 U.S.C. § 1229c(a)(1). Even in removal proceedings, a noncitizen can concede removability and accept removal, in which case they will no longer be "seeking admission." 8 U.S.C. §

1229a(d).

Noncitizens present in the United States who have not been lawfully admitted and who do not agree to immediately depart are seeking lawful entry and must be referred for removal proceedings under § 1229a. *See* 8 U.S.C. §§ 1225(a)(1), (b)(2)(A). In removal proceedings, if an unlawfully admitted noncitizen does not accept removal, he can seek a lawful admission. *See, e.g.*, 8 U.S.C. § 1229b. For instance, Jimenez Garcia has conceded his removability, but applied to cancel his removal and adjust his status under 8 U.S.C. § 1229b. (Exhibit 2 – Form EOIR-42B – App. for Cancellation of Removal and Adjustment of Status). If he is successful, he will be granted lawful status and the agency "shall record the alien's lawful *admission* for permanent residence as of the date of the . . . cancellation of removal." 8 U.S.C. § 1229b(b)(3) (emphasis added). Accordingly, Jimenez Garcia is "seeking admission" under § 1225(b)(2) because he is pursuing a lawful admission through his removal proceedings. (Pet., ECF No. 1, PageID.5).

The Court should reject petitioner's argument that he is not "seeking admission" because it is not a reasonable interpretation of the text. According to Jimenez Garcia, he chose to enter and remain in the United States unlawfully, therefore, he is not "seeking" a lawful entry. (*See* Pet., ECF No. 1). This interpretation is not reasonable because it ignores the fact that he has not agreed to immediately depart, so logically he must be seeking to remain, which requires an

"admission" *i.e.*, a lawful entry. (*See* Pet., ECF No. 1, PageID.13 (showing that Jimenez Garcia is petitioning for lawful nonimmigrant status)); 8 U.S.C. § 1182(a)(6)(A)(i). It also defies the legal presumption created by the definition of "applicant for admission," which characterizes all unlawfully present noncitizens as applying for admission until they are either removed or successfully obtain a lawful entry, regardless of their subjective intent. *See* 8 U.S.C. § 1225(a)(1). Further, it would reward Jimenez Garcia for knowingly violating the law, entitle him to better treatment than a noncitizen who lawfully presented himself at a port of entry, and encourage others to enter unlawfully, which defies the intent reflected in the plain text of the statute. *See* 8 U.S.C. § 1225; *see also Guzman v. U.S. Dep't of Homeland Sec.*, 679 F.3d 425, 432 (6th Cir. 2012) ("Interpretations of a statute which would produce absurd results are to be avoided . . . .") (citation omitted). Accordingly, Jimenez Garcia's interpretation of "seeking admission" does not create an ambiguity in the statutory text because his proposed alternative is not reasonable.

The final textual requirement is that Jimenez Garcia "be detained for a proceeding under section 1229a of this title." 8 U.S.C. § 1225(b)(2)(A). Here, Jimenez Garcia is not in expedited removal but rather has been placed in full removal proceedings where he will receive the benefits of the procedures (representation by counsel, motions, hearings, testimony, evidence, and appeals) provided in § 1229a. (*See* Exhibit 1 – Saunders Decl. ¶¶ 5–12). Therefore, he also meets this element in

the text.

In sum, the text of § 1225(b)(2) unambiguously applies to Jimenez Garcia. "Where the language is plain and admits of no more than one meaning, the duty of interpretation does not arise, and the rules which are to aid doubtful meanings need no discussion." *Caminetti v. United States*, 242 U.S. 470, 485 (1917). This principle applies, even if petitioner contends that the plain application of the statute would lead to a harsh result. *See Jay v. Boyd*, 351 U.S. 345, 357 (1956) (courts "must adopt the plain meaning of a statute, however severe the consequences."). Therefore, no further exercise in statutory interpretation is necessary or permissible in this case and the Court should conclude that Jimenez Garcia's detention under § 1225(b)(2) is lawful.

B. The structure § 1225 supports petitioner's detention under the statute

If the plain language of a statute is ambiguous, a court may turn to the broader structure of the statute to determine its meaning. *See King v. Burwell*, 576 U.S. 473, 492 (2015). The structure of § 1225 demonstrates that Jimenez Garcia is properly detained under § 1225(b)(2).

1. The structure of § 1225(b)(2) demonstrates that it applies to Jimenez Garcia

Section 1225 addresses two types of unadmitted noncitizens: "arriving aliens" and "applicants for admission." *See* 8 U.S.C. § 1225(a)(1), (b)(1). The provisions for "arriving aliens" relate to "stowaways," "crewmen," noncitizens "arriving on

land . . . from a foreign territory contiguous to the United States," and noncitizens present in the United States for less than two years. *See id.* §§ 1225(a)(2), (b)(1)(A)(i), (b)(1)(A)(iii)(II), (b)(2)(B), (b)(2)(C). The term "arriving alien" is similarly defined by regulation as "an applicant for admission coming or attempting to come into the United States at a port-of-entry." 8 C.F.R. § 1.2. These noncitizens "arriving" at an international port are not entitled to the procedural protections in the full removal proceedings described in § 1229a. *See* 8 U.S.C. § 1225(b)(1)(A)(i). Instead, because they only recently arrived, they are subject to "expedited" removal proceedings. *See id.*; *Thuraissigiam*, 591 U.S. at 140 (holding that diminished due process provided in expedited removal proceedings was constitutional for arriving aliens detained under § 1225(b)(1)).

Meanwhile, § 1225(b)(2) applies to all "other aliens" who are "present" in the United States without a lawful admission. *See* 8 U.S.C. §§ 1225(a)(1), (b)(2)(A). Those noncitizens, who may have been present for a long period of time and may no longer be near an international border, may be entitled to greater due process than "arriving aliens." *See Zadvydas v. Davis*, 533 U.S. 678, 693 (2001). Therefore, the statute provides them the maximum procedural protections available under the nation's immigration laws, which satisfies the due process clause. *See* 8 U.S.C. § 1225(b)(2)(A) (requiring detention during full removal proceedings under § 1229a); *Demore v. Kim*, 538 U.S. 510, 523 (2003) (holding that mandatory detention of

noncitizen who was long-term U.S. resident during removal proceedings complied with Due Process Clause).

Given this, the structure of § 1225 supports the conclusion that Jimenez Garcia is properly detained under § 1225(b)(2). Congress used different words to differentiate recently arrived noncitizens from "applicants for admission" and gave each category of noncitizens different procedural protections, *see* 8 U.S.C. §§ 1225(a)(1), (b)(1), (b)(2), which demonstrates that Congress intended the provisions to apply to different categories of noncitizens and results in a harmonious reading of the statute. *Pulsifer v. United States*, 601 U.S. 124, 149 (2024) ("different terms usually have different meanings."); *Weinberger v. Hynson, Westcott & Dunning, Inc.*, 412 U.S. 609, 631–32 (1973) ("It is well established that our task in interpreting separate provisions of a single Act is to give the Act 'the most harmonious, comprehensive meaning possible' in light of the legislative policy and purpose."). Therefore, the structure of the statute also supports Jimenez Garcia's detention under § 1225(b)(2).

2. Jimenez Garcia cannot import provisions related to arriving aliens into § 1225(b)(2)

"A court does not get to delete inconvenient language and insert convenient language to yield the court's preferred meaning." *Borden v. United States*, 593 U.S. 420, 436 (2021); *see also Ames v. Ohio Dep't of Youth Servs.*, 605 U.S. 303, 309 (2025) (rejecting court-imposed element in Title VII case because statute did not

require it). And when a statute defines two groups and assigns them different treatment, the Court must interpret the statute to give effect to the statutory distinction. *See Polselli v. Internal Revenue Serv.*, 598 U.S. 432, 441 (2023) ("We ordinarily aim to "giv[e] effect to every clause and word of a statute."); *see also Scialabba v. Cuellar de Osorio*, 573 U.S. 41, 57 (2014) (holding that statute required different treatment for principal and derivative immigration beneficiaries).

The Court should reject Jimenez Garcia's argument that it should alter § 1225(b)(2) to include the limitations relevant to arriving aliens, so that it no longer applies to him. As noted above, his argument has no support in the text of the statute, which does not limit its application to the border or to recently arrived noncitizens and, instead, explicitly includes noncitizens already present in the United States like Jimenez Garcia. *See* 8 U.S.C. § 1225(a)(1), (b)(2). And, the Court is not free to disregard the clear distinction between recently arrived noncitizens ("arriving aliens") and those like Jimenez Garcia who were successfully able to evade apprehension for many years ("applicants for admission"). *Borden*, 593 U.S. at 436; *Lozano v. Montoya Alvarez*, 572 U.S. 1, 16 (2014) ("Given that the drafters did not adopt that alternative, the natural implication is that they did not intend [it]."). Moreover, his reading of the statute, which would collapse the definitions of arriving aliens and applicants for admission, would effectively erase Congress's definition of "applicant for admission" and render half of the statute meaningless, which no canon

of statutory interpretation would allow. *See Pulsifer*, 601 U.S. at 143 (rejecting interpretation of statute that "render[s] an entire subparagraph meaningless").

3. Section 1225(b)(2) is not redundant

"Redundancies across statutes are not unusual events in drafting, and so long as there is no 'positive repugnancy' between two laws, a court must give effect to both." *Connecticut Nat. Bank v. Germain*, 503 U.S. 249, 253–54 (1992) (citation omitted); *Barton v. Barr*, 590 U.S. 222, 239 (2020) ("redundancies are common in statutory drafting—sometimes in a congressional effort to be doubly sure . . ."); *see also Jennings v. Rodriguez*, 583 U.S. 281, 305–06 (2018) (rejecting the argument that the scope of 8 U.S.C. § 1226(c) must be limited because it overlapped with a provision of the Patriot Act).

Here, there is no "positive repugnancy" between § 1225(b)(2) and § 1226(a) or the Laken Riley Act. Section 1226(a) is similar to § 1225(b)(2), but it reaches noncitizens that are not covered by § 1225(b)(2). For instance, some noncitizens lawfully enter the United States on a visa but then overstay the visa. *See, e.g.*, 8 U.S.C. § 1227(a); *Wilkinson v. Garland*, 601 U.S. 209, 213 (2024). Noncitizens who overstay a visa do not fall within § 1225(b)(2) because they were admitted and inspected before entering the United States. *See* 8 U.S.C. §§ 1225(a)(1), 1227(a). However, noncitizens who overstay a visa may be detained under § 1226(a). *See* 8 U.S.C. § 1226(a). Similarly, some noncitizens have their lawful status revoked when

they commit certain crimes. *See* 8 U.S.C. § 1227(a); *Jennings*, 583 U.S. at 289–90. Those noncitizens usually cannot be detained under § 1225(b)(2), but they can be detained under § 1226. *See id.*

Further, while some noncitizens may facially fall within the scope of both statutes, the statutes do not overlap at all in practice. An "applicant for admission" must be detained under § 1225(b)(2) and cannot be detained under § 1226(a). *See* 8 U.S.C. § 1225(b)(2)(A); *Jennings*, 583 U.S. at 297 ("Read most naturally, §§ 1225(b)(1) and (b)(2) thus mandate detention of applicants for admission until certain proceedings have concluded."). This is because § 1225(b)(2) requires mandatory detention for noncitizens who fall within its terms until the conclusion of their administrative proceedings and detaining a noncitizen under § 1226(a), which allows release on bond, would nullify the mandatory detention required by § 1225(b)(2). *See* 8 U.S.C. § 1225(b)(2)(A); *Jennings*, 583 U.S. at 300. Therefore, § 1226(a) and § 1225(b)(2) are not redundant because § 1225(b)(2) always takes priority when it applies. *See Jennings*, 583 U.S. at 297; *Matter of Yajure Hurtado*, 29 I &N Dec. at 220.

Similarly, § 1225(b)(2)'s overlap with the Laken Riley Act is not "positively repugnant." Congress enacted the Laken Riley Act in January 2025 to prevent noncitizens with criminal records from committing additional crimes. *See* Laken Riley Act, PL 119-1, 139 Stat 3 (Jan. 29, 2025). Consistent with that purpose, under

the Laken Riley Act, if an unadmitted noncitizen has committed certain crimes, the agency must detain them during their administrative removal proceedings. *See* 8 U.S.C. § 1226(c)(1)(E). However, Jimenez Garcia has not committed any of the crimes listed in the Laken Riley Act. *See id.*; (Exhibit 1 – Saunders Decl. ¶¶ 4–12). Therefore, the Laken Riley Act does not apply to him and it is not redundant with respect to him. And, in any event, as noted above, Jimenez Garcia's interpretation would effectively eviscerate all of the provisions in § 1225 relating to arriving aliens, so the specter of a potential redundancy with § 1226(c) cannot support his attempt to avoid the plain application of the statute. *See Microsoft Corp. v. I4I Ltd. P'ship*, 564 U.S. 91, 106 (2011) ("the canon against superfluity assists only where a competing interpretation gives effect 'to every clause and word of a statute.'"). Therefore, the Court should reject Jimenez Garcia's argument that § 1225(b)(2) does not apply to him because it could be redundant with other statutes enacted at different times for different reasons and which do not actually apply to Jimenez Garcia.

4. *Jennings* does not support Jimenez Garcia's interpretation

Jimenez Garcia argues that the Supreme Court held that § 1225(b)(2) only applies to noncitizens at the border and, in support, relies on *Jennings*, 583 U.S. 281. (*See* Pet., ECF No. 1, PageID.23). However, *Jennings* did nothing of the sort.

In *Jennings*, the Supreme Court considered whether three statutes mandating detention during administrative proceedings—8 U.S.C. §§ 1225(b)(1), 1225(b)(2),

and § 1226(c)—allowed detention without a bond hearing. *See Jennings*, 583 U.S. at 291. In describing § 1225(b)(2), the Court characterized it as a broad "catchall" provision that applied to "applicants for admission" or "aliens seeking admission," which are the exact words used in § 1225(b)(2). *See id.* at 287, 297. The Court further characterized § 1226 as applying to noncitizens "present" in the United States but made it clear that this category of noncitizens only included those that were admitted (unlike Jimenez Garcia, who was not admitted). *See Jennings*, 583 U.S. at 288 (citing only § 1227(a), which only applies to noncitizens "in and admitted to the United States"). Ultimately, the Court concluded that § 1225(b)(1), § 1225(b)(2), and § 1226(c) mandated detention without parole during administrative immigration proceedings because the plain text of the statutes did not permit release on bond during administrative proceedings. *See Jennings*, 583 U.S. at 302–303. Therefore, *Jennings* does not add any meaningful information about the scope of § 1225(b)(2)(A) because *Jennings* was only interested in its effect, not the precise contours of who fell within each statute. *See id.* at 287, 297. And it certainly did not hold that noncitizens like Jimenez Garcia were beyond the scope of § 1225(b)(2) or that the statute only applied at the border. *See id.*

C. The history of the statute supports petitioner's detention under § 1225(b)(2)

"Legislative history is not the law" and "no amount of guesswork about the purposes behind legislation can displace what the law's terms clearly direct." *Martin*

v. United States, 145 S. Ct. 1689, 1699–700 (2025). Therefore, even if the legislative history supported Jimenez Garcia's argument, it would not overcome the plain text of the statute and, as noted above, there is no serious dispute that he falls within the text. Nevertheless, even if the Court considered the legislative history or the agency's historical practice it would not support Jimenez Garcia's argument.

1. The legislative history supports the agency's interpretation

When a statute is ambiguous, courts may consider relevant legislative history, but even when legislative history is consulted it "is meant to clear up ambiguity, not create it." *Bostock v. Clayton Cnty., Georgia*, 590 U.S. 644, 674 (2020). The only remotely ambiguous term in § 1225(b)(2) is "seeking admission" and there does not appear to be any relevant legislative history related to that term. However, the statute's general legislative history supports the agency's application of the statute.

Section 1225(b)(2)(A) was added to the Immigration and Nationality Act as part of the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA), Pub. L. No. 104-208, § 302, 110 Stat. 3009-546. Congress enacted IIRIRA to eliminate "an anomaly whereby immigrants who were attempting to lawfully enter the United States were in a worse position than persons who had crossed the border unlawfully." *Torres v. Barr*, 976 F.3d 918, 928 (9th Cir. 2020) (en banc); *see also Matter of Yajure Hurtado*, 29 I &N 216, 223–25 (BIA 2025). Therefore, IIRIRA created the legal fiction that noncitizens who had already entered the United States

illegally were deemed "applicants for admission" and treated as if they were still on the threshold. *See Torres*, 976 F.3d at 928; *Matter of Yajure Hurtado*, 29 I &N at 223–25. This legal fiction was intended to deter individuals like Jimenez Garcia from unlawfully entering the United States and to level the playing field between noncitizens who properly applied for entry at the border and those who knowingly violated the law. *See Torres*, 976 F.3d at 928; *Matter of Yajure Hurtado*, 29 I &N at 223–25.

This legislative purpose is consistent with applying § 1225(b)(2) to Jimenez Garcia because it would treat him for legal purposes as if he were still at the border, even though he has, in fact, physically entered the country. And Jimenez Garcia does not cite any evidence from IIRIRA's legislative history prior to its enactment that specifically or even generally supports his argument that he is beyond the scope of § 1225(b)(2). *Gustafson v. Alloyd Co.*, 513 U.S. 561, 579 (1995) ("Material not available to the lawmakers is not considered . . . to be legislative history.").

2. The agency's practice does not undermine its interpretation.

When interpreting an ambiguous statute relating to an agency's statutory authority, courts "must exercise their independent judgment" and they are not bound by the agency's practice. *Loper Bright Enters. v. Raimondo*, 603 U.S. 369, 412 (2024). Therefore, the agency's previous interpretation of the statute is not relevant.

Even if it were, there is no evidence indicating that the agency interpreted the

scope of § 1225(b)(2) differently in the past, although it has recently changed its interpretation regarding its discretion to apply it. Prior to May 2025, the agency believed it had discretion to detain noncitizens like Jimenez Garcia under either § 1225(b)(2) or under § 1226(a) and primarily detained noncitizens like him under § 1226(a). *See Matter of Q. Li*, 29 I. & N. Dec. 66, 69 (BIA 2025). However, in May 2025, the Board of Immigration Appeals concluded that noncitizens who fall within the scope of 8 U.S.C. § 1225(b)(1) (arriving aliens) must be detained under that section and are "ineligible for any subsequent release on bond under . . . § 1226(a)." *See id.* Because the BIA's decision in *Matter of Q. Li* was binding on the agency and would naturally extend to § 1225(b)(2), the agency issued a new policy instructing its employees to comply with the new binding authority. (*See* Pet., ECF No. 1, PageID.16). Neither *Matter of Q. Li* nor the agency's new policy indicates that it changes the agency's interpretation of the scope of § 1225(b)(2) (*i.e.*, who falls within the statute) in any way. (*See id.*). Instead, the agency has interpreted § 1225(b)(2) to apply to noncitizens like Jimenez Garcia for at least several years. (*See* Exhibit 3 – BIA Dec.).

In addition, even if ICE's reliance on § 1225(b)(2) were entirely new, Jimenez Garcia could not prevent immigration officials from using their valid statutory authority simply because they pursued a different path in the past. A federal agency is entitled to a presumption that it acts in good faith and in accordance with law. *See*

United States v. Martin, 438 F.3d 621, 634 (6th Cir. 2006). And a party generally cannot estop the government from changing its legal position without proving "affirmative misconduct," *see Michigan Exp., Inc. v. United States*, 374 F.3d 424, 427–28 (6th Cir. 2004), and it is doubtful that the government may *ever* be estopped in the immigration context, *see Elia v. Gonzales*, 431 F.3d 268, 276 (6th Cir. 2005). None of the evidence in this case could meet that high standard. Therefore, Jimenez Garcia's arguments regarding ICE's recent change in policy are insufficient to overcome the text, statutory structure, and legislative history of the text, all of which demonstrate that he is subject to detention under § 1225(b)(2).

Conclusion

Respondents respectfully request that the Court deny Jimenez Garcia's petition for a writ of habeas corpus because he is not detained in violation of federal law or the Constitution.

Respectfully submitted,

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Certificate of Service

I hereby certify that on October 8, 2025, I electronically filed the foregoing paper with the Clerk of the Court using the CM/ECF system, which will send notification of such filing to the parties of record.

/s/ Zak Toomey
Zak Toomey
Assistant U.S. Attorney