

1 TRACY L. WILKISON  
 United States Attorney  
 2 DAVID M. HARRIS  
 Assistant United States Attorney  
 3 Chief, Civil Division  
 JOANNE S. OSINOFF  
 4 Assistant United States Attorney  
 Chief, General Civil Section  
 5 JASON K. AXE (Cal. Bar No. 187101)  
 MATTHEW J. SMOCK (Cal. Bar No. 293542)  
 6 Assistant United States Attorneys  
 Federal Building, Suite 7516  
 7 300 North Los Angeles Street  
 Los Angeles, California 90012  
 8 Telephone: (213) 894-8790/0397  
 Facsimile: (213) 894-7819  
 9 E-mail: Jason.Axe@usdoj.gov  
 E-mail: Matthew.Smock@usdoj.gov  
 10 Attorneys for Defendants

11 UNITED STATES DISTRICT COURT  
 12 FOR THE CENTRAL DISTRICT OF CALIFORNIA

13 IMMIGRANT DEFENDERS LAW  
 14 CENTER, a California corporation, et al.,

15 Plaintiffs,

16 v.

17 ALEJANDRO MAYORKAS, Secretary,  
 Department of Homeland Security, et al.,

18 Defendants.  
 19

Case No. 2:20-cv-09893 JGB (SHKx)

**DEFENDANTS' REPLY IN SUPPORT  
 OF THEIR MOTION TO DISMISS  
 SECOND AMENDED COMPLAINT  
 PURSUANT TO FED. R. CIV. P.  
 12(B)(1) & 12(B)(6)**

Hearing Date: March 21, 2022  
 Hearing Time: 9:00 a.m.  
 Ctrm: Riverside, Courtroom 1  
 Hon. Jesus G. Bernal

20  
 21  
 22  
 23  
 24  
 25  
 26  
 27  
 28

**TABLE OF CONTENTS**

<u>DESCRIPTION</u>	<u>PAGE</u>
I. INTRODUCTION .....	1
II. ARGUMENT.....	1
A. The Complaint Should be Dismissed Because it Seeks Relief that Conflicts with the <i>Texas</i> Injunction .....	1
B. The SAC Asserts Moot Claims .....	2
C. Plaintiffs’ Claims Are Jurisdictionally Barred by 8 U.S.C. § 1252.....	4
1. Plaintiffs’ Claims Are Barred by 8 U.S.C. § 1252(d).....	4
2. Plaintiffs’ Claims Are Barred by 8 U.S.C. § 1252(b)(9).....	5
3. Plaintiffs’ Claims Are Barred by 8 U.S.C. § 1252(a)(2)(B)(ii).....	8
4. Plaintiffs’ Claims for Injunctive Relief Are Barred by 8 U.S.C. § 1252(f)(1) .....	10
D. Organizational Plaintiffs Lack Standing to Pursue their Claims .....	12
1. Organizational Plaintiffs Have Not Sufficiently Alleged Organizational Harm.....	12
2. Organizational Plaintiffs Are Outside the Zone of Interests .....	13
E. Plaintiffs’ First Claim (APA – Right to Apply for Asylum) Fails.....	14
F. Plaintiffs’ Second Claim (APA – Access to Counsel) Fails .....	15
G. Plaintiffs’ Third Claim (5th Am. Due Process – Indiv. Plaintiffs) Fails .....	16
H. Plaintiffs’ Fourth Claim (APA – Unlawful Cessation of MPP Wind Down) Fails .....	18
I. Plaintiffs’ Fifth Claim (First Amendment – Indiv. Plaintiffs) Fails .....	20
J. Plaintiffs’ Sixth Claim (First Amendment – Org. Plaintiffs) Fails .....	22
III. CONCLUSION.....	24

**TABLE OF AUTHORITIES**

	<u>DESCRIPTION</u>	<u>PAGE</u>
3	<b>Cases</b>	
4	<i>Agency For Int’l Dev. V. Alliance for Open Society Int’l, Inc.</i> ,	
5	140 S. Ct. 2082 (2000).....	20
6	<i>Al Otro Lado v. Mayorkas</i> ,	
7	2021 WL 3931890 (S.D. Cal. Sept. 2, 2021).....	17
8	<i>Alvarez v. Sessions</i> ,	
9	338 F. Supp. 3d 1042 (N.D. Cal. 2018).....	7
10	<i>Am. Diabetes Ass’n v. United States Dep’t of the Army</i> ,	
11	938 F.3d 1147 (9th Cir. 2019) .....	3, 17
12	<i>Arroyo v. U.S. Dep’t of Homeland Security</i> ,	
13	2019 WL 2912848 (C.D. Cal. June 20, 2019).....	6, 21, 23
14	<i>Balderas-Jaramillo v. Sessions</i> ,	
15	708 F. App’x 439 (9th Cir. 2018) .....	5
16	<i>Banks v. R.C. Bigelow, Inc.</i> ,	
17	536 F. Supp. 3d 640 (C.D. Cal. 2021) .....	2
18	<i>Bark v. United States Forest Serv.</i> ,	
19	37 F. Supp. 3d 41 (D.D.C. 2014).....	19
20	<i>Barron v. Ashcroft</i> ,	
21	358 F.3d 674 (9th Cir. 2004) .....	5
22	<i>Bennett v. Spear</i> ,	
23	520 U.S. 154 (1997).....	18, 19, 20
24	<i>Byam v. Cain</i> ,	
25	2019 WL 3779508 (D. Or. Aug. 12, 2019).....	2

26  
27  
28

1 *Carrico v. City & Cnty. of S.F.*,  
 2 656 F.3d 1002 (9th Cir. 2011) .....3, 13

3 *Dep’t of Homeland Sec. v Thuraissigiam*,  
 4 140 S. Ct. 1959 (2020)..... 17

5 *East Bay Sanctuary Covenant v. Biden*,  
 6 993 F.3d 640 (9th Cir. 2021) ..... 12, 13, 14

7 *Epic Sys. Corp. v. Lewis*,  
 8 138 S. Ct. 1612 (2018).....9

9 *Escobar v. Brewer*,  
 10 461 F. App’x 535 (9th Cir. 2011) .....2, 13

11 *Escobar-Grijalva v. I.N.S.*,  
 12 206 F.3d 1331 (9th Cir. 2000) ..... 16

13 *Friends of the Earth, Inc. v. Laidlaw Envt’l Servs., Inc.*,  
 14 528 U.S. 167 (2000).....2

15 *Gem Cnty. Mosquito Abatement Dist. v. E.P.A.*,  
 16 398 F. Supp. 2d 1 (D.D.C. 2005)..... 18, 19

17 *Harisiades v. Shaughnessy*,  
 18 342 U.S. 580 (1952).....9

19 *Headwaters, Inc. v. Bureau of Land Mgmt. Medford Dist.*,  
 20 893 F.2d 1012 (9th Cir. 1989) .....4

21 *Hibbs v. Winn*,  
 22 542 U.S. 88 (2004)..... 18

23 *In re Packaged Seafood Prods. Antitrust Litig.*,  
 24 2017 WL 35571 (S.D. Cal. Jan. 3, 2017).....2

25 *J.E.F.M. v. Lynch*,  
 26 837 F.3d 1026 (9th Cir. 2016) .....6, 8

27 *Jean v. Nelson*,  
 28 727 F.2d 957 (11th Cir. 1984) ..... 10

1 *Jie Lin v. Ashcroft,*  
 2 377 F.3d 1014 (9th Cir. 2004) ..... 16

3 *Marsh v. AFSCME Local 3299,*  
 4 2020 WL 4339880 (E.D. Cal. July 28, 2020)..... 4

5 *Moe v. U.S.,*  
 6 326 F.3d 1065 (9th Cir. 2003) ..... 10

7 *N.W. Immigrant Rights Project v. Sessions,*  
 8 2017 WL 3189032 (W.D. Wash. July 27, 2017)..... 23

9 *Padilla v. Immigr. and Customs Enft.,*  
 10 953 F.3d 1134 (9th Cir. 2020) ..... 10

11 *Reno v. Flores,*  
 12 507 U.S. 292 (1993)..... 17

13 *Rodriguez v. Hayes,*  
 14 591 F.3d 1105 (9th Cir. 2009) ..... 11

15 *Rodriguez v. Robbins,*  
 16 715 F.3d 1127 (9th Cir. 2013) ..... 9

17 *Rueda Vidal v. DHS,*  
 18 2019 WL 7899948 (C.D. Cal. Aug. 28, 2019) ..... 7, 17

19 *Singh v. Holder,*  
 20 538 F. App'x 784 (9th Cir. 2013) ..... 5

21 *Singh v. Napolitano,*  
 22 649 F.3d 899 (9th Cir. 2011) ..... 5

23 *Texas v. Biden,*  
 24 2021 WL 3603341 (N.D. Tex. Aug. 13, 2021)..... 1

25 *Torres v. Barr,*  
 26 976 F.3d 918 (9th Cir. 2020) ..... 9

27 *Torres v. U.S. Dep't of Homeland Security,*  
 28 411 F. Supp. 3d 1036 (C.D. Cal. 2019) ..... 16

1 *U.S. ex rel. Knauff v. Shaughnessy*,  
 2 338 U.S. 537 (1950)..... 9

3 *U.S. v. Innovative Biodefense, Inc.*,  
 4 2019 WL 2428672 (C.D. Cal. June 5, 2019)..... 2

5 *United States ex rel. Turner v. Williams*,  
 6 194 U.S. 279 (1904)..... 20

7 *Williams v. Gore*,  
 8 2013 WL 3864344 (S.D. Cal. July 23, 2013)..... 2

9 **Statutes**

10 5 U.S.C. § 704..... 18

11 8 USC § 1158(a)(1)..... 9, 13

12

13 8 U.S.C. § 1229..... 11

14 8 U.S.C. § 1229a(b)(4)(A)..... 6, 17

15 8 U.S.C. § 1252..... i, 4

16

17 8 U.S.C. § 1252(a)(5)..... 14

18 8 U.S.C. § 1225(b)(2)(C)..... 11

19 8 U.S.C. § 1252(b)(9)..... i, 5, 7, 8

20

21 8 U.S.C. § 1252(d)..... i, 4

22 8 U.S.C. § 1252(d)(1)..... 5

23 8 U.S.C. § 1252(f)..... 11

24

25 8 U.S.C. § 1252(f)(1)..... i, 10

26 8 U.S.C. § 1362..... 17

27

28

1 **Rules**

2 Fed. R. Civ. P. 12(b)(1)..... 1

3

4 Fed. R. Civ. P. 12(b)(6)..... 1, 2

5 Fed. R. Civ. P. 12(h)(3)..... 10

6 **Regulations**

7 8 C.F.R. § 1003.29..... 17

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

1 **I. INTRODUCTION**

2 In opposition, Plaintiffs fail to overcome the grounds for dismissal set forth in  
3 Defendants’ Motion. Plaintiffs’ SAC is subject to dismissal for the reasons stated in the  
4 Motion and as set forth further below.

5 **II. ARGUMENT**

6 **A. The Complaint Should be Dismissed Because it Seeks Relief that**  
7 **Conflicts with the *Texas* Injunction**

8 As Plaintiffs acknowledge, the *Texas* injunction “prohibits Defendants from  
9 implementing the Department of Homeland Security’s (‘DHS’) June 1, 2021  
10 Memorandum.” Dkt. 207 at 18; *see also Texas v. Biden*, 2021 WL 3603341, at \*27  
11 (N.D. Tex. Aug. 13, 2021) (“Defendants . . . are hereby **PERMANENTLY ENJOINED**  
12 and **RESTRAINED** from implementing or enforcing the June 1 Memorandum,” and  
13 “[t]he June 1 Memorandum is **VACATED** in its entirety . . .”). That memorandum,  
14 vacated in its entirety, stated that “DHS personnel should continue to participate in the  
15 ongoing phased strategy for the safe and orderly entry into the United States of  
16 individuals enrolled in MPP.”<sup>1</sup> Therefore, Terminated Plaintiffs and *In Absentia*  
17 Plaintiffs, who were potentially eligible for the prior wind-down process and processing  
18 into the United States, were indeed “covered by the termination memo enjoined by the  
19 *Texas* case,” Dkt. 207 at 19, and their ordered *en masse* return would potentially conflict  
20 with the *Texas* injunction.

21 In addition, Plaintiffs acknowledge that the “Fifth Circuit’s concern was that,  
22 absent a new version of MPP, the government was ‘propos[ing] to parole every  
23 [noncitizen] it cannot detain [into the United States].” Dkt. 207 at 20-21. Although  
24 Plaintiffs describe the number of individuals at issue in this litigation as “limited by the  
25 class and subclass definitions,” Dkt. 207 at 21, Plaintiffs’ estimate of that number is as

---

26  
27 <sup>1</sup> Secretary of Homeland Security Alejandro N. Mayorkas, Termination of the  
28 Migrant Protection Protocols Program (June 1, 2021), available at:  
[https://www.dhs.gov/sites/default/files/publications/21\\_0601\\_termination\\_of\\_mpp\\_program.pdf](https://www.dhs.gov/sites/default/files/publications/21_0601_termination_of_mpp_program.pdf).



1 many as 42,788 members of the proposed classes. Dkt. 205-1 at 19.

2 Finally, Plaintiffs are incorrect that their claims are not subject to dismissal based  
3 on the remedies they request. Dkt. 207 at 21. Complaints are subject to dismissal for  
4 failure to plausibly allege entitlement to a remedy and a plausible remedy, which are  
5 elements to any claim. *See* Fed. R. Civ. P. 12(b)(6) (dismissal for “failure to state a  
6 claim *upon which relief can be granted*” (emphasis added)); *see, e.g., Banks v. R.C.*  
7 *Bigelow, Inc.*, 536 F. Supp. 3d 640, 649 (C.D. Cal. 2021) (dismissing claims for  
8 equitable relief under California laws with prejudice for failure to allege adequate  
9 remedies at law); *U.S. v. Innovative Biodefense, Inc.*, 2019 WL 2428672, at \*4 (C.D.  
10 Cal. June 5, 2019) (“The Government has alleged sufficient facts to plausibly show that  
11 it is entitled to the requested statutory injunction against Barough.”); *Byam v. Cain*, 2019  
12 WL 3779508, at \*1 n.1 (D. Or. Aug. 12, 2019) (dismissing claims for injunctive relief  
13 where injunctive relief barred by statute); *see also Friends of the Earth, Inc. v. Laidlaw*  
14 *Env’tl Servs., Inc.*, 528 U.S. 167, 185 (2000) (“[A] plaintiff must demonstrate standing  
15 separately for each form of relief sought.”).

16 **B. The SAC Asserts Moot Claims**

17 In their Opposition, Plaintiffs contend that, despite challenging the *prior*  
18 *administration’s* past implementation of a now defunct version of MPP, Claims 1-3 & 5-  
19 6 are not moot because they continue to suffer “ongoing injuries.” Dkt. 207 at 23. But  
20 Plaintiffs do not describe the nature of those “ongoing injuries” in the SAC or their  
21 opposition beyond mere conclusory assertions, which do not suffice to establish an  
22 Article III case or controversy. *See Escobar v. Brewer*, 461 F. App’x 535, 535-56 (9th  
23 Cir. 2011) (“Mere conclusory allegations are not enough to establish the ‘concrete and  
24 particularized’ injury required for standing under Article III.” (citing *Carrico v. City &*  
25 *Cnty. of S.F.*, 656 F.3d 1002, 1006 (9th Cir. 2011)). Plaintiffs cannot claim that the  
26 “ongoing injuries” they purportedly suffer relate to the past injuries they allege (e.g.,  
27 inability to secure counsel or communicate with counsel before hearings *during removal*  
28

1 *proceedings*) because they are no longer in removal proceedings.<sup>2</sup> Instead, all Plaintiffs  
2 can claim (and what they appear to be claiming) is that they suffer “ongoing injuries”  
3 merely because they remain outside the United States. Yet, their current presence  
4 outside the United States is not the result of any allegedly unlawful prior practices of  
5 Defendants, but rather the result of the initial decision to return them to Mexico—a  
6 decision Plaintiffs do not and cannot claim was unlawful. *See* Dkt. 207 at 36 (“Plaintiffs  
7 do not challenge the authority conveyed by Congress in § 1225(b)(2)(C) . . . .”); SAC at  
8 85-97 (alleging impediments to access to counsel and asylum and violations of the First  
9 Amendment *after* their return to Mexico). In short, Plaintiffs’ conclusory allegations of  
10 “ongoing injuries” do not save Claims 1-3 & 5-6, which complain of and attempt to  
11 address obsolete practices and circumstances, from dismissal on mootness grounds. The  
12 issues presented by these claims are “no longer live.” *Am. Diabetes Ass’n v. United*  
13 *States Dep’t of the Army*, 938 F.3d 1147, 1152 (9th Cir. 2019).

14 Plaintiffs’ argument regarding their request for declaratory relief is also  
15 unavailing. Plaintiffs have cited no authority for the proposition that policies and  
16 practices no longer in effect are the proper subject of declaratory relief. In fact, the case  
17 Plaintiffs partially quote in their opposition dispels such a notion, when quoted in full.  
18 “A case or controversy exists justifying declaratory relief only when ‘the challenged  
19 government activity ... is not contingent, **has not evaporated or disappeared**, and, by  
20 its continuing and brooding presence, casts what may well be a substantial adverse effect  
21 on the interests of the petitioning parties.’” *Headwaters, Inc. v. Bureau of Land Mgmt.*  
22 *Medford Dist.*, 893 F.2d 1012, 1015 (9th Cir. 1989) (citation omitted) (emphasis added).  
23 A “concrete controversy” does not exist over the lawfulness of the original  
24 implementation of MPP just because Plaintiffs say so. Quite the contrary, as Defendants  
25 have explained previously, they do not defend the original implementation of MPP as a

---

26  
27 <sup>2</sup> Indeed, just a few paragraphs later, Plaintiffs disclaim any connection between  
28 their purported past and continuing injuries, representing that Plaintiffs “do not ask this  
Court to review their final orders of removal or reopen their proceedings.” Dkt. 207 at  
24.

1 policy matter, have not reimplemented the original MPP, and have no intention of doing  
2 so. No “live controversy” exists.

3 Finally, as of the date of this filing, at least five Individual Plaintiffs have been  
4 granted humanitarian parole and paroled into the United States, as Plaintiffs recently  
5 reported to the Court in their Class Certification Motion. Dkt. 205-1 at 10. In other  
6 words, these Individual Plaintiffs (Ariana Doe, Dania Doe, Reina Doe, Carlos Doe, and  
7 Yesenia Doe) have already received the ultimate relief they seek through this lawsuit  
8 (return to the United States). Their claims are therefore moot and should be dismissed  
9 for this additional reason. *See, e.g., Marsh v. AFSCME Local 3299*, 2020 WL 4339880,  
10 at \*10 (E.D. Cal. July 28, 2020) (dismissing claims of those named plaintiffs whose  
11 claims were moot).

12 **C. Plaintiffs’ Claims Are Jurisdictionally Barred by 8 U.S.C. § 1252**

13 **1. Plaintiffs’ Claims Are Barred by 8 U.S.C. § 1252(d)**

14 Removal Order Plaintiffs contend that Section 1252(d) does not bar the Court’s  
15 jurisdiction because they do not seek the Court’s review of their final orders of removal  
16 or for the Court to reopen their proceedings. Dkt. 207 at 24-25. Instead, they contend  
17 that they only seek to declare the original MPP, as implemented, unlawful, and they seek  
18 injunctive relief requiring their return to the United States. *Id.* at 24-25. But because the  
19 Removal Order Plaintiffs are challenging neither the fairness of the removal process to  
20 which they were subjected nor the lawfulness of the initial decision to return them to  
21 Mexico pursuant to Section 1225(b)(2)(C),<sup>3</sup> Plaintiffs have no possible legal basis to  
22 obtain the declaratory or injunctive relief they request. Exhaustion is required in more  
23 than just cases seeking review of removal orders. It is also required in cases seeking  
24 review of the alleged fairness associated with removal proceedings or reopening of  
25 immigration proceedings—which all of Plaintiffs’ claims squarely do. For example, in  
26 *Singh v. Holder*, 538 F. App’x 784 (9th Cir. 2013), the Ninth Circuit found that the  
27

28 <sup>3</sup> *See* Dkt. 207 at 36 (“Plaintiffs do not challenge the authority conveyed by Congress in § 1225(b)(2)(C) . . . .”),

1 petitioner was required, but failed, to administratively exhaust his claim for ineffective  
2 assistance with his motion to reopen—which was not a challenge to a final removal  
3 order. *See also Singh v. Napolitano*, 649 F.3d 899 (9th Cir. 2011) (per curiam).  
4 Regardless, Plaintiffs have avenues available, such as appeals to the BIA, motions to  
5 reopen, and petitions to review, to challenge the process afforded them during their  
6 respective removal proceedings, including the very access to counsel and asylum claims  
7 Plaintiffs bring here. *See, e.g., Balderas-Jaramillo v. Sessions*, 708 F. App’x 439, 441  
8 (9th Cir. 2018) (“[T]his court has held that 8 U.S.C. § 1252(d)(1) requires exhaustion of  
9 due-process-style claims that are ‘procedural in nature,’ such as ‘absence of counsel and  
10 lack of opportunity to present a case.’”) (quoting *Barron v. Ashcroft*, 358 F.3d 674, 678  
11 (9th Cir. 2004)). Under the INA, a class action lawsuit in this Court is not the correct  
12 venue to press these claims in the first instance.

13 **2. Plaintiffs’ Claims Are Barred by 8 U.S.C. § 1252(b)(9)**

14 Removal Order Plaintiffs contend that Section 1252(b)(9) does not bar their  
15 claims because (1) they “challenge how the implementation of MPP 1.0 has prevented  
16 them from meaningfully accessing the removal process itself, rather than the processes  
17 by which their removability was determined,” (2) are currently seeking to “avail  
18 themselves of the administrative system that exists to litigate meritorious motions to  
19 reopen,” and (3) the relief Plaintiffs seek is “unavailable in removal proceedings.” Dkt.  
20 207 at 25-28. Removal Order Plaintiffs do not avoid Section 1252(b)(9)’s bar.

21 First, the distinction Plaintiffs attempt to draw between “meaningfully accessing  
22 the removal process itself” and “the processes by which their removability was  
23 determined” finds no support in Ninth Circuit case law. Right to counsel and similar  
24 claims that “arise from” removal proceedings, and are not “independent or ancillary to  
25 the removal proceedings,” must be channeled through the petition for review process.  
26 *J.E.F.M. v. Lynch*, 837 F.3d 1026, 1032-33 (9th Cir. 2016). All of Removal Order  
27 Plaintiffs’ claims unquestionably “arise from” their removal proceedings, even if their  
28 claims are considered as lack of “access” claims. *See, e.g., SAC ¶¶ 345-46* (original

1 MPP “subverted and violated the right to access counsel” afforded to Plaintiffs in  
2 removal proceedings pursuant to 8 U.S.C. §§ 1229a(b)(4)(A) and 1362), 358 (“The  
3 Protocols and their implementation have also imposed systemic obstacles to the Fifth  
4 Amendment rights of Individual Plaintiffs and similarly situated individuals by  
5 obstructing their ability to collect evidence and to communicate with potential witnesses  
6 and experts, as necessary to meaningfully prepare and present their claims for relief [in  
7 removal proceedings].”).

8 For this reason, Plaintiffs’ attempt to distinguish this Court’s decision in *Arroyo v.*  
9 *U.S. Dep’t of Homeland Security*, 2019 WL 2912848 (C.D. Cal. June 20, 2019), is  
10 unavailing. Just as the unrepresented plaintiffs in *Arroyo* “alleged that separation from  
11 family members implicated their rights to present evidence and have a full and fair  
12 hearing in their removal processes,” Dkt. 207 at 27, Plaintiffs here allege that “separation  
13 from” the United States “implicated their rights to present evidence and have a full and  
14 fair hearing in their removal processes.” *Id.*; see SAC ¶¶ 354-360 (alleging violation of  
15 the “right to a full and fair hearing in their removal cases” and violation of “the right to  
16 effective assistance of counsel” under the Due Process Clause because, among other  
17 things, the original implementation of MPP “obstruct[ed] their ability to collect evidence  
18 and to communicate with potential witnesses and experts”). Fundamentally, Plaintiffs  
19 complain that their removal proceedings were unfair because they were not sufficiently  
20 able to pursue asylum claims during their removal proceedings and were, instead,  
21 ordered removed.

22 Likewise, Plaintiffs’ attempt to distinguish *J.E.F.M.* fails. Plaintiffs argue that it  
23 “pre-dated the Supreme Court’s decision in *Jennings*, which adopted a narrower reading  
24 of § 1252(b)(9).” Dkt. 207 at 26 n.13 *Jennings* did not adopt a narrower reading of  
25 Section 1252(b)(9), much less a narrower reading that would matter *in this case*.  
26 *Jennings* was a habeas case in which the Supreme Court concluded, in a plurality  
27 opinion authored by Justice Alito, that § 1252(b)(9) should not be read so broadly as to  
28 limit habeas “claims of prolonged detention” that would be “effectively unreviewable” in

1 a petition for review (PFR) to the court of appeals under § 1252(b)(9). 138 S. Ct. 830,  
2 840 (2018) (plurality opinion). Justice Alito’s opinion simply noted that claims  
3 completely collateral to proceedings in immigration court, like “detention” claims,  
4 claims based on “conditions of confinement,” and state-law claims based on criminal or  
5 tort law unlike the claims here, are beyond the Section 1252(b)(9) bar. *Id.* at 840. It  
6 explained further that “cramming judicial review of those questions into the review of  
7 final removal orders would be absurd” because these claims do not arise from actions in  
8 the removal proceedings. *Id.*

9 The plurality opinion specifically distinguished cases like this one challenging  
10 “any part of the process by which [an alien’s] removability will be determined.” *Id.*; *see*  
11 *also id.* at 841 n.3 (“the question is ... whether the legal questions in this case arise  
12 from” “an action taken to remove an alien”). Nothing in *Jennings* narrows §  
13 1252(b)(9)’s application to challenges to things that do occur in immigration court or  
14 overturns *J.E.F.M.* *See, e.g., Alvarez v. Sessions*, 338 F. Supp. 3d 1042, 1048-49 (N.D.  
15 Cal. 2018) (noting that it does not require “an expansive interpretation of § 1252(b)(9)’s  
16 ‘arising from’ language to find that” “issues related to legal representation during  
17 removal proceedings” “fall squarely within the purview of the provision,” and that  
18 *J.E.F.M.*’s holding remains good law post-*Jennings*); *Rueda Vidal v. DHS*, 2019 WL  
19 7899948, at \*11, n.17 (C.D. Cal. Aug. 28, 2019), *reversed on other grounds, Rueda*  
20 *Vidal v. Bolton*, 822 F. App’x 643 (9th Cir. 2020) (*J.E.F.M.* remains “binding circuit  
21 precedent” following *Jennings*)

22 Second, Removal Order Plaintiffs’ focus on the remedies they are seeking, which  
23 they claim are to “avail themselves of the administrative system” and “unavailable in  
24 removal proceedings,” is misplaced. Section 1252(b)(9)’s bar is based on the “questions  
25 of law and fact” to be reviewed, not the nature of the remedies pursued. Here, all of  
26 Plaintiffs’ claims ask the Court to decide “questions of law and fact . . . arising from . . .  
27 proceeding[s] brought to remove” them. 8 U.S.C. § 1252(b)(9). And while the specific  
28 extraordinary relief Plaintiffs request—return to the United States—may not be available

1 “in removal proceedings,” that does not mean Removal Order Plaintiffs are without an  
2 adequate remedy or judicial review. *See J.E.F.M.*, 837 F.3d at 1031 (Section 1252(b)(9)  
3 is not “a jurisdiction-stripping statute[] that, by [its] terms, foreclose[s] *all* judicial  
4 review of agency actions,” but instead “channel[s] judicial review over final orders of  
5 removal to the courts of appeals”). For example, Reina and Carlos Doe allege that they  
6 appeared for several hearings, were unable to obtain counsel, and eventually their  
7 asylum claims were denied and they were subject to final removal orders. SAC ¶¶ 240-  
8 249. Reina and Carlos Doe may exhaust their administrative remedies<sup>4</sup> and file a  
9 petition for review before the Court of Appeals, which has the power to order a new  
10 hearing should it agree with their claims that their rights to access counsel and the  
11 asylum system were violated. *See, e.g., Usubakunov v. Garland*, 16 F. 4th 1299, 1307  
12 (9th Cir. 2021) (remanding for new merits hearing where petitioner was “wrongly denied  
13 assistance of counsel”).

14 **3. Plaintiffs’ Claims Are Barred by 8 U.S.C. § 1252(a)(2)(B)(ii)**

15 In their opposition, Plaintiffs contend that they are not challenging “discretionary  
16 decisions” made under Section 1225(b)(2)(C), but rather that Defendants exceeded that  
17 discretion and acted *ultra vires* by implementing Section 1225(b)(2)(C) in a way that  
18 “violated Plaintiffs’ rights under the INA, the APA, and the Constitution.” Dkt. 207 at  
19 29-30. But nowhere in their SAC or opposition do Plaintiffs identify how Defendants  
20 purportedly exceeded the discretion afforded them through Section 1225(b)(2)(C) by  
21 simply returning the Individual Plaintiffs and proposed classes to Mexico. Nor can they.  
22 Section 1225(b)(2)(C) does not prescribe limits on the discretionary authority, and  
23 because courts interpret Congress’s statutes as a “harmonious whole rather than at war  
24 with one another,” *Epic Sys. Corp. v. Lewis*, 138 S. Ct. 1612, 1619 (2018), the exercise  
25 of that discretion cannot be considered “*ultra vires*” or violate the INA’s more general  
26

27 <sup>4</sup> As noted in the Motion, Plaintiffs claim their present circumstances make it  
28 difficult to move to reopen. But, at most, this argument could be pursued on an appeal  
through a petition for review, not here in a class action brought in District Court. Dkt.  
189 at 23.

1 right to apply for asylum.<sup>5</sup>

2 Next, Plaintiffs argue that Section 1252(a)(2)(B)(ii) does not “restrict this Court’s  
3 equitable power.” Dkt. 207 at 31. Even if that were true, in this case, the Court could  
4 not order Plaintiffs’ parole back into the United States without reviewing the  
5 discretionary decision to return Plaintiffs to Mexico. 8 U.S.C. § 1252(a)(2)(B)(ii).  
6 Plaintiffs’ only claimed ongoing injury is their current presence outside the United  
7 States, which Plaintiffs allege resulted from their initial discretionary return to Mexico.  
8 In order to remedy Plaintiffs’ return to Mexico through parole into the United States, the  
9 Court would need to determine that their return to Mexico was unlawful, which, as  
10 explained above and in the Motion, is beyond the Court’s jurisdiction. More  
11 fundamentally, and setting aside Section 1252(a)(2)(B)(ii), Plaintiffs do not address this  
12 Court’s lack of authority to order Plaintiffs’ parole into the United States, which is a  
13 power vested in the Executive Branch. *See Torres v. Barr*, 976 F.3d 918, 931–32 (9th  
14 Cir. 2020) (“parole authority . . . is delegated solely to the Secretary of Homeland  
15 Security”); *Rodriguez v. Robbins*, 715 F.3d 1127, 1144 (9th Cir. 2013) (“parole process  
16 is purely discretionary”); *U.S. ex rel. Knauff v. Shaughnessy*, 338 U.S. 537, 543 (1950)  
17 (power to admit or exclude is a sovereign prerogative vested in the political branches,  
18 and “it is not within the province of any court, unless expressly authorized by law, to  
19 review [that] determination”); *Harisiades v. Shaughnessy*, 342 U.S. 580, 588–89 (1952)  
20 (control of movement across the borders and determinations as to which persons may  
21 enter the United States implicate foreign relations, which are “exclusively entrusted to  
22 the political branches of government”); *Jean v. Nelson*, 727 F.2d 957, 977 (11th Cir.  
23 1984), *aff’d*, 472 U.S. 846 (1985) (“Congress has delegated remarkably broad discretion  
24

---

25 <sup>5</sup> As stated in the Motion (Dkt. 189 at 32 n.22, 37), Plaintiffs cannot claim an *ultra*  
26 *vires* act or violation of the right to apply for asylum as a result of Section 1225(b)(2)(C)  
27 for the additional reason that 8 USC § 1158(a)(1) itself contemplates that noncitizens  
28 may apply for asylum in accordance with the provisions of that section “or, where  
applicable, section 1225(b),” *i.e.*, 1225(b)(2)(C). Section 1158(d)(7), moreover,  
provides that “[n]othing in this subsection shall be construed to create any substantive or  
procedural right or benefit that is legally enforceable by any party against the United  
States or its agencies or officers or any other person.”



1 to executive officials under the INA, and these grants of statutory authority are  
2 particularly sweeping in the context of parole.”). The Court should therefore dismiss  
3 Plaintiffs’ claims to the extent they seek return to the United States as relief.

4 **4. Plaintiffs’ Claims for Injunctive Relief Are Barred by 8 U.S.C. §**  
5 **1252(f)(1)**

6 In their opposition, Plaintiffs contend that the law of the case doctrine prevents  
7 dismissal of their claims. But first, the law of the case doctrine does not apply to  
8 jurisdictional questions, as the Court must be certain at all stages of the litigation that it  
9 has jurisdiction. *See* Fed. R. Civ. P. 12(h)(3) (“If the court determines at any time that it  
10 lacks subject-matter jurisdiction, the court must dismiss the action.”); *Moe v. U.S.*, 326  
11 F.3d 1065, 1070 (9th Cir. 2003) (“Jurisdiction is at issue in all stages of a case.”). And  
12 second, the Court’s prior order addressed a prior iteration of the complaint that, for  
13 Section 1252(f)(1) purposes, was materially different from the operative SAC. At the  
14 time, the original complaint—which alleged that all individual plaintiffs and proposed  
15 class members were *currently in removal proceedings*—was operative. *See* Dkt. 1 at 6-  
16 7. And the Court noted in its Order that “[t]he Ninth Circuit has suggested that this  
17 jurisdictional bar does not apply where all individuals in a putative class are individuals  
18 against whom removal proceedings have been initiated.” *See* Dkt. 135 at 6. Here, by  
19 contrast, and as noted in the Motion, *none* of the Individual Plaintiffs or proposed class  
20 members are currently in removal proceedings—which bars classwide injunctive relief  
21 under Ninth Circuit precedent. *See* Dkt. 189 at 31; *Padilla v. Immigr. and Customs*  
22 *Enf’t*, 953 F.3d 1134, 1151 (9th Cir. 2020), *vacated on other grounds*, 141 S. Ct. 1041  
23 (2021) (recognizing availability of classwide injunctive relief in the narrow circumstance  
24 where “the class is composed of individual noncitizens, each of whom is in removal  
25 proceedings and facing an immediate violation of their rights”). Plaintiffs are therefore  
26 also incorrect in claiming they meet Section 1252(f)(1)’s exception for being “individual  
27 [noncitizens] against whom proceedings . . . have been initiated.” Dkt. 207 at 32; *see*  
28 *Padilla* at 1150 (“Congress adopted § 1252(f)(1) after a period in which organizations

1 and classes of persons, *many of whom were not themselves in proceedings*, brought  
2 preemptive challenges to the enforcement of certain immigration statutes.” (emphasis  
3 added)). Under the majority’s reasoning in *Padilla*, these future claimants are precisely  
4 the noncitizens that Congress, in enacting Section 1252(f)(1), wanted to prevent from  
5 filing cases in federal court.

6 Plaintiffs also contend that their claims are outside the scope of Section 1252(f)(1)  
7 because their claims “allege[] action outside the government’s statutory or constitutional  
8 authority.” Dkt. 207 at 32. Plaintiffs miss the mark and confuse the issues. Under  
9 *Rodriguez v. Hayes*, 591 F.3d 1105, 1120 (9th Cir. 2009), the question is not what past  
10 actions the plaintiff complains of, but what the plaintiff “seeks to enjoin.” *Id.* at 1120.  
11 Here, Plaintiffs do not “seek[] to enjoin conduct that allegedly is not even authorized by  
12 statute.” *Id.* Nor could they. They complain of past circumstances associated with the  
13 original implementation of MPP that is no longer in effect. Instead, Plaintiffs seek return  
14 to the United States as a remedy for these past circumstances. But in so doing, they seek  
15 to enjoin the operation of (a) valid removal orders and (b) the Government’s initial  
16 decision to return them to Mexico pursuant to Section 1225(b)(2)(C). Yet, Plaintiffs  
17 *concede* that these contiguous return and removal actions are not “outside the  
18 government’s statutory or constitutional authority.” *See* Dkt. 207 at 36 (“Plaintiffs do  
19 not challenge the authority conveyed by Congress in § 1225(b)(2)(C) . . . .”), 24  
20 (“Plaintiffs do not ask this Court to review their final orders of removal or reopen their  
21 proceedings . . . .”). As such, this is squarely a case in which Plaintiffs seek “to “enjoin  
22 or restrain the operation of part IV of [Subchapter II],” namely, 8 U.S.C. § 1225(b)(2)(C)  
23 (providing for return of noncitizens to contiguous territory), and 8 U.S.C. §§ 1229,  
24 1229a, and 1231 (providing for removal of noncitizens subject to orders of removal). 8  
25 U.S.C. § 1252(f).<sup>6</sup>

26  
27  
28 <sup>6</sup> As noted in the Motion, the Government anticipates that the Supreme Court will further interpret Section 1252(f)(1) as it relates to class actions in its forthcoming opinion in *Garland v. Gonzales*, No. 20-322.

1           **D. Organizational Plaintiffs Lack Standing to Pursue their Claims**

2                   **1. Organizational Plaintiffs Have Not Sufficiently Alleged**  
3                   **Organizational Harm**

4           In their opposition, Organizational Plaintiffs appear to concede that they “chose to  
5 alter their activities following the implementation of MPP 1.0” and provide “Significant  
6 legal services to assist noncitizens in Mexico.” Dkt. 207 at 34. This alone requires  
7 dismissal of Organizational Plaintiffs’ claims. *See East Bay Sanctuary Covenant v.*  
8 *Biden*, 993 F.3d 640, 663 (9th Cir. 2021) (“*EBSC III*”) (an organizational plaintiff must  
9 show the defendant’s action “frustrated its mission and caused it to divert resources in  
10 response to that frustration of purpose” and was “perceptibly impaired” in its ability to  
11 perform its services, and cannot “manufacture the injury by incurring litigation costs or  
12 simply choosing to spend money fixing a problem that otherwise would not affect the  
13 organization at all”) (citations omitted).

14           Plaintiffs argue that standing may exist where a “non-profit legal services  
15 organization would lose clients had it not diverted resources,” and “organizational  
16 plaintiffs were forced to overhaul their programs to adhere to their missions.” Dkt. 207  
17 at 34. But Organizational Plaintiffs do not allege (or even assert in their opposition) that  
18 they were forced to overhaul their programs, or set forth facts similar to the plaintiffs in  
19 *EBSC III*, where an organizational plaintiff stood to lose “80 percent of its clients”  
20 absent diversion and the organizational plaintiffs all stood to lose their funding sources.  
21 *Id.* at 663-64. Here, neither Organizational Plaintiff alleges any loss of clients related to  
22 Defendants’ actions at issue in this litigation.

23           Organizational Plaintiffs also do not explain why they were “forced” to do  
24 anything in response to MPP. ImmDef’s focus was on services connected to  
25 immigration court proceedings in Los Angeles County, and Jewish Family Service’s  
26 focus was on immigrant services in San Diego and Imperial Counties. SAC ¶¶ 272, 288.  
27 Unlike in *EBSC III*, where a rule threatened the existence of affirmative asylum  
28 applications, the demand for the services the Organizational Plaintiffs customarily

1 provided did not disappear or even lessen as a result of the original MPP’s  
2 implementation. And Organizational Plaintiffs do not allege otherwise in the SAC.

3 Finally, contrary to their assertions, Organizational Plaintiffs have not alleged that  
4 the termination of the wind-down of MPP affected them in any way. Dkt. 207 at 34.  
5 Organizational Plaintiffs merely cite conclusory assertions that they continue to “divert  
6 resources” without providing any factual detail, or even any suggestion that this  
7 purported diversion has anything to do with the termination of the wind-down. Such  
8 conclusory allegations do not suffice to establish Article III standing for purposes of  
9 Organizational Plaintiffs’ Fourth Claim. *See Escobar v. Brewer*, 461 F. App’x 535, 535-  
10 56 (9th Cir. 2011) (“Mere conclusory allegations are not enough to establish the  
11 ‘concrete and particularized’ injury required for standing under Article III.” (citing  
12 *Carrico v. City & Cnty. of S.F.*, 656 F.3d 1002, 1006 (9th Cir. 2011)).

13 **2. Organizational Plaintiffs Are Outside the Zone of Interests**

14 In their opposition, Organizational Plaintiffs contend only that they are in the zone  
15 of interests of the INA generally and that they are “non-profit organizations that provide  
16 legal services to noncitizens.” Dkt. 207 at 35. Such generalized assertions of the INA’s  
17 overall purpose and the Organizational Plaintiffs’ purposes do not suffice, even under the  
18 case law Organizational Plaintiffs cite. “[T]he relevant purpose is not that of the entire  
19 INA; it is ‘by reference to the particular provision of law upon [] which the plaintiff  
20 relies.’ *EBSC III*, 993 F.3d at 667-68. Nowhere do Organizational Plaintiffs explain  
21 how, as “non-profit organizations that provide legal services to noncitizens,” they fall  
22 within the zone of interests of the specific provisions of the statutory provisions they cite  
23 8 U.S.C. §§ 1158(a)(1), 1158(d)(4), 1229a(b)(4), 1229a(b)(5)(C), 1229a(c)(5),  
24 1229a(c)(7), & 1362. This case is therefore unlike *EBSC III*, where the organizational  
25 plaintiffs’ specific purpose was, unlike here, “to help individuals apply for and obtain  
26 asylum,” and the statutory provision relied upon, Section 1158(b), had the purpose of  
27 shaping “asylum eligibility requirements for migrants.” *EBSC III*, 993 F.3d at 668.  
28 Here, by contrast, Organizational Plaintiffs assert only generalized immigration

1 purposes—not removal or asylum proceeding-specific purposes—and the statutes they  
2 rely upon provide for procedural rights of individuals, rather than eligibility criteria or  
3 substantive rights. Individuals can address those rights in removal proceedings, appeals  
4 to the BIA, and then to the federal courts of appeals. *See* 8 U.S.C. §§ 1252(a)(5), (b)(9).  
5 For these reasons, and the reasons stated in Defendants’ Motion, Organizational  
6 Plaintiffs’ First, Second, and Fourth Claims under the APA are subject to dismissal.

7 **E. Plaintiffs’ First Claim (APA – Right to Apply for Asylum) Fails**

8 As an initial matter, Plaintiffs do not identify any current actions purportedly  
9 violating any right to apply for asylum beyond the Individual Plaintiffs’ and proposed  
10 classes’ continued presence outside the United States. Therefore, their First Claim,  
11 seeking only declaratory and injunctive relief, is moot.

12 Plaintiffs concede that the Individual Plaintiffs’ and proposed classes’ return to  
13 Mexico was authorized and does not conflict with the right to apply for asylum. Dkt.  
14 207 at 36. However, Plaintiffs then argue that the right to apply for asylum was violated  
15 in these circumstances. *Id.* at 37 (“Whatever latitude Defendants have in implementing  
16 § 1225(b)(2)(C), they cannot do so in a manner that subverts § 1158 or the uniformity  
17 principle.”). But Plaintiffs do not identify anything the Government did beyond  
18 returning the Individual Plaintiffs and proposed classes to Mexico that violated the right  
19 to apply for asylum. *Id.* at 36-38. Nor do they identify anything the Government *failed*  
20 *to do* once Individual Plaintiffs and the proposed classes were returned to Mexico that  
21 violated the right to apply for asylum. *Id.* Plaintiffs’ as-applied challenge to the  
22 implementation of original MPP under Section 1225(b)(2)(C) fails.

23 Finally, contrary to their assertions, Organizational Plaintiffs do not have standing  
24 to assert this claim. ImmDef alleges that it represented one Individual Plaintiff, and  
25 Jewish Family Service alleges that it previously represented 130 potential members of  
26 the proposed class in original MPP. SAC ¶¶ 159, 294. While Plaintiffs include  
27 generalized and conclusory assertions regarding difficulties of counsel accessing clients,  
28 neither Organizational Plaintiff alleges any specific facts concerning any of their 131

1 representations, much less facts demonstrating the right to apply for asylum was violated  
2 in any one of those representations. Nor do they allege that they continue to represent  
3 these specific 131 individuals as would be necessary for their claims seeking injunctive  
4 and declaratory relief.

5 **F. Plaintiffs' Second Claim (APA – Access to Counsel) Fails**

6 In their opposition, Plaintiffs do not address, and therefore concede, that (a) there  
7 is no private right of action under Section 1158(d)(4), and (b) that Sections  
8 1229a(b)(4)(A) and 1362 do not create a right that is violated by Congress's  
9 authorization of contiguous-territory return. Moreover, Plaintiffs do not identify any  
10 current actions purportedly violating any statutory right to counsel. Therefore, their  
11 Second Claim, seeking only declaratory and injunctive relief, is moot.

12 Plaintiffs do contend that they have alleged that Defendants have “obstructed” the  
13 right to counsel in connection with the original implementation of MPP. Dkt. 207 at 38-  
14 39. But the specific allegations in the SAC do not. Plaintiffs allege no restrictions or  
15 Government-created impediments on attorney-client communications at any time while  
16 Individual Plaintiffs and the proposed classes remained in Mexico during the original  
17 implementation of MPP, and they also acknowledge that Defendants facilitated such  
18 communication by providing Individual Plaintiffs and class members with meeting  
19 rooms before immigration hearings. Nothing in the INA requires the provision of  
20 attorney-client meeting rooms for a specified amount of time before immigration  
21 hearings or the facilitation of communications between non-detained noncitizens and  
22 their attorneys.<sup>7</sup>

23 \_\_\_\_\_  
24 <sup>7</sup> Plaintiffs do allege that one of the twelve named plaintiffs, Chepo Doe, was told  
25 not to speak to prospective attorneys during his hearing. SAC ¶¶ 156-57. This is not a  
26 restriction on attorney-client communication, but is at most, a restriction on a  
27 prospective attorney-client communication. Moreover, the SAC does not allege this was  
28 (a) a generally applicable policy or practice of the original implementation of MPP, or  
(b) the experience of any other Individual Plaintiff or proposed class member. And this  
claim of what occurred in immigration court during immigration court proceedings is  
precisely the type of claim that must be challenged through the petition for review  
process. *See supra* Section II.C.2. Such a claim is not properly brought as a class claim  
for declaratory and injunctive relief.

1           The cases Plaintiffs cite do not suggest otherwise, or otherwise suggest the right to  
2 counsel was violated. In *Torres v. U.S. Dep’t of Homeland Security*, 411 F. Supp. 3d  
3 1036 (C.D. Cal. 2019), this Court found that the plaintiffs, who were in ICE custody, had  
4 alleged a violation of the right to access counsel because the plaintiffs, who were in ICE  
5 custody, had alleged more than just “telephone restrictions” and instead had alleged  
6 “restrictions on telephone access as well as difficulty with legal mail, in-person  
7 meetings, and numerous other obstacles.” *Id.* at 1060. Here, by contrast, the Individual  
8 Plaintiffs and proposed classes were not in the custody of ICE in Mexico while enrolled  
9 in MPP, and they were provided with at least some access to counsel before immigration  
10 hearings. For unrepresented Plaintiffs, such circumstances are not “tantamount to a  
11 denial of counsel,” and for represented plaintiffs, there was no “interefer[ence] with  
12 ‘established, on-going attorney-client relationship[s].’” *Id.* at 1060-61. *Escobar-*  
13 *Grijalva v. I.N.S.*, 206 F.3d 1331 (9th Cir. 2000), involved an immigration judge  
14 requiring a non-citizen to proceed with an asylum merits hearing “represented” by an  
15 attorney the applicant had never even met, while Plaintiffs here do not sue EOIR or  
16 allege any immigration judges violated their duties under the INA. And *Jie Lin v.*  
17 *Ashcroft*, 377 F.3d 1014 (9th Cir. 2004), did not even involve a denial of counsel claim,  
18 but rather an ineffective assistance claim. *Id.* at 1025.<sup>8</sup>

19           Finally, Organizational Plaintiffs lack standing to assert this claim for the same  
20 reason they lack standing to assert their First Claim. *See supra* Section II.E.

21           **G. Plaintiffs’ Third Claim (5th Am. Due Process – Individ. Plaintiffs) Fails**

22           In their opposition, Plaintiffs claim that they are entitled to Fifth Amendment  
23 protections because they were momentarily in the United States appearing at  
24 immigration court hearings. But as Defendants explained in their Motion, although  
25 noncitizens who have not established domicile within the United States have procedural  
26

---

27           <sup>8</sup> Both *Escobar-Grijalva* and *Jie Lin* were also presented in petitions for review  
28 before the Ninth Circuit, rather than collateral challenges brought in District Court. *See*  
*Escobar-Grijalva*, 206 F.3d at 1331; *Jie Lin*, 337 F.3d at 1019.

1 Fifth Amendment rights, they do so only to the extent provided by Congress in the INA:  
2 “[w]hatever the procedure authorized by Congress is, it is due process as far as [a  
3 noncitizen] denied entry is concerned.” Dkt. 189 at 41 (citing *Dep’t of Homeland Sec. v*  
4 *Thuraissigiam*, 140 S. Ct. 1959, 1982 (2020) (applying rule to noncitizen who had made  
5 it 25 yards onto U.S. soil before being apprehended) (quotation marks and citation  
6 omitted)).

7 None of the cases Plaintiffs cite provide for Fifth Amendment rights *beyond* those  
8 afforded in the INA to noncitizens who have not established domicile within the United  
9 States. To the contrary, in *Al Otro Lado v. Mayorkas*, 2021 WL 3931890 (S.D. Cal.  
10 Sept. 2, 2021), the Court granted the plaintiffs summary judgment on a Fifth  
11 Amendment claim because “[t]he Court determined that turning asylum seekers away  
12 from POEs constitutes an unlawful exercise of Defendants’ authority *under the INA* to  
13 inspect and refer asylum seekers both on U.S. soil and outside the international boundary  
14 line who are arriving at POEs.” *Id.* at \*20 (emphasis added). In *Usubakunov v.*  
15 *Garland*, 16 F. 4th 1299 (9th Cir. 2021), the Ninth Circuit considered a right to counsel  
16 claim within the confines of the protections codified in the INA for a petitioner who  
17 “arriv[ed] in the United States” around October 31, 2017, and remained detained in the  
18 United States through 2018 and his BIA appeal. *Id.* at 1301-03. The Ninth Circuit  
19 concluded that the petitioner’s right to counsel was violated because he was denied a  
20 continuance to find counsel; it did not recognize any procedural rights beyond the scope  
21 of the INA. *Id.* at 1307; *see* 8 C.F.R. § 1003.29 (providing for continuance for “good  
22 cause” shown); 8 U.S.C. §§ 1362 & 1229a(b)(4)(A) (providing for right to counsel in  
23 removal proceedings); *see also Reno v. Flores*, 507 U.S. 292, 294, 301-09 (1993)  
24 (considering, but rejecting, Fifth Amendment claims of noncitizen “juveniles . . .  
25 *arrested and held in INS custody pending their deportation hearings*” (emphasis added)).  
26 And for the reasons stated in the Motion and above, Plaintiffs have not alleged any  
27 violations of the INA.

28 Plaintiffs also contend that they may bring a Fifth Amendment claim alongside



1 APA claims. Dkt. 207 at 42. While Plaintiffs are correct there is no prohibition on  
2 asserting constitutional claims alongside APA claims, Plaintiffs’ Third Claim fails for  
3 the same reasons as their Second Claim (statutory access to counsel): Plaintiffs’ Third  
4 Claim challenges the same conduct and asserts the same injury as their Second Claim,  
5 and Plaintiffs may not seek due process protections beyond those afforded by the INA.

6 **H. Plaintiffs’ Fourth Claim (APA – Unlawful Cessation of MPP Wind**  
7 **Down) Fails**<sup>9</sup>

8 Plaintiffs incorrectly argue that the termination of the wind down was a “final”  
9 decision because it was a “deliberate” and “conscious” decision. Dkt. 207 at 43. The  
10 fact that a decision is “deliberate” and “conscious” does not mean that it is “final” for the  
11 purposes of the APA; many agency decisions are deliberate and conscious but  
12 nonetheless nonfinal.<sup>10</sup> *See, e.g., Gem Cnty. Mosquito Abatement Dist. v. E.P.A.*, 398 F.  
13 Supp. 2d 1, 11 (D.D.C. 2005) (interim guidance concluding that a permit not required  
14 when pesticide is applied to waters of the United States in two circumstances not a  
15 “final” agency action). If Plaintiffs’ logic were accepted, the word “final” in the APA  
16 would have no meaning. 5 U.S.C. § 704; *Hibbs v. Winn*, 542 U.S. 88, 101 (2004) (“A  
17 statute should be construed so that effect is given to all its provisions, so that no part will  
18 be inoperative or superfluous, void or insignificant . . .”). The distinction the United  
19 States Supreme Court has drawn between “final” and “merely tentative or interlocutory”  
20 agency decisions would also be rendered meaningless. *See Bennett v. Spear*, 520 U.S.  
21 154, 177-78 (1997). While a “deliberate” and “conscious” decision may be a necessary  
22 condition to meet the first prong of the *Bennett* test, it is not a sufficient one. *Id.*

23 The Government’s decision to comply with a Court’s injunction—whether that  
24

---

25 <sup>9</sup> As noted previously in Section II.A, this claim rests on the incorrect premise that  
26 the *Texas v. Biden* injunction does not apply to the relief the Individual Plaintiffs and  
proposed class seeks. Plaintiffs’ Fourth Claim should be dismissed for this reason alone.

27 <sup>10</sup> A decision is, by definition, conscious and deliberate. *See*  
28 <https://www.dictionary.com/decision> (“1 the act or process of deciding; determination,  
as of a question or doubt, by making a judgment . . . 2 the act of or need for making up  
one’s mind . . .”).

1 decision was “erroneous[]” or not—is not an “agency action” at all, but simply the  
2 following of a court’s action. At most, especially when considering the Government’s  
3 stated intention to terminate MPP once the injunction is lifted, coupled with an appeal  
4 from that injunction, it is a “merely tentative or interlocutory” action, just as is interim  
5 guidance. *Bennett*, 520 U.S. at 177-78; *see, e.g., Gem Cnty. Mosquito Abatement Dist.*,  
6 398 F. Supp. 2d at 11 (EPA interim guidance was “just that: interim guidance,” and not  
7 final agency action, where it was issued immediately to “regional administrators after  
8 certain cases from the Ninth Circuit cast uncertainty upon NPDES permitting  
9 requirements” and remained “subject to notice and comment prior to consummation of  
10 the agency decision-making process”).

11 Plaintiffs’ claim of a “final” agency action is even weaker than that of a plaintiff  
12 who challenges in interim rule. Plaintiffs do not identify any document in the SAC they  
13 contend constitutes the “final” agency action, or even any “agency” action. Instead, they  
14 only speculate that the Government made a decision beyond that of the *Texas* court and  
15 about the Government’s reasoning for the alleged “agency” decision. *See* SAC ¶¶ 6  
16 (“DHS’s wind-down of MPP was abruptly halted in August 2021 . . . .”), 364 (“Upon  
17 information and belief, Defendants did so in a mistaken belief that the *Texas v. Biden*  
18 injunction required cessation of processing . . . .”); *Bark v. United States Forest Serv.*, 37  
19 F. Supp. 3d 41, 50 (D.D.C. 2014) (concluding on summary judgment that plaintiffs had  
20 not shown final agency action where they “point[ed] to no written rules, orders, or even  
21 guidance documents of the [defendants] that set forth the supposed policies challenged  
22 here” but instead “attached a ‘policy’ label to their own amorphous description  
23 [agency’s] practices”).

24 Rather than actually address Defendants’ argument that no legal consequences  
25 flow because no “rights or obligations” were created in the first instance (Dkt. 189 at  
26 44), Plaintiffs dismiss it in a footnote as an issue “not before the Court.” Dkt. 207 at 43  
27 n.23. Plaintiffs fail to meet the second prong of the *Bennett* test for this reason alone.  
28 Moreover, while the Terminated and *In Absentia* Individual Plaintiffs allege they have

1 been affected in being required to remain outside the United States, their presence  
2 outside the United States is not a resultant “legal consequence.” *Bennett*, 520 U.S. at  
3 177-78. The *In Absentia* Plaintiffs still have the same right to move to rescind or reopen,  
4 appeal to the Board of Immigration Appeals, or file a petition for review before the  
5 United States Court of Appeals as any other asylum applicants with similarly situated  
6 procedural case postures. Dkt. 205 at 17. Similarly, the Terminated Plaintiffs still have  
7 the same right to move to remand or reopen, present themselves at a port of entry and  
8 request asylum, or request that DHS issue a new Notice to Appear as any other asylum  
9 applicants with similarly situated procedural case postures. *Id.*

10 **I. Plaintiffs’ Fifth Claim (First Amendment – Indiv. Plaintiffs) Fails**

11 In their opposition, Plaintiffs argue at length that the original implementation of  
12 MPP placed restrictions on Individual Plaintiffs’ speech. But Plaintiffs’ claims about the  
13 original implementation of MPP—which is no longer in effect—are moot, and Plaintiffs’  
14 First Amendment claim as it relates to the original implementation of MPP is subject to  
15 dismissal for this reason alone. *See* Dkt. 189 at 19-21.

16 Furthermore, Plaintiffs offer no case support for their argument that First  
17 Amendment rights extend to the Individual Plaintiffs at issue here, who have never been  
18 admitted into or established domicile in the United States. Instead, they attempt to cabin  
19 *Verdugo-Urquidez* and ask the Court to extend the First Amendment to this context.  
20 Plaintiffs’ attempt to do so fails. Plaintiffs argue that *Verdugo-Urquidez* involved the  
21 Fourth Amendment, and not the First Amendment, and that its holding was based on the  
22 Fourth Amendment’s limiting reach to “the people.” Dkt. 207 at 48. But the Supreme  
23 Court has made clear that the First Amendment does not protect noncitizens outside the  
24 territory of the United States.. *See Agency For Int’l Dev. V. Alliance for Open Society*  
25 *Int’l, Inc.*, 140 S. Ct. 2082, 2086 (2000) (“[F]oreign citizens outside U.S. territory do not  
26 possess rights under the U.S. Constitution.”); *United States ex rel. Turner v. Williams*,  
27 194 U.S. 279, 292 (1904) (holding that an excludable alien is not entitled to First  
28 Amendment rights, because “[h]e does not become one of the people to whom these

1 things are secured by our Constitution by an attempt to enter forbidden by law”).

2 Plaintiffs also have *not* identified any actionable speech restrictions that the  
3 original implementation of MPP created. Instead, Plaintiffs allege that they were  
4 provided “with, at most, a single hour before court appearances” to consult with  
5 attorneys. SAC ¶ 376. That is not a restriction on speech at all, but rather, an alleged  
6 failure of the Government to sufficiently accommodate or facilitate the speech of  
7 unadmitted noncitizens, who were in custody while in the United States for the limited  
8 purpose of appearing for immigration court hearings. For this reason, this case is just  
9 like *Arroyo v. U.S. Dep’t of Homeland Security*, 2019 WL 2912848, at \*21 (C.D. Cal.  
10 2019). There, as here, Plaintiffs merely allege that a custody arrangement affected  
11 Plaintiffs’ ability to consult with their attorneys: there, custody transfers, and here, a  
12 limited amount of time in a room before hearings where Plaintiffs could use that time to  
13 consult with attorneys. *See* 2019 WL 2912848, at \*21.<sup>11</sup>

14 Additionally, Plaintiffs identify nothing in the SAC alleging, much less plausibly  
15 demonstrating, any direct and deliberate Government obstruction to Plaintiffs’ access to  
16 courts. As stated in Defendants’ Motion, Plaintiffs challenge a policy that does not  
17 regulate court access at all. And in their opposition, Plaintiffs merely cite numerous  
18 allegations complaining of the incidental (and largely attenuated) effects of the policy on  
19 their access to immigration court—none of which constitutes direct and deliberate  
20 Government action as necessary to state an access to the courts claim. Dkt. 189 at 45;  
21 *see, e.g.*, SAC ¶¶ 62, 113-14, 128, 139-40, 154, 190-92, 194, 204-05, 219-20, 229-32,  
22 244-46, 259-60, (alleged insufficiency of the LSP list provided by immigration court),  
23

---

24 <sup>11</sup> Plaintiffs do allege that one of the twelve named plaintiffs, Chepo Doe, was told  
25 not to speak to attorneys during his hearing. SAC ¶¶ 156-57. While this could  
26 potentially be construed as a time, place, or manner restriction on speech, the SAC is  
27 devoid of any allegation that this was (a) a generally applicable policy or practice of  
28 original MPP, or (b) the experience of any other Individual Plaintiff or proposed class  
member. And this claim of what occurred in immigration court during immigration  
court proceedings is precisely the type of claim that must be challenged through the  
petition for review process. *See supra* Section II.C.2. Such a claim is not properly  
brought as a class claim for declaratory and injunctive relief.

1 63, 156-57 (allegedly insufficient accommodations for class members to meet with  
2 prospective attorneys), 97, 261-63 (allegedly dangerous and poor conditions in Mexico),  
3 104-108, 130, 162-64, 178, 222, 251, 264-65, 282, 295, 300, 302, 307 (alleged  
4 difficulties in finding counsel, communicating with counsel, or otherwise pursuing  
5 asylum claims from Mexico).

6 Finally, to the extent any portion of Plaintiffs’ Fifth Claim is not moot, Plaintiffs  
7 fail to identify any *current* restrictions Defendants are placing on Individual Plaintiffs’  
8 speech. Instead, Plaintiffs simply assert that “Defendants cause ongoing harm to  
9 Individual Plaintiffs” and “Defendants’ restrictions have prevented them from  
10 communicating with and/or retaining potential counsel”—an apparent concession that  
11 mere current presence outside the United States is not a restriction on speech. Dkt. 207  
12 at 48.

13 **J. Plaintiffs’ Sixth Claim (First Amendment – Org. Plaintiffs) Fails**

14 As with the Individual Plaintiffs, Organizational Plaintiffs’ First Amendment  
15 claim should be dismissed as moot. Like the SAC, Organizational Plaintiffs’ opposition  
16 is focused exclusively on the implementation of MPP that is no longer in effect. *See*  
17 Dkt. 207 at 49-50.

18 Mootness aside, Organizational Plaintiffs’ First Amendment claim fails on the  
19 merits. In their opposition, Organizational Plaintiffs contend they have pleaded (a) “that  
20 they represent certain Individual Plaintiffs,” (b) “that they continue to provide legal  
21 services to putative class members,” (c) that Defendants have “strictly limit[ed] the time  
22 they were allowed to provide legal services to existing clients,” (d) that Defendants have  
23 “prohibit[ed] them from communicating with or advising potential clients,” and (e) that  
24 Defendants have “forbid[den] them from conducting ‘know your rights’ presentations  
25 for MPP 1.0 respondents.” Dkt. 207 at 49.

26 As an initial matter, Plaintiffs have not actually pled these restrictions in the SAC  
27 as Plaintiffs claim. With respect to the time Organizational Plaintiffs were permitted to  
28 consult with clients before hearings, this allegation involves only the amount allotted

1 before hearings for legal service providers, which, as explained above, is not a restriction  
2 on speech. With respect to communicating with potential clients, the allegations  
3 Plaintiffs cite demonstrate that there were no restrictions placed on speech. *See, e.g., id.*  
4 ¶ 157 (“Chepo approached an attorney from Organizational Plaintiff ImmDef to ask for  
5 her help. Chepo spoke to the attorney for only a few minutes but gave her his contact  
6 information.”). Instead, Organizational Plaintiffs’ complaints are that the  
7 accommodation of one hour for attorney consultation before hearings was insufficient  
8 and it was not always met. *Id.* ¶ 299 (“Jewish Family Service rarely had the opportunity  
9 to meet with its clients for a full hour before their immigration court hearings due to a  
10 variety of factors, including CBP’s slow processing at the port of entry and ICE’s failure  
11 to transport individuals to the immigration court sufficiently in advance of their  
12 hearings.”). And with respect to “know your rights” presentations, Jewish Family  
13 Service admits in the SAC that it was able to provide them “inside the courtrooms”  
14 without issue. *Id.* ¶ 297.

15 More critically, Organizational Plaintiffs have not alleged that any speech  
16 restrictions were placed on *them* in their prior client representations. Despite ImmDef’s  
17 allegation that it previously represented one Individual Plaintiff and Jewish Family  
18 Service’s allegation that it previously represented 130 potential members of the proposed  
19 class (SAC ¶¶ 159, 294), neither Organizational Plaintiff alleges a single instance where  
20 speech restrictions were imposed on them by the Government.

21 Finally, Plaintiffs have offered no argument likening the alleged restrictions here  
22 to those placed by governments in *NAACP v. Button* or *In re Primus*. Instead, they cite  
23 to *N.W. Immigrant Rights Project v. Sessions*, 2017 WL 3189032 (W.D. Wash. July 27,  
24 2017), which is distinguishable. Like *Button* and *In re Primus*, the plaintiff in *N.W.*  
25 *Immigrant Rights Project* sought to enjoin the Government from enforcing a regulation  
26 that *prohibited* the plaintiff from “representing aliens unless and until the appropriate  
27 Notice of Entry of Appearance form is filed with each client that [plaintiff] represents.”  
28 *Id.* at \*2. Here, by contrast, Organizational Plaintiffs do not allege that Defendants

1 prohibited them from communicating with their clients at any point, much less  
2 prohibited them from *representing* their clients.

3 **III. CONCLUSION**

4 For the foregoing reasons, Defendants respectfully request that the Court grant  
5 Defendants' Motion and dismiss Plaintiffs' SAC.

6  
7 Dated: March 7, 2022

Respectfully submitted,

8 TRACY L. WILKISON  
United States Attorney  
9 DAVID M. HARRIS  
Assistant United States Attorney  
10 Chief, Civil Division  
11 JOANNE S. OSINOFF  
Assistant United States Attorney  
12 Chief, General Civil Section

*/s/ Matthew J. Smock*

---

13 JASON K. AXE  
14 MATTHEW J. SMOCK  
Assistant United States Attorneys  
15 Attorneys for Defendants  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27  
28