1 LINDSAY TOCZYLOWSKI (SBN 262481) lindsay@immdef.org 2 MUNMEETH SONI (SBN 254854) 3 meeth@immdef.org HANNAH COMSTOCK (SBN 311680) 4 hcomstock@immdef.org 5 IMMIGRANT DEFENDERS LAW CENTER 634 S. Spring St., 10th Floor 6 Los Angeles, CA 90014 7 Tel: (213) 634-7602 Fax: (213) 282-3133 8 9 UNITED STATES DISTRICT COURT 10 CENTRAL DISTRICT OF CALIFORNIA - EASTERN DIVISION 11 No. CV: 5:20-cv-00617 ENRIQUE FRANCISCO HERNANDEZ, 12 Hon. Petitioner, 13 APPLICATION FOR TEMPORARY RESTRAINING ORDER AND v. 14 MEMORANDUM OF POINTS AND CHAD T. WOLF, Acting Secretary of JTHORITIES: DECLARATION OF 15 Homeland Security; MATTHEW T. ALBENCE, Deputy Director and MUNMEETH SÓNI; PROPOSED TEMPORARY RESTRAINING 16 Senior Official Performing Duties of ORDER; [PROPOSED] ORDER TO the Director of U.S. Immigration and SHOW CAUSE 17 Customs Enforcement; DAVID A. MARIN, Field Office Director; JAMES 18 JANECKA, Warden, Adelanto ICE Telephonic hearing requested Processing Center 19 Respondents. 20 21 Petitioner Enrique Francisco Hernandez, by and through his counsel, Munmeeth 22 (Meeth) K. Soni, hereby moves this honorable Court for a temporary restraining order 23 enjoining the Respondents from continuing to detain him and ordering his immediate 24 release from immigration detention. This motion is based upon Local Rule 65-1, the 25 attached memorandum, declaration of counsel, and any further information presented to

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Mr. Hernandez requests a telephonic hearing on this application pursuant to the

the Court in connection with this application.

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1	Order of the Chief Judge 20-042.	
2		Dagna atfully, submitted
3		Respectfully submitted,
4	D . 1 2/2 6/2020	
5	Dated: 3/26/2020	IMMIGRANT DEFENDERS LAW CENTER
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I. INTRODUCTION

As the planet buckles under the weight of COVID-19, and in the face of ICE's steadfast refusal to acknowledge his critical medical conditions, Enrique Hernandez seeks the exercise of this Court's equitable powers to order his immediate release from immigration detention.

The growing consensus of public health experts is that COVID-19 will ravage the nation's jails and immigration detention facilities unless extraordinary measures are taken. Mr. Hernandez is at particular peril, because he suffers from multiple aliments, including an autoimmune disorder, that increase his already elevated risk of severe COVID-19 infection.

ICE, meanwhile, in a band-plays-on move that defies logic and basic humanity, in the last 24 hours has begun the *deprioritization* of requests for release on medical grounds, including that of Mr. Hernandez, which has gone unanswered for weeks. This, as the nation's jails and the federal Bureau of Prisons—which, unlike ICE, are in fact charged with punishing inmates—take steps to reduce their populations through releases to the community.

Under these circumstances, Mr. Hernandez is likely to prevail on his claims that his detention violates the Due Process prohibition on punitive civil detention. And the risk of irreparable harm cannot be gainsaid: Mr. Hernandez could very well add to Adelanto's sad history of immigrant detainee deaths. Accordingly, and because the balance of equities and the public interest require immediate action, Mr. Hernandez respectfully—but urgently—requests that this Court enter a temporary restraining order and order his immediate release.

II. FACTUAL BACKGROUND¹

¹ Mr. Hernandez includes this factual background in this application as a summary for the Court. The complete factual background is set forth in his concurrently filed Petition for Habeas Corpus and Complaint for Injunctive Relief. He hereby incorporates that factual information into this motion.

Mr. Hernandez is a forty-three-year old man with diagnosed hypertension, gout, and heart problems detained at the Adelanto ICE Processing Center. Petition ¶ 4, 11. He is held there not as punishment for any crime, but because he is subject to civil proceedings to determine whether he will be removed from the United States.

Mr. Hernandez suffers from numerous medical vulnerabilities, including hypertension, which is among the preexisting conditions most closely associated with an increased risk of death or hospitalization from COVID-19. Id. ¶ 29-30. He has recently reported heart issues, for which medical staff have instructed him to report for blood pressure monitoring three times a week. Id. ¶ 55. Mr. Hernandez has also been diagnosed with gout, a form of autoimmune arthritis. Id. ¶ 57.

The Adelanto facility has provided substandard medical care to Mr. Hernandez during his detention. *Id.* ¶ 53. Despite medical staff at Adelanto themselves ordering Mr. Hernandez' blood pressure monitoring, since his initial consultation Mr. Hernandez has only been taken for approximately half of his monitoring appointments. *Id.* ¶ 55. When Mr. Hernandez broke his wrist after slipping in the shower, Adelanto medical staff caused him to miss multiple scheduled appointments for an evaluation at the local hospital. *Id.* ¶ 54. He has also experienced long waits for necessary medication and for appointments with on-staff doctors and nurses. *Id.*

Over the past two weeks, as the seriousness of the COVID-19 pandemic became increasingly clear, Mr. Hernandez made repeated efforts to seek humanitarian parole in light of his fragile medical condition. *Id.* ¶ 5-6. On March 13, 2020, Mr. Hernandez requested Humanitarian Parole from his deportation officer, explaining his risk due to his multiple underlying health conditions. *Id.* ¶ 22. On March 17 and March 20, through his counsel, Mr. Hernandez requested that the facility expedite review of his humanitarian parole request in light of the mounting seriousness of the pandemic. *Id.* ¶ 23, 24.

The Adelanto facility has a history of negligent and deficient medical care, documented by Department of Homeland Security's own Inspector General. *Id.* \P 46. According to the Inspector General, detainees at Adelanto receive "untimely and

inadequate medical care" that routinely falls below ICE minimum standards. *Id.*Adelanto has a small medical staff, and DHS internal reviews have found high turnover rates and limited experience among nurses at the facility. *Id.* ¶ 50–51. There are shortages of medical staff at Adelanto, resulting in long delays and cancelled appointments for those seeking care at the facility. *Id.* ¶ 51.

COVID-19 has already begun to explode into the nation's jails and prisons, and correctional facilities around the country are releasing or actively evaluating releasing detainees. *Id.* ¶ 45. Former ICE officials agree that, absent radical reductions in population, detention centers are sure to become hotbeds of COVID-19 infection. *Id.* ¶ 44. The main prescribed preventative measure—social distancing—is impossible in a jail setting, where detainees sleep, bathe, and eat in communal settings. *Id.* ¶ 38. It is particularly dangerous because asymptomatic individuals can transmit the virus. *Id.* ¶ 40.

III. NOTICE TO OPPOSING PARTY

On Wednesday, March 25, 2020, Mr. Hernandez' counsel provided notice to the United States Attorney's Office that this application would be filed. Declaration of Munmeeth Soni ¶ 2. In advance of filing, Mr. Hernandez' counsel provided government counsel a copy of the habeas corpus petition and of this application. *Id*.

IV. LEGAL ARGUMENT

In order to obtain a preliminary injunction, a plaintiff must establish (1) "that he is likely to succeed on the merits," (2) "that he is likely to suffer irreparable harm in the absence of preliminary relief," (3) "that the balance of equities tips in his favor," and (4) "that an injunction is in the public interest." *Winter v. Natural Res. Def. Council, Inc.*, 555 U.S. 7, 20 (2008); *Stuhlbard Int'l Sales Co v. John D. Brush & Co.*, 240 F.3d 832, 839 n.7 (9th Cir. 2001) (noting that preliminary injunction and temporary restraining orders are "substantially identical"). The Ninth Circuit has adopted a "sliding scale" approach wherein "the elements of the preliminary injunction test are balanced, so that a

stronger showing of one element may offset a weaker showing of another." *Pimentel v. Dreyfus*, 670 F.3d 1096, 1105 (9th Cir. 2012) (per curiam) (citations omitted). Thus, a temporary restraining order may issue where "serious questions going to the merits [are] raised and the balance of hardships tips sharply in [plaintiff's] favor." *All. for the Wild Rockies v. Cottrell*, 632 F.3d 1127, 1131 (9th Cir. 2011). To succeed under the "serious question" test, Mr. Hernandez must show that he is likely to suffer irreparable injury and that an injunction is in the public's interest. *Id.* at 1132.

Mr. Hernandez satisfies all of these requirements. Accordingly, as other courts have done in other immigration detention cases, this Court should use its equitable power to order his immediate release. *See Chernykh v. Valdez*, CV 16-2184-RGK, 2017 WL 3000013 (C.D. Cal. May 22, 2017) (granting immigrant detainee's motion for preliminary injunction ordering her release pending disposition of habeas corpus petition); *Seretse-Khama v. Ashcroft*, 215 F. Supp. 2d 37, 54 (D.D.C. 2002) (ordering preliminary injunction releasing immigration detainee); *Ali v. Ashcroft*, 213 F.R.D. 390, 406 (W.D. Wash. 2003) (granting injunctive relief ordering release of detainees with final removal orders), *aff'd*, 346 F.3d 873 (9th Cir. 2003), *opinion withdrawn on denial of reh'g sub nom. Ali v. Gonzales*, 421 F.3d 795 (9th Cir. 2005), *as amended on reh'g* (Oct. 20, 2005).

A. Mr. Hernandez is likely to succeed on the merits

In his habeas petition, Mr. Hernandez argues that the extreme risk to his health in immigration detention due to the likely—indeed perhaps inevitable—confluence of his underlying conditions and exposure to COVID-19 violates his Due Process right to be free from punitive detention. He is likely to succeed on that claim.

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1. Given the serious risk to Mr. Hernandez from the COVID-19 pandemic, the Due Process prohibition on punitive civil detention requires his release

Because immigration detention is nominally "civil" in nature, conditions in immigration facilities cannot "amount to punishment." King v. County of Los Angeles, 885 F.3d 548, 557 (9th Cir. 2018) ("Under the Due Process Clause of the Fourteenth Amendment, an individual detained under civil process cannot be subjected to conditions that amount to punishment."); Zadvydas, 533 U.S. 678, 721 (2001) (Kennedy, J., dissenting) ("Where detention is incident to removal, the detention cannot be justified as punishment nor can the confinement or its conditions be designed in order to punish."). Civil confinement amounts to punishment when it is "excessive" in relation to its nonpunitive purpose. See Demery v. Arpaio, 378 F.3d 1020, 1028 (9th Cir. 2004). Conditions of civil detention that are similar to, or worse than, the conditions for convicted prisoners are "excessive" under that standard, and thus run afoul of the Fifth Amendment. Doe v. Nielsen, No. CV-15-00250, 2020 WL 813774, *4 (D. Ariz. Feb. 19, 2020) (citing Sharp v. Weston, 233 F.3d 1166, 1172-73 (9th Cir. 2000)); see also Doe v. Kelly, 878 F.3d 710 (9th Cir. 2017) (noting with approval that the District Court "reason[ed] that decisions defining the constitutional rights of prisoners establish a floor for [immigration detainees'] constitutional rights"). In other words, civil immigration detainees "are subjected to punishment if they are confined in conditions that are identical to, similar to, or more restrictive than those under which the criminally convicted are held." *Id.* Thus, "[c]onditions of confinement that violate the Eighth Amendment will necessarily violate the Fifth Amendment" for immigration detainees. Id.; City of Revere v. Massachusetts Gen. Hosp., 463 U.S. 239, 244 (1983) (explaining

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that the Due Process protections for civil detainees "are at least as great as the Eighth Amendment protections available to a convicted prisoner").²

The Eighth Amendment—and by extension, the Due Process clause—requires that "inmates must be furnished with the basic human needs, one of which is 'reasonable safety." Helling v. McKinney, 509 U.S. 25, 33 (1993) (quoting DeShaney, 489 U.S. 189, 200 (1989)). This extends to protection from a "unsafe, life-threatening condition" such as an infectious disease. *Id.* In multiple cases, the Ninth Circuit has reversed dismissals of prisoner suits alleging *Helling* violations based on exposure to Valley Fever, a dangerous fungal infection. Smith v. Schwarzenegger, 393 F. App'x 518, 519 (9th Cir. 2010) (unpublished); Johnson v. Pleasant Valley State Prison, 505 F. App'x 631 (9th Cir. 2013) (unpublished). Moreover, the Eighth Amendment protects prisoners from "unreasonable risks of serious damage to [their] future health," even if they have not yet suffered any ill effects. Helling, 509 U.S. at 33. According to the Ninth Circuit, the question is not whether the prisoner has suffered actual harm; it is whether there is "serious risk of substantial harm." Thomas v. Ponder, 611 F.3d 1144, 1151 n.5 (9th Cir. 2010) (emphasis in original); see Beagle v. Schwarzenegger, 107 F. Supp. 3d 1056, 1065 (E.D. Cal. 2014) (explaining that a "plaintiff, who allegedly was exposed to Valley Fever, but did not contract the disease, may have [] a viable Eighth Amendment claim.") (emphasis in original). Courts must also account for prisoner's individual circumstances and medical histories in determining whether a health risk rises to the level of an Eighth Amendment violation. Graves v. Arpaio, 623 F.3d 1043, 1049 (9th Cir. 2010). For example, while temperatures over 85 degrees might not pose an unreasonable risk for average inmates, they do pose a serious risk for inmates on certain psychotropic medications, in violation of those inmates' Eighth Amendment rights. *Id.* Thus, even if a health risk might not be overly dangerous for a typical inmate, and even if the inmate has

² There is at least one critical difference between the Eighth Amendment and Due Process standards: prisoners must show that officials acted with "deliberate indifference," while civil detainees do not. *Jones v. Blanas*, 393 F.3d 918, 933 (9th Cir. 2004).

not yet suffered any harm, an individualized and future health risk could be serious enough to run afoul of the Eighth Amendment and Due Process clause.³

Particularly given the abysmal history of medical care in Adelanto, the likelihood that COVID-19 will spread in the facility is an "unreasonable risk of serious damage" to Mr. Hernandez' life and safety. Because of his pre-existing medical conditions, including hypertension, he is at a heightened risk of serious or even life-threatening infection from the virus. Petition ¶ 29-30, 55. As public health experts agree, the detention setting greatly increases his risk, as it is impossible for him to practice the most critical preventative measure: social distancing. *Id.* ¶ 38. Moreover, he is less likely to have access to sufficient hygienic measures, like regular hand washing. *Id.* ¶ 39. Adelanto has a terrible record of providing substandard medical care, including flouting nursing and care protocols and failing to respond to detainee's urgent requests for treatment. *Id.* ¶ 50-52. This history suggests that the facility will not appropriately detect or care for detainees infected by the virus. Given this confluence of factors in these extraordinary circumstances, Mr. Hernandez' continued detention amounts to punishment and runs afoul of Due Process.

That is the case even if no COVID-19 infection has yet been detected in Adelanto. The Eighth Amendment—and by extension, the Due Process clause—"protects against future harm." *Helling*, 509 U.S. at 32. Moreover, any representation that that there are

³ As a Due Process challenge to his immigration detention, Mr. Hernandez' claim is properly raised in habeas petition. *Nettles v. Grounds*, 830 F.3d 922 (9th Cir. 2016) (en banc), a case involving a state prisoner's challenge to a disciplinary violation, does not require otherwise. *Nettles* held that "a § 1983 action is the exclusive vehicle for claims brought by state prisoners that are not within the core of habeas corpus." *Id.* at 928. The *Nettles* Court declined to address whether its holding to convicted prisoners held by *federal* authorities, who cannot be sued under § 1983. *Id.* at 931 & n. 6. (noting that "[d]ifferent rules apply to state and federal prisoners"); *see also Ziglar v. Abbasi*, 137 S. Ct. 1843, 1863 (2017). The Court certainly said nothing about the vehicles for redress available to federal immigration detainees. Moreover, a core requirement of immigration detention—one that allows it to exist within one of the "narrow" classes of permissible civil confinement, *Rodriguez v. Marin*, 909 F.3d 252, 256 (9th Cir. 2018)—is that it not amount to punishment. Thus, even if the *Nettles* rule were extended to immigration detainees, Mr. Hernandez' claim that his detention runs afoul of this fundamental requirement is "within the core of habeas corpus."

no *current* cases in Adelanto is of little comfort, because carriers of infection might be asymptomatic. Petition ¶ 34. As a Northern District Magistrate Judge recently explained in granting bond upon reconsideration in an extradition case:

[S]creening people based on observable symptoms is just a game of catch-up...We don't know who is infected. Accordingly, the government's suggestion that [the detainee] should wait until there is a confirmed outbreak of COVID-19 in [the detention facility] before seeking release is impractical. By then it may be too late.

Order Granting Bond on Reconsideration, *In re Alejandro Toledo Manrique*, Case No. MJ 19-71055-MAG-1 (TSH), 2020 WL 1307109 (N.D. Cal. March 19, 2020).

For the same reason, any protocols based on isolating only symptomatic individuals or those who have come into contact with a known carrier of the infection will be ineffective. The virus moves much more quickly than ICE has. Unless ICE regularly tests every individual that comes into contact with Mr. Hernandez for infection—a patently improbable protocol, given the nationwide shortage in testing—his life and health are in serious danger. And even if ICE headquarters drafted perfect protocols, it would take willful blindness to believe that those protocols would be faithfully implemented in Adelanto. That facility's grim record of substandard medical care, including apparently preventable fatalities, make it impossible to believe that Adelanto staff will be able to provide reasonable protection to Mr. Hernandez from this fast-moving pandemic. The only way to ensure Mr. Hernandez' reasonable safety is to release him on reasonable conditions, so he can isolate at home.

Thus, because he is uniquely at risk due to the history of substandard medical care in Adelanto and his pre-existing conditions, his continued detention amounts to unconstitutional punitive detention. He is therefore likely to prevail on this claim.

B. The risk of irreparable harm is undeniable

Even under normal conditions, unlawful immigration detention causes irreparable harm. As the Ninth Circuit has explained, there are many forms of irreparable harm "imposed on anyone who is subject to immigration detention," including "subpar medical and psychiatric care" and "economic burdens imposed on both detainees and their family members." *Hernandez v. Sessions*, 872 F.3d 976, 995 (9th Cir. 2017). As such, the mere "virtue of the fact that [a detainee is] likely to be unconstitutionally detained for an indeterminate period of time" suffices to satisfy this factor. Moreover, it is well-established that threats to a person's health from government action also qualify as irreparable harm. *See M.R. v. Dreyfus*, 663 F.3d 1100, 1111 (9th Cir. 2011), *as amended by* 697 F.3d 706 (9th Cir. 2020); *Ind. Living Ctr. of S. Calif., Inc. v. Shewry*, 543 F.3d 1047, 1050 (9th Cir. 2008) (limiting access to "much-needed pharmaceuticals" causes irreparable harm).

Under these authorities, Mr. Hernandez will likely suffer immediate harm if he remains in immigration custody. First, of course, is ICE's newly implemented (though

Under these authorities, Mr. Hernandez will likely suffer immediate harm if he remains in immigration custody. First, of course, is ICE's newly implemented (though problematically unannounced) policy of callous disregard of medical issues in its review of COVID-19-based parole requests. Petition ¶ 42–43. Second, many COVID-19 cases require hospitalization and a significant fraction end in death. *Id.* ¶ 28–29. Adding to those real risks to the general public, Mr. Hernandez is particularly at risk because he suffers from hypertension; the case fatality rate for patients with COVID-19 and hypertension is approximately six percent higher than the average. *Id.* ¶ 30. The detention setting—where social distancing is impossible—greatly increase the risk of becoming infected, to say nothing of Adelanto's particular and well-documented failings. Thus, it is not hyperbole to say that there is a real risk that, absent action from this Court, Mr. Hernandez might be added to the list of otherwise preventable fatalities at Adelanto.

Accordingly, he has shown that he is likely to suffer irreparable harm.

C. The balance of equities tilts sharply in Mr. Hernandez' favor

Even a passing glance at the third factor favors Mr. Hernandez' release. "Faced with... preventable human suffering," a Court should "have little difficulty concluding that the balance of hardship tips decidedly in [movants'] favor." *Hernandez*, 872 F. 3d at 996. As explained above, Mr. Hernandez will suffer irreparable harm without immediate relief, including unreasonable risk of severe infection or death from COVID-19

Moreover, the government cannot suffer harm from an order that merely restrains an unlawful action. *Zepeda v. I.N.S.*, 753 F.2d 719, 727 (9th Cir. 1983) ("[T]he INS cannot reasonably assert that it is harmed in any legally cognizable sense by being enjoined from constitutional violations.").

D. Release of Mr. Hernandez is in the public interest

Finally, it is both in the government's and the broader public interest to release detainees at heightened risk of COVID-19 infection. Fewer detainees in immigration detention will make the eventual outbreaks easier to contain. Thus, it will reduce the risk for both other detainees and for facility staff. Thus, the relief sought here in fact *advances* ICE's—and the public's—interest in maintaining a safe and healthy environment in its detention center.

E. Because Mr. Hernandez is indigent, the Court should not require a security

Although Federal Rule of Civil Procedure 65(c) can require a security for a temporary restraining order, a district court "has discretion as to the amount of security required, *if any*." *Jorgensen v. Cassiday*, 320 F.3d 906, 919 (9th Cir. 2003). No security is appropriate where there is no quantifiable harm to the restrained party and where the order is in the public interest. *Save Our Sonoran, Inc v. Flowers*, 408 F.3d 1113, 1126 (9th Cir. 2005); *Johnson v. Couturier*, 572 F.3d 1067, 1086 (9th Cir. 2009). District courts routinely exercise this discretion to require no security in cases brought by indigent or incarcerated people. *Taylor-Failor v. County of Hawaii*, 90 F. Supp. 3d 1095, 1102–03 (D. Haw. 2015) (requiring no security because plaintiffs were "of limited"

financial means"); *Innovation Law Lab v. Nielsen*, 310 F. Supp. 3d 1150, 1165 (D. Ore. 2018) (dispensing security requirement for temporary restraining order involving immigration detainees); *Ochoa v. Campbell*, 266 F. Supp. 3d 1137 (E.D. Wash. 2017) (not requiring security for temporary restraining order seeking release from custody).

Due to his prolonged detention, Mr. Hernandez is indigent. Exh. $4 \ \P 4$. Accordingly, the Court should not require him to post security.

V. CONCLUSION

For these reasons, Mr. Hernandez respectfully—but urgently—requests that this Court order his immediate release from punitive detention and any other relief this Court deems just and equitable.

Dated: March 26, 2020 Respectfully submitted,

/s/Munmeeth Soni
Munmeeth Soni
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Immigrant Defenders Law Center
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Los Angeles, CA 90065 *Pro Bono* Attorneys for Petitioner

DECLARATION OF MUNMEETH K. SONI

I, Munmeeth K. Soni, declare:

I am an attorney with Immigrant Defenders Law Center. I am licensed to practice law in the State of California and I am admitted to practice in this Court. I represent Petitioner Enrique Francisco Hernandez in this matter.

On March 25, 2020, I notified Assistant United States Attorney Joanne Osinoff that I would be filing the instant application. I will also send a copy of the application, along with the concurrently filed habeas petition, prior to filing.

I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed on March 26, 2020, at Los Angeles, California.

/s/ Munmeeth Soni .
MUNMEETH K. SONI