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6 UNITED STATES DISTRICT COURT
7 Southern District of California
8

9 ALFREDO DOMINGUEZ SALMERON,

) Case Number: '25CV3134 TWR BLM

10 Petitioner,

) **VERIFIED PETITION FOR WRIT OF
HABEAS CORPUS**

11 v.


12 CHRISTOPHER J. LaROSE, Senior Warden
13 Otay Mesa Detention Center; PAMELA BONDI,
United States Attorney General; KRISTI NOEM,
14 Secretary of the Department of Homeland
Security; PATRICK DIVVER, ICE San Diego
15 Field Office Director, in their official capacities,
16

) Oral Argument Requested

17 Respondents.
18

19 Petitioner alleges:

20 **INTRODUCTION**

21 1. Petitioner ALFREDO DOMINGUEZ SALMERON  is subjected
22 to unlawful immigration detention at the Otay Mesa Detention Center. Respondents re-detained
23 petitioner without any explanation. The immigration judges at Otay Mesa conclude there is no
24 jurisdiction to even consider setting a bond based *Matter of Yajure Hurtado*, 29 I & N Dec. 216
25 (BIA 2025). The BIA and immigration judge interpretation of the Immigration and Nationality Act
26 is plainly contrary to the statutory framework and decades of agency practice. Petitioner seeks an
27 order compelling respondents to immediately release him from custody or for the immigration judge
28 to accept jurisdiction and afford him a bond decision on the merits.

1 16. The “usual removal process” involves an evidentiary hearing before an immigration
2 judge. *Dep’t of Homeland Sec. v. Thuraissigiam*, 591 U.S. 103, 108 (2020). Proceedings are initiated
3 under 8 U.S.C. § 1229(a), also known as “full removal,” by filing a Notice to Appear with the
4 Immigration Court. *Matter of E-R-M- & L-R-M-*, 25 I. & N. Dec. 520, 520 (BIA 2011). Section § 1226
5 provides that while removal proceedings are pending, a noncitizen “may be arrested and detained” and
6 that the government “may release the alien on ... conditional parole.” § 1226(a)(2); *accord*
7 *Thuraissigiam*, 591 U.S. at 108 (during removal proceedings, applicant may either be “detained” or
8 “allowed to reside in this country”).

9 17. When a person is apprehended under § 1226(a), an ICE officer makes the initial
10 custody determination. *Diaz v. Garland*, 53 F.4th 1189, 1196 (9th Cir. 2022) (citing 8 C.F.R. §
11 236.1(c)(8)). A noncitizen will be released if he or she “demonstrate[s] to the satisfaction of the
12 officer that such release would not pose a danger to property or persons, and that the alien is likely
13 to appear for any future proceeding.” *Id.* (citing 8 C.F.R. § 236.1(c)(8)). “Federal regulations
14 provide that aliens detained under § 1226(a) receive bond hearings at the outset of detention.”
15 *Jennings v. Rodriguez*, 583 U.S. 281, 306 (2018) (citing 8 CFR §§ 236.1(d)(1)). If, at this hearing,
16 the detainee demonstrates by the preponderance of the evidence that he or she is not “a threat to
17 national security, a danger to the community at large, likely to abscond, or otherwise a poor bail
18 risk,” the IJ will order his or her release. *Diaz*, 53 F.4th at 1197 (citing *Matter of Guerra*, 24 I. & N.
19 Dec. 37, 40 (B.I.A. 2006)).

20 18. Once released, the noncitizen’s bond is subject to revocation. Under 8 U.S.C. §
21 1226(b), “the DHS has authority to revoke a noncitizen’s bond or parole ‘at any time,’ even if that
22 individual has previously been released.” *Ortega v. Bonnar*, 415 F. Supp. 3d 963, 968 (N.D. Cal.
23 2019). However, if an immigration judge has determined the noncitizen should be released, the
24 DHS may not re-arrest that noncitizen absent a change in circumstance. *See Panosyan v. Mayorkas*,
25 854 F. App’x 787, 788 (9th Cir. 2021) Where the release decision was made by a DHS officer, not
26 an immigration judge, the Government’s practice has been to require a showing of changed
27 circumstances before re-arrest. *See Saravia v. Sessions*, 280 F. Supp. 3d 1168, 1197 (N.D. Cal.
28 2017).

1 19. While “§ 1226 applies to *aliens already present in the United States*,” U.S.
2 immigration law also “authorizes the Government to detain certain *aliens seeking admission into the*
3 *country* under §§ 1225(b)(1) and (b)(2),” a process that provides for expedited removal. *Jennings*,
4 583 U.S. at 303 (2018) (emphasis added). Under § 1225, a noncitizen “who has not been admitted
5 or who arrives in the United States” is considered “an applicant for admission.” 8 U.S.C. §
6 1225(a)(1). For certain applicants for admission, 8 U.S.C. § 1225 authorizes “expedited removal.” §
7 1225(b)(1).

8 20. Respondents’ central argument is that petitioner is subject to mandatory detention
9 pending removal proceedings under 8 U.S.C. § 1225(a)(1), 1225(b)(2)(A). Respondents rely on the
10 BIA’s recent decision in *Yajure Hurtado*, 29 I & N Dec. 216 (BIA 2025), affirming the
11 government’s new interpretation of § 1225.

12 21. As a threshold matter, the BIA decision *Yajure Hurtado* is entitled to little or no
13 deference by the District Court. *Loper Bright Enters. v. Raimondo*, 603 U.S. 369, 400 (2024)
14 (observing that while “agencies have no special competence in resolving statutory ambiguities,”
15 “[c]ourts do”).

16 22. Multiple District Courts across the entire United States have recently concluded that
17 the government’s proposed interpretation of the statute (a) disregards the plain meaning of section
18 1225(b)(2)(A); (b) disregards the relationship between sections 1225 and 1226; (c) would render a
19 recent amendment to section 1226(c) superfluous; and (d) is inconsistent with decades of prior
20 statutory interpretation and practice. The following quote is a representative example:

21 “The Court follows other decisions in this Circuit finding that “seeking admission
22 requires an affirmative act such as entering the United States or applying for status,
23 and that it does not apply to individuals who, like [Petitioner], have been residing in
24 the United States and did not apply for admission or a change of status.” *Mosqueda*
25 *v. Noem*, No. 25-CV-2304 CAS (BFM), 2025 WL 2591530, at *5 (C.D. Cal. Sept. 8,
26 2025); *see, e.g., Vazquez v. Feeley*, No. 2:25-CV-01542-RFB-EJY, 2025 WL
27 2676082, at *11–16 (D. Nev. Sept. 17, 2025); *Rodriguez*, 2025 WL 2782499, at *1
28 (“Every district court to address this question has concluded that the government’s

1 position belies the statutory text of the INA, canons of statutory interpretation,
2 legislative history, and longstanding agency practice.”); *Guzman v. Andrews*, No. 25-
3 CV-1015-KES-SKO (HC), 2025 WL 2617256, at *4-5 (E.D. Cal. Sept. 9, 2025)
4 (finding that petitioner who was released on bond and rearrested was entitled to a
5 bond hearing under § 1226); *Garcia*, 2025 WL 2549431, at *8 (providing petitioner
6 with an individualized bond hearing under § 1226(a)); *Valdovinos v. Noem*, No. 25-
7 CV-2439 TWR (KSC), slip op. at 9 (S.D. Cal. Sept. 25, 2025) (same).”

8 *Esquivel-Pina v. LaRose*, No. 25-CV-2672, 2025 WL 2998361 at 8 (S.D. Cal. Oct. 24,
9 2025).

10 23. District Courts have found, once immigration authorities “elect to proceed with full
11 removal proceedings under § 1226, [they] cannot [] reverse course and institute § 1225 expedited
12 removal proceedings.” *Ramirez Clavijo v. Kaiser*, No. 25-CV-06248-BLF, 2025 WL 2419263, at *4
13 (N.D. Cal. Aug. 21, 2025).

14 24. Moreover, given the time spent at liberty following an initial release from detention
15 upon a determination that petitioner was not a flight risk or danger, as well as the government’s
16 implicit promise that any custody redetermination would be based on those same criteria, petitioner
17 has a protected “interest in remaining at liberty unless [he] no longer meets those criteria.” *Espinoza*
18 *v. Kaiser*, No. 1:25-CV-01101 JLT SKO, 2025 WL 2581185, at *13 (E.D. Cal. Sept. 5, 2025)
19 (quoting *Pinchi v. Noem*, No. 5:25-CV-05632-PCP, 2025 WL 2084921, at *4 (N.D. Cal. July 24,
20 2025).

21 FACTUAL ALLEGATIONS

22 25. Petitioner is a 45-year-old citizen of Mexico. He has lived in the USA since 1995. He
23 has one departure. He has no removals. His last entry was in 2004.

24 26. Petitioner is not married. He has three children: (1) [REDACTED] age 15; (2) [REDACTED] age
25 6; and (3) [REDACTED] age 21. The two youngest children are U.S. citizens. Petitioner’s father is a 79-
26 year-old United States citizen and his mother is a 74-year-old LPR. The parents are quite elderly
27 and suffer from health ailments. The children and parents depend upon petitioner for both financial
28 and emotional support.

1 27. Petitioner has a minor criminal record, consisting of a couple of misdemeanor
2 convictions for DUI. He has one conviction in 2001. He has another conviction in 2024. He was
3 sentenced to probation on both cases. He was complying with the terms of his probation.

4 28. In October 2024, the DHS started a removal proceeding. Respondent applied for
5 cancellation of removal and CAT. His case was set for an individual calendar hearing. Around
6 October 31, 2025, the DHS detained respondent and sent him to the immigration jail at the Otay
7 Mesa Detention Center.

8 29. Petitioner filed a motion for a custody redetermination hearing, and he is expecting a
9 hearing date. Petitioner anticipates that the immigration judge will deny the bond request,
10 concluding he has no jurisdiction to consider a bond redetermination per *Matter of Yajure Hurtado*.

11 **CAUSES OF ACTION**

12 **COUNT 1**

13 (Violation of the Immigration and Nationality Act)

14 30. Petitioner incorporates by reference the allegations set forth in paragraphs 1 to 29.

15 31. The DHS detains petitioner pursuant to 8 U.S.C. § 1226, not 8 U.S.C. § 1225;
16 therefore he is entitled to a bond redetermination hearing before an immigration judge.

17 32. Petitioner's continued detention under Section 1226(a) in the absence of a bond
18 hearing violates the INA.

19 **COUNT 2**

20 (Violation of the Administrative Procedure Act))

21 33. Petitioner incorporates by reference the allegations set forth in paragraphs 1 to 32.

22 34. Section 706 of 5 U.S.C. provides that a reviewing court shall compel agency action
23 unlawfully withheld and hold unlawful and set aside agency action not in accordance with law. 5
24 U.S.C. § 706(1)-(2).

25 35. Petitioner has a statutory and due process right to have an Immigration Judge
26 conduct a bond hearing pursuant to 8 U.S.C. § 1226.

27 36. Moreover, the respondents' arbitrary re-detention of petitioner—and others—without
28 explanation or a change in circumstances is unlawful and smacks of malice.

1 37. Defendants' refusal to provide a bond hearing to petitioner harms him and
2 constitutes final agency action for purposes of the APA.

3 38. There are no other adequate available remedies.

4 39. Respondents' actions constitute an unlawful withholding of an agency action and
5 unlawful agency action in violation of the APA.

6 **COUNT 3**

7 (Violation of the Due Process Clause)

8 40. Petitioner incorporates by reference the allegations set forth in paragraphs 1 to 39.

9 41. In October 2024, the DHS released petitioner pending his removal proceeding, thus
10 conceding that he was not a danger to the community or a flight risk.

11 42. In October 2025, DHS agents detained petitioner when he reported for a check in at
12 the ICE ERO office and sent him to the Otay Mesa Detention Center.

13 43. The re-detention of petitioner after his release on bond without any explanation or
14 change in circumstances violates Ninth Circuit case law and the Due Process Clause of the Fifth
15 Amendment to the United States Constitution

16 **PRAYER FOR RELIEF**

17 WHEREFORE, Petitioner respectfully requests this Court to grant the following:

18 (1) Assume jurisdiction over this matter;

19 (2) Issue an Order to Show Cause ordering Respondents to show cause why this Petition
20 should not be granted within three days;

21 (3) Declare that Petitioner's detention violates the Due Process Clause of the Fifth
22 Amendment, the INA, and the APA;

23 (4) Issue a Writ of Habeas Corpus ordering Respondents to release Petitioner immediately or
24 schedule a bond hearing on the merits before an immigration judge;

25 (5) Issue an order prohibiting respondents from continuing to detain petitioner on the basis
26 that he is subject to mandatory detention pursuant to 8 U.S.C. § 1225(b)(2);

27 (6) Award Petitioner attorney's fees and costs under the Equal Access to Justice Act (28
28 U.S.C. § 2412), and any other applicable statute or regulation; and

1 (7) Grant any further relief this Court deems just and proper.

2 DATED: 11 November 2025

3 Respectfully submitted,

4 /s/ *William Baker*

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6 _____
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VERIFICATION


DECLARATION UNDER PENALTY OF PERJURY

I declare under penalty of perjury under the laws of the United States that I am the petitioner; I have read the petition or had it read to me in a language I understand, and the information in the petition is true and correct. I understand that a false statement of a material fact may serve as the basis for prosecution for perjury.

VERIFICACIÓN

DECLARACIÓN BAJO PENA DE PERJURIO

Declaro bajo pena de perjurio según las leyes de los Estados Unidos que soy el peticionario; He leído la petición o me la han leído en un idioma que entiendo, y la información de la petición es verdadera y correcta. Entiendo que una declaración falsa de un hecho material puede servir como base para el enjuiciamiento por perjurio.



Alfredo Dominguez Salmeron
Petitioner/Peticionario