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**UNITED STATES DISTRICT COURT
FOR THE SOUTHERN DISTRICT OF GEORGIA
WAYCROSS DIVISION**

Rusbelis Fabianna CALDERA VALERA,

Petitioner,

v.

Tony NORMAND, Warden of Folkston ICE
Processing Center in his official capacity,


Respondent.

HEARING REQUESTED

Case No.:

PETITION FOR WRIT OF HABEAS CORPUS PURSUANT TO 28 U.S.C. § 2241

INTRODUCTION

1. Petitioner Rusbelis Fabianna Caldera Valera (A ) is a native and citizen of Venezuela who has resided in the United States for almost three years after entering the country without inspection. U.S. Immigration and Customs Enforcement (“ICE”) detained Ms. Caldera Valera in September 2025 during the highly publicized raid on the Hyundai plant and later transferred her to the Folkston ICE Processing Center in Georgia. Ms. Caldera Valera has no criminal history.

2. DHS has determined that Ms. Caldera Valera is detained under INA § 235(b)(2)(A), 8 U.S.C. § 1225(b)(2)(A), pursuant to a July 2025 policy and the Board of Immigration Appeals' decision in *Matter of Yajure Hurtado*, 29 I&N Dec. 216 (BIA 2025). Under this interpretation, Immigration Judges are stripped of jurisdiction to conduct custody redeterminations, and individuals like Ms. Caldera Valera are categorically denied bond hearings despite decades of contrary agency and judicial practice.

3. Ms. Caldera Valera's detention under § 235(b)(2)(A) violates the text and structure of the INA and its implementing regulations. That provision applies only to individuals apprehended while "seeking admission" at the border or immediately upon arrival. For decades, noncitizens present in the interior, like Ms. Caldera Valera, have been detained—if at all—under INA § 236(a), 8 U.S.C. § 1226(a), which expressly provides for conditional release on bond.

4. Federal courts across the country have rejected DHS's new interpretation of § 235(b)(2) and have held that detention of individuals apprehended in the interior is governed by § 236(a). These courts recognize that applying § 235(b)(2) to people who have lived in the United States for years misreads the statute and produces absurd results.

5. Most importantly, this Court has already found that individuals like Ms. Caldera Valera are eligible for bond because they are detained pursuant to § 236(a), and thus it ordered immigration courts subject to this Court's jurisdiction to hold bond hearings to determine whether such individuals are eligible for discretionary bond. *Aguirre Villa v. Normand*, 2025 WL 3095969 (S.D. Ga., Nov. 4, 2025), *report and recommendation adopted*, (Nov. 14, 2025).

6. Ms. Caldera Valera respectfully requests that this Court: (a) declare that her detention is governed by § 236(a) and that she is therefore eligible for bond; (b) order Respondent to provide her with an immediate bond hearing before an Immigration Judge applying § 236(a);

and (c) if Respondent fails to provide such a hearing within a reasonable time, order her released from custody under appropriate conditions of supervision.

JURISDICTION AND VENUE

7. Ms. Caldera Valera is currently in the physical custody of Respondent at the Folkston ICE Processing Center in Folkston, Georgia.

8. This Court has jurisdiction under 28 U.S.C. § 2241 (*habeas corpus*), 28 U.S.C. § 1331 (*federal question*), 28 U.S.C. § 1651 (*All Writs Act*), 28 U.S.C. §§ 2201–2202 (*Declaratory Judgment Act*), 5 U.S.C. § 702 (*APA*), and Article I, Section 9, Clause 2 of the United States Constitution (*Suspension Clause*). Ms. Caldera Valera is presently in custody under color of the authority of the United States and challenges her custody as in violation of the Constitution, laws, or treaties of the United States.

9. Federal district courts have jurisdiction under § 2241 to hear habeas claims by individuals challenging the lawfulness of their detention by ICE. See, e.g., *Zadvydas v. Davis*, 533 U.S. 678 (2001); *Demore v. Kim*, 538 U.S. 510 (2003). The Supreme Court has repeatedly upheld such jurisdiction, most recently in *Jennings v. Rodriguez*, 583 U.S. 281, 292–96 (2018).

10. Venue is proper in the Southern District of Georgia, Waycross Division, pursuant to 28 U.S.C. §§ 1391 and 2241(d), because Petitioner is detained within this District at the Folkston ICE Processing Center.

PARTIES

11. Petitioner Rusbelis Fabianna Caldera Valera is a native and citizen of Venezuela unlawfully detained at the Folkston ICE Processing Center in Folkston, Georgia. ICE has held her in custody since September 2025. She is not subject to a final order of removal. Under DHS's July 2025 policy and the BIA's decision in *Matter of Yajure Hurtado*, Immigration Judges no longer

have jurisdiction to redetermine custody for individuals like Ms. Caldera Valera. As a result, she has been categorically denied access to a bond hearing.

12. Respondent Tony Normand is the warden of the Folkston ICE Processing Center and controls the detention center where Petitioner is confined under the authority of ICE. Mr. Normand has direct physical custody of Petitioner and is her immediate custodian. Mr. Normand is sued in his official capacity.

FACTS

13. Petitioner Rusbelis Fabianna Caldera Valera is a native and citizen of Venezuela who entered the United States without inspection in February 2023. She recently turned 21 years old.

14. On or about September 2025, ICE officers arrested and detained Ms. Caldera Valera during the raid on the Hyundai plant in Southern Georgia. She was subsequently transferred to the Folkston ICE Processing Center in Folkston, Georgia, where she has remained in custody since that date.

15. Ms. Caldera Valera has no criminal history. She has never been convicted of any crime that would subject her to mandatory detention under INA § 1226(c). She is not subject to a final order of removal.

16. Historically, individuals like Ms. Caldera Valera—individuals apprehended in the interior of the United States and charged as inadmissible for entering without inspection—were detained under INA § 236(a), 8 U.S.C. § 1226(a), which provides for release on bond or conditional parole.

17. In July 2025, however, the Department of Homeland Security (DHS) adopted a new policy instructing that all noncitizens inadmissible under 8 U.S.C. § 1182(a)(6)(A)(i) are to be detained under INA § 235(b)(2)(A), 8 U.S.C. § 1225(b)(2)(A), and deemed ineligible for bond.

18. On September 5, 2025, the Board of Immigration Appeals issued *Matter of Yajure Hurtado*, 29 I&N Dec. 216 (BIA 2025), adopting DHS's position and holding that noncitizens present in the United States without inspection are "applicants for admission" subject to mandatory detention under § 235(b)(2)(A).

19. As a result of this policy and decision, Immigration Judges lack jurisdiction to conduct custody redeterminations for individuals like Ms. Caldera Valera. She has been categorically denied the opportunity to seek bond, despite her previous release from immigration custody, her clean record, and her continuous following of the conditions of her release from detention.

20. Federal district courts across the country, including this Court, have rejected DHS's new interpretation of § 235(b)(2), finding instead that detention of individuals like Ms. Caldera Valera must proceed under § 236(a). Nonetheless, ICE continues to hold her without access to a bond hearing

LEGAL FRAMEWORK

21. Under 8 U.S.C. § 1226(a), individuals are generally entitled to discretionary bond determinations when detained. See 8 C.F.R. §§ 1003.19(a), 1236.1(d). Certain noncitizens who are arrested, charged with, or convicted of specified crimes are subject to mandatory detention until removal proceedings are concluded under 8 U.S.C. § 1226(c).

22. By contrast, 8 U.S.C. § 1225(b) applies to noncitizens encountered at the border. According to that provision, "in the case of an alien who is an applicant for admission, if the

examining immigration officer determines that an alien seeking admission is not clearly and beyond a doubt entitled to be admitted, the alien shall be detained.” 8 U.S.C. § 1225(b)(2)(A). Thus, unless the noncitizen is paroled into the country under 8 U.S.C. § 1182(d)(5)(A) for “urgent humanitarian reasons or significant public benefit,” such an individual is subject to mandatory detention and is ineligible for release on bond. *Jennings*, 583 U.S. at 288.

23. The U.S. Supreme Court has recognized that while “U.S. immigration law authorizes the Government to detain certain aliens seeking admission into the country under §§ 1225(b)(1) and (2),” “[i]t also authorizes the Government to detain certain aliens already in the country pending the outcome of removal proceedings under §§ 1226(a) and (c).” *Id.* at 289.

24. Following enactment of these statutes, EOIR issued regulations clarifying that individuals who entered the country without inspection but who were apprehended in the interior were not detained under § 1225, but instead under § 1226(a). See *Inspection and Expedited Removal of Aliens; Detention and Removal of Aliens; Conduct of Removal Proceedings; Asylum Procedures*, 62 Fed. Reg. 10312, 10323 (Mar. 6, 1997) (“Despite being applicants for admission, aliens who are present without having been admitted or paroled...will be eligible for bond and bond redetermination.”). For nearly three decades, this was the consistent practice.

25. In July 2025, DHS abruptly adopted a new interpretation requiring detention under § 1225(b)(2)(A) for all noncitizens charged as inadmissible under 8 U.S.C. § 1182(a)(6)(A)(i). On September 5, 2025, the Board of Immigration Appeals issued *Matter of Yajure Hurtado*, 29 I&N Dec. 216 (BIA 2025), adopting DHS’s view and holding that noncitizens present in the United States without admission are “applicants for admission” subject to mandatory detention under § 1225(b)(2)(A). As a result, individuals like Ms. Caldera Valera, who have lived in the United States for years, are categorically denied bond hearings.

26. Earlier this month, this Court determined that individuals like Mrs. Caldera Valera were detained pursuant to § 1226(a) and therefore eligible for bond, thus ordering bond hearings in those cases. *Aguirre Villa v. Normand*, 2025 WL 3095969 (S.D. Ga., Nov. 4, 2025), *report and recommendation adopted*, (Nov. 14, 2025).

27. Hundreds of federal district courts across the country have agreed, holding that detention of long-term residents apprehended in the interior is governed by § 1226(a), not § 1225(b)(2). See, e.g., *Diaz v. Hyde*, Civ. No. 25-11613, --- F. Supp. 3d ----, 2025 WL 2084238 (D. Mass. July 24, 2025); *Rodriguez Vazquez v. Bostock*, Civ. No. 3:25-cv-05240, 779 F. Supp. 3d 1239 (W.D. Wash. 2025); *Gomes v. Hyde*, Civ. No. 1:25-cv-11571, 2025 WL 1869299 (D. Mass. July 7, 2025), *Garcia v. Hyde*, Civ. No. 25-11513 (D. Mass. July 14, 2025); *Rosado v. Bondi*, Civ. No. 25-02157, 2025 WL 2337099 (D. Ariz. Aug. 11, 2025); *Lopez-Benitez v. Francis*, Civ. No. 25-5937, 2025 WL 2371588, ---F. Supp.3d ---- (S.D.N.Y. Aug. 13, 2025); *Dos Santos v. Lyons*, Civ. No. 1:25-cv-12052, 2025 WL 2370988 (D. Mass. Aug. 14, 2025); *Aguilar Maldonado v. Olson*, Civ. No. 25-cv-3142, 2025 WL 2374411 (D. Minn. Aug. 15, 2025); *Escalante v. Bondi*, Civ. No. 25-cv-3051, 2025 WL 2212104 (D. Minn. July 31, 2025); *O.E. v. Bondi*, Civ. No. 25-cv-3051, 2025 WL 2235056 (D. Minn. Aug. 3, 2025); *Arrazola-Gonzalez v. Noem*, Civ. No. 5:25-cv-01789, 2025 WL 2379285 (C.D. Cal. Aug. 15, 2025); *Garcia Jimenez v. Kramer*, Civ. No. 25-cv-3162, 2025 WL 2374223 (D. Neb. Aug. 15, 2025); *Mayo Anicasio v. Kramer*, Civ. No. 4:25-cv-3158, 2025 WL 2374224 (D. Neb. Aug 14, 2025); *Rodriguez de Oliveira v. Joyce*, Civ. No. 2:25-cv-00291, 2025 WL 1826118 (D. Me. July 2, 2025); *Leal-Hernandez v. Noem*, Civ. No. 1:25-cv-02428, 2025 WL 2430025 (D. Md. Aug. 24, 2025); *Lopez-Campos*, Civ. No. 2:25-cv-12486, 2025 WL 2496379 (E.D. Mich. Aug. 29, 2025); *Romero v. Hyde*, Civ. No. 25-11631, --- F. Supp. 3d -- --, 2025 WL 2403827 (D. Mass. Aug. 19, 2025); *Doe v. Moniz*, Civ. No. 1:25-cv-12094, 2025 WL

2576819 (D. Mass. Sept. 5, 2025); *Herrera Torralba*, Civ. No. 2:25-cv-01366, 2025 WL 2581792 (D. Nev. Sept. 5, 2025); *Kostak v. Trump*, Civ. No. 3:25-1093, 2025 WL 2473136 (W.D. La. Aug. 27, 2025); *Simpiao v. Hyde*, Civ. No. 1:25-cv-11981-JEK, 2025 WL 2607925 (D. Mass. Sept. 9, 2024); *Garcia Cortes v. Noem*, Civ. No. 1:25-cv-02677, 2025 WL 2652990 (D. Colo. Sept. 16, 2026); *Jimenez v. Warden*, Civ. No. 25-cv-326, 2025 WL 2639390 (D.N.H. Sept. 8, 2025); *Cuevas Guzman v. Andrews*, Civ. No. 1:25-cv-01015, 2025 WL 2617256 (E.D. Cal. Sept. 9, 2025); *Velasquez Salazar v. Dedos*, Civ. No. 1:25-cv-00835, 2025 WL 2676729 (D.N.M. Sept., 17, 2025); *Hasan v. Crawford*, Civ. No. 1:25-cv-1408, 2025 WL 2682255 (E.D. Va., Sept. 19, 2025); *Singh v. Lewis*, Civ. No. 4:25-cv-96, 2025 WL 2699219 (W.D.Ky., Sept. 22, 2025); *Beltran Barrera v. Tindall*, Civ. No. 3:25-cv-541, 2025 WL 2690565 (W.D.Ky., Sept. 19, 2025); *Chogllo Chafla v. Scott*, 2025 WL 2688541, (D.Me., Sept. 21, 2025); *Chiliquinga Yumbillo v. Stamper*, Civ. No. 2:25-cv-00479 (D.Me., Sept. 19, 2025).

28. The government's interpretation defies the INA's text and structure. Section 1226(a) explicitly applies to individuals charged as inadmissible after entry without inspection. Congress reinforced this point in 2025 by amending § 1226(c) through the Laken Riley Act to exclude from bond eligibility certain noncitizens who entered without inspection and committed crimes. If Congress had intended all such individuals to be subject to mandatory detention under § 1225(b)(2)(A), it would not have needed to create these specific carve-outs. Construing § 1225(b)(2)(A) as the government suggests renders § 1226(c)(1)(E) superfluous, in violation of the canon against surplusage. See *Corley v. United States*, 556 U.S. 303 (2009).

29. Section 1225(b), on the other hand, is limited to those arriving at ports of entry or apprehended immediately upon entry. In *Matter of Q. Li*, 29 I&N Dec. 66 (BIA 2025), the Board explained that § 235(b) applies to individuals arrested without a warrant "while arriving in the

United States.” The Board distinguished between those apprehended “just inside the southern border” on the same day they crossed, who fall under § 235(b), and those “already present in the United States” who are detained by warrant, who fall under § 236(a). *Id.* at 69–70. Ms. Caldera Valera—detained in Georgia after her entry—is plainly in the latter category.

30. This approach is consistent with Eleventh Circuit precedent. In *Ortiz-Bouchet v. U.S. Att’y General*, 714 F.3d 1353 (11th Cir. 2013), the court held that noncitizens already present in the United States seeking to adjust status were not “applicants for admission.” The Supreme Court has likewise recognized that mandatory detention under § 1225(b) applies “at the Nation’s borders and ports of entry, where the Government must determine whether an alien seeking to enter the country is inadmissible.” *Jennings v. Rodriguez*, 583 U.S. 281, 287 (2018).

31. Therefore, the mandatory detention provisions of § 1225(b)(2) do not apply to Ms. Caldera Valera, who entered the United States years ago and was apprehended hundreds of miles from the border. She is detained under § 1226(a) and is eligible for a bond

CLAIMS FOR RELIEF

COUNT I

Violation of 8 U.S.C. § 1226(a) Unlawful Denial of Release on Bond

32. Petitioner realleges and incorporates by reference each and every allegation contained in the preceding paragraphs as if set forth fully herein.

33. The mandatory detention provision of § 1225(b)(2) does not apply to noncitizens like Ms. Caldera Valera who was apprehended years after her entry and hundreds of miles from the border. Such individuals are detained under § 1226(a) and are eligible for release on bond.

34. Respondent’s decision to detain Ms. Caldera Valera under § 1225(b)(2)(A) unlawfully denies her access to a bond hearing in violation of the INA.

COUNT II

Violation of the Bond Regulations, 8 C.F.R. §§ 236.1, 1236.1, and 1003.19

35. Petitioner realleges and incorporates by reference each and every allegation contained in the preceding paragraphs as if set forth fully herein.

36. For decades, both Congress and the agencies charged with implementing the INA have recognized that individuals who were detained after entering without inspection are detained under § 1226(a) and eligible for bond, as reflected in implementing regulations at 8 C.F.R. §§ 236.1, 1236.1, and 1003.19.

37. Despite this clear regulatory framework, Respondent has unlawfully detained Ms. Caldera Valera by misapplying § 1225(b)(2).

38. Because Petitioner's detention has been unaccompanied by the procedural protections that such a significant deprivation of liberty requires, including access to a bond hearing, her continued detention violates the INA, its implementing regulations, and the Due Process Clause of the Fifth Amendment.

COUNT III

**Violation of the Fifth Amendment
Due Process**

39. Petitioner realleges and incorporates by reference each and every allegation contained in the preceding paragraphs as if set forth fully herein.

40. Under the Fifth Amendment of the Constitution, no person shall be deprived of liberty without due process of law. Freedom from imprisonment and government custody lies at the core of the liberty protected by the Due Process Clause. See *Zadvydas v. Davis*, 533 U.S. 678, 690 (2001). The protections of the Due Process Clause extend to all persons within the United States, regardless of immigration status. *Id.* at 693.

41. Respondent's detention of Ms. Caldera Valera under § 1225(b)(2), without the possibility of release on bond or a meaningful custody redetermination, violates her right to due process under the Fifth Amendment.

PRAYER FOR RELIEF

WHEREFORE, Petitioner Rusbelis Fabianna Caldera Valera prays that this Court grant the following relief:

1. Assume jurisdiction over this matter;
2. Order Respondent to show cause why the writ should not be granted within **three days**, pursuant to 28 U.S.C. § 2243;
3. Grant a writ of habeas corpus declaring that Petitioner's detention is governed by INA § 236(a), 8 U.S.C. § 1226(a), and ordering Respondent to provide her with an immediate bond hearing before an Immigration Judge applying § 1226(a);
4. In the alternative, order Petitioner's immediate release from custody under reasonable conditions of supervision if Respondent fails to provide such a bond hearing within a reasonable period of time;
5. Expedite consideration of this action pursuant to 28 U.S.C. § 1657 because it is an action brought under chapter 153 (habeas corpus) of Title 28;
6. In the event the Court determines a genuine dispute of material fact exists regarding Petitioner's entitlement to habeas relief, schedule an evidentiary hearing pursuant to 28 U.S.C. § 2243;
7. Enter preliminary and permanent injunctive relief enjoining Respondent from further unlawful detention of Petitioner;
8. Declare that Petitioner's detention violates the INA;

9. Declare that Petitioner's detention violates the Due Process Clause of the Fifth Amendment;
10. Declare that Petitioner's detention is arbitrary, capricious, and in violation of the Administrative Procedure Act;
11. Award reasonable attorney's fees and costs pursuant to the Equal Access to Justice Act, 5 U.S.C. § 504 and 28 U.S.C. § 2412; and
12. Grant such further relief as this Court deems just and proper.

Dated: November 19, 2025

Respectfully submitted,

/s/ Thomas Evans

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