

**THE UNITED STATES DISTRICT COURT
FOR THE SOUTHERN DISTRICT OF FLORIDA**

ADEILDO ANTONIO NOGUEIRA,

Case No.:

Petitioner

vs.

PAMELA BONDI, in her official capacity as
Attorney General of the United States,
KRISTI NOEM, in her official capacity as
Secretary of the Department of Homeland Security,
TODD LYONS, in his official capacity as Acting
Director of Immigration and Customs Enforcement;
GARRETT RIPA, in his official capacity as Field
Office Director of Immigration and Customs
Enforcement's Enforcement and Removal Operations
Miami Field Office; and **WARDEN**
of GEO-Broward Transitional Center,

Respondents.

**PETITION FOR WRIT OF HABEAS CORPUS
AND REQUEST FOR ORDER TO SHOW CAUSE**

Mr. Adeildo Antonio Nogueira, hereinafter "Mr. Nogueira" or "Petitioner," by and through undersigned counsel, files this Petition for Writ of Habeas Corpus, and in support thereof, alleges as follows:

INTRODUCTION

1. Petitioner is in the physical custody of Respondents at GEO - Broward Transitional Center, located at 3900 North Powerline Rd, Pompano Beach, FL 33073.
2. He now faces unlawful detention because new DHS policy and precedent from the Board of Immigration Appeals (BIA or Board) hold that any person who entered the United

States without admission is subject to mandatory detention.

3. Petitioner is likely to be charged, if he wasn't already, with, inter alia, having entered the United States without admission or parole. See 8 U.S.C. § 1182(a)(6)(A)(i), and 8 U.S.C. § 1182(a)(7)(A)(i)(I).

4. Based on this allegation, it is DHS' position that, consistent with a new DHS policy issued on July 8, 2025, instructing all Immigration and Customs Enforcement (ICE) employees to consider anyone inadmissible under § 1182(a)(6)(A)(i)—i.e., those who entered the United States without admission or inspection—to be subject to detention under 8 U.S.C. § 1225(b)(2)(A) and therefore ineligible to be released on bond.

5. Similarly, on May 15, 2025, the Board of Immigration Appeals (BIA or Board) issued a precedent decision, binding on all immigration judges, holding that “an applicant for admission who is arrested and detained without a warrant while arriving in the United States, whether or not at a port of entry, and subsequently placed in removal proceedings is detained under section 235(b) of the Immigration and Nationality Act (“INA”), 8 U.S.C. § 1225(b) (2018), and is ineligible for any subsequent release on bond under section 236(a) of the INA, 8 U.S.C. § 1226(a) (2018).” *Matter of Q. Li*, 29 I&N Dec. 66 (BIA 2025).

6. On September 5, 2025, the Board issued another decision, holding that an immigration judge has no authority to consider bond requests for any person who entered the United States without admission. See *Matter of Yajure Hurtado*, 29 I. & N. Dec. 216 (BIA 2025). The Board determined that such individuals are subject to detention under 8 U.S.C. § 1225(b)(2)(A) and therefore ineligible to be released on bond.

7. Petitioner's detention on this basis violates the plain language of the Immigration and Nationality Act. Section 1225(b)(2)(A) does not apply to individuals like Petitioner.

Instead, such individuals are subject to § 1226(a), which allows for release on conditional parole or bond. That statute expressly applies to people who, like Petitioner, are charged as inadmissible for having entered the United States without being admitted or paroled.

8. Respondents' new legal interpretation is plainly contrary to the statutory framework and contrary to decades of agency practice applying § 1226(a) to people like Petitioner.

9. Alternatively, if this court were to find that Petitioner is not subject to § 1226(a), then Petitioner contends that the only statutory mechanism for his prior release from custody was parole under § 1182(d)(5)(A).

10. If this Court determines that Petitioner is an applicant for admission that was detained under INA § 235(b), the parole authority of 212(d)(5)(A) is the only legal means for release of inadmissible applicants for admission who are subject to expedited or full removal proceedings. *See Jennings*, 138 S. Ct. at 844 and *Matter of M-S-*, 27 IN Dec 509 at 517.

11. However, if that is the case, the record does not reflect that Petitioner was issued written notice of revocation of parole.

12. Therefore, DHS's re-detention of Petitioner is unlawful because it failed to comply with the statutory and regulatory procedures required to terminate parole.

13. To remedy this unlawful detention, Petitioner asks this Court to issue a writ of habeas corpus directing Respondents to release Petitioner unless Respondents provide a bond hearing under 8 U.S.C. § 1226(a) within seven days.

14. Alternatively, Petitioner asks this Court to, under 28 U.S.C. § 2241, issue a writ of habeas corpus directing Respondents to release him because his continued confinement violates the Administrative Procedure Act ("APA"), procedural due process, and substantive

due process.

15. Petitioner further requests this Court to order Respondents to show cause demonstrating why he should not be released within three days given his unlawful detention. 28 U.S.C. § 2243.

JURISDICTION

16. Petitioner is in the physical custody of Respondents. Petitioner is detained at the GEO-Broward Transitional Center, in Broward County, Florida.

17. Jurisdiction of the Court is predicated upon 28 U.S.C. §§ 1331 and 1346(a)(2) in that the matter in controversy arises under the Constitution and laws of the United States, and the United States is a Defendant.

18. This Court also has jurisdiction pursuant to 28 U.S.C. § 2241 (the general grant of habeas authority to the district court), and Article I, section 9, clause 2 of the United States Constitution (the Suspension Clause).

19. This Court may grant relief pursuant to 28 U.S.C. § 2241, the Declaratory Judgment Act, 28 U.S.C. § 2201 *et seq.*, and the All Writs Act, 28 U.S.C. § 1651. Federal courts also have federal question jurisdiction, through the APA, to “hold unlawful and set aside agency action” that is “arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law.” 5 U.S.C. § 706(2)(A). APA claims are cognizable on habeas. 5 U.S.C. § 703 (providing that judicial review of agency action under the APA may proceed by “any applicable form of legal action, including actions for declaratory judgments or writs of prohibitory or mandatory injunction or habeas corpus”). The APA affords a right of review to a person who is “adversely affected or aggrieved by agency action.” 5 U.S.C. § 702. Respondents’ continued detention of Petitioner despite him being in lawful status has adversely and severely affected Petitioner’s

liberty and freedom.

VENUE

20. Pursuant to *Braden v. 30th Judicial Circuit Court of Kentucky*, 410 U.S. 484, 493-500 (1973), venue lies in the United States District Court for the Southern District of Florida, the judicial district in which Petitioner currently is detained.

21. Venue is proper in this District under 28 U.S.C. § 1391(e) because Respondents are employees, officers, and agencies of the United States, and because a substantial part of the events or omissions giving rise to the claims occurred in the Southern District of Florida.

REQUIREMENTS OF 28 U.S.C. § 2243

22. The Court must grant the petition for writ of habeas corpus or issue an order to show cause to the Respondents “forthwith,” unless the Petitioner is not entitled to relief. 28 U.S.C. § 2243. If an order to show cause is issued, the Court must require Respondents to file a return “within three days unless for good cause additional time, not exceeding twenty days, is allowed.” *Id.*

23. Courts have long recognized the significance of the habeas statute in protecting individuals from unlawful detention. The Great Writ has been referred to as “perhaps the most important writ known to the constitutional law of England, affording as it does a swift and imperative remedy in all cases of illegal restraint or confinement.” *Fay v. Noia*, 372 U.S. 391, 400 (1963).

PARTIES

24. Petitioner, Mr. Adeildo Antonio Nogueira, is a 60-year-old native and citizen of Brazil, with no criminal record. He has been living in this country since 2003. On February 19, 2026, Mr. Nogueira was detained by ICE solely under the allegation that he is an illegal alien.

25. Respondent, Ms. Pamela Bondi, is the United States Attorney General. She oversees the immigration court system, which is housed within the Executive Office for Immigration Review (“EOIR”) and includes all Immigration Judges and the Board of Immigration Appeals (“BIA”). She is sued in her official capacity.

26. Respondent, Ms. Kristi Noem, is the United States Secretary of Homeland Security. DHS oversees ICE, which is responsible for administering and enforcing the immigration laws. Secretary Noem is the ultimate legal custodian of Petitioner. She is sued in her official capacity.

27. Respondent, Mr. Todd Lyons, is the Acting Director of U.S. Immigration and Customs Enforcement (“ICE”). As the Senior Official Performing the Duties of the Director of ICE, he is responsible for the administration and enforcement of the immigration laws of the United States and is legally responsible for pursuing any effort to remove Petitioner and confine her pending removal. As such, he is a custodian of Petitioner. He is sued in his official capacity.

28. Respondent, Garrett Ripa, is the Field Office Director of Immigration and Customs Enforcement’s Enforcement and Removal Operations for the Miami Field Office. He is the federal agent responsible for the administration of immigration laws and the execution of immigration confinement and the institution of removal proceedings within Florida, which is the jurisdiction where Petitioner is confined. As such, he is a custodian of Petitioner. He is sued in his official capacity.

29. Respondent, Warden of GEO-Broward Transitional Center. He/she is responsible for the immediate execution of detention over Petitioner. As such, he/she is a custodian of Petitioner. He/she is sued in his/her official capacity.

LEGAL FRAMEWORK

30. The INA prescribes three basic forms of detention for most noncitizens in removal proceedings.

31. First, 8 U.S.C. § 1226 authorizes that “on a warrant issued by the Attorney General, an alien may be arrested and detained pending a decision on whether the alien is to be removed from the United States.” Individuals in § 1226(a) detention are generally entitled to a bond hearing at the outset of their detention, *see* 8 C.F.R. §§ 1003.19(a), 1236.1(d), while noncitizens who have been arrested, charged with, or convicted of certain crimes are subject to mandatory detention, *see* 8 U.S.C. § 1226(c).

32. Second, the INA provides for mandatory detention of noncitizens subject to expedited removal under 8 U.S.C. § 1225(b)(1) and for other recent arrivals seeking admission referred to under § 1225(b)(2).

33. Last, the INA also provides for detention of noncitizens who have been ordered removed, including individuals in withholding-only proceedings, *see* 8 U.S.C. § 1231(a)–(b).

34. This case concerns the detention provisions at §§ 1226(a) and 1225(b)(2).

35. The detention provisions at § 1226(a) and § 1225(b)(2) were enacted as part of the Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) of 1996, Pub. L. No. 104–208, Div. C, §§ 302–03, 110 Stat. 3009-546, 3009–582 to 3009–583, 3009–585. Section 1226(a) was most recently amended earlier this year by the Laken Riley Act, Pub. L. No.119-1, 139 Stat. 3 (2025).

36. Following the enactment of the IIRIRA, EOIR drafted new regulations explaining that, “[d]espite being applicants for admission, [noncitizens] who are present without having been admitted or paroled (formerly referred to as [noncitizens] who entered without inspection)

will be eligible for bond and bond redetermination.” 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).

37. Thus, in the decades that followed, most people who were apprehended within the borders of the United States received bond hearings, unless their criminal history rendered them ineligible pursuant to 8 U.S.C. § 1226(c). That practice was consistent with many more decades of prior practice, in which noncitizens who were not deemed “arriving” were entitled to a custody hearing before an IJ or other hearing officer. See 8 U.S.C. § 1252(a) (1994); see also H.R. Rep. No. 104-469, pt. 1, at 229 (1996) (noting that § 1226(a) simply “restates” the detention authority previously found at § 1252(a)).

38. In *Jennings v. Rodriguez*, the Department of Homeland Security (“DHS”) explicitly acknowledged that individuals who have already entered the United States and are not apprehended within 100 miles of the border or within 14 days of entry are subject to discretionary detention under 8 U.S.C. § 1226(a), not mandatory detention under § 1225(b). *Jennings v. Rodriguez*, 583 U.S. 281 (2018). During oral argument on November 30, 2016, then–Solicitor General Ian Gershengorn stated: “If they are not detained within 100 miles of the border or within 14 days... then they are under 1226(a) and not 1226(c).” In response to a question regarding “an alien who has come into the United States illegally without being admitted [and] who takes up residence 50 miles from the border,” the Government confirmed, “The answer is they are held under 1226(a) and that they get a bond hearing...” Transcript of Oral Argument at 7–8. DHS further reiterated that such individuals “would be held under 1226(a)” and cited the administrative record to support that position. *Id.* These statements reflect DHS’s prior litigation position that § 1226(a) governs detention for noncitizens who have entered and are

residing in the United States—a position directly contrary to the agency’s current interpretation extending § 1225(b)(2)(A) to those same individuals. Having prevailed in *Jennings* after taking this position, they should be now estopped from reversing course simply due to a shift in political or litigation strategy. Estoppel in this case is necessary to preserve the predictability inherent in the rule of law and due process under the Fifth Amendment, as well as to uphold the integrity of the judicial system.

39. On July 8, 2025, ICE, “in coordination with” DOJ, announced a new policy that rejected well-established understanding of the statutory framework and reversed decades of normative agency practice.

40. The new policy, entitled “Interim Guidance Regarding Detention Authority for Applicants for Admission,”¹ claims that all persons who entered the United States without inspection shall now be subject to mandatory detention provision under § 1225(b)(2)(A). The policy applies regardless of when a person is apprehended and affects those who have resided in the United States for months, years, and even decades.

41. On September 5, 2025, the BIA adopted this same position in a published decision, *Matter of Yajure Hurtado*. There, the Board held that all noncitizens who entered the United States without admission or parole are subject to detention under § 1225(b)(2)(A) and are ineligible for IJ bond hearings. *Matter of Yajure Hurtado*, 29 I. & N. Dec. 216 (BIA 2025).

42. Since Respondents adopted their new policies, dozens of federal courts have rejected their new interpretation of the INA’s detention authorities. Courts have likewise rejected *Matter of Yajure Hurtado*, which adopts the same interpretation of the statute as ICE.

¹ Available at <https://www.aila.org/library/ice-memo-interim-guidance-regarding-detention-authority-for-applications-for-admission>.

43. Even before ICE or the BIA introduced these nationwide policies, IJs in the Tacoma, Washington, immigration court stopped providing bond hearings for persons who entered the United States without inspection and who have since resided here. There, the U.S. District Court in the Western District of Washington found that such a reading of the INA is likely unlawful and that § 1226(a), not § 1225(b), applies to noncitizens who are not apprehended upon arrival to the United States. *Rodriguez Vazquez v. Bostock*, 779 F. Supp. 3d 1239 (W.D. Wash. 2025). There, the U.S. District Court in the Western District of Washington found that such a reading of the INA is likely unlawful and that § 1226(a), not § 1225(b), applies to noncitizens who are not apprehended upon arrival to the United States. *Rodriguez Vazquez v. Bostock*, 779 F. Supp. 3d 1239 (W.D. Wash. 2025).

44. Subsequently, courts in this District and around the country have adopted the same reading of the INA's detention authorities and rejected ICE and EOIR's new interpretation. *See Patel v. Hardin*, No. 2:25-cv-870-JES-NPM, 2025 WL 3442706, at *3 (M.D. Fla. Dec. 1, 2025) (collecting cases); *Gomez-Pena v. Secretary of DHS*, No. 3:25-cv-1287-MMH-MCR (M.D. Fla. Jan. 12, 2026); *Garcia v. Noem*, et al., No. 2:25-cv-00879-SPC-NPM, Doc. 14 at 4-5, (M.D. Fla. Oct. 10, 2025); *Vasquez Carcamo v. Noem*, 2:25-cv922-SPC-NPM, 2025 WL 3119263 (M.D. Fla. Nov. 7, 2025); *Nava Hernandez v. Baltazar, et al.*, No. 1:25-CV-03094-CNS, 2025 WL 2996643 (D. Colo. Oct. 24, 2025); *Santana-Rivas v. Warden of Clinton County Correctional Facility*, No. 3:25-cv-01896-JPW, 2025 (M.D. Pa. Nov. 13, 2025); *Castanon Nava v. DHS*, No. 25-3050 (7th Cir. 2025) (where a motions panel found that the government is not likely to succeed in arguing that 1225(b)(2) applies to all noncitizens who entered without inspection); *but see Buenrostro-Mendez v. Bondi*, No. 25-20496 (5th Cir. 2026).

45. The U.S. District Court for the Central District of California has likewise rejected

Respondents' interpretation and certified a nationwide class, extending declaratory judgment to the certified class. *Maldonado Bautista v. Santacruz*, No. 5:25-CV-01873-SSS-BFM, --- F. Supp. 3d ----, 2025 WL 3289861, at *11 (C.D. Cal. Nov. 20, 2025) (order granting partial summary judgment to named Plaintiffs-Petitioners); *Maldonado Bautista v. Santacruz*, No. 5:25-CV-01873-SSS-BFM, --- F. Supp. 3d , 2025 WL 3288403, at *9 (C.D. Cal. Nov. 25, 2025) (order certifying Plaintiffs-Petitioners' proposed nationwide Bond Eligible Class, incorporating and extending declaratory judgment from Order Granting Petitioners' Motion for Partial Summary Judgment).

46. These courts have uniformly rejected DHS's and EOIR's new interpretation because it contradicts the INA. As this court and others have explained, the plain text of the statutory provisions demonstrates that § 1226(a), not § 1225(b), applies to people like Petitioner.

47. "Courts have noted that Respondents' interpretation of the phrase 'seeking admission' 'violates the rule against surplusage and negates the plain meaning of the text.'" *Santana-Rivas*, No. 3:25-cv-01896-JPW, at *27-28 (citing *Soto v. Soto, et. al.*, No. 25-16200, 2025 U.S. Dist. LEXIS 207818, at *9 (D.N.J. Oct. 22; *Martinez v. Hyde*, No. 25-11613, 2025 U.S. Dist. LEXIS 141724, at *6 (D. Mass. July 24, 2025); *Zumba v. Bondi*, No. 25-14626, 2025 U.S. Dist. LEXIS 190052, at *8; *Benitez v. Francis*, No.25-5937, 2025 U.S. Dist. LEXIS 157214, at *16 (S.D.N.Y. Aug. 8, 2025). "The phrase 'seeking admission' in § 1225(b)(2)(A) necessarily connotes some affirmative, present-tense action." *Santana-Rivas*, No. 3:25-cv-01896-JPW, at *28. "The verb 'seeking' is a present participle, and the 'present participle is used to signal present and continuing action.'" *Id.* (quoting *Westchester Gen. Hosp., Inc. v. Evanston Ins. Co.*, 48 F.4th 1298, 1307 (11th Cir. 2022); *D.L. Markham DDS, MSD, Inc. 401(K) Plan v. Variable Annuity Life Ins. Co.*, 88 F.4th 602, 610 (5th Cir. 2023) ("The word

‘providing,’ used here as a present participle, most commonly describes a person who is currently providing services.”) (*emphasis in original*); *United States v. Hull*, 456 F.3d 133, 145 (3d Cir. 2006) (Ackerman, Sr. Dist. J., sitting by designation, concurring) (“Congress’s use of the present participle ‘committing’ connotes present, continuing action.”)). “The INA defines the term ‘admission’ as, ‘with respect to an alien, the lawful entry of the alien into the United States after inspection and authorization by an immigration officer.’” *Santana-Rivas*, No. 3:25-cv-01896-JPW, at *28-29 (quoting 8 U.S.C. § 1101(a)(13)(A)). “Thus, the INA’s own definition of the term ‘admission’ supports the limited application of § 1225 to encounters with aliens along the borders and at ports of entry.” *Id.* at *29.

48. Here, Petitioner cannot be said to be “seeking admission” as defined in § 1101(a)(13)(A). Petitioner “‘has already ‘entered’ the country’— [he] is no longer seeking to enter the United States (lawfully or otherwise).” *Santana-Rivas*, No. 3:25-cv-01896-JPW, at *29 (quoting *Jimenez*, 2025 U.S. Dist. LEXIS 176165, at *22, citing *Benitez*, 2025 U.S. Dist. LEXIS 157214, at *19).

49. Section 1226(a) applies by default to all persons “pending a decision on whether the [noncitizen] is to be removed from the United States.” These removal hearings are held under § 1229a, to “decid[e] the inadmissibility or deportability of a[] [noncitizen].”

50. The text of § 1226 also explicitly applies to people charged as being inadmissible, including those who entered without inspection or admission. See 8 U.S.C. § 1226(c)(1)(E). Subparagraph (E)’s reference to such people makes clear that, by default, such people are afforded a bond hearing under subsection (a). As the *Rodriguez Vazquez* court explained, “[w]hen Congress creates ‘specific exceptions’ to a statute’s applicability, it ‘proves’ that absent those exceptions, the statute generally applies.” *Rodriguez Vazquez*, 779 F. Supp. 3d at 1257

(citing *Shady Grove Orthopedic Assocs., P.A. v. Allstate Ins. Co.*, 559 U.S. 393, 400 (2010)); see also *Gomes*, 2025 WL 1869299, at *7.

51. Section 1226 therefore leaves no doubt that it applies to people who face charges of being inadmissible to the United States, including those who are present without admission.

52. By contrast, § 1225(b) applies to people arriving at U.S. ports of entry. The statute's entire framework is premised on inspections at the border of people who are "seeking admission" to the United States. 8 U.S.C. § 1225(b)(2)(A). Indeed, the Supreme Court has explained that this mandatory detention scheme applies "at the Nation's borders and ports of entry, where the Government must determine whether a[] [noncitizen] seeking to enter the country is admissible." *Jennings v. Rodriguez*, 583 U.S. 281, 287 (2018) (reversing the lower court's judgement because it adopted an implausible construction of §§1225(b)(1), (b)(2) and 1226(c).

53. In *Jennings*, the Supreme Court describes section 1226 as governing "the process of arresting and detaining" noncitizens who are living "inside the United States" but "may still be removed," including noncitizens "who were inadmissible at the time of entry." *Jennings*, 583 U.S. at 288. In harmonizing sections 1225 and 1226, the Supreme Court explains "in sum, U.S. immigration law authorizes the Government to detain certain [noncitizens] *seeking* admission into the country under §§ 1225(b)(1) and (b)(2). It also authorizes the Government to detain certain [noncitizens] *already in the country* pending the outcome of removal proceedings under §§ 1226(a) and (c)." *Id.* at 289 (emphasis added).

54. Accordingly, the mandatory detention provision of § 1225(b)(2)(A) does not apply to people like Petitioner, who has already entered, and was already residing in the United States for more than 20 years at the time he was apprehended.

55. Therefore, 8 U.S.C. § 1226 is the appropriate governing framework in this case.

56. Alternatively, should this Court determine that 8 U.S.C. § 1225(b)(2) governs this case, Petitioner submits that his only lawful basis for release from custody in 2003 was pursuant to the parole authority under 8 U.S.C. § 1182(d)(5)(A), and that such parole was unlawfully revoked.

57. The INA “establishes the framework governing noncitizens’ entry into and removal from the United States, with regulations promulgated by the enforcing agencies providing further governance.” *Y-Z-L-H v. Bostock*, 792 F. Supp. 3d 1123, 1132 (D. Or. 2025). Noncitizens who arrive at a port of entry without a visa or other entry document, or who are present in the United States without admission, like Petitioner, are deemed ‘inadmissible’ under 8 U.S.C. § 1182(a)(7) or 1182(a)(6), respectively. 8 U.S.C. § 1182(a)(7); 8 U.S.C. §1182(a)(6).

58. If a noncitizen is deemed to be inadmissible under § 1182(a)(7), “the immigration officer must order the noncitizen’s removal unless the noncitizen indicates an intention to apply for asylum or fear of prosecution.” *Y-Z-L-H.*, 792 F. Supp. at 1132 (citing 8 U.S.C. § 1225(b)(1)(A)(i)). If the noncitizen claims fear of return, the government may either place the noncitizen into expedited removal proceedings, *see* 8 U.S.C. § 1225(b)(1), or into regular removal proceedings under 8 U.S.C. § 1229(a). *See Y-Z-L-H*, 792 F. Supp. 3d at 1132–33 (citing 8 U.S.C. § 1225(b)(2)).

59. Section 1225(b)(2)(A) provides that “in the case of an alien who is an applicant for admission, if the examining immigration officer determines that an alien seeking admission is not clearly and beyond a doubt entitled to be admitted, the alien shall be detained for a proceeding under section 1229a of this title.” 8 U.S.C. § 1225(b)(2)(A).

UNDERLYING FACTS AND PROCEDURAL HISTORY OF THE CASE

60. Petitioner, Adeildo Antonio Nogueira, has been a continuous resident of the United States since 2003 and has owned and operated a well-established business since 2006. His company is highly regarded within the local community and consistently receives five-star reviews on Google from satisfied clients, reflecting his professionalism, integrity, and long-standing commitment to quality and lawful enterprise.

61. Over more than two decades in the United States, Mr. Nogueira has built his entire life here, always with the intent of contributing positively to the community, creating jobs, and adding economic and social value to the country that welcomed him. Throughout this time, he has lived honestly and responsibly—complying with the law, paying both personal and business taxes, and maintaining an exemplary record of conduct.

62. Mr. Nogueira is married to a lawful permanent resident, and his marriage-based immigrant petition has already been approved. He has complied with all USCIS requirements, including the completion of biometrics, and is currently in the waiver process awaiting adjudication. His recent detention is unjust and unwarranted, as he has no criminal history whatsoever and poses no flight risk or danger to the community.

63. Despite Petitioner's consistent compliance with all US law, on February 19, 2026, he was unexpectedly detained while driving to work. Petitioner has never been charged with any criminal offenses.

64. Petitioner has ties to the United States, including her Permanent Resident Wife and his own business, a well-established company since 2006. His business is highly rewarded locally, with 5-star reviews on Google from satisfied clients, reflecting his professionalism, integrity, and dedication to quality. He is a has maintained stable employment and paid all his

taxes. He has never been arrested or convicted of any crime. Furthermore, he has an approved I-130 Petition through marriage, and a I-601 waiver, pending adjudication by USCIS, so he can finally obtain legal status. Petitioner's record and history demonstrate that he is neither a flight risk nor a danger to the community.

65. Petitioner is currently detained at the Broward Transitional Center. Without intervention from this Court, he faces the prospect of prolonged detention lasting months or even years, separated from his family and community, despite his full compliance with the law.

CAUSES OF ACTION

COUNT ONE

Violation of the INA

Violation of Fifth Amendment Right to Procedural Due Process – Unlawful Detention Without a Pre-Deprivation Hearing

66. The allegations in the above paragraphs are realleged and incorporated herein.

67. It has long been established that aliens, even if in the United States unlawfully, are entitled to due process of law under the Fifth Amendment. *See Mathew v. Diaz*, 426 U.S. 67, 77 (1976) (“Even one whose presence in this country is unlawful, involuntary, or transitory is entitled to th[e] constitutional protection [of the Due Process Clause]”); *see also Zadvydas v. Davis*, 533 U.S. 678, 693 (2001) (“It is well established that certain constitutional protections available to persons inside the United States are unavailable to aliens outside of our geographic borders. But once an alien enters the country, the legal circumstance changes, for the Due Process Clause applies to all ‘persons’ within the United States, including aliens, whether their presence here is lawful, unlawful, temporary, or permanent”).

68. The Due Process Clause of the Fifth Amendment prohibits the government from depriving individuals of liberty without notice and a meaningful opportunity to be heard.

Mathews v. Eldridge, 424 U.S. 319, 333 (1976).

69. When the Government interferes with a liberty interest, it must provide constitutionally sufficient procedures. *Ky. Dep't of Corr. v. Thompson*, 490 U.S. 454, 460 (1989). The adequacy of these procedures is determined by weighing three factors: (1) the private interest that will be affected by the official action, (2) the risk of erroneous deprivation of that interest through the available procedures, and (3) the Government's interest, including the fiscal and administrative burdens that the additional or substantive procedures would entail. *See Mathews v. Eldridge*, 424 U.S. 319, 335 (1976).

70. Applying these factors here demonstrates that the procedures attendant upon Petitioner's detention are constitutionally insufficient.

71. First, Petitioner has a significant interest at stake. Being free from physical detention by one's own government "is the most elemental of liberty interests." *Hamdi v. Rumsfeld*, 542 U.S. 507, 529 (2004). Petitioner is being held at the Flagler County Jail and is far from her family and community.

72. Second, the risk of erroneous deprivation is extraordinarily high. Petitioner was summarily detained without been charged with any crimes, and without a bond hearing.

73. Third, the government's interest in detaining Petitioner without a hearing is minimal, if it exists at all.

74. This arbitrary deprivation of liberty without a bond hearing violates the constitutional requirement that detention be accompanied by due process safeguards. *See Zadvydas v. Davis*, 533 U.S. 678, 690 (2001) (holding that immigration detention is subject to constitutional limits); *Demore v. Kim*, 538 U.S. 510, 532 (2003) (emphasizing limited scope and justification for immigration detention).

75. By taking Petitioner into custody without opportunity to have a bond hearing, Respondents deprived him of liberty in a manner inconsistent with due process and the fundamental fairness required by the Fifth Amendment.

COUNT TWO

Violation of the Bond Regulations

76. The allegations in the above paragraphs are realleged and incorporated herein.

77. In 1997, after Congress amended the INA through IIRIRA, EOIR and the then-Immigration and Naturalization Service issued an interim rule to interpret and apply IIRIRA. Specifically, under the heading of “Apprehension, Custody, and Detention of [Noncitizens],” the agencies explained that “[d]espite being applicants for admission, [noncitizens] who are present without having been admitted or paroled (formerly referred to as [noncitizens] who entered without inspection) will be eligible for bond and bond redetermination.” 62 Fed. Reg. at 10323 (emphasis added). The agencies thus made clear that individuals who were present without having been admitted or paroled were eligible for consideration for bond and bond hearings before IJs under 8 U.S.C. § 1226 and its implementing regulations.

78. Nonetheless, pursuant to *Matter of Yajure Hurtado*, EOIR has a policy and practice of applying § 1225(b)(2) to individuals like Petitioner.

79. The application of § 1225(b)(2) to Petitioner unlawfully mandates his continued detention and violates 8 C.F.R. §§ 236.1, 1236.1, and 1003.19

COUNT FIVE

Violation of the Administrative Procedure Act (“APA”)

80. The allegations in the above paragraphs are realleged and incorporated herein.

81. The Administrative Procedure Act (“APA”) provides the framework for judicial review of agency action. While § 701(a)(2) precludes review where “agency action is committed

to agency discretion by law,” this limitation is narrowly construed considering the language of § 702. *Norton v. Southern Utah Wilderness Alliance*, 542 U.S. 55, 64–65 (2004); 5 U.S.C. § 551(13). Namely, § 702 expressly authorizes review by any person “suffering legal wrong because of agency action” or “adversely affected or aggrieved by agency action within the meaning of a relevant statute.” 5 U.S.C. § 702; 5 U.S.C. § 551(13).

82. Moreover, in *Southern Utah Wilderness Alliance*, the Supreme Court clarified that “agency action” encompasses discrete action, or failure to act when mandated by statute, rather than broad challenges to an agency’s overall program management. *Southern Utah Wilderness Alliance*, 542 U.S. at 64–65; 5 U.S.C. § 551(13) (agency action includes the whole or part of an agency’s order, relief, or denial of relief).

83. When reviewing the erroneous agency action, section 706 directs courts to resolve all relevant questions of law, interpret statutory provisions, and “compel agency action unlawfully withheld or unreasonably delayed.” 5 U.S.C. § 706(1)–(2). Courts must also “hold unlawful and set aside” agency actions that are arbitrary, capricious, contrary to law, in excess of statutory authority, procedurally defective, unsupported by substantial evidence, or unwarranted by the facts. *Id.*

84. To invoke judicial review of an agency action, and hold unlawful or set aside arbitrary or capricious actions under § 706, a plaintiff must demonstrate Article III standing—an injury in fact, traceable to the challenged action, and redressable by a favorable decision—and must show that the interest asserted is “arguably within the zone of interests” protected by the statute invoked. *Ass’n of Data Processing Serv. Orgs., Inc. v. Camp*, 397 U.S. 150, 153 (1970); *Clarke v. Sec. Indus. Ass’n*, 479 U.S. 388, 399 (1987); *Nat’l Credit Union Admin. v. First Nat’l Bank & Trust Co.*, 522 U.S. 479, 492 (1998). This zone-of-interests requirement is

not demanding, and any doubt is resolved in the plaintiff's favor. *Nat'l Credit Union Admin.*, 522 U.S. at 492 (reaffirming the standard established by *Sec. Indus. Ass'n*, 479 U.S. 388 (1987)).

85. Finally, to overcome the allegation of an agency's erroneous actions under § 702, the agency must prove to the satisfaction of the reviewing court, that its actions were not arbitrary and capricious under §706. *Motor Vehicle Mfrs. Ass'n v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29, 52 (1983); 5 U.S.C. § 702; 5 U.S.C. § 706(1)–(2). In *State Farm Mut. Auto. Ins. Co.*, the Court defined the arbitrary and capricious standard of §706 as requiring the agency to show it engaged in reasoned decision-making when deciding the matter at issue. *State Farm Mut. Auto. Ins. Co.*, 463 U.S. at 52; 5 U.S.C. § 706(1)(2).

86. The APA framework squarely applies to Petitioner's case. ICE's July 8, 2025 "Interim Guidance Regarding Detention Authority for Applicants for Admission," adopted "in coordination with" DOJ, and EOIR's implementation of that guidance—together with the Board's published decision in *Matter of Yajure Hurtado* (Sept. 5, 2025)—constitute "final agency action" because they mark a consummation of the agencies' decision-making process and determine legal rights and obligations by categorically placing noncitizens like Petitioner under 8 U.S.C. § 1225(b)(2)(A) and denying access to IJ bond hearings. *See* 5 U.S.C. § 704.

87. These agency actions are contrary to law and in excess of statutory authority because they disregard the statutory text, structure, and history establishing that detention of noncitizens already within the United States and placed in § 1229a proceedings is governed by § 1226(a), not § 1225(b)(2). *See* 8 U.S.C. §§ 1226(a), 1229a. Following *Loper Bright Enterprises v. Raimondo*, courts do not defer to an agency's interpretation merely because the statute is ambiguous; rather, courts must exercise independent judgment in interpreting the INA. *Loper Bright Enterprises v. Raimondo*, 603 U.S. 369 (2024). The agencies' interpretation fails on

that independent review.

88. The agencies' actions are also arbitrary and capricious under § 706(2)(A) because they (a) represent an unexplained reversal of decades of settled practice and regulatory interpretation without reasoned analysis; (b) fail to consider important aspects of the problem, including Congress's UAC framework in 8 U.S.C. § 1232 and 6 U.S.C. § 279; (c) ignore serious reliance interests of noncitizens and the adjudicatory system, which had long afforded IJ bond review under § 1226(a); and (d) apply a border-inspection scheme designed for "arriving" individuals to persons apprehended well after entry, which lacks a rational connection to the statute's purposes. *See State Farm*, 463 U.S. at 43; *FCC v. Fox Television Stations, Inc.*, 556 U.S. 502, 515–16 (2009) (agency changing policy must provide a reasoned explanation and address reliance interests); *Dep't of Homeland Sec. v. Regents of the Univ. of California*, 591 U.S. 1, 24–26 (2020) (failure to consider reliance interests renders rescission arbitrary and capricious).

89. The July 8, 2025, guidance operates as a substantive rule with legal consequences but was issued without notice-and-comment rulemaking as required by 5 U.S.C. § 553. It therefore is unlawful and must be set aside for "failure to observe procedure required by law." 5 U.S.C. § 706(2)(D). *See also Perez v. Mortgage Bankers Ass'n*, 575 U.S. 92, 96–97 (2015) (distinguishing interpretive from legislative rules and reaffirming § 553 requirements for the latter). Independently, the agencies failed to follow their own binding regulations by denying Petitioner access to custody review and IJ bond procedures that apply under § 1226(a), violating the *Accardi* doctrine. *See United States ex rel. Accardi v. Shaughnessy*, 347 U.S. 260, 267–68 (1954); 8 C.F.R. §§ 236.1, 1236.1, 1003.19. Agency action taken in derogation of binding regulations is unlawful under § 706(2)(A), (C), and (D).

90. As applied to Petitioner, the agencies' actions are depriving him of an IJ bond hearing under § 1226(a); (b) subjecting him to mandatory detention under § 1225(b)(2)(A) without statutory basis; and (c) foreclosed individualized custody determinations despite a prior government finding that he is neither a danger nor a flight risk. This discrete deprivation is reviewable and unlawful under 5 U.S.C. § 706(2)(A)–(C), and the failure to provide the required bond process is “agency action unlawfully withheld” under § 706(1).

91. Petitioner has standing to challenge these actions: he suffers concrete and ongoing injury (continued detention without access to an IJ bond hearing), traceable to Respondents' policies and decisions, and redressable by vacatur and injunctive relief requiring custody to be governed by § 1226(a) and the implementing regulations. His interests are plainly within the INA's zone of interests, which protects access to § 1226(a) custody determinations for noncitizens in § 1229a proceedings.

92. For all of these reasons, Respondents' actions are arbitrary, capricious, an abuse of discretion, contrary to law, and in excess of statutory authority, and must be set aside under 5 U.S.C. § 706(2).

REQUEST FOR RELIEF

WHEREFORE, Petitioner respectfully requests the Court to grant the following relief:

1. Accept jurisdiction over this matter;
2. Order that Petitioner shall not be transferred outside the United States District Court for the Southern District of Florida while this habeas petition is pending;
3. Issue an Order to Show Cause pursuant to 28 U.S.C. § 2243, directing Respondents to show cause why the petition for a writ of habeas corpus filed by

Petitioner should not be granted within three days;

4. Issue a Writ of Habeas Corpus requiring that Respondents provide Petitioner with a bond hearing pursuant to 8 U.S.C. § 1226(a) within seven days or, in the alternative, release Petitioner immediately;

5. Order Respondents not to re-arrest or detain Petitioner under 28 U.S.C. § 1225(b)(2)(A);

6. Declare that Petitioner's detention is unlawful;

7. Award Petitioner attorney's fees and costs under the Equal Access to Justice Act ("EAJA"), as amended, 28 U.S.C. § 2412, and on any other basis justified under law; and

8. Grant any further relief this Court deems just and proper.

Dated: February 21, 2026

Respectfully submitted,
/s/ Margareth Guedes
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Counsel for Petitioner

VERIFICATION PURSUANT TO 28 U.S.C. § 2242

I represent Petitioner, Adeildo Antonio Nogueira, and submit this verification on his behalf. I hereby verify that the factual statements made in the foregoing Petition for Writ of Habeas Corpus are true and correct to the best of my knowledge.

Dated this 21st day of February 2026.

/s/ Margareth Guedes
Margareth Guedes, Esq.
Florida Bar No. 1038888