

UNITED STATES DISTRICT COURT
WESTERN DISTRICT OF TEXAS
EL PASO DIVISION

SAUL NAJERA MACHUCA,

Petitioner,

v.

Mary De Anda-Ybarra, Field Office Director of
Enforcement and Removal Operations, El Paso
Field Office, Immigration and Customs
Enforcement; Todd Lyons, Acting Director
Immigration and Customs Enforcement; Kristi
Noem, Secretary, U.S. Department of
Homeland Security; U.S. DEPARTMENT OF
HOMELAND SECURITY; Pamela BONDI,
U.S. Attorney General; ACQUISITION
LOGISTICS, LLC; and Warden of ERO El
Paso Camp East Montana,

Respondents.

Case No. 3:26-CV-49

**PETITION FOR WRIT OF
HABEAS CORPUS**

INTRODUCTION

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2 1. Petitioner, SAUL NAJERA MACHUCA () is in the physical
3 custody of Respondents at the El Paso Camp East Montana detention facility in El Paso, Texas.
4 He now faces unlawful detention because the Department of Homeland Security (DHS) and the
5 Executive Office of Immigration Review (EOIR) have concluded Petitioner is subject to
6 mandatory detention.

7 2. Petitioner is charged with, inter alia, having entered the United States without
8 inspection. 8 U.S.C. § 1182(a)(6)(A)(i).

9 3. Based on this allegation in Petitioner's removal proceeding, DHS denied
10 Petitioner release from immigration custody, consistent with a new DHS policy issued on July 8,
11 2025, instructing all Immigration and Customs Enforcement (ICE) employees to consider anyone
12 inadmissible under § 1182(a)(6)(A)(i)—i.e., those who entered the United States without
13 inspection—to be an “applicant for admission” under 8 U.S.C. § 1225(b)(2)(A) and therefore
14 subject to mandatory detention.

15 4. Petitioner's detention on this basis violates the plain language of the Immigration
16 and Nationality Act. Section 1225(b)(2)(A) does not apply to individuals like Petitioner who
17 previously entered and are now residing in the United States. Instead, such individuals are
18 subject to a different statute, § 1226(a), that allows for release on conditional parole or bond.
19 That statute expressly applies to people who, like Petitioner, are charged as inadmissible for
20 having entered the United States without inspection.

21 5. Respondents' new legal interpretation is plainly contrary to the statutory
22 framework and contrary to decades of agency practice applying § 1226(a) to people like
23 Petitioner.
24

6. Accordingly, Petitioner seeks a writ of habeas corpus requiring that he be released unless Respondents provide a bond hearing under § 1226(a) within fourteen days.

JURISDICTION

7. Petitioner is in the physical custody of Respondents and is detained at the El Paso Camp East Montana detention facility at El Paso, Texas.

8. This Court has jurisdiction under 28 U.S.C. § 2241(c)(5) (habeas corpus), 28 U.S.C. § 1331 (federal question), and Article I, section 9, clause 2 of the United States Constitution (the Suspension Clause).

9. 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.

VENUE

10. 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 Western District of TEXAS, the El Paso Division, the judicial district in which Petitioner currently is detained.

11. Venue is also properly in this Court pursuant to 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 Western District of Texas. El Paso Division.

REQUIREMENTS OF 28 U.S.C. § 2243

12. The Court must grant the petition for writ of habeas corpus or order Respondents to show cause "forthwith," unless the petitioner is not entitled to relief. 28 U.S.C. § 2243. If an

1 order to show cause is issued, the Respondents must file a return “within three days unless for
2 good cause additional time, not exceeding twenty days, is allowed.” *Id.*

3 13. Habeas corpus is “perhaps the most important writ known to the constitutional
4 law . . . affording as it does a *swift* and imperative remedy in all cases of illegal restraint or
5 confinement.” *Fay v. Noia*, 372 U.S. 391, 400 (1963) (emphasis added). “The application for the
6 writ usurps the attention and displaces the calendar of the judge or justice who entertains it and
7 receives prompt action from him within the four corners of the application.” *Yong v. I.N.S.*, 208
8 F.3d 1116, 1120 (9th Cir. 2000) (citation omitted).

9
10 **PARTIES**

11 14. Petitioner, SAUL NAJERA MACHUCA, born , is a citizen
12 of Mexico, who has been in immigration detention since November 7, 2025. After arresting
13 Petitioner in Skokie, Illinois, ICE did not set bond and Petitioner requested review of his custody
14 by an IJ. Petitioner has resided in the United States for over 22 years.

15 15. Respondent, Mary De Anda-Ybarra, is the Director of the El Paso Field Office
16 of ICE’s Enforcement and Removal Operations division. As such, Mary De Anda-Ybarra is
17 Petitioner’s immediate custodian and is responsible for Petitioner’s detention and removal. He is
18 named in his official capacity.

19 16. Respondent Kristi Noem is the Secretary of the Department of Homeland
20 Security. She is responsible for the implementation and enforcement of the Immigration and
21 Nationality Act (INA), and oversees ICE, which is responsible for Petitioner’s detention. Ms.
22 Noem has ultimate custodial authority over the Petitioner and is sued in her official capacity.

17. Respondent, Todd Lyons, is Acting Director of Immigration Customs and Enforcement of the Department of Homeland Security (DHS) and is the federal agency responsible for implementing and enforcing the INA, including the detention and removal of noncitizens.

18. Respondent Pamela Bondi is the Attorney General of the United States. She is responsible for the Department of Justice, of which the Executive Office for Immigration Review and the immigration court system it operates is a component agency. She is being sued in her official capacity.

19. Respondent Acquisition Logistics LLC is the private entity under contract with ICE operating the El Paso Camp East Montana detention facility, where Petitioner is detained. They have immediate physical custody of the Petitioner. They are sued in their official capacity.

20. Respondent John Doe (or his/her successors) is employed by Acquisition Logistics LLC, as Warden of the El Paso Camp East Montana detention facility, where Petitioner is detained. He has immediate physical custody of the Petitioner. He is sued in his official capacity.

LEGAL FRAMEWORK

REQUIREMENTS FOR DETENTION

21. The INA prescribes three basic forms of detention for the vast majority of noncitizens in removal proceedings.

22. First, 8 U.S.C. § 1226 authorizes the detention of noncitizens in standard removal proceedings before an IJ. *See* 8 U.S.C. § 1229a. 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),

1 while noncitizens who have been arrested, charged with, or convicted of certain crimes are
2 subject to mandatory detention, *see* 8 U.S.C. § 1226(c).

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

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

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

9 26. The detention provisions at § 1226(a) and § 1225(b)(2) were enacted as part of the
10 Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) of 1996, Pub. L. No.
11 104–208, Div. C, §§ 302–03, 110 Stat. 3009–546, 3009–582 to 3009–583, 3009–585. Section
12 1226(a) was most recently amended earlier this year by the Laken Riley Act, Pub. L. No. 119–1,
13 139 Stat. 3 (2025).

14 27. Following the enactment of the IIRIRA, EOIR drafted new regulations explaining
15 that, in general, people who entered the country without inspection were not considered detained
16 under § 1225 and that they were instead detained under § 1226(a). *See* Inspection and Expedited
17 Removal of Aliens; Detention and Removal of Aliens; Conduct of Removal Proceedings;
18 Asylum Procedures, 62 Fed. Reg. 10312, 10323 (Mar. 6, 1997).

19 28. Thus, in the decades that followed, most people who entered without inspection
20 and were placed in standard removal proceedings received bond hearings, unless their criminal
21 history rendered them ineligible. That practice was consistent with many more decades of prior
22 practice, in which noncitizens who were not deemed “arriving” were entitled to a custody
23 hearing before an IJ or other hearing officer. *See* 8 U.S.C. § 1252(a) (1994); *see also* H.R. Rep.

1 No. 104-469, pt. 1, at 229 (1996) (noting that § 1226(a) simply “restates” the detention authority
2 previously found at § 1252(a)).

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

6 30. The new policy, entitled “Interim Guidance Regarding Detention Authority for
7 Applicants for Admission,”¹ claims that all persons who entered the United States without
8 inspection shall now be deemed “applicants for admission” under 8 U.S.C. § 1225, and therefore
9 are subject to mandatory detention provision under § 1225(b)(2)(A). The policy applies
10 regardless of when a person is apprehended and affects those who have resided in the United
11 States for months, years, and even decades.

12 31. In a May 22, 2025, unpublished decision from the Board of Immigration Appeals
13 (BIA), EOIR adopts this same position.² That decision holds that all noncitizens who entered the
14 United States without admission or parole are considered applicants for admission and are
15 ineligible for immigration judge bond hearings.

16 32. ICE and EOIR have adopted this position even though federal courts have
17 rejected this exact conclusion. For example, after IJs in the Tacoma, Washington, immigration
18 court stopped providing bond hearings for persons who entered the United States without
19 inspection and who have since resided here, the U.S. District Court in the Western District of
20 Washington found that such a reading of the INA is likely unlawful and that § 1226(a), not §
21 1225(b), applies to noncitizens who are not apprehended upon arrival to the United States.

22
23 ¹ Available at <https://www.aila.org/library/ice-memo-interim-guidance-regarding-detention-authority-for-applications-for-admission>.

24 ² Available at <https://nwirp.org/our-work/impact-litigation/assets/vazquez/59-1%20ex%20A%20decision.pdf>.

1 *Rodriguez Vazquez v. Bostock*, --- F. Supp. 3d --- 2025 WL 1193850 (W.D. Wash. Apr. 24,
2 2025); *see also Gomes v. Hyde*, No. 1:25-CV-11571-JEK, 2025 WL 1869299, at *8 (D. Mass.
3 July 7, 2025) (granting habeas petition based on same conclusion).

4 33. DHS's and DOJ's interpretation defies the INA. As the *Rodriguez Vazquez* court
5 explained, the plain text of the statutory provisions demonstrates that § 1226(a), not § 1225(b),
6 applies to people like Petitioner.

7 34. Section 1226(a) applies by default to all persons "pending a decision on whether
8 the [noncitizen] is to be removed from the United States." These removal hearings are held under
9 § 1229a, to "decid[e] the inadmissibility or deportability of a[] [noncitizen]."

10 35. The text of § 1226 also explicitly applies to people charged as being inadmissible,
11 including those who entered without inspection. *See* 8 U.S.C. § 1226(c)(1)(E). Subparagraph
12 (E)'s reference to such people makes clear that, by default, such people are afforded a bond
13 hearing under subsection (a). As the *Rodriguez Vazquez* court explained, "[w]hen Congress
14 creates "specific exceptions" to a statute's applicability, it "proves" that absent those exceptions,
15 the statute generally applies. *Rodriguez Vazquez*, 2025 WL 1193850, at *12 (citing *Shady Grove*
16 *Orthopedic Assocs., P.A. v. Allstate Ins. Co.*, 559 U.S. 393, 400 (2010)).

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

20 37. By contrast, § 1225(b) applies to people arriving at U.S. ports of entry or who
21 recently entered the United States. The statute's entire framework is premised on inspections at
22 the border of people who are "seeking admission" to the United States. 8 U.S.C.
23 § 1225(b)(2)(A). Indeed, the Supreme Court has explained that this mandatory detention scheme
24

1 applies “at the Nation’s borders and ports of entry, where the Government must determine
2 whether a[] [noncitizen] seeking to enter the country is admissible.” *Jennings v. Rodriguez*, 583
3 U.S. 281, 287 (2018).

4 38. Accordingly, the mandatory detention provision of § 1225(b)(2) does not apply to
5 people like Petitioner, who have already entered and were residing in the United States at the
6 time they were apprehended.

7 **UNLAWFUL ARRESTS IN LIGHT OF CASTANON NAVA**

8 39. On October 7, 2025, this Court held that ICE’s practice of issuing Form I-200
9 administrative warrants in the field to make arrests (i.e., “collateral arrests”) is unlawful,
10 rendering all of those arrests warrantless. Accordingly, all of those are subject to the
11 requirements of 8 U.S.C. § 1357(a)(2) and the Nava Warrantless Arrest Policy. *See Castanon*
12 *Nava v. Dep’t of Homeland Sec.*, No. 1:18-cv-03757, 2025 WL 6324179 (N.D. Ill. Oct. 7, 2025).

13 40. Furthermore, this Court agreed that the regulations implementing DHS’s arrest
14 authority under 8 U.S.C. § 1226 require DHS to issue a Notice to Appear either before or
15 concurrently with the Form I-200 warrant when making a warrant-based arrest. 8 C.F.R. §§
16 236.1(b) and 1236.1(b). Absent the NTA, the administrative warrant is an invalid basis for arrest,
17 rendering the arrest warrantless.

18 41. *Nava* emphasizes that community ties (e.g., home, family, employment) weigh
19 against a finding of probable cause that the individual is likely to escape before a warrant could
20 be obtained. And a determination of probable cause can be based only on information known or
21 gathered at the time of arrest. The only consideration against release is the existence of a prior
22 removal order which may be sufficient to establish probable cause that a person would be likely
23 to escape before a warrant could be obtained under § 1357(a)(2).

42. Petitioner gave no indication that there was probable cause for escape prior to obtaining a warrant at the time of their arrest. As such, their arrest without any warrant renders their current and continued detention unlawful.

43. The *Nava* class is a Rule 23(b)(2) injunctive class, defined as: All current **and future persons** arrested without a warrant for a civil violation of U.S. Immigration Law within the ICE Chicago Field Office's Area of Responsibility. *Castañon Nava*, 2025 WL 2842146, at 9 (emphasis added). Because that class is already certified, membership is automatic for anyone who meets the definition, and no separate judicial finding from this Court is required for class membership. It remains in effect and continues to govern ICE's conduct within Illinois.

44. This Court need only review the extent that Petitioner's arrest mirrors those already adjudicated in *Nava* to determine if his detention falls within the scope of that ongoing injunctive relief. The remedy for this violation is prompt release or, if Petitioner is subsequently released on bond and no longer in ICE custody, prompt reimbursement of all bond payment, and all imposed conditions of release should be lifted. *Castañon Nava*, 2025 WL 2842146, at 42.

FACTS

45. Petitioner has resided in the United States since December of 2003 and lives in the Chicago, Illinois metropolitan area.

46. On November 74, 2025, the Petitioner was arrested while working as a roofer in Skokie, Illinois. The petitioner is now detained at the El Paso Camp East Montana detention facility.

1 47. DHS placed Petitioner in removal proceedings before the El Paso, Texas, EOIR
2 pursuant to 8 U.S.C. § 1229a. ICE has charged Petitioner with, *inter alia*, being inadmissible
3 under U.S.C. § 1182(a)(6)(A)(i) as someone who entered the United States without inspection.

4 48. Petitioner has resided in the United States for over 22 years and has one United
5 States citizen children.

6 49. Petitioner has been gainfully employed and has developed deep community ties
7 during his many years in the Chicagoland area. The Petitioner is neither a flight risk nor a danger
8 to the community.

9 50. Following Petitioner's arrest and transfer to the El Paso Camp East Montana
10 detention facility, ICE issued a custody determination to continue Petitioner's detention without
11 an opportunity to post bond or be released on other conditions.

12 51. As a result, the Petitioner remains in detention. Without relief from this court, he
13 faces the prospect of months, or even years, in immigration custody, separated from their family
14 and community.

15 52. Any appeal to the BIA is futile. DHS's new policy was issued "in coordination
16 with DOJ," which oversees the immigration courts. Further, as noted, the most recent
17 unpublished BIA decision on this issue held that persons like Petitioner are subject to mandatory
18 detention as applicants for admission. Finally, in the *Rodriguez Vazquez* litigation, where EOIR
19 and the Attorney General are defendants, DOJ has affirmed its position that individuals like
20 Petitioner are applicants for admission and subject to detention under § 1225(b)(2)(A). *See* Mot.
21 to Dismiss, *Rodriguez Vazquez v. Bostock*, No. 3:25-CV-05240-TMC (W.D. Wash. June 6,
22 2025), Dkt. 49 at 27–31.

CLAIMS FOR RELIEF

COUNT I

Violation of the Nava Settlement

53. Petitioner repeats, re-alleges, and incorporates by reference each and every allegation in the preceding paragraphs as if fully set forth herein.

54. Pursuant to 8 U.S.C. § 1226 DHS must issue a Notice to Appear either before or concurrently with the Form I-200 warrant when making a warrant-based arrest. 8 C.F.R. 236.1(b) and 1236.1(b). Absent the NTA, the administrative warrant is an invalid basis for arrest, rendering the arrest warrantless. *Castanon Nava v. Dep't of Homeland Sec.*, No. 1:18-cv-03757, 2025 WL 6324179 (N.D. Ill. Oct. 7, 2025).

55. Petitioner's arrest puts him automatically in the certified class eligible for relief.

56. This Court needs only to affirm the extent that Petitioner's arrest mirrors those already adjudicated in *Nava*.

Count II

Violation of the INA

57. Petitioner incorporates by reference the allegations of fact set forth in the preceding paragraphs.

58. The mandatory detention provision at 8 U.S.C. § 1225(b)(2) does not apply to all noncitizens residing in the United States who are subject to the grounds of inadmissibility. As relevant here, it does not apply to those who previously entered the country and have been residing in the United States prior to being apprehended and placed in removal proceedings by Respondents. Such noncitizens are detained under § 1226(a), unless they are subject to § 1225(b)(1), § 1226(c), or § 1231.

1 59. The application of § 1225(b)(2) to Petitioner unlawfully mandates his continued
2 detention and violates the INA.

3 **COUNT III**
4 **Violation of Due Process**

5 60. Petitioner repeats, re-alleges, and incorporates by reference each and every
6 allegation in the preceding paragraphs as if fully set forth herein.

7 61. The government may not deprive a person of life, liberty, or property without due
8 process of law. U.S. Const. amend. V. “Freedom from imprisonment—from government
9 custody, detention, or other forms of physical restraint—lies at the heart of the liberty that the
10 Clause protects.” *Zadvydas v. Davis*, 533 U.S. 678, 690, 121 S.Ct. 2491, 150 L.Ed.2d 653
11 (2001).

12 62. Petitioner has a fundamental interest in liberty and being free from official
13 restraint.

14 63. The government’s detention of Petitioner without a bond redetermination hearing
15 to determine whether he is a flight risk or danger to others violates his right to due process.

16 **PRAYER FOR RELIEF**

17 WHEREFORE, Petitioner prays that this Court grant the following relief:

- 18 a. Assume jurisdiction over this matter;
- 19 b. Issue a writ of habeas corpus requiring Respondent’s immediate release or, if
- 20 Petitioner is already released on bond and no longer in ICE custody, prompt
- 21 reimbursement of all bond payment, and lift all imposed conditions of release;
- 22
- 23
- 24

- 1 c. Alternatively, issue a writ of habeas corpus requiring that Respondents release or
- 2 provide Petitioner with a bond hearing pursuant to 8 U.S.C. § 1226(a) within 5
- 3 days and enjoin Respondents from denying bond under 8 U.S.C. § 1225;
- 4 d. Award Petitioner attorney's fees and costs under the Equal Access to Justice Act
- 5 ("EAJA"), as amended, 28 U.S.C. § 2412, and on any other basis justified under
- 6 law;
- 7 e. Issue a limiting order barring Respondents from re-detaining Petitioner during the
- 8 pendency of his immigration proceedings absent a substantial change in
- 9 circumstances; and
- 10 f. Grant any other and further relief that this Court deems just and proper.

11
12 Dated: January 14, 2026.

Respectfully Submitted by:

13 /s/ Ashley Morris

14 Ashley Morris
15 Texas Bar No. 24056008
16 Law Office of Karen J. Crawford, PLLC
17 P O Box 14194
18 Austin, TX 78761-4194
19 Ashley@karencrawfordlaw.com
20 512-494-8100
21 *Attorney for Petitioner*
22
23
24

CERTIFICATE OF SERVICE

I hereby certify that the defendants on this case are known filing users and service will be accomplished through the Notice of Electronic Filing (NEF).

DATED this 9th day of January, 2026.

Respectfully Submitted,

/s/ Ashley Morris

Ashley Morris
Texas Bar No. 24056008
Law Office of Karen J. Crawford, PLLC
P O Box 14194
Austin, TX 78761-4194
Ashley@karencrawfordlaw.com
512-494-8100
Attorney for Petitioner