UNITED STATES DISTRICT COURT DISTRICT OF MASSACHUSETTS

FELICIANO GOMEZ LOPEZ)
) Civ. No. <u>17-cv-11470</u>
Petitioner,)
)
v.	
) PETITION FOR WRIT OF
ANTONE MONIZ,) HABEAS CORPUS PURSUANT TO
Superintendent of Plymouth County) 28 U.S.C. § 2241
Correctional Facility,)
JOSEPH D. MCDONALD, JR.,)
Sheriff of Plymouth County,)
	ORAL ARGUMENT REQUESTED
Respondents.)
)

INTRODUCTION

- 1. Petitioner Feliciano Gomez Lopez has been unlawfully detained without a bond hearing since May 9, 2017. Unless this Court intervenes, he will remain in custody throughout the pendency of his immigration proceedings without any opportunity to demonstrate that he does not pose a danger or flight risk warranting continued detention.
- 2. Gomez was removed to Guatemala in 2012. In 2013, he fled that country and rejoined his family in Lynn, Massachusetts. He was detained by Immigration and Customs Enforcement ("ICE") on May 9, 2017, but was found to have a reasonable fear of persecution in Guatemala. Gomez is currently in proceedings in immigration court to determine whether he is entitled to

withholding of removal, a form of protection that would bar ICE from returning him to Guatemala.

3. The government intends to hold Gomez without a bond hearing throughout these proceedings—which may continue for many months, or even years—because it asserts that his detention is controlled by the post-final-order detention statute, 8 U.S.C. § 1231. That interpretation is incorrect. Because Gomez is detained "pending a decision on whether [he] is to be removed from the United States," his custody is governed by 8 U.S.C. § 1226(a), and he is entitled to an individual bond hearing. Even if his detention were governed by § 1231, however, it would be unlawful because that statute does not authorize continued confinement where—as here—there is no significant likelihood of removal in the reasonably foreseeable future. Gomez asks this Court to order his immediate release unless he is provided with an individualized bond hearing.

PARTIES

- 4. Petitioner Feliciano Gomez Lopez was detained by ICE on May 9, 2017. He remains in immigration custody at the Plymouth County Correctional Facility in Plymouth, Massachusetts.
- 5. Respondent Antone Moniz is the superintendent of the Plymouth County Correctional Facility and is Petitioner's immediate custodian. He is sued in his official capacity.

6. Respondent Joseph D. McDonald, Jr. is the Sheriff of Plymouth County and is also Petitioner's immediate custodian. He is sued in his official capacity.

JURISDICTION

7. This Court has jurisdiction under 28 U.S.C. § 2241 and Article I, Section 9, Clause 2 of the United States Constitution ("Suspension Clause") because Petitioner is currently in custody under color of the authority of the United States in violation of the Constitution, laws, or treaties thereof.

VENUE

8. Venue lies in the District of Massachusetts because Petitioner is detained in Plymouth, Massachusetts and a substantial part of the events giving rise to his claims occurred in Massachusetts. 28 U.S.C. §§ 1391, 2241.

FACTS

- 9. Gomez fled a longstanding and violent family and land feud in Guatemala and entered the United States unlawfully in 2001.
- 10. Since moving to the United States, Gomez has lived in Lynn,
 Massachusetts and has worked as a landscaper and roofer. Since 2006, he has lived
 with his longtime partner and her U.S. citizen daughter, who is now 12 years old.
 The couple also live with their 9-year-old U.S. citizen son.
- 11. Gomez was charged with operating under the influence on three occasions, most recently on November 8, 2011. In 2011, these incidents brought Gomez to the attention of immigration authorities. Gomez was placed in removal

proceedings under 8 U.S.C. §1182(a)(6)(A)(i) as an alien present in the United States without being admitted or paroled. The Immigration Judge denied his applications for cancellation of removal and asylum, and ordered his removal to Guatemala.

- 12. During his time in state and immigration custody, Gomez reconnected with his Christian faith. He obtained treatment for his alcohol use and has been sober ever since.
- 13. Gomez was removed in 2012. His wife and children remained in the United States.
- 14. In Guatemala, Gomez again feared for his life. In February 2013, Gomez was deported after attempting to reenter the United States.
- 15. Following an attempt on his life, Gomez reentered the United States on or about October of 2013. He travelled to Lynn to reunite with his family.
- 16. Gomez's removal in 2012 had caused him to default in his state criminal proceedings, and there was an outstanding warrant for his arrest. In May 2017, Gomez was present when police arrived at a co-worker's apartment. He was arrested on the outstanding warrant and ultimately transferred into ICE custody. Since then, Gomez has been detained at the Plymouth County House of Corrections.
- 17. On the date of his detention, ICE served Gomez with a Form I-871, Notice of Intent/Decision to Reinstate Prior Order of Removal.

- 18. On May 25, 2017, Gomez requested a reasonable fear interview with an asylum officer, due to his fear of returning to Guatemala based on the persecution he suffered because of his family ties.
- 19. On June 1, 2017, an asylum officer interviewed Gomez, found his testimony consistent and credible, and determined that Gomez has a reasonable fear of persecution on account of a protected ground.
- 20. Gomez's case was then referred to the Boston Immigration Court for proceedings to determine whether he qualifies for withholding of removal, a form of immigration relief that would protect him from removal to Guatemala.
 - 21. Gomez applied for withholding of removal on July 14, 2017.
- 22. A hearing on his application will be held on September 28, 2017. If his application is denied, Gomez may appeal that denial to the Board of Immigration Appeals ("BIA"). If that entity dismisses Gomez's appeal, he may petition for review to the United States Court of Appeals for the First Circuit. Conversely, if the Immigration Judge grants Gomez's application for withholding of removal, DHS may appeal that determination to the BIA.
- 23. Gomez requested a bond hearing on July 14, 2017. The Immigration Judge denied the motion after holding that he lacked jurisdiction to consider bond.
- 24. In the government's view, Gomez will be ineligible for a bond hearing throughout his entire immigration proceeding. He will thus have no opportunity to argue to an Immigration Judge that he does not pose a danger or flight risk warranting continued detention while his immigration case is being resolved.

25. Gomez is his family's primary breadwinner. Since his detention, his family has fallen behind on rent payments and is facing eviction.

DETENTION DURING WITHHOLDING-ONLY PROCEEDINGS

26. The Immigration Judge's conclusion that Gomez is not eligible for a bond hearing relies on an erroneous interpretation of the Immigration and Nationality Act's two main detention provisions—8 U.S.C. §§ 1226 and 1231—as they relate to Gomez's proceedings and application for withholding of removal in immigration court.

Detention under 8 U.S.C. §§ 1226 and 1231

- 27. The Immigration and Nationality Act generally provides two sources of detention authority: The detention of individuals whose immigration proceedings are pending is governed by 8 U.S.C. § 1226, while that of noncitizens whose legal process has concluded in a final order of removal that merely awaits execution is governed by 8 U.S.C. § 1231.
- 28. Section 1226 authorizes the detention of a noncitizen "pending a decision on whether [the noncitizen] is to be removed from the United States."
- 29. Unless subject to mandatory detention provisions not at issue here, a noncitizen subject to § 1226 may be released on bond or on conditions, and is entitled to a bond hearing before an Immigration Judge.
- 30. By contrast, § 1231(a) applies to the detention of noncitizens whose immigration proceedings have concluded. The statute establishes a 90-day period during which a noncitizen with a final order of removal "shall" be removed, and

provides that the executive "shall" detain the noncitizen during that "removal period." <u>Id.</u> § 1231(a)(1) and (2).

- 31. The removal period begins at the time that the government may first act to execute the order of removal, that is, when an order of removal "becomes administratively final," or upon the completion of judicial review, or—if a noncitizen is imprisoned when his order of removal becomes final—upon his release from that custody. <u>Id.</u> § 1231(a)(1)(B).
- 32. With certain exceptions, noncitizens "may" be detained beyond the removal period. <u>Id.</u> § 1231(a)(6). But the government interprets § 1231(a)(6) and applicable regulations to deny immigration judges jurisdiction to set bond or order release on conditions. 8 C.F.R. § 1236.1. Instead, the custody of individuals detained under § 1231(a)(6) is subject only to limited review by DHS officials.
- 33. In Zadvydas v. Davis, 533 U.S. 678, 689 (2001), the Supreme Court interpreted § 1231(a)(6) to authorize detention only when removal is "reasonably foreseeable." As a guide, the Court established that six months of detention while

 $^{^{\}rm 1}$ Specifically, 8 U.S.C. § 1231(a)(1)(B) provides that the removal period begins "on the latest of the following:"

[&]quot;(i) The date the order of removal becomes administratively final.

[&]quot;(ii) If the removal order is judicially reviewed and if a court orders a stay of the removal of the alien, the date of the court's final order.

[&]quot;(iii) If the alien is detained or confined (except under an immigration process), the date the alien is released from detention or confinement."

the government attempts a noncitizen's removal is presumptively reasonable under the statute. <u>Id.</u> at 701.

Reinstatement of removal and withholding-only proceedings

- 34. Title 8, § 1231(a)(5) instructs the executive to "reinstate" the removal order of anyone who is found to have reentered the country illegally after being removed. Persons subject to reinstatement of removal cannot appear before an Immigration Judge; instead, they are removed summarily upon their previous removal order, which is "reinstated from its original date." <u>Id.</u>; 8 C.F.R. § 241.8(a).
- 35. But there is an exception: a noncitizen who expresses fear of being persecuted or tortured if returned to his home country must be interviewed by an asylum officer to determine if he has a "reasonable fear" of persecution or torture in that country. Id. at § 241.8(e). If the officer finds a reasonable fear, the noncitizen is referred to an Immigration Judge for proceedings to determine whether he qualifies for "withholding of removal"—a form of protection from removal to a specific country in which an individual will suffer persecution or torture. See 8 U.S.C. § 1231(b)(3); 8 C.F.R. §§ 208.16, 208.31(e); see also 8 C.F.R. § 1208.2(c)(3)(i). The proceedings are limited in scope to applications for withholding of removal, but are otherwise conducted following the same procedures that apply in removal proceedings. 8 C.F.R. § 208.31(e).
- 36. Following these "withholding-only" proceedings, an Immigration Judge's decision on a noncitizen's application for withholding of removal may be appealed to the BIA by the noncitizen or by DHS.

37. A noncitizen whose application for withholding of removal is denied by the BIA may then petition for review of the decision to the relevant U.S. Court of Appeals. A petition for review must always be filed within 30 days of "the date of the final order of removal." 8 U.S.C. § 1252(b)(1). In the case of a noncitizen in "withholding-only" proceedings whose application for withholding of removal is denied by the BIA, Courts to have examined the question agree that the removal order becomes final on the date that the BIA renders its decision denying the application for withholding of removal, and a petition for review is timely if filed within 30 days of that date. See, e.g., Ortiz-Alfaro v. Holder, 694 F.3d 955, 960 (9th Cir. 2012); see also Garcia v. Sessions, 856 F.3d 27, 35 (1st Cir. 2017). A non-citizen pending withholding-only proceedings, therefore, does not yet have a final order of removal that can be judicially reviewed.

Gomez's detention

38. Gomez's detention during his withholding-only proceedings is governed by 8 U.S.C. § 1226, not § 1231, and he is entitled to an individualized bond hearing. Guerra v. Shanahan, 831 F.3d 59 (2d Cir. Jul. 29, 2016) (holding a noncitizen in withholding-only proceedings was entitled to a bond hearing because his detention is governed by § 1226); see also, e.g., Guerrero v. Aviles, No. 14-4367, 2014 WL 5502931 (D.N.J. Oct. 30, 2014); Uttecht v. Napolitano, No. 8:12-CV-347, 2012 WL 5386618 (D. Neb. Nov. 1, 2012); but see Padilla-Ramirez v. Bible, 862 F.3d 881 (9th Cir. July 6, 2017) (acknowledging noncitizen in withholding-only proceedings did

not have final order of removal for purposes of time-limit to seek judicial review, but holding 8 U.S.C. § 1231 nevertheless governed detention).

39. Although DHS notified Gomez of its intent to reinstate his prior order of removal to Guatemala, Gomez is now in proceedings to determine whether he may in fact be removed under that order. Gomez is thus detained "pending a decision on whether [he] is to be removed from the United States," under § 1226(a), not pursuant to an "administratively final" order of removal, under § 1231(a). See 8 U.S.C. § 1101(a)(47)(B) (removal order is not final until both the Immigration Judge and the BIA complete review).

CLAIMS FOR RELIEF

COUNT 1 - VIOLATION OF THE IMMIGRATION AND NATIONALITY ACT

- 40. The foregoing allegations are realleged and incorporated herein.
- 41. Noncitizens detained under 8 U.S.C. § 1226(a) are entitled to an individualized bond hearing to determine whether they pose a flight risk or danger warranting further detention.
- 42. Because Gomez is detained under § 1226(a) and he has been denied an individual bond hearing, his detention violates § 1226(a).
- 43. Even if Gomez's detention were governed by 8 U.S.C. § 1231, his detention would violate that provision because § 1231 does not authorize detention where there is "no significant likelihood of removal in the reasonably foreseeable future." Zadvydas, 533 U.S. at 701 (interpreting statute in light of Constitution).

COUNT 2 - VIOLATION OF THE DUE PROCESS CLAUSE OF THE FIFTH AMENDMENT TO THE UNITED STATES CONSTITUTION

- 44. The foregoing allegations are realleged and incorporated herein.
- 45. Immigration detention violates due process if it is not reasonably related to the purpose of ensuring a noncitizen's removal from the United States. See Zadvydas, 533 U.S. at 690-92, 699-700; Jackson v. Indiana, 406 U.S. 715, 738 (1972). Where removal is not reasonably foreseeable, detention cannot be reasonably related to the purpose of effectuating removal and is unlawful. See Zadvydas, 533 U.S. at 699-700.
- 46. Gomez's removal is not reasonably foreseeable, and his detention by DHS during the pendency of his withholding-only proceedings violates his rights under the Due Process Clause of the Fifth Amendment to the United States Constitution.

REQUEST FOR ORAL ARGUMENT

Petitioner respectfully requests oral argument on this Petition.

PRAYER FOR RELIEF

Petitioner asks that this Court grant the following relief:

- 1. Order Petitioner's release from DHS custody unless he receives and immediate bond hearing in front of an Immigration Judge;
- 2. Declare that Petitioner's detention during his withholding-only proceedings is governed by 8 U.S.C. § 1226(a), and he is entitled to a bond hearing.

- 3. Award attorney's fees under the Equal Access to Justice Act, 28 U.S.C. § 2412(d) and 5 U.S.C. § 504, if applicable; and,
- 4. Order any further relief this Court deems just and proper.

 Respectfully submitted this 9th day of August, 2017.

/s/ Julio Cortes del Olmo BBO # 685135 Del Olmo Law 251 Harvard Street, Suite #4 Brookline, Massachusetts 02446 (617) 391-0110

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Case 1:17-24-14470T Procure 1:11-1-Field 98/99/17 Proget 1:511

The JS 44 civil cover sheet and the information contained herein neither replace nor supplement the filing and service of pleadings or other papers as required by law, except as provided by local rules of court. This form, approved by the Judicial Conference of the United States in September 1974, is required for the use of the Clerk of Court for the purpose of initiating the civil docket sheet. (SEE INSTRUCTIONS ON NEXT PAGE OF THIS FORM.)

purpose of initiating the civil de	ocket sheet. (SEE INSTRUC	TIONS ON NEXT PAGE OF TI	HIS FORM.)	•	
I. (a) PLAINTIFFS			DEFENDANTS		
Feliciano Gomez Lopez			Superintendent of Plymouth County Correctional Facility Antone Moniz; Sheriff of Plymouth County Joseph D. McDonald, Jr.		
(b) County of Residence of	_	Plymouth	· ·	of First Listed Defendant	·
(EXCEPT IN U.S. PLAINTIFF CASES)			(IN U.S. PLAINTIFF CASES ONLY) NOTE: IN LAND CONDEMNATION CASES, USE THE LOCATION OF THE TRACT OF LAND INVOLVED.		
(c) Attorneys (Firm Name, Address, and Telephone Number) Julio Cortes del Olmo; Del Olmo Law; 251 Harvard Street, suite 4 Brookline, MA 02446; (617) 391-0110// Adriana Lafaille and Matth Segal; American Civil Lilberties Union Foundation of Massachuse			Attorneys (If Known)		
II. BASIS OF JURISDI	CTION (Place an "X" in O	ne Box Only)	I. CITIZENSHIP OF P (For Diversity Cases Only)	RINCIPAL PARTIES	(Place an "X" in One Box for Plaintif and One Box for Defendant)
☐ 1 U.S. Government Plaintiff	☐ 3 Federal Question (U.S. Government Not a Party)		P	IF DEF 1 □ 1 Incorporated <i>or</i> Pr of Business In □	PTF DEF incipal Place
U.S. Government Defendant			Citizen of Another State	2	
			Citizen or Subject of a Foreign Country	3 🗖 3 Foreign Nation	□ 6 □ 6
IV. NATURE OF SUIT		ely) PRTS	FORFEITURE/PENALTY	Click here for: Nature of BANKRUPTCY	of Suit Code Descriptions. OTHER STATUTES
□ 110 Insurance PERSC □ 120 Marine □ 310 Air □ 130 Miller Act □ 315 Air □ 140 Negotiable Instrument Lia □ 150 Recovery of Overpayment & Enforcement of Judgment Sla	PERSONAL INJURY □ 310 Airplane □ 315 Airplane Product Liability □ 320 Assault, Libel & Slander	PERSONAL INJURY ☐ 365 Personal Injury - Product Liability ☐ 367 Health Care/ Pharmaceutical Personal Injury	☐ 625 Drug Related Seizure of Property 21 USC 881 ☐ 690 Other	□ 422 Appeal 28 USC 158 □ 423 Withdrawal 28 USC 157 PROPERTY RIGHTS □ 820 Copyrights □ 830 Patent	☐ 375 False Claims Act ☐ 376 Qui Tam (31 USC ☐ 3729(a)) ☐ 400 State Reapportionment ☐ 410 Antitrust ☐ 430 Banks and Banking ☐ 450 Commerce
☐ 152 Recovery of Defaulted Student Loans (Excludes Veterans) ☐ 153 Recovery of Overpayment of Veteran's Benefits ☐ 160 Stockholders' Suits ☐ 190 Other Contract ☐ 195 Contract Product Liability ☐ 196 Franchise	overy of Defaulted lent Loans cludes Veterans) overy of Overpayment eteran's Benefits etcholders' Suits er Contract tract Product Liability nchise Liability 340 Marine 345 Marine Product Liability DERSONAL PROP 350 Motor Vehicle Product Liability 350 Other Personal Injury 360 Other Personal Injury 368 Asbestos Perso Injury Product Liability DERSONAL PROP 370 Other Fraud 371 Truth in Lendin DIAMONTO Truth in Lendin Property Dama Property Dama 1 385 Property Dama	☐ 368 Asbestos Personal Injury Product Liability PERSONAL PROPERTY	LABOR ☐ 710 Fair Labor Standards	□ 835 Patent - Abbreviated New Drug Application □ 840 Trademark □ 861 Trademark □ 861 HIA (1395ff) □ 862 Black Lung (923) □ 863 DIWC/DIWW (405(g)) □ 864 SSID Title XVI □ 865 RSI (405(g)) □ 865 RSI (405(g)) □ 867 RSI (405(g)) □ 868 RSI (405(g)) □ 869 Charter (405(g)) □ 869 RSI (405(g))	
REAL PROPERTY ☐ 210 Land Condemnation	CIVIL RIGHTS ☐ 440 Other Civil Rights	PRISONER PETITIONS Habeas Corpus:	☐ 790 Other Labor Litigation☐ 791 Employee Retirement	FEDERAL TAX SUITS 870 Taxes (U.S. Plaintiff	Act ☐ 896 Arbitration
 220 Foreclosure 230 Rent Lease & Ejectment 240 Torts to Land 245 Tort Product Liability 290 All Other Real Property 	□ 441 Voting □ 442 Employment □ 443 Housing/ Accommodations □ 445 Amer. w/Disabilities - Employment □ 446 Amer. w/Disabilities - Other □ 448 Education	Habeas Corpus: 3 463 Alien Detainee □ 510 Motions to Vacate Sentence □ 530 General □ 535 Death Penalty Other: □ 540 Mandamus & Other □ 550 Civil Rights □ 555 Prison Condition □ 560 Civil Detainee - Conditions of Confinement	IMMIGRATION 462 Naturalization Application 465 Other Immigration Actions	or Defendant) 871 IRS—Third Party 26 USC 7609	□ 899 Administrative Procedure
	moved from	Appellate Court	(specify	er District Litigation Transfer	
VI. CAUSE OF ACTIO	ON 28 U.S.C. s. 2241 Brief description of ca	luse:	ling (Do not cite jurisdictional state		
VII. REQUESTED IN COMPLAINT:	_	IS A CLASS ACTION	DEMAND \$		if demanded in complaint:
VIII. RELATED CASI IF ANY	(See instructions):	JUDGE		DOCKET NUMBER	
DATE 08/09/2017	ATE SIGNATURE OF ATTORNEY OF RECORD				
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UNITED STATES DISTRICT COURT DISTRICT OF MASSACHUSETTS

1.	Title of case (nam	ne of first party on each side only) Feliciano Gomez Lopez v. Antone Moniz			
2.	Category in which the case belongs based upon the numbered nature of suit code listed on the civil cover sheet. (See local rule 40.1(a)(1)).				
	I.	410, 441, 470, 535, 830*, 835*, 891, 893, 895, R.23, REGARDLESS OF NATURE OF SUIT.			
	II.	110, 130, 140, 160, 190, 196, 230, 240, 290,320,362, 370, 371, 380, 430, 440, 442, 443, 445, 446, 448, 710, 720, 740, 790, 820*, 840*, 850, 870, 871.			
	✓ III.	120, 150, 151, 152, 153, 195, 210, 220, 245, 310, 315, 330, 340, 345, 350, 355, 360, 365, 367, 368, 375, 376, 385, 400, 422, 423, 450, 460, 462, 463, 465, 480, 490, 510, 530, 540, 550, 555, 625, 690, 751, 791, 861-865, 890, 896, 899, 950.			
		*Also complete AO 120 or AO 121. for patent, trademark or copyright cases.			
3.		if any, of related cases. (See local rule 40.1(g)). If more than one prior related case has been filed in this dicate the title and number of the first filed case in this court.			
4.	Has a prior action	between the same parties and based on the same claim ever bee <u>n file</u> d in this court?			
5.	Does the complai §2403)	nt in this case question the constitutionality of an act of congress affecting the public interest? (See 28 USC			
	If so, is the U.S.A.	YES NO YES NO YES NO			
6.	Is this case requi	red to be heard and determined by a district court of three judges pursuant to title 28 USC §2284? YES NO			
7.		es in this action, excluding governmental agencies of the United States and the Commonwealth of governmental agencies"), residing in Massachusetts reside in the same division? - (See Local Rule 40.1(d)). YES NO			
	A.	If yes, in which division do <u>all</u> of the non-governmental <u>parties</u> reside? Eastern Division Western Division			
	В.	If no, in which division do the majority of the plaintiffs or the only parties, excluding governmental agencies, residing in Massachusetts reside?			
		Eastern Division Central Division Western Division			
8.	-	f Removal - are there any motions pending in the state court requiring the attention of this Court? (If yes, e sheet identifying the motions) YES NO			
	EASE TYPE OR PR				
ΑТТ	TORNEY'S NAME	Iulio Cortes del Olmo			
ADI	DRESS Del Olmo	Law; 251 Harvard Street, Suite 4, Brookline, MA 02446			
TEL	EPHONE NO. (61	7) 391-0110			

(CategoryForm6-2017.wpd)