

III. Criminal Alien Enforcement Resources and Activities

This section provides information and updates on ICE efforts to utilize resources and conduct enforcement activities to identify, arrest, detain, process and remove criminal aliens from the United States. To address the growing increase of Interoperability-generated inquiries and support the identification and removal of criminal aliens, SC/CIRCA funds high, b7e positions for the Office of Investigations and high, b7e positions for DRO.¹⁹ Additional information regarding ICE efforts to utilize resources and conduct such enforcement activities are described in this section.

IDENTIFY
<p><u>Success Story</u></p> <p>While in law enforcement custody in Mississippi, a male subject was identified as a recidivist criminal alien via Interoperability. Records indicated he has used nine different aliases since he was deported in 1991 and in 2000. He was convicted of a burglary in El Monte, CA, in 1991; cocaine possession in Waynesboro, MS, in 1998; and indecency with a child in Tyler, TX, in 2000.</p>

A. Identify and Arrest

Several ICE programs contribute to criminal alien enforcement efforts to identify and arrest criminal aliens. ICE provides funding for programs, such as criminal investigations, the 287(g) program and fugitive operations, which contribute to the SC/CIRCA mission. Specifically, ICE obligated \$46.4 million in the second quarter of FY 2010 for criminal investigations. Through the second quarter of FY 2010, ICE had obligated \$82.8 million toward a plan of \$139.2 million in FY 2010 to support the efforts of ICE criminal investigations.²⁰ The Office of Investigations investigates crimes committed by aliens who are present in the United States in violation of the law and partners with LEAs to obtain additional criminal alien convictions before removal. In addition, ICE obligated \$16.6 million in the second quarter of FY 2010 for criminal alien enforcement activities through the 287(g) program. Through the second quarter of FY 2010, ICE had obligated \$18.1 million toward a \$53.3 million FY 2010 plan for the 287(g) program.²¹ Through the 287(g) program, LEA partners are able to serve as a force multiplier for ICE and enhance efforts to identify criminal aliens. At the end of the second quarter of FY 2010, the 287(g) program had established a total of 71 partnerships, including 1,121 trained officers, which have contributed to the identification of more than 4,200 aliens who have been charged with or convicted of a crime. These efforts have resulted in nearly 1,700 criminal alien removals during the second quarter of FY 2010.²²

¹⁹ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

²⁰ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

²¹ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

The 287(g) program is a state and local cross-designation program authorized by section 287(g) of the Immigration and Nationality Act that provides LEA officers with the necessary delegation of authority, training, and resources to enforce immigration laws.

²² ICE, Office of State and Local Coordination, response to data call, 4/6/2010.

Furthermore, ICE obligated \$16.9 million in the second quarter of FY 2010 for fugitive operations to identify and arrest criminal aliens. Through the second quarter of FY 2010, ICE had obligated \$34.2 million toward a \$103.4 million FY 2010 plan for fugitive operations to identify and arrest criminal aliens.²³ Fugitive Operations Teams give top priority to cases involving aliens who pose a threat to national security and community safety, including members of transnational street gangs, child sex offenders and those with convictions for violent crimes. At the end of the second quarter of FY 2010, a total of ~~62~~^{high, b7c} teams were deployed across the country.²⁴ During this period, nearly 9,200 aliens were arrested, of which nearly 52 percent were criminal aliens. Furthermore, more than 2,700 fugitive criminal aliens were arrested and more than 3,380 fugitive criminal aliens were removed.²⁵

In addition to the aforementioned programs, within DRO, SC/CIRCA provides direct funding for the Criminal Alien Program (CAP), Joint Criminal Alien Removal Task Force (JCART) and Violent Criminal Alien Section (VCAS) efforts. SC/CIRCA also provides funding for LESC and Intelligence efforts that support the SC/CIRCA mission. These programs and activities that receive SC/CIRCA funding are described in the sections that follow.

1. The LESC

The LESC is the DHS single national point of contact for providing timely immigration status and threat level determinations, identity information and real-time assistance to federal, state and local LEAs regarding suspected aliens charged with or convicted of criminal activity. The LESC has immediate access to approximately 100 million records containing immigration information from every alien file maintained by DHS so that it may provide informative, accurate and timely immigration status determinations and other criminal alien identification support to its LEA customers. As Interoperability activations increase, ICE is receiving an increasing number of immigration status determination requests. In FY 2009, LESC researched a record 1,064,261 inquiries

IDENTIFY

Recidivist Criminal Aliens

Utilizing the ACRIME system to submit ICE Immigration Violator Files (IVF) and Wanted Persons Files (WPF) stored at NCIC supports efforts to identify criminal aliens when they attempt to re-enter the country after a previous removal. For example, during the second quarter of FY 2010, ICE entered more than 4,450 IVFs and WPFs into the NCIC, including nearly 2,900 deported felons, more than 1,400 absconders and more than 160 ICE fugitives.

Source: United States Immigration and Customs Enforcement, Office of Investigations, response to data call, 4/6/2010.

²³ ICE, Federal Financial Management System, *INR112 Report*, 3/31/20010, data retrieved 4/6/2010 and 4/7/2010.

²⁴ ICE, DRO, response to data call, 4/7/2010.

²⁵ ICE, DRO, responses to data call, 4/7/2010 and 4/8/2010.

for more than 10,000 criminal justice partners. During the second quarter of FY 2010, the LESC processed more than 251,000 status determination inquiries.²⁶

In conjunction with continued Interoperability activation, ICE is maintaining efforts to support Interoperability expansion by increasing staff levels to support the immigration status and threat determination processes. ICE obligated \$3.7 million in the second quarter of FY 2010 for LESC efforts to continue providing support to LEAs to identify criminal aliens held in their custody. Through the second quarter of FY 2010, ICE had obligated \$10.8 million toward a \$35.2 million FY 2010 plan for such efforts.²⁷ During FY 2010, SC/CIRCA is funding high, b7e LESC positions, of which high, b7e were filled at the end of the second quarter.²⁸

2. Intelligence/Operation Last Call (OLC)

Using SC/CIRCA funds, ICE plans to continue funding the OLC pilot as an initiative to identify, assess, collect, exploit, process, analyze and disseminate intelligence about criminal alien organizations derived from custodial interviews of detained criminal aliens. OLC teams identify criminal aliens in custodial situations and those at-large by focusing on the gathering of intelligence from program-generated leads and other sources of information. The pilot consists of high, b7e personnel in the Office of Intelligence, deployed during FY 2009 to be part of the pilot OLC program to develop intelligence on high-threat criminal aliens. These teams exploit existing enforcement gaps to leverage state and local partnerships in the identification of criminal aliens; the partnerships offers a wider range of enforcement coverage. Intelligence obtained from custodial interviews is collected, analyzed and forwarded to the ICE program office covering national security interests, transnational gangs, human and narcotics trafficking and weapons smuggling.

ICE obligated \$2.0 million in the second quarter of FY 2010 to support overall intelligence efforts for criminal alien enforcement. ICE had obligated \$4.2 million through the second quarter of FY 2010 toward an \$8.0 million FY 2010 plan to support such efforts, which includes the OLC pilot and other activities conducted by the Office of Intelligence in support of ICE criminal investigations that lead to criminal convictions of aliens.²⁹ During the second quarter of FY 2010, more than 200 criminal aliens were identified and interviewed using OLC leads and 25 criminal investigations were supported by OLC leads.³⁰

²⁶ ICE, Office of Investigations, responses to data calls, 4/6/2010 and 4/9/2010. On December 5, 2009, a filter was put in place by US-VISIT to prevent IAQs based solely on lookout records placed in IDENT to support the U.S. Customs and Border Protection border processing mission. These IDENT records were created based upon criminal wants and warrants. Up until December 5, 2009, the LESC received and returned these IAQs as format errors or U.S. citizens. These records were not based upon prior DHS encounters but were in US-VISIT because Customs and Border Protection needed rapid response to border queries that could not be accomplished if they relied solely on direct queries to the NCIC. The filter eliminated these unnecessary queries and reduced overall queries process by 10 percent when compared to the previous quarter.

²⁷ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

²⁸ ICE, Office of Investigations, response to data call, 4/6/2010.

²⁹ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

³⁰ ICE, Office of Intelligence, response to data call, 4/8/2010.

3. CAP

CAP focuses on identifying criminal aliens who are incarcerated within federal, state and local facilities. CAP teams aim to prevent the release of criminal aliens into the community by issuing detainers and, ideally, securing a final order of removal before the completion of a sentence. This reduces the number of criminal aliens ICE must detain upon release from LEA custody. To support CAP operations, ICE obligated \$40.0 million in the second quarter of FY 2010. Through the second quarter of FY 2010, ICE had obligated \$88.7 million toward a \$192.4 million FY 2010 plan.³¹ SC/CIRCA provides funding to CAP for high, b7c positions, which include positions for Interoperability response, JCART and VCAS.³² As of the second quarter of FY 2010, a total of high, b7c CAP teams were deployed.³³

As the following data illustrates, CAP has had a positive impact on ICE efforts to identify and remove criminal aliens. During the second quarter of FY 2010:

- Of nearly 58,000 aliens identified by CAP and taken into ICE custody, nearly 42 percent were convicted criminal aliens. The remainder were in law enforcement custody but not ultimately convicted of a crime.³⁴
- More than 56,800 detainers and nearly 55,900 charging documents were lodged by DRO Officers/Agents.³⁵
- More than 21,100 criminal aliens were removed.³⁶

4. JCART and VCAS

CAP funding supports enforcement activities conducted by JCART and VCAS within DRO. In coordination with other LEAs, JCART targets at-large criminal aliens. JCART seeks, locates and arrests at-large criminal aliens with, but not limited to, convictions for drug trafficking offenses, crimes of violence and sex offenses. JCART conducts special operations in collaboration with other agencies such as Probation and Parole Offices, the U.S. Marshals Service, U.S. Customs and Border Protection and Bureau of Prisons and at the request of local law enforcement. JCART may also target criminal aliens at-large in the community who have been released from federal, state or local law enforcement custody. As of the second quarter of FY 2010, JCART had maintained a total of 33 partnerships with law enforcement entities. Additionally, in coordination with other DRO personnel, JCART contributed to the arrest of more than 200 removable aliens and the issuance of nearly 230 detainers.³⁷

VCAS personnel identify, for prosecution, recidivist criminal aliens encountered through CAP and fugitive operations. Illegal reentry after deportation is in violation of 8 USC §1326. These

³¹ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

³² These high, b7c CAP positions include high, b7c for CAP jail identifications, high, b7c for Interoperability response (of which high, b7c were redeployed from within ICE), high, b7c for Joint Criminal Alien Removal Task Force and high, b7c for Violent Criminal Alien Section.

³³ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

³⁴ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

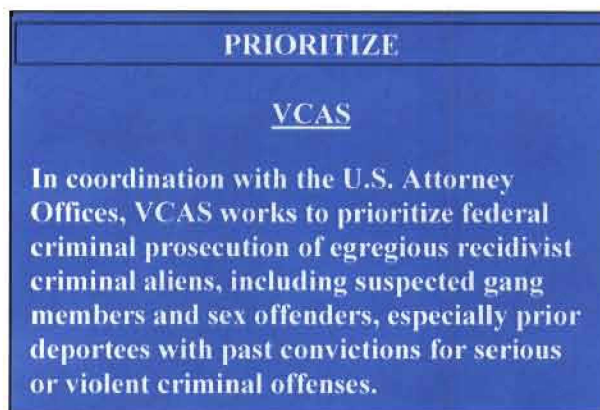
³⁵ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

³⁶ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

³⁷ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

activities both facilitate the removal of the most dangerous criminal aliens and, through successful prosecutions, act as a deterrent to future recidivism.

VCAS personnel evaluate identified recidivist criminal aliens for referral to U.S. Attorneys for prosecution. VCAS redeployed staff in support of this important activity. During the second quarter of FY 2010, VCAS referred more than 3,400 cases to U.S. Attorney Offices, of which more than 2,300 were accepted for prosecution.³⁸



B. Detain, Process and Remove

Several ICE programs and offices contribute to criminal alien enforcement efforts to detain, process and remove criminal aliens. In response to higher volumes of identified criminal aliens, ICE is using increasing proportions of bed space and removal transportation capacity for criminal aliens. The efforts of SC aim to increase the total number of removed criminal aliens through more effective use of bed space and personnel in detention facilities, greater transportation capacity and improved efficiency while processing criminal aliens for removal. In support of these efforts, the SC PMO has developed simulation models to specifically inform the most effective and efficient use of bed space and transportation resources, test procedural changes and minimize the total cost of removing criminal aliens.

ICE provides funding for activities and initiatives that contribute to these efforts and the overall SC/CIRCA mission such as ATD, legal proceedings and Rapid REPAT. For example, to improve efficiencies for detention, the ATD program provides cost-effective alternative detention settings for low-risk individuals while ensuring those individuals comply with immigration proceedings and other immigration obligations. Releasing such individuals to controlled alternative environments minimizes necessary ICE detention management and oversight activities and provides bed space for aliens who must be detained. Through the second quarter of FY 2010, ICE had obligated \$11.4 million toward a \$29.3 million FY 2010 plan for the ATD program.³⁹

In support of removal efforts, the ICE Office of the Principal Legal Advisor (OPLA) represents the U.S. government in the legal proceedings necessary to secure orders of removal for criminal aliens. ICE also details OPLA personnel to support U.S. Attorney Offices that conduct criminal prosecutions, including those that charge violent criminal aliens with felony re-entry into the United States. In the second quarter of FY 2010, ICE obligated \$19.8 million to continue prosecutions and removal proceedings against criminal aliens. Through the second quarter of

³⁸ ICE, Detention and Removal Operations, response to data call, 4/7/2010.

³⁹ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010. Since the first quarter of FY 2010, a new methodology has been used to determine how much of the total funding for the ATD program is allocated for criminal alien enforcement. As a result, ICE has updated this obligation accordingly.

FY 2010, ICE had obligated \$40.9 million toward a \$76.1 million FY 2010 plan to continue such efforts.⁴⁰ In addition, Rapid REPAT supports removal efforts by enhancing the ability of ICE to remove criminal aliens from the country. Through agreements with states, certain aliens incarcerated in state prison for non-violent offenses may receive early conditional release if they have a final order of removal, agree to waive appeal rights associated with their state convictions and agree not to return to the United States. In total, the following states participate in Rapid REPAT: Arizona, Georgia, New Hampshire, New York and Rhode Island.⁴¹ ICE is working to finalize agreements with several other states. During the second quarter of FY 2010, nearly 230 criminal aliens were removed through Rapid REPAT.⁴²

In addition to the aforementioned activities and initiatives that are funded by ICE and contribute to the SC/CIRCA mission, SC/CIRCA provides direct funding to Custody Operations, the Office of International Affairs (OIA) and removal transportation, to support the detention, processing and removal of criminal aliens.

1. Custody Operations

To support efforts to expand criminal alien detention capacity, ICE obligated \$475.1 million in the second quarter of FY 2010. Through the second quarter of FY 2010, ICE had obligated \$767.8 million toward a \$962.0 million FY 2010 plan for Custody Operations.⁴³ Since establishing SC in FY 2008, ICE has seen the proportion of detention space used for criminal aliens steadily rise, and the trend is expected to continue for several years. In FYs 2007 and 2008, ICE reported that, on average, 43 percent of available detention space was devoted to criminal aliens. This percentage increased to 48 percent in FY 2009. At the end of the second quarter of FY 2010, more than 17,600 detainees were criminal aliens, which is 60 percent of the total average ICE detention population.⁴⁴

ICE is working to reduce the average length of detention for criminal aliens so that each available bed can support greater numbers of criminal alien removals. In FYs 2008 and 2009, ICE reported that the average length of detention for criminal aliens was 48 days and 46 days, respectively. In the second quarter of FY 2010, the average length of detention for criminal aliens was 41 days.⁴⁵

In FY 2010, SC/CIRCA continues to fund a total of 1,246 beds in the following states: Arizona, California, Florida, Massachusetts, North Carolina, Pennsylvania, Virginia and Texas.⁴⁶ To better manage the near-term effects of criminal alien enforcement activities, the SC PMO continues to develop and refine a network optimization model to provide for more efficient allocation of bed space capacity at ICE detention facilities to address the projected criminal alien

⁴⁰ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

⁴¹ ICE, DRO, responses to data call, 4/8/2010. In the Secure Communities Quarterly Report to Congress for the First Quarter of FY 2010, three other states were listed as having Rapid REPAT agreements; however, those agreements have currently been withdrawn pending an additional legal review.

⁴² ICE, DRO, responses to data call, 4/7/2010.

⁴³ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

⁴⁴ ICE, DRO, responses to data calls, 4/5/2010.

⁴⁵ ICE, DRO, response to data call, 4/7/2010.

⁴⁶ ICE, DRO, response to data call, 4/14/2010.

population. Additional information on the development of this model is discussed later in the report in Part C, "Management Support."

2. OIA

In conjunction with the Department of State, OIA engages foreign governments to encourage them to accept the return of their citizens following proper removal procedures in the United States. These activities are intended to facilitate the process of removing criminal aliens from the United States by ensuring collaboration and coordination between sovereign states.

To support OIA efforts related to criminal alien removals, ICE obligated \$3.0 million in the second quarter of FY 2010. Through the second quarter of FY 2010, ICE had obligated \$4.6 million toward a \$6.7 million FY 2010 plan to support such efforts.⁴⁷ SC/CIRCA provides funding to support [redacted] positions, which include [redacted] Assistant Attachés [redacted] personnel at Repatriation and International Agreements Unit (RIAU) headquarters and [redacted] foreign service nationals. At the end of the second quarter of FY 2010, all of the SC/CIRCA-funded positions, except for [redacted] of the foreign service national positions, were filled.⁴⁸

RIAU acts as the liaison between DRO and OIA. RIAU works with the Department of State and DRO to negotiate and maintain removal agreements with foreign countries and acts as the primary OIA point of contact for all repatriation issues. The unit manages the programmatic needs of OIA international repatriation staff and provides leadership for the repatriation mission. In addition, RIAU is responsible for coordinating information sharing through Customs Mutual Assistance Agreements, Mutual Legal Assistance Treaties and other international agreements, as needed.

ICE Assistant Attachés work abroad to support the criminal alien enforcement mission by coordinating international investigations, acquiring and developing intelligence related to cross-border criminal activities and providing training for local law enforcement. Assistant Attachés facilitate problematic repatriation and removals by providing support for country clearances and coordinating with the Flight Operations Unit. Foreign service nationals employed by ICE are native to their country and possess law enforcement experience. These resources provide a vital source of information to Embassy officials in many activities, including the investigation of transnational criminal activity. They also routinely provide assistance to Assistant Attachés in the removal and repatriation processes.⁴⁹

OIA consults and coordinates with receiving countries on logistical issues and constraints regarding the process of returning aliens. OIA is also developing strategies to minimize concerns countries may have as a result of ICE increasing the removal of aliens with a criminal history. As a result, OIA is pursuing the following collaborative international strategies:

- Establish and strengthen appropriate mechanisms to share information with receiving countries on deportations of criminals so that the countries have ample lead time to prepare and make necessary arrangements for re-orientation.

⁴⁷ ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

⁴⁸ ICE, Office of International Affairs, response to data call, 4/9/2010.

⁴⁹ ICE, Office of International Affairs, responses to data call, 5/4/2010.

- Identify third-party international and non-governmental organizations to help in the transition of criminal aliens returning to their country of origin through ICE Attachés. ICE staff will maintain involvement in multilateral forums with partner countries (that is, Four Country Conference, Regional Conference on Migration, Shared Border Accord Coordinating Committee and others) to discuss alien removal issues.
- Consider the feasibility and benefits of providing additional training for ICE representatives overseas to increase the number of subject matter experts to deal with complex removal issues worldwide.

ICE is also continuing efforts to modernize the way travel documents and other removal documents are produced through the *eTD* system. This system allows for correspondence, via an Internet-based system, between ICE/DRO and the foreign government officials during the travel document issuance process. The *eTD* system allows foreign consular officers to electronically view travel document requests and issue travel documents from the consulate, eliminating the costly and time-consuming process of requesting travel documents by mail and contributing to more expeditious removals and shorter detention periods.

To obtain the full benefit of *eTD*, ICE continues to pursue memoranda of understanding with several countries to enable them to begin issuing fully electronic travel documents in the near future. Honduras, El Salvador, Guatemala and the Dominican Republic are currently using the *eTD* system. The implementation of the *eTD* system with Colombia is pending resolution of technical issues related to the information technology (IT) infrastructure managed by Colombia.⁵⁰ ICE is in the process of scheduling *eTD* presentations with Jamaica, Ecuador, Brazil, Peru and the Philippines.⁵¹

3. Removal Transportation

In addition to increasing the bed space dedicated to criminal aliens, ICE continues to allocate resources to increase transportation capacity. ICE plans to expand transportation capacity to accommodate at least 29,000 additional criminal alien removals in FY 2010. To support and expand criminal alien removal capacity, ICE obligated \$79.1 million during the second quarter of FY 2010. Through the second quarter of FY 2010, ICE had obligated \$97.5 million toward a \$129.6 million FY 2010 plan for these efforts.⁵²

During the second quarter of FY 2010, the ICE Flight Operations Unit effected the removal of more than 36,500 aliens, of which more than 62 percent were criminal aliens.⁵³ Although the total number of criminal alien removals during this period increased by approximately 15 percent compared to the second quarter of FY 2009, it began to level out during the second quarter of FY 2010 as a result of various challenges in the criminal alien removal process.⁵⁴ ICE is working to specifically identify these challenges and develop appropriate mitigation and solution strategies to overcome them and maintain the expeditious removal of criminal aliens. For

⁵⁰ ICE, Office of International Affairs, response to data call, 4/8/2010.

⁵¹ ICE, DRO, response to data call, 4/14/2010.

⁵² ICE, Federal Financial Management System, *INR112 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

⁵³ ICE, DRO, response to data call, 4/7/2010.

⁵⁴ ICE, DRO, response to data call, 4/14/2010.

example, ICE continues to develop and utilize modeling and simulation tools to identify strategies and activities that will help enable more efficient, effective removal efforts. Additional information on modeling activities is provided as follows in Section C, "Management Support."

C. Management Support

1. SC PMO

The SC PMO coordinates ICE planning, operational, technical and fiscal activities devoted to transforming, modernizing and optimizing the criminal alien enforcement process throughout ICE. The office collaborates with ICE programs and offices to oversee the scope definition, schedule maintenance and cost and performance measurement tracking and reporting for projects impacting the SC/CIRCA mission. To support ICE efforts to execute the SC/CIRCA mission, the SC PMO performs budget formulation and reporting activities for funding allocated for criminal alien enforcement throughout ICE, including the more than \$2.0 billion that ICE has allocated for FY 2010. The SC PMO also conducts planning and outreach efforts to support Interoperability activations nationwide. To better define the mission and scope of the program, the PMO revised the SC Strategic Plan and submitted it to Congress during the second quarter of FY 2010. In addition, the SC PMO is developing the integrated Concept of Operations, which was under review during the second quarter of FY 2010.

To support the SC PMO, ICE obligated \$10.7 million in the second quarter of FY 2010. Through the second quarter of FY 2010, ICE had obligated \$15.8 million toward a \$34.0 million FY 2010 plan to support the SC PMO.⁵⁵ A significant portion of these funds are being used to conduct broader outreach activities, including those that support the activation of Interoperability and continue modeling efforts to enhance criminal alien enforcement activities throughout ICE. In addition, the SC PMO is currently planning to complete hiring for a total of approximately 12 high, 67e positions in FY 2010, of which 12 high, 67e had been filled at the end of the second quarter of FY 2010.

2. Outreach Activities

The SC PMO coordinates and conducts communications and outreach activities for stakeholders on issues regarding the SC/CIRCA mission, including activities that support Interoperability activations nationwide. During the second quarter of FY 2010, the SC PMO continued outreach efforts to provide information and conduct awareness briefings for ICE internal and external stakeholders that support Interoperability before and/or after activation to facilitate the process. These ongoing activities follow a four-phased approach:

⁵⁵ ICE, Federal Financial Management System, *INRI 12 Report*, 3/31/2010, data retrieved 4/6/2010 and 4/7/2010.

- a. Awareness Briefing: ICE coordinates with DRO Field Offices in the areas of responsibility where Interoperability will be activated to ensure staff is prepared to provide support by, for example, testing communications and assessing transportation resources.
- b. Coordination with the State Identification Bureaus: ICE, along with US-VISIT and CJIS, works closely with State Identification Bureau personnel to inform them about Interoperability, including the necessary IT requirements, and to establish a date for local outreach.
- c. Implementation: Once the necessary coordination with DRO Field Offices and the State Identification Bureaus has occurred, ICE coordinates with LEAs to brief them about Interoperability and finalize exact locations and dates for Interoperability activation within their jurisdictions.
- d. Training: SC develops and delivers Field Coordinator training to selected ICE DRO Field Offices, enabling them to conduct Interoperability activation and outreach briefing activities.

During the second quarter of FY 2010, PMO also continued outreach efforts to promote awareness of SC/CIRCA within ICE and with external stakeholders.⁵⁶ The main objective of such efforts is to engage stakeholders in informative discussions about SC/CIRCA areas of interest, as well as to address issues, concerns or feedback. In addition, during the second quarter of FY 2010, the PMO worked with its partners in the DHS Office of Civil Rights and Civil Liberties to ensure procedures exist to address concerns related to the use of Interoperability, if any arise in the future. Additional outreach activities include distributing press releases, providing support for press events and responding to media reports to ensure the SC/CIRCA mission and activities are accurately conveyed to stakeholders.

3. Modeling and Simulation Activities

Additionally, the PMO conducts modeling and simulation efforts to support mission-centric decision making that impacts the efficiency of, as well as resources and funding for, criminal alien enforcement activities throughout ICE. Modeling and simulation activities help identify current and potential issues, such as bottlenecks and opportunities for process improvement, in ICE processes and operations. Modeling and simulation tools also provide the capability to test various ways of addressing issues such as the impact of policy changes and resource allocations. This assists ICE in developing optimal solutions that employ the efficient use of funds, conducting more targeted and better informed pilots and providing a greater likelihood of successful implementation of new solutions.

ICE will conduct more in-depth analyses to ultimately determine what an appropriate, comprehensive solution to this problem should, and should not, entail.

⁵⁶ External stakeholders include law enforcement associations, interagency partners, state and local government personnel, congressional members and committees and think tanks.

ICE utilizes data generated from the Criminal Alien Population Projection Analysis (CAPPA) to inform executive decisions and drive other models that are also described in this section. During the second quarter of FY 2010, the SC PMO devised a strategy and approach to develop an updated CAPPA that will maintain a 5-year projection. In the third quarter of FY 2010, the SC PMO plans to refine this approach and identify the resources necessary for this effort.

The Network Optimization Model, utilizing data from CAPPA, provides recommendations for efficiently allocating bed space capacity at specific ICE detention facilities and for determining the best strategy for utilizing all modes of transportation. During the second quarter of FY 2010, the SC PMO completed an updated baseline version of the model, validated the model by working with appropriate subject matter experts and elicited multiple-option planning scenarios from SC stakeholders within ICE. In the third quarter of FY 2010, the SC PMO plans to use the model to begin developing and executing the option-planning scenarios to identify the potential effects that various resource, policy and procedural changes would have on ICE detention and transportation operations.

The Strategic Decision Model assesses the relative costs, benefits and risks of investment options and provides budget recommendations.

The Activity Based Costing model is intended to assess costs associated with the criminal alien enforcement process (that is, identify, arrest, detain, process and remove) and calculate the total cost of criminal alien removal. This will, in turn, allow ICE to identify process improvement opportunities, estimate the impact of process changes, make more-informed resource investment decisions and better address reporting needs. Previously, activity-based costing process maps and associated activities were finalized, corresponding narratives were developed and Phase 1 of model development was completed to include preliminary cost information on criminal alien enforcement life cycle phases and activities. During the second quarter of FY 2010, key high-level requirements were identified, such as the need to align future iterations of the Activity Based Costing model with the other SC models to ensure ongoing integration among the modeling and simulation toolset. ICE plans to begin the second phase of this effort during the third quarter of FY 2010, in addition to further defining the requirements that have been identified.

IV. The Way Forward

The significant progress that ICE has achieved with SC/CIRCA funding laid the foundation for growth and advancement, as well as identification of areas for increased efficiency. The SC PMO continues to complete critical milestones related to modernizing the ICE approach to identifying, arresting, detaining, processing and removing criminal aliens from the United States. The activation of Interoperability across the United States builds the capability to identify increasing numbers of criminal aliens eligible for removal from the United States.

To implement the SC/CIRCA workforce infrastructure, technology and process improvements ICE-wide, SC/CIRCA has taken a multi-faceted approach to enable ICE to effectively process and remove the increased number of identified criminal aliens:

- Deploy personnel in critical areas where larger numbers of criminal aliens are likely to be encountered, including areas such as those involved with the identification, detention and removal processes.
- Modernize technology, particularly in the areas of criminal alien identification, detention management, removal management, technology management and DLT.
- Prioritize detention and removal resources, such as bed space and transportation capacity, to accommodate increased numbers of criminal aliens and their specialized needs.
- Implement process improvements across the organization to streamline the identification, detention and removal processes to reduce the total length of detention for criminal aliens and expedite their removal from the country.
- Draft a strategy to more effectively address at-large criminal aliens, to include exploring ways to assign existing resources to identify and remove more at-large criminal aliens. In addition, examine potential modifications to priority levels for criminal alien enforcement.
- Continue modeling efforts that analyze key costs, benefits, risks and constraints to project resource needs and optimum resource allocations. This is especially critical as Interoperability expands, resulting in increasing numbers of criminal aliens that will need to be detained, processed and removed. Modeling will allow ICE to assess how to apply future funds to support the entire enforcement life cycle.

V. Appendices

A. FY 2010 Funding Plans and Obligations (in thousands)

Category of Activity	Plan by Appropriation			Total Plan	Obligations by Appropriation			Total Obligated	%
	ICE FY10 Base	SC FY 09/10	SC FY 10/11		ICE FY10 Base	SC FY 09/10	SC FY 10/11		
Identify & Arrest	\$470,260	\$0	\$61,233	\$531,493	\$216,666	\$9,876	\$12,451	\$238,792	45%
Criminal Alien Program	\$139,355	\$0	\$53,000	\$192,355	\$71,547	\$7,793	\$9,342	\$88,682	46%
Fugitive Operations	\$103,356	\$0	\$0	\$103,356	\$34,188	\$0	\$0	\$34,188	33%
Criminal Investigations	\$139,186	\$0	\$0	\$139,186	\$82,829	\$0	\$0	\$82,829	60%
Law Enforcement Support Center	\$28,770	\$0	\$6,475	\$35,245	\$8,524	\$1,528	\$2,726	\$10,778	31%
287(g) Delegation of Authority	\$53,308	\$0	\$0	\$53,308	\$18,146	\$0	\$0	\$18,146	34%
Intelligence	\$6,285	\$0	\$1,758	\$8,043	\$3,432	\$355	\$382	\$4,169	52%
Detain, Process & Remove	\$1,078,922	\$45,181	\$79,621	\$1,203,724	\$895,391	\$17,142	\$9,688	\$922,221	77%
Custody Operations	\$883,196	\$32,581	\$46,193	\$961,970	\$757,061	\$3,990	\$6,779	\$767,829	80%
Alternatives to Detention	\$29,363	\$0	\$0	\$29,363	\$11,352	\$0	\$0	\$11,352	39%
Legal Proceedings	\$76,120	\$0	\$0	\$76,120	\$40,923	\$0	\$0	\$40,923	54%
International Affairs	\$2,708	\$0	\$4,002	\$6,710	\$2,529	\$552	\$1,539	\$4,621	69%
Transportation and Removal	\$87,535	\$12,600	\$29,427	\$129,562	\$83,526	\$12,600	\$1,370	\$97,496	75%
Information Technology	\$116,525	\$0	\$41,416	\$157,941	\$40,481	\$3,936	\$411	\$44,827	28%
Identification & Arrest Systems	\$0	\$0	\$34,031	\$34,031	\$0	\$3,405	\$0	\$3,405	10%
Detention & Removal Systems	\$0	\$0	\$1,919	\$1,919	\$0	\$319	\$0	\$319	17%
IT Management & Architecture	\$0	\$0	\$5,466	\$5,466	\$0	\$212	\$411	\$623	11%
Headquarters Managed IT/Modernization	\$116,525	\$0	\$0	\$116,525	\$40,481	\$0	\$0	\$40,481	35%
Management Support	\$103,565	\$11,350	\$17,730	\$132,645	\$44,519	\$11,189	\$4,929	\$60,638	46%
Secure Communities PMO	\$0	\$16,350	\$17,730	\$34,080	\$0	\$10,900	\$4,923	\$15,823	46%
Headquarters Management	\$103,565	(\$5,000)	\$0	\$98,565	\$44,519	\$289	\$6	\$44,815	45%
Total	\$1,769,272	\$56,531	\$200,000	\$2,025,803	\$1,197,057	\$41,943	\$27,479	\$1,266,479	63%

Source: ICE, Federal Financial Management System, *INR112 Report*, 4/31/2010, data retrieved 4/6/2010 and 4/7/2010.

B. Video Teleconferencing (VTC) Deployments

No. of VTC Units	Site Name	City	State
1	Consulate of Mexico	New Orleans	LA
1	Baker County Detention Facility	MacClenny	FL
3	Southern California Support Center	Laguna Niguel	CA
1	Montgomery County Sheriff's Office	Conroe	TX
1	Bay County Jail	Panama City	FL
1	Wakulla County Jail	Crawfordville	FL
1	Worcester County Jail	Snow Hill	MD
1	Peumansend Creek Regional Jail	Bowling Green	VA
1	Platte County Jail	Columbus	NE
1	Franklin County Corrections	Chambersburg	PA
1	Lee County Jail	Fort Myers	FL
1	South Texas Detention Complex	Pearsall	TX
6	Fairfax DRO Office (Washington AOR)	Fairfax	VA
1	Trinity County Sheriff's Office	Weaverville	CA
1	Suwannee County Jail	Live Oak	FL
1	Kilby Correctional Facility	Montgomery	AL
1	Scottsbluff County Jail	Gering	NE
1	Utah Department Corrections	Draper	UT
1	Broward County Jail	Fort Lauderdale	FL
1	Indian River County Jail	Vero Beach	FL
1	Lafayette County Jail	Mayo	FL
1	Carver County Jail	Chaska	MN
1	Florence Detention Center	Florence	AZ
1	Tacoma DRO Office (Seattle AOR)	Tacoma	WA
4	Glendale Police Department, Custody Bureau	Glendale	CA
1	Capital Area Immigrants Rights Coalition	Washington	DC

Source: ICE, DRO, response to data call, 4/7/2010.

C. Acronyms and Abbreviations

Acronym/ Abbreviation	Full Text
ACRIMe	Alien Criminal Response Information Management System
ATD	Alternatives to Detention
ATP	Automated Threat Prioritization
BST&T	Bed Space, Transportation and Detainee Location Tracking
CAP	Criminal Alien Program
CAPPA	Criminal Alien Population Projection Analysis
CJIS	Criminal Justice Information Services
CRS	Central Reservation System
DHS	Department of Homeland Security
DIS	Data Information Service
DLT	Detainee Location Tracking
DRO	Detention and Removal Operations
DROM	Detention and Removal Operations Modernization
EARM	ENFORCE Alien Removal Module
ENFORCE	Enforcement Case Tracking System
eTD	Electronic Travel Document
FY	Fiscal Year
IAFIS	Integrated Automated Fingerprint Identification System
IAQ	Immigration Alien Query
IAR	Immigration Alien Response
ICE	Immigration and Customs Enforcement
IDENT	Automated Biometric Identification System
IIDS	ICE Integrated Decision Support System
IT	Information Technology
IVF	Immigration Violator File
JCART	Joint Criminal Alien Removal Task Force
LEA	Law Enforcement Agency
LESC	Law Enforcement Support Center
NCIC	National Crime Information Center
OIA	Office of International Affairs
OLC	Operation Last Call
OPLA	Office of the Principal Legal Advisor
PMO	Program Management Office
RIAU	Repatriation and International Agreements Unit
SC	Secure Communities
SC/CIRCA	Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens
TMS	Transportation Management System
US-VISIT	United States Visitor and Immigrant Status Indicator Technology
VCAS	Violent Criminal Alien Section
VTC	Video Teleconferencing
WPF	Wanted Person File