



# Secure Communities: Quarterly Report

Fiscal Year 2009 Report to Congress

Fourth Quarter

November 25, 2009



Homeland  
Security

*U.S. Immigration and Customs Enforcement*

## Message from the Assistant Secretary

November 25, 2009



I am pleased to present the Quarterly Report on Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens (SC/CIRCA), prepared by U.S. Immigration and Customs Enforcement.

This report was prepared in response to a requirement found in the Fiscal Year 2009 (FY09) Department of Homeland Security Appropriations Act (P.L. 110-329) and covers the Fourth Quarter of Fiscal Year 2009.

Pursuant to congressional requirements, I am transmitting a copy of this report to the following members of Congress:

The Honorable David E. Price  
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Harold Rogers  
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Robert Byrd  
Chairman, Senate Appropriations Subcommittee on Homeland Security

The Honorable George V. Voinovich  
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

Inquiries about the contents of this report should be directed to me at (202) 732-3000 or to the Department of Homeland Security Acting Chief Financial Officer, Peggy Sherry, at (202) 447-5751.

Sincerely yours,

A handwritten signature in black ink, appearing to read "John Morton". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

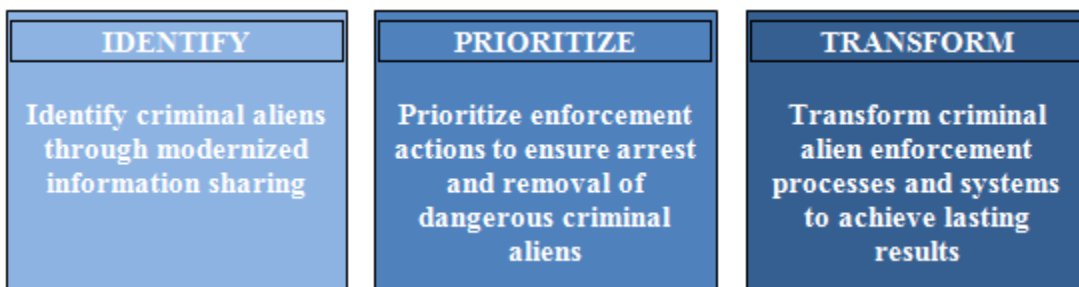
John Morton  
Assistant Secretary  
U.S. Immigration and Customs Enforcement

# Executive Summary

In FY 2008, Congress appropriated \$200 million for ICE to “improve and modernize efforts to identify aliens convicted of a crime, sentenced to imprisonment and who may be deportable, and remove them from the United States, once they are judged deportable...”<sup>1</sup> In response, ICE launched SC/CIRCA to transform the way ICE identifies and removes criminal aliens from the United States. In the FY 2009 DHS Appropriations Act (P.L. 110-329), Congress appropriated an additional \$150 million for SC/CIRCA while expanding the initiative’s scope to “prioritize the identification and removal of aliens convicted of a crime by the severity of that crime”<sup>2</sup> and “identify individuals illegally present in the United States who have criminal records, whether incarcerated or at large, and to remove those aliens once they have been judged deportable in an immigration court.”<sup>3</sup> Congress further required ICE to utilize at least \$850 million of existing program resources to support these efforts.

To meet a Congressional requirement for reporting on exactly how it will allocate the funds provided for criminal alien enforcement, ICE prepared the “Plan to Utilize the FY09 Appropriation for the Removal of Criminal Aliens in Alignment with Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens.” This document describes ICE plans to obligate \$1.197 billion of ICE base funding, \$180.475 million from the SC/CIRCA 2-year FY 2008 appropriation, and \$75.023 million from the SC/CIRCA 2-year FY 2009 appropriation during FY 2009 – bringing the total planned FY 2009 obligations in support of criminal alien enforcement to \$1.452 billion. At the end of the Fourth Quarter of FY 2009, ICE exceeded this amount by obligating \$1.691 billion in alignment with its plan. This resulted primarily from ICE exceeding targets for the percentages of criminal versus non-criminal aliens detained and removed by ICE during FY 2009. These percentages were used to divide and allocate obligations for detention beds, staff and removal transportation. For additional information on ICE FY 2009 obligations toward criminal alien enforcement and budget plan variances, see Appendix 1.

This Quarterly Report describes how SC/CIRCA is utilizing technology and resources, as well as strengthening and expanding ICE programs and activities to identify and successfully remove criminal aliens. These efforts are strategically planned around and focused on the following three pillars:



Section II of this report describes how ICE is employing technology to support the SC/CIRCA mission by enhancing efforts to identify and process criminal aliens eligible for removal. For

example, ICE utilizes technology to increase information sharing between the Department of Justice Federal Bureau of Investigation Criminal Justice Information Services Division (CJIS) Integrated Automated Fingerprint Identification System (IAFIS) and the United States Visitor and Immigrant Status Indicator Technology Automated Biometric Identification System (IDENT). This capability, referred to as IDENT/IAFIS Interoperability, has increased the volume of criminal history and immigration status information available to ICE and its law enforcement partners in support of enforcement efforts to identify and process criminal aliens for removal. At the close of FY 2009, IDENT/IAFIS Interoperability had been deployed to 88 jurisdictions throughout the United States, and since last quarter, the total number of IDENT/IAFIS Interoperability biometric submissions has increased by over 51 percent.<sup>4</sup> Further, with emphasis placed on prioritizing enforcement actions, the number of Level 1 determinations, applied to the most dangerous criminal aliens, increased by more than 28 percent compared to the Third Quarter FY 2009.<sup>5</sup> ICE is also continuing efforts to automate various research and analysis functions, which contribute to more expeditious immigration status and threat level determinations.

In response to higher volumes of identified criminal aliens eligible for removal, SC/CIRCA has augmented detention and removal operations by providing funds to implement various Information Technology initiatives to, among other things, improve tracking of detainees and resources, deploy Video Teleconferencing (VTC) units and improve reporting capabilities. By using tools such as VTCs and integrated case management systems, ICE is strengthening its capability to identify criminal aliens, decrease time detainees spend in federal custody and prevent criminal aliens from being released back into the community by removing them as soon as they have completed their sentences. SC/CIRCA also provides funding to increase the number of detention beds, expand transportation capacity and augment staff accordingly. Efforts to implement IT initiatives and prioritize the allocation of detention and removal resources are described in further detail in Section II of this report.

SC/CIRCA also continues to allocate funding and provide program management support to strengthen and expand ICE programs and activities that focus on criminal alien enforcement. These programs include initiatives to identify and remove criminal aliens already incarcerated, to apprehend criminal aliens who have failed to comply with removal orders and to prioritize the prosecution of recidivist violent criminal aliens. ICE also maintains efforts to work with international stakeholders to facilitate the removal process by coordinating logistical matters and working to minimize concerns countries may have about ICE increasing the removal of aliens with a criminal history. In total, programs receiving SC/CIRCA support have contributed to the identification and removal of over 136,000 criminal aliens in FY 2009, which is nearly a 19-percent increase from FY 2008.<sup>6</sup> Section III of this report outlines the progress of various ICE programs and activities that receive funding from SC/CIRCA in accordance with its mission. Section III also describes efforts made by the SC Program Management Office (PMO) to provide mission support by, for example, conducting communication and outreach activities, as well as modeling and analysis, which influence mission-centric decision making that impacts the deployment of Interoperability, resources and funds.



# Secure Communities: Quarterly Report Fourth Quarter Fiscal Year 2009

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# I. Legislative Requirement

Congress mandates that Immigration and Customs Enforcement (ICE) provide quarterly reports on its expenditure of the \$1.4 billion received in appropriations from Congress for the purpose of identifying and removing criminal aliens from the United States, as provided in the Fiscal Year (FY) 2009 Department of Homeland Security (DHS) Appropriations Act (P.L. 110-329).

This Quarterly Report documents the progress achieved during the Fourth Quarter of FY 2009.



## II. Technology and Resources

ICE is utilizing mission-enabling technology and resources to improve efforts to identify and remove criminal aliens from the United States. As a result, ICE continues to:

- Deploy the United States Visitor and Immigrant Status Indicator Technology (US-VISIT) Automated Biometric Identification and Integrated Automated Fingerprint Identification Systems (IDENT/IAFIS) Interoperability to increase the volume of criminal history and immigration status information available to ICE and its law enforcement partners, thereby enhancing efforts to identify and process all criminal aliens eligible for removal while in law enforcement custody.
- Engage in various modernization and technology expansion initiatives in support of criminal alien identification and enforcement efforts. These include the enhancement of identification systems and the automation of research and analysis capabilities, as well as the automation and centralization of tools that support the detention and removal processes. In addition, video teleconferencing units (VTCs) continue to be deployed to expedite the removal of criminal aliens.
- Prioritize the deployment of beds and detention personnel to facilities that hold high volumes of criminal aliens and expand transportation resource capacity, while continuing to employ an electronic travel document system.

As described in the following section, ICE is continuing to make progress in these endeavors.

### A. IDENT/IAFIS Interoperability

Historically, when law enforcement agencies (LEAs) made an arrest and booked a subject into custody, the agency would submit the subject’s biographic and biometric information to the Department of Justice Federal Bureau of Investigation Criminal Justice Information Services Division (CJIS) IAFIS to determine criminal history. Determining immigration status, which most LEAs did not pursue, was a separate, manual process using biographic information submitted by LEAs to the ICE Law Enforcement Support Center (LESC). Through IDENT/IAFIS Interoperability (referred to throughout this report as “Interoperability”), this biographic and biometric information is now automatically routed by CJIS/IAFIS to

IDENTIFY
<p><u>IDENT/IAFIS Interoperability</u></p> <p>IDENT/IAFIS Interoperability increases the information sharing capability between the DHS US-VISIT Automated Biometric Identification System (IDENT) and the Federal Bureau of Investigation Criminal Justice Information Services Division (CJIS) Integrated Automated Fingerprint Identification System (IAFIS). The automatic routing of shared information enables more timely immigration status determinations and has resulted in the identification of higher volumes of criminal aliens identified.</p>

DHS US-VISIT/IDENT and, if there is a match, to the LESC to make an immigration status determination.

The following is a description of the Interoperability process:

1. When a subject is arrested and booked into custody, the arresting LEA sends the subject's fingerprints and associated biographical information to CJIS/IAFIS via the appropriate State Identification Bureau.
2. CJIS electronically routes the subject's biometric and biographic information to US-VISIT/IDENT to determine if there is a fingerprint match with records in its system.
3. As a result of a fingerprint match with data in IDENT, CJIS generates an Immigration Alien Query to the ICE LESC.
4. The LESC queries law enforcement and immigration databases to make an initial immigration status determination and generates an Immigration Alien Response (IAR) that may include a criminal level classification used to prioritize enforcement actions if a subject is determined to be a criminal alien.
5. The LESC sends the IAR to the local ICE Detention and Removal Operations (DRO) office, as well as to CJIS. CJIS routes the IAR to the appropriate State Identification Bureau, which then routes it to the originating LEA.

ICE prioritizes enforcement actions against subjects that have been identified as potentially

<b>PRIORITIZE</b>
<p><u>Threat Level Determinations</u></p> <p><b>Level 1: Offenses include threats to national security; violent crimes such as murder, manslaughter, rape, robbery and kidnapping; and drug offenses resulting in sentences greater than 1 year.</b></p> <p><b>Level 2: Offenses include minor drug offenses and property offenses such as burglary, larceny, fraud and money laundering.</b></p> <p><b>Level 3: Offenses consist of less severe criminal offenses.</b></p>

eligible for removal on the basis of the level of offense for which subjects have been currently charged or previously convicted. Using this risk-based approach, enforcement actions are prioritized according to three Levels of offense, with top priority given to Level 1 offenses.

In collaboration with participating LEAs, Interoperability creates a virtual ICE presence at jails and booking locations in jurisdictions across the country where it has been activated. Interoperability enables ICE to identify criminal aliens via biometrics at the earliest stage of the criminal alien enforcement lifecycle and eliminate the need to conduct extensive, name-based searches for complete and relevant records, thereby improving the accuracy and timeliness of criminal alien identification. Timely identification increases

the ability for ICE to initiate enforcement actions before the subject is released back into the community. The following sections further describe Interoperability deployment and results, as well as ICE efforts to support Interoperability deployment.



## ***Interoperability Deployment***

ICE estimates that there are currently more than 53,000 arresting and booking facilities in more than 3,100 jurisdictions across the United States. ICE continues to coordinate with federal, state and local partners to deploy Interoperability to these facilities on the basis of a risk-based prioritization approach. Currently, this includes evaluation of deployment prerequisites, such as necessary resources and capabilities for ICE Field Offices, states and LEAs for Interoperability activations. During the Fourth Quarter of FY 2009, deployments were also determined by factoring in data such as crimes committed by non-citizens and census data to examine foreign-born populations.

During the Fourth Quarter of FY 2009, Interoperability was deployed to 18 jurisdictions, as illustrated in Table 2.1. Interoperability has been deployed to a total of 88 jurisdictions in FY 2009, which exceeds the FY 2009 goal of completing deployments to 80 jurisdictions. For the First Quarter of FY 2010, Interoperability deployment is currently being planned for jurisdictions in the following states: Arizona, California, Colorado, Connecticut, District of Columbia, Florida, Georgia, Illinois, Louisiana, Maryland, Michigan, New Jersey, North Carolina, New York, Oklahoma, Texas and Washington.

**Table 2.1 – Fourth Quarter FY 2009 Interoperability Deployment**

<b>State</b>	<b>Jurisdiction</b>	<b>ICE DRO Field Office</b>
Texas	Hudspeth	El Paso
Texas	Culberson	El Paso
New Mexico	Grant	El Paso
New Mexico	Hidalgo	El Paso
New Mexico	Luna	El Paso
Pennsylvania	Philadelphia	Philadelphia
California	Ventura	Los Angeles
Texas	Tarrant	Dallas
Florida	Broward	Miami
California	Los Angeles	Los Angeles
California	Imperial	San Diego
Texas	Fort Bend	Houston
Texas	Montgomery	Houston
Texas	Brazoria	Houston
Texas	Galveston	Houston
Texas	Jefferson	Houston
Virginia	Prince William	Washington
New Mexico	Bernalillo	El Paso

ICE continues efforts to deploy Interoperability to prioritized jurisdictions and to measure performance and results where Interoperability has been activated. Table 2.2 illustrates both quarterly and cumulative Interoperability performance in FY 2009.

**Table 2.2 - Interoperability Performance Measures for FY 2009**

Performance Measures	Q1 FY09	Q2 FY09	Q3 FY09	Q4 FY09	FY09 Total
Additional Interoperability Jurisdictions	14	34	22	18	88
Biometric Submissions	29,756	163,794	251,507	380,706	825,763
IDENT Matches	3,278	19,464	33,585	44,448	100,775
Detainers Issued*	922	3,578	5,972	9,602	20,074
Level 1 Determinations	167	1,694	3,222	4,218	9,416
Detainers Issued*	82	589	1,222	1,954	3,847
Removals	25	175	395	843	1,471
In Proceedings	49	731	1,150	1,441	3,430
Awaiting Outcomes**	39	650	1,818	2,305	4,377
Level 2 / Level 3 Determinations	3,111	17,775	30,363	40,230	91,359
Detainers Issued*	840	2,989	4,750	7,648	16,227
Removals	228	2,347	3,871	5,680	12,209
In Proceedings	239	1,603	2,935	4,478	8,504
Awaiting Outcomes**	1,760	11,001	21,280	26,486	58,224

\*The numbers of detainers issued were lodged after an Immigration Alien Response was sent to the field office and do not include detainers issued prior to the response under the Criminal Alien Program or the 287(g) Program.

\*\*Number of IDENT matches that currently lack a case status in ENFORCE.

Note: In reference to the "Awaiting Outcomes" category in Table 2.2, the outcome measures always trail identifications. For example, a criminal alien may have been encountered in November (Q1) but not be removed until June (Q3). Also, the Awaiting Outcomes numbers may change on a quarterly basis as cases are resolved. For example, in the Secure Communities Quarterly Report to Congress for Q2 FY09, the Awaiting Outcomes category reported 13,536 cases for Q2. During Q3 FY09, that number decreased to 11,651, as 1,885 cases have moved to other outcome categories (i.e., Removals, In Proceedings). The apparent increase in cases awaiting outcomes is attributable to the increase in identifications from newly activated locations.

Source: US-VISIT IDR/Single-search transaction daily report and the monthly LESC-IIDS Data Match. IIDS Data Match includes ENFORCE data and was run by IIDS on 10/6/2009.

During the Fourth Quarter of FY 2009, the total number of Interoperability biometric submissions increased by over 51 percent, and IDENT matches from the submissions increased by over 32 percent compared to the Third Quarter of FY 2009.<sup>7</sup> In addition, the number of Level 1 determinations increased by more than 28 percent since the Third Quarter of FY 2009.<sup>8</sup> Interoperability has also contributed to the increasing number of detainers issued each quarter.

ICE successfully issued over 9,600 detainers in the Fourth Quarter of FY 2009, which is nearly a 59-percent increase from last quarter.<sup>9</sup> The following success story demonstrates the significant role Interoperability plays in identifying and removing dangerous criminal aliens from communities.

## IDENTIFY

### Success Story

On August 30, 2009, the ICE DRO Los Angeles Field Office received an IDENT/IAFIS Interoperability match for a male subject who was arrested by the Los Angeles Police Department for a local ordinance violation. Record checks revealed the native of El Salvador had been convicted of voluntary manslaughter, carrying a concealed weapon and conspiracy to commit a crime. He had been removed from the United States on multiple occasions. On September 4, 2009, the subject was released into ICE custody, and the U.S. Attorney's Office accepted his case for criminal prosecution pursuant to Title 8 U.S.C. § 1326, which enumerates penalties for aliens who have reentered the country after a prior removal.

### *Supporting Interoperability Deployment*

As Interoperability deployment continues, ICE receives an increasing number of immigration status determination requests. For example, during the Fourth Quarter of FY 2009, LESC processed 301,763 status determination inquiries, which is nearly a 5-percent increase from the Third Quarter of FY 2009. In FY 2009, LESC researched a record 1,064,261 inquiries for more than 10,000 criminal justice partners.<sup>10</sup> In conjunction with deployments, ICE is maintaining efforts to support Interoperability expansion by continuing to:

- Increase staffing levels dedicated to Interoperability Deployment by redeploying personnel where needed.
- Conduct outreach and coordination activities with stakeholders.

### *ICE Staffing*

In FY 2009, the SC Program Management Office (PMO) approved **(b)2 high, b7e** positions for the Office of Investigations and **(b)2 high, b7e** positions for DRO to address the growing increase of Interoperability-generated inquiries and support the identification and removal of criminal aliens. The following provides information on ICE efforts to staff some of these positions.<sup>11</sup> Additional hiring efforts and staffing figures for additional positions are provided later in the report under Section III "ICE Programs and Activities."

To support Office of Investigations LESC efforts, ICE obligated \$35.7 million toward a plan of \$51.0 million during FY 2009.<sup>12</sup> During the Fourth Quarter of FY 2009, ICE continued to hire LESC technicians that support the immigration status and threat level determination processes by providing responses to such inquiries. LESC had planned to hire **(b)2 high, b7e** additional employees using SC/CIRCA FY 2009 funding and has filled **(b)2 high, b7e** vacancies in FY 2009.<sup>13</sup> ICE will continue hiring the remaining FTEs in FY 2010.

ICE continues to recruit and hire candidates to fill **(b)2 high, b7e** SC/CIRCA positions in DRO, all of which were reclassified internal vacancies, for Interoperability response. ICE is also redeploying staff in support of this effort. The Interoperability response personnel provide a 24x7 capability to act upon status determination responses and fulfill responsibilities such as issuing detainers on identified criminal aliens, maintaining communications with LEAs and taking additional enforcement actions against criminal aliens as needed. To support and maintain Interoperability

staffing efforts, ICE obligated \$26.8 million toward a plan of \$25.7 million during FY 2009.<sup>14</sup> During the Fourth Quarter of FY 2009, ICE hired [redacted] additional personnel toward the goal, for a total of [redacted] individuals hired to date,<sup>15</sup> of which [redacted] were redeployed from within ICE.<sup>16</sup>

During the Fourth Quarter of FY 2009, DRO also hired [redacted] FTEs. These hires, coupled with the [redacted] FTEs hired in the Third Quarter of FY 2009, achieved the FY 2009 goal of filling [redacted] previously posted Detention Management Division staffing positions to support the growing number of criminal aliens processed and detained as a result of Interoperability expansion.<sup>17</sup> These positions include Deportation Officers, Immigration Enforcement Agents, Detention and Removal Assistants and Supervisory Detention and Deportation Officers. To support Detention Management Division staffing efforts, ICE obligated \$16.3 million toward a plan of \$24.7 million during FY 2009.<sup>18</sup>

### ***Outreach and Coordination Activities***

During the Fourth Quarter of FY 2009, the SC/CIRCA PMO continued outreach efforts to provide information and conduct awareness training for ICE internal and external stakeholders that support Interoperability before and/or after deployment. These ongoing activities follow a three-phased approach as outlined in the following section. Also, while stakeholder outreach is ongoing and when deployment is scheduled, press releases may be distributed announcing the start of this new capability.

1. Training and coordination: ICE coordinates with DRO Field Offices in the Areas of Responsibility (AORs) where Interoperability will be deployed to ensure staff is prepared to support deployment by, for example, testing communications and assessing transportation resources.
2. Coordination with the State Identification Bureaus: ICE, along with US-VISIT and CJIS, works closely with the State Identification Bureau personnel to educate them about Interoperability, including the necessary IT requirements, and to agree on a date for local outreach.
3. Implementation: Once the necessary coordination with DRO Field Offices and the State Identification Bureaus has occurred, ICE coordinates with LEAs to educate them about Interoperability and finalize exact locations and dates for Interoperability activation within their jurisdictions.

## B. Employing and Modernizing Systems and Tools

ICE is employing and modernizing systems and tools to increase accuracy and improve efficiencies in the identification, arrest, processing, detention and removal processes, as well as to maximize the effective use of resources.

### *Identification System Enhancements*

Current systems that ICE utilizes to identify criminal aliens are based on outdated technology that limit the ability to scale these systems to accommodate the increasing number of transactions generated by Interoperability deployment, as well as the number of users who can access the system. As a result, ICE remains focused on implementing the following efforts:

- Stabilizing the Alien Criminal Response Information Management (ACRIME) System
- Modernizing the ACRIME System
- Automating Research and Analysis Functions

To support Identification Systems, ICE obligated \$41.8 million toward a plan of \$41.1 million during FY 2009, including those described in the following section.<sup>19</sup>

### *Stabilizing the ACRIME System*

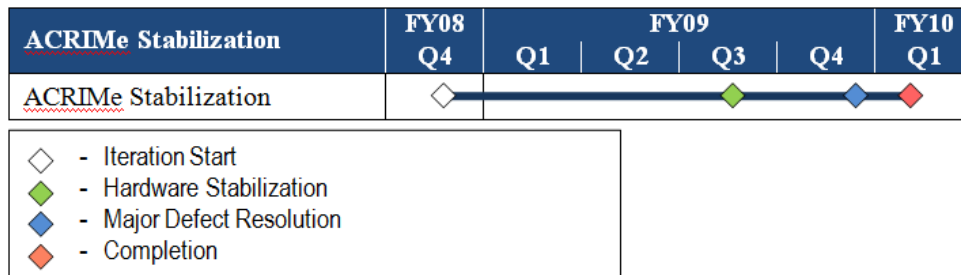
ACRIME is a legacy Immigration and Naturalization Service application that manages queries made by law enforcement pertaining to the identification of aliens who have prior criminal convictions, are under ICE investigation, wanted by ICE or other LEAs, or are in the country illegally. LESC specialists cross-reference and compile data from multiple DHS and law enforcement databases that contain relevant information. The data are analyzed to determine whether the alien is eligible for removal from the United States. ACRIME has several “cut and paste” tools that specialists use to access the various databases and draft the response to these queries. The system also supports the entry of both administrative (immigration) and criminal arrest warrants into the National Crime Information Center (NCIC), the Federal Bureau of Investigation’s criminal history repository.

IDENTIFY
<p><u>Recidivist Criminal Aliens</u></p> <p>Utilizing the ACRIME system to submit ICE Immigration Violator File and Wanted Persons File records supports efforts to identify criminal aliens when they attempt to re-enter the country after a previous removal. For example, during the Fourth Quarter of FY 2009, ICE entered 7,425 records into the NCIC, including 4,402 deported felons, 2,824 absconders, and 199 ICE fugitives.</p> <p>Source: United States Immigration and Customs Enforcement, Office of Investigations, response to data call, 10/09/2009.</p>

Stabilization efforts have been undertaken to resolve major system defects that were causing recurring system unavailability, which negatively impacts processing productivity. Stabilizing the current ACRIME system will enable ICE to handle increased criminal history and

immigration status determination request volumes until the new modernized ACRIME can be implemented, which will replace the legacy system. During the Fourth Quarter of FY 2009, ICE completed its final efforts to resolve the major system defects affecting system availability. Although completion of the stabilization effort was scheduled for the end of the Fourth Quarter of FY 2009, it has been delayed to the beginning of the First Quarter of FY 2010 to allow for an additional review of the system modifications made during the defect resolution effort.<sup>20</sup> Figure 2.1 illustrates the major milestones for ACRIME stabilization.

**Figure 2.1 – ACRIME Stabilization Milestones**



Source: United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

***Modernizing the ACRIME System***

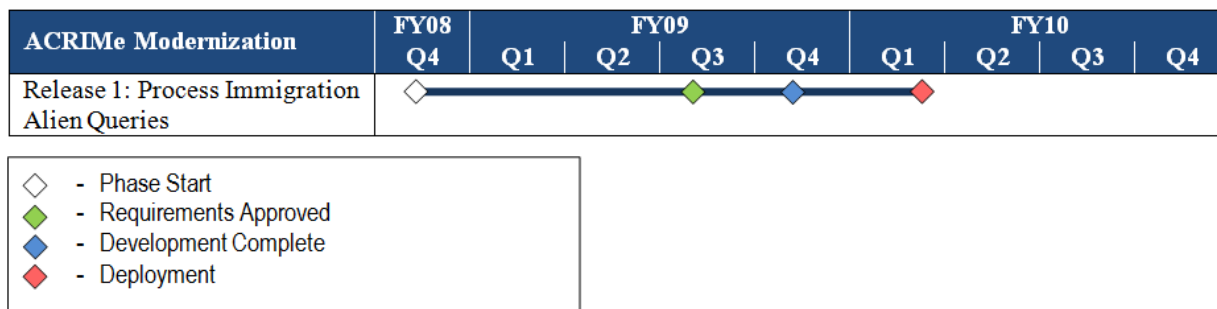
The modernization project is focused on providing major system improvements to make the immigration status and threat level determination processes more efficient. These efforts also contribute to establishing the foundation for implementing research and analysis automation capabilities, which are described in the following section. The modernized ACRIME system will interface with the major databases that are searched to retrieve immigration status information. The deployment of Release 1 will provide automation capabilities to enable more efficient processing of Immigration Alien Queries, as well as an expanded user base and full backup, redundancy and disaster recovery capabilities.

<b>TRANSFORM</b>
<u><b>ACRIME System Modernization</b></u>
<b>ACRIME system modernization is being designed to improve the timeliness and standardization of immigration status determinations by automating key components of the system and transforming it into a web-based application, available to users outside the LESC.</b>

During the Fourth Quarter of FY 2009, the preliminary design was completed, development started and preparations for testing began. After reviewing the design, ICE made adjustments to the test plan and is analyzing the full impact of these changes to the implementation schedule. In the First Quarter of FY 2010, testing will begin to verify whether the system meets users’ needs and is ready for deployment. After Release 1 is deployed, requirements planning will begin for future releases, including a release to automate the process of entering warrants into the NCIC.<sup>21</sup> Figure 2.2 illustrates the major milestones for ACRIME modernization.



**Figure 2.2 – ACRIMe Modernization Milestones**



Source: United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

***Automating Research and Analysis***

As the modernization project proceeds, ICE continues its efforts to utilize new systems that automate research and analysis functions, which benefit users by facilitating more expedient immigration status and threat level determinations. While ICE is still moving forward to automate many components of the status determination process, it is inappropriate to automate the entire process, as final status determinations must be completed by authorized immigration enforcement agents. Multiple IT services will be developed to support and enhance this process.

- Automated Threat Prioritization will provide threat level assessments by utilizing data provided directly in the Immigration Alien Query and NCIC-provided criminal history information.
- Status Determination Support will provide analytic support tools to implement a consistent process of recommending an immigration status.
- Jail Roster/Release Tracking will compile and research federal, state and local jail rosters to supplement ICE’s information on a criminal alien.
- Automated NCIC Warrants will create a warrant record that can be uploaded directly to the NCIC using criminal history and immigration status search results.
- Criminal Alien Tracking will track the location of criminal aliens after they have been arrested by LEAs prior to being taken into ICE custody.
- Integrated Case Management will link relevant information regarding a criminal alien to support DRO operations.

ICE awarded two contracts at the end of the Fourth Quarter of FY 2009 to implement these services.<sup>22</sup> Additional information regarding these services, as well as a timeline for implementation will be provided in a future report after the contract has begun.

***DRO Process Enhancements***

Detention and Removal Operations Modernization (DROM) efforts are intended to generate efficiencies in detention and removal processes by centralizing and automating several manual processes. The program will provide ICE with the automated capability to track and report on the movement of criminal aliens from arrest through removal. This capability will also help

improve the operational management of bed space and transportation resources. In addition, DROM efforts will eliminate disparate systems and databases within the DHS environment and replace them with a more collaborative and integrated solution. Current DROM efforts include:

- Automating Bed Space, Transportation and Tracking (BST&T)
- Enhancing the Enforcement Case Tracking System (ENFORCE) Alien Removal Module (EARM)

For detention and removal systems that follow, ICE obligated \$19.7 million toward a plan of \$20.3 million during FY 2009.<sup>23</sup>

***Automating BST&T***

BST&T consists of the following three modules: Detainee Location Tracking (DLT), Central Reservation System (CRS) and Transportation Management System (TMS). These modules will provide comprehensive and timely information regarding detainee tracking, bed space inventory and removal transportation.

ICE remains on track to deploy DLT as a pilot to four facilities in the Phoenix, Arizona; and San Diego, California, AORs in the Second Quarter of FY 2010, continuing deployment to all 24 AORs in future fiscal years.<sup>24</sup>

The CRS Analysis of Alternatives that commenced during the Third Quarter of FY 2009 was completed in the Fourth Quarter of FY 2009, and requirements are being finalized. Completion of the development and testing phases remains on track for FY 2010, per the following figure.<sup>25</sup>

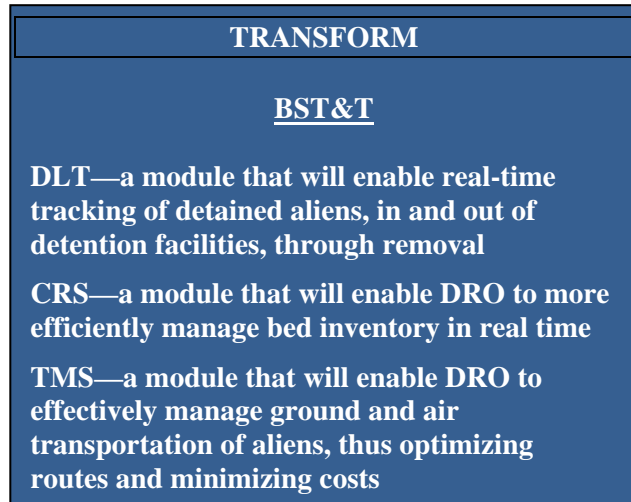
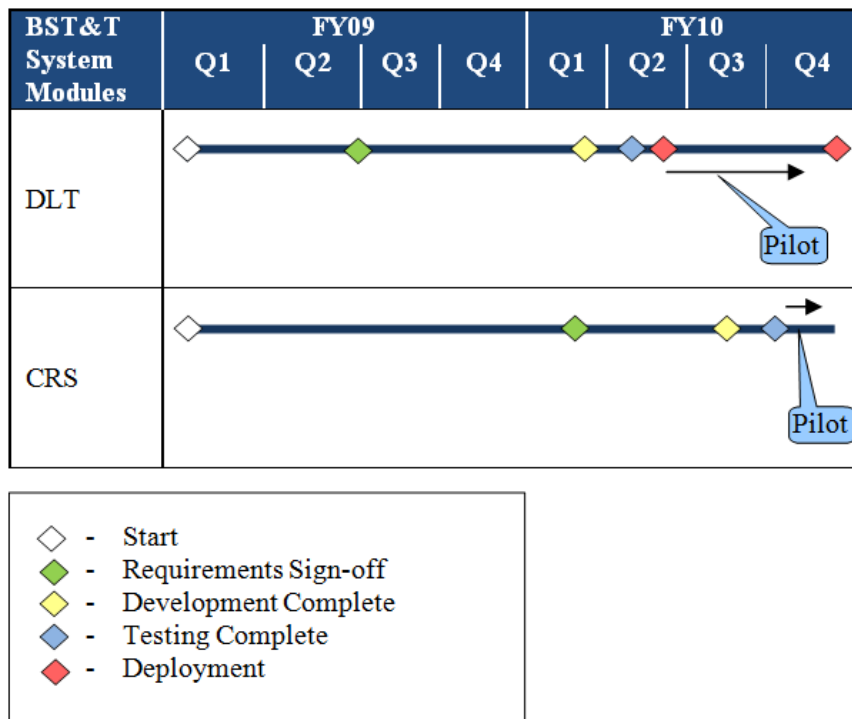


Figure 2.3 illustrates the major milestones for DLT and CRS. Efforts focused on the TMS module are not planned to commence before FY 2011.

**Figure 2.3 – BST&T System Modules Milestones**



Source: United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

### Enhancing EARM

EARM maintains data to track aliens and provides a means to generate reports from a single data source. A phase of enhancements, referred to as EARM v.2, is currently underway to improve such capabilities by expanding the EARM platform to also include ENFORCE Alien Detention Module (EADM), the Alternatives to Detention Program (ATDP) and authentication and process integration of the Electronic Travel Document (eTD) system.

TRANSFORM
<u>EARM v.2 Systems</u>
EADM—a system utilized to manage the book-in/book-out process of DRO detentions
ATDP—a system utilized to track low-level criminal aliens during the removal process
eTD—a system utilized to review travel document requests and issue travel documents via the Internet

While business requirements were developed during the Third Quarter of FY 2009, the technical requirements were in different phases of development for EADM, ATDP and eTD. The development of all technical requirements was completed in the Fourth Quarter of FY 2009. As a result, EARM v.2 development is still scheduled to be completed in the First Quarter of FY 2010, and testing will begin in the Second Quarter of FY 2010. EARM v.2 deployment remains on track for Third Quarter of FY 2010.<sup>26</sup> Figure 2.4 illustrates major milestones for EARM v.2.

**Figure 2.4 – EARM v.2 Milestones**

Phase:	FY09			FY10		
	Q2	Q3	Q4	Q1	Q2	Q3
ENFORCE Alien Detention Module (EADM)	◇	◆	◆		◆	◆
eTD (Interface)		◇	◆	◆	◆	◆
Alternatives To Detention Program (ATDP) Module		◇	◆	◆	◆	◆

◇	- Phase Start
◆	- Requirements Sign-off
◆	- Development Complete
◆	- Testing Complete
◆	- Deployment

Source: United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

### ***Video Teleconferencing (VTC) Support***

In support of efforts to maximize the use of resources and expedite the removal of criminal aliens upon release from LEA custody, ICE continues to deploy VTC capability to ICE and Executive Office for Immigration Review sites, as well as to jail and prison facilities in support of the ICE Institutional Removal Program. This program enables the execution of immigration hearings and the initiation of other portions of the removal process while criminal aliens serve their sentences. VTC deployments in support of this program continue to have a significantly positive impact on ICE’s ability to achieve detention and removal goals by, among other things, eliminating the need for ICE personnel, Executive Office for Immigration Review judges and aliens to be transported between locations, which decrease safety concerns associated with travel. The availability of VTC technology has also resulted in the more efficient use of ICE resources by reducing cost and time associated with travel, thus contributing to improved caseload management. To support VTC systems, ICE obligated \$5.7 million toward a plan of \$6.0 million during FY 2009 for the installation of 170 VTC units and the operation of those units for 1 year.<sup>27</sup>

During the Fourth Quarter of FY 2009, 25 SC/CIRCA-funded units were installed at 24 sites. For details on the Fourth Quarter of FY 2009 VTC installations and locations, see Appendix 2. While ICE planned to install 59 units at 44 sites during the Fourth Quarter of FY 2009, there were delays with a new telecommunications vendor that ICE is working to resolve.<sup>28</sup> A review is also underway to improve the installation process. At the end of the Fourth Quarter of FY 2009, ICE had determined that better communication between DRO field offices and local jails and prisons is needed to prevent delays throughout all stages of the installation process, from point of contact identification through final system implementation. In addition, ICE is

developing recommendations to improve the end-to-end VTC installation process. Following the deployment of the 170 units, ICE will evaluate the strategic implementation of the VTC equipment and set new program goals. At the end of FY 2009, a total of 260 SC/CIRCA- and non-SC/CIRCA-funded VTC units have been installed at 206 sites.<sup>29</sup>

In FY 2009, 67 SC/CIRCA-funded units were installed with an estimated savings to ICE of \$2.0 million annually in travel time and vehicle expenses related to trips avoided by use of VTCs. Upon the complete installation of all SC/CIRCA-funded units, ICE extrapolates that the use of VTC units will result in a minimum net savings of \$3.6 million annually once the \$1.5 million in ongoing annual costs is deducted from an estimated \$5.1 million in savings. As ICE continues to analyze the cost savings related to VTC use, the agency anticipates that additional benefits will likely be realized.

### ***ICE Integrated Decision Support (IIDS) System***

As an enterprise data warehouse, IIDS is a system utilized by ICE to primarily support reporting needs. At the end of the Fourth Quarter of FY 2009, ICE awarded a contract to further develop IIDS. Several efforts, such as incorporating additional data sources in the system and providing analytical capabilities, will be undertaken to improve various ICE processes and activities. Under the contract, ICE will enhance current SC/CIRCA activities such as reporting, performance measurement and modeling efforts by providing more complete, accurate information from a single integrated and automated system. Additional information regarding the timeline for development will be provided in a future report once the contract has begun.<sup>30</sup>

## **C. Increasing Resource Capacity Dedicated to Criminal Aliens**

In response to higher volumes of identified criminal aliens, ICE is currently deploying bed space and removal transportation capacity relative to the growing number of criminal aliens being detained by ICE and removed from the country. These efforts 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 continued deployment of the electronic travel document system. To support these efforts, ICE obligated \$1.066 billion toward a plan of \$911.0 million during FY 2009.<sup>31</sup>

### ***Increasing Bed Space Capacity Dedicated to Criminal Aliens***

ICE continues its efforts to improve the criminal alien detention process by allocating funds for additional bed space and personnel in detention facilities that hold high volumes of criminal aliens. At the beginning of FY 2009, ICE projected that 41 percent of DRO Custody Operations' base appropriation would be allocated to criminal alien enforcement on the basis of the ratio of expected criminal versus non-criminal average detained population. The actual criminal versus non-criminal average detained population

<b>PRIORITIZE</b>
<b><u>Increasing and Allocating Detention Resources</u></b>
<b>By increasing resources in areas with high criminal alien populations, largely due to Interoperability expansion, ICE aims to prevent the release of criminal aliens back into the community because of a lack of bed space capacity.</b>

during FY 2009 has increased to 48 percent, exceeding projections by 7 percent.<sup>32</sup> As a result, ICE is allocating 48 percent of the \$1.766 billion in total obligations made within the Custody Operations appropriation toward criminal alien enforcement, resulting in an allocation of \$847.8 million. This allocation is further broken down to \$653.1 million for making detention beds available and \$194.8 million for operating detention beds.<sup>33</sup> SC/CIRCA supplemented the DRO Custody Operations appropriation to expand criminal alien detention capacity by obligating an additional \$49.8 million toward the availability of detention beds and by obligating an additional \$16.3 million toward the operation of detention beds, resulting in a total of \$702.9 million obligated toward the availability of detention beds and a total of approximately \$211.0 million obligated toward the operation of detention beds.<sup>34</sup>

During the Fourth Quarter of FY 2009, the average daily population of detained criminal aliens was 16,394, and the average for FY 2009 was 15,449. The average daily population of detained criminal aliens identified through Interoperability in the Fourth Quarter of FY 2009 was 1,480, which is nearly a 55-percent increase from last quarter and 14 times more detainees than in the First Quarter of FY 2009. The average length of detention for criminal aliens was 40.1 days in the Fourth Quarter of FY 2009, compared to 42.6 days in Third Quarter of FY 2009.<sup>35</sup>

In FY 2009, SC/CIRCA funded beds near Interoperability deployment jurisdictions within the states of Arizona, California, Florida, Massachusetts, North Carolina, Pennsylvania, Virginia and Texas. For the number and locations of SC/CIRCA-funded beds in FY 2009, see Table 2.3 that follows. ICE is redeploying personnel in relation to the allocation of bed space. To better manage the near-term effects of criminal alien enforcement activities, SC/CIRCA is developing a network optimization model to provide for more effective allocation of bed space capacity at ICE detention facilities to address the projected criminal alien population. Additional information on the development of this model is discussed later in the report in Section III “ICE Programs and Activities,” Part H “Secure Communities Program Management Office.”



**Table 2.3 – SC/CIRCA-Funded Beds in FY 2009**

SC/CIRCA-Funded Beds by Location	Supporting Interoperability Deployments	Number of SC/CIRCA-Funded Beds
Eloy Federal Contract Facility, AZ	Arizona	165
Mira Loma Detention Center, CA	California	94
El Centro Service Processing Center, CA	California	80
Krome North Service Processing Center, FL	Florida	160
Stewart Detention Center, GA	North Carolina	70
Plymouth County, MA	Massachusetts	58
York County Jail, PA	Pennsylvania	96
Houston Contract Detention Facility	Texas	163
Port Isabel Service Processing Center, TX	Texas	114
Johnson County, TX	Texas	41
Hampton Roads Regional Jail	Virginia	32
Rolling Plains Detention Center	Texas	36
El Paso Contract Detention Facility	Texas	137
<b>Total</b>		<b>1,246</b>

Source: United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.

### ***Increasing Removal Transportation Capacity Dedicated to Criminal Aliens***

In addition to increasing bed space dedicated to criminal aliens, ICE continues to modernize and improve the removal process by allocating resources to increase transportation capacity and deploy the eTD system. At the beginning of FY 2009, ICE projected that 32 percent of the Transportation and Removal Program’s base appropriation would be allocated to criminal alien enforcement on the basis of the ratio of expected criminal versus non-criminal removals. Actual criminal removals during FY 2009 have increased to 35 percent of total removals, exceeding projections by 3 percent.<sup>36</sup> As a result, ICE is allocating 35 percent of the \$256.9 million in total obligations made within the Transportation and Removal Program appropriation toward criminal alien enforcement, resulting in an allocation of \$89.9 million.<sup>37</sup> Additional obligations using SC/CIRCA funds to expand ICE’s criminal alien removal capacity resulted in a total of \$121.3 million obligated toward Removal Transportation.<sup>38</sup>

As ICE examines the need to effectively and safely remove increasing numbers of criminal aliens, it continues to expand both commercial and government-managed transportation capacity to support removal efforts. In FY 2009, the ICE Flight Operations Unit (FOU) more than doubled the number of FY 2007 government-managed aircraft from four to nine, adding an additional Justice Prisoner and Alien Transportation System aircraft. These additions increase flight transportation capacity to approximately 257,134 alien transports per year.<sup>39</sup>

FOU exceeded 158,000 alien removals during FY 2008, which included more than 60,000 criminal alien removals. During FY 2009, FOU removals increased by nearly 4 percent compared to FY 2008, with nearly 165,000 alien removals. In addition, FOU achieved the FY

2009 estimate of 85,000 criminal alien removals by effecting the removal of over 88,000 criminal aliens. During the Fourth Quarter of FY 2009, FOU effected the removal of over 43,000 aliens, of which over 54 percent were criminal aliens. This is over a 5-percent increase in criminal alien removals compared to the Third Quarter of FY 2009 and nearly a 13-percent increase from the First Quarter of FY 2009.<sup>40</sup> By increasing flight capacity, FOU has supported and will continue to support ICE's FY 2009 removal needs, while also providing greater flexibility in domestic alien movements by the use of domestic flights.

ICE is also continuing efforts to modernize the way travel documents and other removal documents are produced through the eTD system. This system allows the review of travel document requests and the issuance of travel documents via the Internet rather than by international mail, contributing to more expeditious removals and shorter detention periods. Although tracked in eTD, travel document activity for non-participating countries is conducted manually, with over 2,200 requests submitted and over 700 travel documents issued each month.<sup>41</sup> 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. During the Third Quarter of FY 2009, eTD was implemented for the Dominican Republic. In addition, ICE continued negotiations with Nicaragua, Jamaica and Ecuador. System implementation for Colombia is still pending, due to technical reasons.<sup>42</sup>

## TRANSFORM

### eTD System

**Use of the eTD system has reduced the average document issuance time from 14 days pre-eTD deployment to an average of 10 days for fully automated consulates, due to the elimination of mail delivery times.**

Source: United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/19/2009.

### III. ICE Programs and Activities

Improved technology and strategic deployment of resources significantly enhance the ability of ICE to execute programs and activities that identify and remove criminal aliens. In support of SC/CIRCA strategic goals, ICE is developing an Activity Based Costing model to assess costs associated with the criminal alien enforcement lifecycle (i.e., Identify, Arrest, Detain, Process and Remove). This effort will in turn allow ICE to identify process inefficiencies, initiate process improvements where appropriate, make more informed resource investment decisions and better address reporting needs. The specific project objectives are as follows:

- Document the cost objects (i.e., lifecycle phases), activities, processes, resources, cost drivers and output measures in the five phases of the criminal alien enforcement lifecycle;
- Develop a cost model pilot to be used by the SC PMO to model optimal solutions and to assist in making investment decisions; and
- Enable the SC PMO to determine "as-is" costs and to measure actual implementation costs for performance reporting.

The SC PMO projects that it will be able to provide costs for the criminal alien enforcement lifecycle and SC/CIRCA-related work activities by the First Quarter of FY 2010. The Activity Based Costing process maps and associated activities are scheduled to be finalized in the First Quarter of FY 2010. In addition, corresponding narratives, which will be included as part of the Cost Model Framework and Requirements Document, will be developed next quarter.

The PMO continues to collaborate with the following mission-centric programs and activities, supporting the expansion and strengthening of criminal alien enforcement activities. In concert, these initiatives have contributed to the identification and removal of over 36,000 criminal aliens in the Fourth Quarter of FY 2009.<sup>43</sup>

- Criminal Alien Program (CAP)
- Fugitive Operations
- Violent Criminal Alien Sections (VCAS)
- Criminal Investigations
- 287(g) Program
- Joint Criminal Alien Removal Task Force (JCART)
- Office of International Affairs (OIA)
- Secure Communities Program Management Office

#### A. Criminal Alien Program

The Criminal Alien Program (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 prior to 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 \$173.7 million toward a plan of \$172.3 million during FY 2009.<sup>44</sup> As the following data illustrate, CAP has had a positive impact on ICE efforts to identify and remove criminal aliens. During the Fourth Quarter of FY 2009, the following progress and results were achieved:<sup>45</sup>

- DRO hired **[redacted]** FTEs, resulting in **[redacted]** personnel hired toward the goal of **[redacted]** in FY 2009 and a total of **[redacted]** operational CAP teams.
- Of over 60,000 apprehensions made, nearly **[redacted]** percent were convicted criminal aliens. The remainder were in law enforcement custody but not ultimately convicted of a crime.
- More than 55,400 detainers were issued, for a total of nearly 212,000 issued in FY 2009.
- CAP issued more than 58,000 charging documents for a total of 230,250 issued in FY 2009.
- Over 18,000 criminal aliens were removed as a result of CAP encounters, for a total of over 73,000 criminal alien removals in FY 2009.

In the Fourth Quarter of FY 2009, CAP increased its total number of criminal alien apprehensions by nearly 38 percent compared to the Third Quarter of FY 2009.<sup>46</sup> In addition, during the Fourth Quarter of FY 2009, CAP achieved its goal of increasing the total number of charging documents issued in FY 2009 by 5 percent, compared to the FY 2008 total.<sup>47</sup>

## B. Fugitive Operations

Fugitive Operations Teams identify and arrest criminal aliens who receive removal orders but fail to comply. These 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 beginning of FY 2009, ICE projected that only 16 percent of Fugitive Operations' base appropriation would be allocated to criminal alien enforcement on the basis of the ratio of total fugitive operations arrests who were criminal aliens during FY 2008. As a result of improved prioritization of their case load, the percentage of total fugitive operations arrests of criminal aliens rose dramatically to 45 percent during FY 2009, exceeding their target by 29 percent.<sup>48</sup> As a result, ICE is now allocating 45 percent of the \$207.9 million in total obligations made within the Fugitive Operations appropriation toward criminal alien enforcement, resulting in an allocation of \$93.5 million.<sup>49</sup>

At the end of the Fourth Quarter of FY 2009, a total of **[redacted]** teams were deployed across the country, and during the Fourth Quarter of FY 2009, 23 large-scale operations were conducted.<sup>50</sup> As the following data illustrate, Fugitive Operations had a positive impact on ICE efforts to identify and remove criminal aliens. During the Fourth Quarter of FY 2009, the following progress and results were achieved:<sup>51</sup>

- 23 large-scale operations were conducted, resulting in the arrest of more than 500 aliens, of which over 55 percent were criminal aliens.

- Approximately 2,950 fugitive criminal aliens arrested and just over 3,000 fugitive criminal aliens were removed, for a total of more than 11,600 fugitive criminal aliens removed in FY 2009.

IDENTIFY			
<u>Fugitive Operations Criminal Alien Arrests</u>			
	FY08	FY09	% Increase (approx.)
Non-fugitive Criminal Aliens	2,267	4,655	105%
Fugitive Criminal Aliens	5,652	11,289	100%
<b>Total Criminal Aliens</b>	<b>7,919</b>	<b>15,944</b>	<b>&gt; 100%</b>

In FY10, Fugitive Operations aims to increase its total number of criminal alien arrests by 15%.

Source: United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.

### C. Violent Criminal Alien Sections

DRO Violent Criminal Alien Sections (VCAS) personnel identify, arrest, prosecute and remove recidivist criminal aliens encountered through CAP and Fugitive Operations. Illegal reentry after deportation in violation of 8 USC §1326 is currently the most prosecuted federal offense nationwide. The ICE Office of the Principal Legal Advisor provides lawyers, who serve as Special Assistant U.S. Attorneys, to U.S. Attorneys’ Offices across the country to aid with the prosecution of such cases. These activities both facilitate the removal of the most dangerous criminal aliens and, through successful prosecutions, act as a deterrent to future recidivism. To support VCAS, ICE obligated \$31.7 million toward a plan of \$36.1 million during FY 2009.<sup>52</sup>

PRIORITIZE
<p><u>VCAS</u></p> <p>In coordination with the U.S. Attorney’s Office, VCAS works to prioritize federal criminal prosecution of egregious recidivist criminal aliens, especially prior deportees with past convictions for serious or violent criminal offenses, including suspected gang members and sex offenders.</p>

VCAS is in the process of hiring [redacted] SC/CIRCA-funded DRO personnel to evaluate [redacted] identified recidivist criminal aliens for referral to U.S. Attorneys for prosecution. VCAS is also redeploying staff in support of this important activity. During the Fourth Quarter of FY 2009, [redacted] FTEs were hired at various locations, for a total of [redacted] hired in FY 2009. In FY 2010, ICE will continue efforts to hire the remaining [redacted] vacant VCA FTEs.<sup>53</sup>

As the following data illustrate, VCAS had a positive impact on ICE efforts to identify and remove criminal aliens. In coordination with other DRO personnel, VCAS contributed to the following results in the Fourth Quarter of FY 2009:<sup>54</sup>

- Over 1,400 criminal alien arrests, for a total of nearly 6,200 arrests in FY 2009.
- The successful indictment of over 1,010 criminal aliens, for a total of more than 5,180 indictments in FY 2009. In FY 2010, VCAS aims to increase the total number of indictments produced through each field office by 5 percent.
- Approximately 1,070 criminal alien convictions, for a total of nearly 4,650 convictions in FY 2009.

In FY 2009, VCAS increased its total number of arrests by approximately 46 percent compared to FY 2008. During the same period, VCAS increased its total number of indictments by nearly 30 percent and successful convictions by 44 percent.<sup>55</sup>

## D. Criminal Investigations

ICE conducts investigations within the Office of Investigations to identify and remove criminal aliens who are no longer incarcerated and have rejoined criminal organizations. In cases where new charges are filed against these criminal aliens, ICE partners with LEAs to obtain new convictions prior to their removal. In cases where convictions lead to criminal incarcerations, ICE removes the aliens only after they have served their criminal sentence(s). To support criminal investigations, ICE obligated \$123.3 million toward a plan of \$80.0 million during FY 2009.<sup>56</sup> From October 2008 through September 2009, criminal investigations have resulted in approximately 7,900 criminal convictions against aliens engaged in transnational criminal activity.<sup>57</sup>

## E. 287(g) Program

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. Through the 287(g) Program, LEAs are able to serve as a force multiplier for ICE and enhance efforts to identify criminal aliens. At the end of the Fourth Quarter of FY 2009, the program has established 63 partnership agreements with state and local law enforcement.<sup>58</sup>

To support the 287(g) Program, ICE obligated \$50.2 million toward a plan of \$54.1 million during FY 2009.<sup>59</sup> As the following data illustrate, the 287(g) program has had a positive impact on ICE efforts to identify and remove criminal aliens. During the Fourth Quarter of FY 2009, the following progress and results were achieved:<sup>60</sup>

- The 287(g) program trained 55 officers, for a total of 1,075 trained officers.
- Over 14,000 aliens were identified on the basis of 287(g) leads, of which more than 9,300 were identified as criminal aliens and approximately 2,100 were Level 1 determinations.
- The 287(g) program identified over 440 ICE fugitives and determined approximately 300 foreign nationals to be aggravated felons pursuant to the Immigration and Nationality Act



of 1996, as amended. In FY 2009, over 1,800 ICE fugitives and 1,630 foreign nationals determined to be aggravated felons were identified through the program.

- Nearly 13,270 charging documents were issued, for a total of more than 53,240 issued in FY 2009.
- Over 9,300 criminal alien removals were based on a 287(g) lead, for a total of 33,470 criminal alien removals in FY 2009.

In the Fourth Quarter of FY 2009, the 287(g) program increased its total identifications of aliens by approximately 11 percent. In addition, approximately four times more criminal aliens were identified compared to the First Quarter of FY 2009.<sup>61</sup>

## F. Joint Criminal Alien Removal Task Force

In coordination with other law enforcement agencies, the Joint Criminal Alien Removal Task Force (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 collaborates with other agencies such as Probation and Parole Offices, the U.S. Marshals Service, U.S. Customs and Border Protection and Bureau of Prisons, as well as at the request of local law enforcement, conducting special operations. JCART may also target criminal aliens at large in the community who have been released from federal, state or local law enforcement custody. To support JCART pilots, ICE obligated \$1.5 million toward a plan of \$4.1 million during FY 2009.<sup>62</sup>

### IDENTIFY

#### Success Story

In Ventura County, CA, on July 22, 2009, the same day Interoperability was activated in the county, ICE received a fingerprint match for a subject convicted of a Level 1 offense for cruelty to a child, among other offenses. JCART personnel determined he was in violation of his immigration status and removable as a result of his conviction. ICE issued a detainer and upon completion of his sentence, he will be released into ICE custody.

During the Fourth Quarter of FY 2009, two JCART FTEs were hired, for a total of 22 hired in FY 2009. In addition, JCART personnel have been deployed to support efforts along the Southwest border. As the following data illustrate, JCART has had a positive impact on ICE efforts to identify and remove criminal aliens. In coordination with other DRO personnel, JCART contributed to the arrest of nearly 450 removable aliens and the issuance over 50 detainers in the Fourth Quarter of FY 2009. In FY 2009, JCART contributed to the arrest of nearly 1,100 removable aliens and the issuance of approximately 170 detainers.<sup>63</sup>

## G. Office of International Affairs

The ICE Office of International Affairs (OIA), in conjunction with the Department of State, engages foreign governments to emphasize their commitment, under international law, to accept the return of their citizens, as well as to alert them that their numbers of returned criminals may be increasing. These activities 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 \$0.8 million during FY 2009.<sup>64</sup> While not in the original plan sent to Congress, ICE initiated this activity to remove impediments to increasing numbers of foreign criminal alien removals.

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:<sup>65</sup>

- 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 reorientation.
- 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 (i.e., 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.

PRIORITIZE
<u>Assistant Attaché Deployment</u>
<b>Assistant Attachés have been deployed to U.S Embassies in Mexico, Guatemala, and El Salvador—the top 3 removal locations in the world to which ICE removes criminal aliens.</b>
<small>Source: United States Immigration and Customs Enforcement, Office of International Affairs, response to data call, 10/16/2009.</small>

OIA has established a Repatriation and International Agreements Unit (RIAU) to act as the liaison between DRO and OIA. The RIAU is responsible for working 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 will manage the programmatic needs of OIA international repatriation staff and will work to provide leadership for the repatriation mission. In addition, the unit will be responsible for coordinating information sharing through Customs Mutual Assistance Agreements, Mutual Legal Assistance Treaties and other international agreements, as needed. At the end of the Fourth Quarter of FY 2009, OIA had hired a total of b2 high, b7c RIAU positions.<sup>66</sup>

## H. Secure Communities Program Management Office

The SC PMO coordinates ICE planning, operational, technical and fiscal activities devoted to transforming, modernizing and optimizing the criminal alien enforcement process. 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 better define the mission and scope of the program, the PMO is revising the Strategic Plan and developing the integrated Concept of Operations. To support the SC PMO, ICE obligated \$22.4 million toward a plan of \$6.9 million during FY 2009.<sup>67</sup> A significant portion of these funds have been used to conduct broader outreach

activities and greatly expand modeling efforts, both of which are further discussed in the following section.

The PMO also coordinates and conducts communications and outreach to stakeholders on issues regarding the SC/CIRCA mission, such as Interoperability deployment. During the Fourth Quarter of FY 2009, the office continued outreach efforts to promote awareness of SC/CIRCA within ICE and with external stakeholders such as law enforcement associations, interagency partners, state and local government personnel, advocacy groups and think tanks. The main objective of such outreach efforts has been to engage stakeholders in informative discussions about SC/CIRCA areas of interest, as well as to address issues, concerns, or feedback they may have. Additional activities include distribution of press releases and responding to media reports to ensure SC/CIRCA mission and activities are accurately conveyed to stakeholders.

Additionally, the PMO conducts modeling and analysis to support mission-centric decision making that impacts the deployment of Interoperability, resources and funding.

TRANSFORM
<p><u>Modeling and Analysis Efforts</u></p> <p><b>Criminal Alien Population Projection Model:</b> Forecasts the population of criminal aliens released from state and local LEA custody and at-large, specifically fugitives and those on parole and probation, over the next 5 years</p> <p><b>Deployment Optimization Model:</b> Determines the optimum sequence of Interoperability deployments over 3 fiscal years (FY 2009 – FY 2011)</p> <p><b>Network Optimization Model:</b> Provides bed space and transportation resource allocation recommendations to address the projected criminal alien populations</p> <p><b>Strategic Decision Model:</b> Analyzes capabilities and provides an integrated view of the ICE potential portfolio of investments to provide future finance and budget</p>

ICE utilizes data generated from the Criminal Alien Population Projection to inform executive decisions and other models as described in the following section. During the Fourth Quarter of FY 2009, the office focused on completing the Criminal Alien Population Projection as a necessary prerequisite to other current modeling efforts including the Strategic Decision Model and the Network Optimization Model.

For FY 2010, the PMO will further refine the methodology and approach that will be used to update the Criminal Alien Population Projection for FY 2010.

The Deployment and Optimization Model also provides data that are used to determine Interoperability deployments by considering ICE organizational capacity constraints and policies, while prioritizing deployment to the highest risk jurisdictions with the highest concentrations of the criminal alien population.

The Network Optimization model is intended to provide recommendations for effectively allocating bed space capacity at ICE detention facilities with the projected criminal alien population and determining the best strategy for utilizing all modes of transportation. During the Fourth Quarter of FY 2009, the office continued its development of the Network Optimization model by planning and initiating a series of working group sessions, which are currently leveraging subject matter experts to review and validate the logic of the model.

While the previous models focus on Interoperability and resource deployments, the Strategic Decision model assesses the impact of investments on the basis of relative costs, benefits and risks to influence budget recommendations. During the Fourth Quarter of FY 2009, the PMO refined data inputs and underlying assumptions and leveraged a subject matter expert working group to review both the inputs and the initial outputs of the Strategic Decision Model. The Strategic Decision Model will be used in “what-if” scenario exercises, and the analysis of these exercises will be used to inform future budget allocation discussions and decisions.

## IV. The Way Forward

The significant progress that ICE has achieved to date with SC/CIRCA funding has laid the foundation for continued growth and advancement. The SC PMO has developed and evolved as the projects under it have unfolded and critical milestones have been attained. Since its inception, the PMO has developed a comprehensive set of processes and programs centered on its goal of modernizing the ICE approach to identifying, arresting, detaining, processing and removing criminal aliens from the United States. A key aspect of this program has been the development and deployment of Interoperability across the United States, which continues to increase the number of criminal aliens processed by ICE as more individuals are identified by Interoperability.

A critical element of the future state vision is to implement the SC/CIRCA workforce infrastructure, technology and process improvements ICE-wide, to enable ICE to effectively process and remove the increased numbers of identified criminal aliens. SC/CIRCA continues to take a multifaceted approach to achieve this goal:

- Deploying 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.
- Modernizing technology, particularly in the areas of criminal alien identification, detention management, removal management, technology management and detainee location tracking.
- Prioritizing detention and removal resources, such as bed space and transportation capacity, to accommodate increased numbers of criminal aliens and their specialized needs.
- Implementing 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.
- Drafting 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.
- Continuing 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 be need to be detained, processed and removed. Modeling will allow us to assess how to apply future funds to support the entire enforcement lifecycle. The availability of funds will dictate the expansion of Interoperability's footprint in the coming years.
- Refining the Activities Based Costing model to allow the SC PMO to better assess costs associated with the criminal alien enforcement lifecycle and more effectively track performance and return on investment.

## V. Appendices

### A. Appendix 1. FY 2009 Funding Plans and Obligations

Category of Activity	Plan by Appropriation			Total Plan	Obligations by Appropriation			Total Obligated	%
	ICE FY09 Base	SC FY 08/09	SC FY 09/10		ICE FY09 Base	SC FY 08/09	SC FY 09/10		
Identification and Processing	\$393,685	\$41,635	\$25,059	\$460,379	\$480,178	\$36,298	\$27,572	\$544,048	118%
Criminal Alien Program	\$162,089	\$10,220	\$0	\$172,309	\$161,417	\$6,640	\$5,626	\$173,683	101%
Interoperability Response	\$0	\$11,500	\$14,233	\$25,733	\$0	\$16,987	\$9,861	\$26,848	104%
Joint Criminal Alien Removal Task Force	\$0	\$0	\$4,077	\$4,077	\$0	\$526	\$1,014	\$1,540	38%
Fugitive Operations	\$36,236	\$0	\$0	\$36,236	\$93,545	\$0	\$0	\$93,545	258%
Criminal Investigations	\$80,000	\$0	\$0	\$80,000	\$123,531	\$0	\$0	\$123,531	154%
287(g) Program	\$54,130	\$0	\$0	\$54,130	\$50,150	\$0	\$0	\$50,150	93%
Law Enforcement Support Center	\$34,250	\$16,733	\$0	\$50,983	\$24,667	\$9,171	\$1,855	\$35,693	70%
Violent Criminal Alien Sections	\$26,980	\$2,400	\$6,749	\$36,129	\$26,868	\$2,482	\$2,341	\$31,691	88%
Operation Last Call	\$0	\$782	\$0	\$782	\$0	\$492	\$447	\$939	120%
Watchlist	\$0	\$0	\$0	\$0	\$0	\$0	\$6,428	\$6,428	n/a
Detention and Removal	\$803,700	\$71,829	\$35,464	\$910,993	\$937,753	\$77,780	\$20,488	\$1,036,021	114%
Availability of Detention Beds	\$548,900	\$42,558	\$21,319	\$612,777	\$653,066	\$49,834	\$0	\$702,900	115%
Operation of Detention Beds	\$163,700	\$16,638	\$8,040	\$188,378	\$194,766	\$6,201	\$10,069	\$211,036	112%
Removal Transportation	\$91,100	\$12,633	\$6,105	\$109,838	\$89,921	\$21,729	\$9,649	\$121,299	110%
Office of International Affairs	\$0	\$0	\$0	\$0	\$0	\$16	\$770	\$786	n/a
Information Technology	\$0	\$56,007	\$14,500	\$70,507	\$0	\$37,592	\$33,712	\$71,304	101%
Identification Systems	\$0	\$26,640	\$14,500	\$41,140	\$0	\$18,139	\$23,694	\$41,833	102%
Detention and Removal Systems	\$0	\$20,300	\$0	\$20,300	\$0	\$16,034	\$3,628	\$19,662	97%
Video Conferencing	\$0	\$6,007	\$0	\$6,007	\$0	\$767	\$4,982	\$5,749	96%
IT Management & Architecture	\$0	\$3,060	\$0	\$3,060	\$0	\$2,652	\$1,408	\$4,060	133%
Management Support	\$0	\$11,004	\$0	\$11,004	\$0	\$28,699	\$11,697	\$40,396	367%
Program Management Office	\$0	\$6,902	\$0	\$6,902	\$0	\$21,334	\$1,112	\$22,446	325%
Facilities and Mission Support	\$0	\$4,102	\$0	\$4,102	\$0	\$7,365	\$10,585	\$17,950	438%
<b>Total</b>	<b>\$1,197,385</b>	<b>\$180,475</b>	<b>\$75,023</b>	<b>\$1,452,883</b>	<b>\$1,417,931</b>	<b>\$180,369</b>	<b>\$93,469</b>	<b>\$1,691,769</b>	<b>116%</b>

Source: United States Immigration and Customs Enforcement, Federal Financial Management System, FM112 Report, 9/30/2009, data retrieved 10/6/2009; United States Immigration and Customs Enforcement, Federal Financial Management System, FM112 Report, 9/30/2009, data retrieved 10/2/2009.

## **Variations from ICE Plans to Utilize SC/CIRCA Funds**

Immigration and Customs Enforcement (ICE) made several changes to its initial Fiscal Year (FY) 2009 plan for using Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens (SC/CIRCA) funds to improve and expand criminal alien enforcement operations. Where there are variations in ICE base funds allocated toward criminal alien enforcement, these allocation changes have been noted in the body of the report under the appropriate section. Following, ICE notes and explains variations from its initial plan regarding SC/CIRCA funding.

**Criminal Alien Program** – ICE projected using \$10.220 million of SC/CIRCA funds during FY 2009 to hire <sup>b2 high, b7e</sup> new Criminal Alien Program (CAP) teams ( <sup>b2 high, b7e</sup> ). ICE exceeded this funding level by \$2.046 million, using a total of \$12.266 million in SC/CIRCA funds towards Criminal Alien Program operations during FY 2009. The excess funds were used to undertake several CAP surge operations in addition to hiring the <sup>b2 high, b7e</sup> new CAP teams. These surge operations require travel costs to bring CAP personnel <sup>b2 high, b7e</sup> get jail and prison locations where the personnel comprehensively screen every inmate for criminal alien status. These CAP operations combine with Interoperability biometric identifications at the time of arrest to comprehensively identify criminal aliens in law enforcement custody within a given area whether they were arrested before or after Interoperability deployment.

**Interoperability Response** – ICE projected using \$25.733 million of SC/CIRCA funds during FY 2009 to hire <sup>b2 high, b7e</sup> positions for responding to Interoperability biometric hits on suspected criminal aliens on a 24x7 basis. ICE exceeded this funding level by \$1.115 million, using a total of \$26.848 million in SC/CIRCA funds towards Interoperability Response operations during FY 2009. While the project has not yet met full hiring goals, resulting in less funds used toward government positions than planned, ICE more than offset this shortfall by awarding a contract providing 24x7 criminal alien status research support. This contract will provide ICE with increased 24x7 research capacity as Interoperability hit volumes rise. ICE will maintain this capacity until expected IT-generated process efficiency improvements reduce or eliminate the need for contract research support.

**Joint Criminal Alien Removal Task Force** – ICE projected using \$4.077 million of SC/CIRCA funds during FY 2009 to hire <sup>b2 high, b7e</sup> positions for piloting Joint Criminal Alien Removal Task Force (JCART) at-large criminal alien identification operations. ICE fell short of this funding level by \$2.537 million, using a total of \$1.540 million in SC/CIRCA funds towards JCART operations during FY 2009. This resulted from completed JCART hires occurring later in the fiscal year than expected, coupled with a hiring shortfall of <sup>b2 high, b7e</sup> positions compared to plan.

**Law Enforcement Support Center** – ICE projected using \$16.733 million of SC/CIRCA funds during FY 2009 to hire <sup>b2 high, b7e</sup> new Law Enforcement Support Center (LESC) positions. ICE fell short of this funding level by \$5.707 million, using a total of \$11.026 million in SC/CIRCA funds towards LESL operations during FY 2009. This variance occurred because ICE used base funding to pay for the planned LESL staff support costs.



**Violent Criminal Alien Sections** – ICE projected using \$9.149 million of SC/CIRCA funds during FY 2009 to hire [b2 high, b7e] DRO positions for Violent Criminal Alien Sections (VCAS) operations. ICE fell short of this funding level by \$4.326 million, using a total of \$4.823 million in SC/CIRCA funds towards VCAS operations during FY 2009. This resulted from completed VCAS hires occurring later in the fiscal year than expected, coupled with a hiring shortfall of [b2 high, b7e] positions compared to plan.

**Operation Last Call** – ICE projected using \$0.782 million of SC/CIRCA funds during FY 2009 to pilot a criminal alien intelligence initiative using methodologies developed under ICE's Operation Last Call. ICE exceeded this funding level by \$0.157 million, using a total of \$0.939 million in SC/CIRCA funds towards this pilot program during FY 2009. This resulted from conducting [b2 high, b7e] than planned, enabling the pilot to deploy in two selected locations instead of one.

**Watchlist** – ICE initiated a project not included in the original SC/CIRCA funding plan for FY 2009 to more effectively identify and arrest high-threat criminal aliens on the Customs and Border Protection watchlist within the interior of the United States. ICE awarded a \$6.428 million contract using SC/CIRCA funds for researchers who will support government law enforcement personnel in tracking down criminal aliens on the Customs and Border Protection watchlist within the United States.

**Availability of Detention Beds** – ICE projected using \$63.877 million of SC/CIRCA funds during FY 2009 to increase ICE detention capacity by approximately 1,861 beds. ICE fell short of this funding level by \$14.043 million, using a total of \$49.834 million in SC/CIRCA funds towards additional detention beds. This resulted from SC/CIRCA funding the addition of only 1,246 beds at a higher than initially expected cost per bed. The lower funded number of beds results from Secure Communities focusing detention and removal resources more towards alien transportation than detention capacity in an effort to improve overall operational efficiency. The higher per-bed cost results from detainee healthcare and detention compliance costs rising significantly faster than inflation, among other factors.

**Operation of Detention Beds** – ICE projected using \$24.678 million of SC/CIRCA funds during FY 2009 to hire 173 new positions for Custody Operations. ICE fell short of this funding level by \$8.408 million, using a total of \$16.270 million in SC/CIRCA funds towards Custody Operations hires during FY 2009. This resulted from completed Custody Operations hires occurring later in the fiscal year than expected.

**Removal Transportation** – ICE projected using \$18.738 million of SC/CIRCA funds during FY 2009 to increase ICE removal capacity by approximately 18,738 aliens. ICE exceeded this funding level by \$12.640 million, using a total of \$31.378 million in SC/CIRCA funds towards additional criminal alien transportation capacity. This resulted from SC/CIRCA funding the addition of approximately 15,241 alien removals while also funding \$16.137 million to significantly expand alien transportation capacity within the United States. ICE is increasing domestic transportation capacity using SC/CIRCA funds to achieve two goals. First, this will prepare the component for transporting criminal aliens identified through Interoperability from locations where ICE has not traditionally operated in the past. Second, doing so will free ICE law enforcement personnel from alien transportation assignments so that they can conduct more alien status determinations, arrests and removal proceedings as ICE identifies increasing numbers of criminal aliens through Interoperability.

**Office of International Affairs** – ICE initiated a project not included in the original SC/CIRCA funding plan for FY 2009 to coordinate with foreign governments when repatriating increased numbers of criminal aliens. ICE provided \$0.786 million of SC/CIRCA funds toward this effort.

**Information Technology** – ICE projected using \$70.507 million of SC/CIRCA funds during FY 2009 on several IT projects that will increase the efficiency and accuracy with which ICE can identify, arrest, detain, process and remove criminal aliens. ICE exceeded this funding level by \$0.797 million, using a total of \$71.304 million in SC/CIRCA funds towards Information Technology projects. This variance level is within expectations for initiating and continuing all described IT projects.

**Program Management Office** – ICE projected using \$6.902 million of SC/CIRCA funds during FY 2009 to sustain a small-scale SC Program Management Office (PMO). ICE exceeded this funding level by \$15.544 million, using a total of \$22.446 million in SC/CIRCA funds towards the SC PMO. This resulted from ICE funding a major expansion of the PMO in response to several factors, including:

- Increasing the number of government personnel in the PMO to enable broader long-term oversight of the \$1.69 billion used by ICE for criminal alien enforcement;
- Improving ICE’s operational modeling and analysis capabilities to better inform investment funding decisions, policy decisions and efficiency improvement opportunities;
- Developing enforcement options to more effectively address the at-large criminal alien population; and
- Establishing processes and expanding resources needed to effectively conduct outreach to over 3,000 jurisdictions that will eventually participate in identifying criminal aliens through Interoperability.

**Facilities and Mission Support** – ICE projected using \$4.102 million of SC/CIRCA funds during FY 2009 to provide facilities and mission support services related to the large number of new hires and acquisitions being conducted with SC/CIRCA funds. ICE exceeded this funding level by \$13.848 million, using a total of \$17.950 million in SC/CIRCA funds toward facilities and mission support services. This variance resulted from ICE funding the FY 2009 portion of a large-scale transformation in ICE human capital services using SC/CIRCA funds because the vast majority of ICE hires undertaken in FY 2009 were completed using SC/CIRCA funds as well. Please note that ICE expects to deobligate \$8.000 million of FYs 2009 and 2010 SC/CIRCA funds used for the ICE human capital services transformation project during FY 2010 in order to align the funding level with actual FY 2009 project costs incurred. In FY 2010 and beyond, the human capital services transformation project will broaden its scope to services benefiting all ICE employees instead of focusing on the hiring process. As a result, SC will make a proportional contribution of funds along with all ICE programs because the project benefits will be realized by all ICE employees.

## B. Appendix 2. Video Teleconferencing Deployments

No. of VTC Units	Site Name	City	State
1	Northern Neck Regional Jail	Warsaw	VA
1	New York DRO Field Office	New York	NY
1	Eugene DRO Office (Seattle AOR)	Eugene	OR
1	Matagorda County Sheriff's Office	Bay City	TX
1	Wilson County Jail	Floresville	TX
1	Yakima DRO Office (Seattle AOR)	Yakima	WA
1	Arkansas Department of Correction	Pine Bluff	AR
1	Hall County Jail	Grand Island	NE
1	Essex County Jail	Newark	NJ
2	Calhoun County Jail	Battle Creek	MI
1	Saline County Jail	Wilber	NE
1	Portland DRO Office (Seattle AOR)	Portland	OR
1	Pennington County Jail	Rapid City	SD
1	Medford DRO Office (Seattle AOR)	Medford	OR
1	Kendall County Jail	Boeme	TX
1	San Francisco DRO Field Office	San Francisco	CA
1	Mike Durfee State Prison	Springfield	SD
1	Beaumont DRO Office (Houston AOR)	Beaumont	TX
1	Elizabeth DRO (Contract Detention Facility)	Elizabeth	NJ
1	Nobles County Jail	Worthington	MN
1	Randall County Jail	Amarillo	TX
1	Sherbourne County Jail	Elk River	MN
1	Middle Peninsula Regional Jail	Saluda	VA
1	Ohio Department of Rehabilitation and Correction	Orient	OH

Source: United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

### C. Appendix 3. Key Activities and Milestones

Milestone	Planned Start	Planned End	Status
<b>Technology and Resources</b>			
Interoperability deployment to jurisdictions completed	Q1 FY09	Q4 FY09	Achieved FY09 goal of deploying Interoperability to 80 jurisdictions
Interoperability deployment to FY10 jurisdictions completed	Q1 FY10	Q4 FY10	Developing FY10 Interoperability deployment plans
Interoperability deployment to remaining jails/prisons completed	Q1 FY10	Q4 FY11	Developing FY10 Interoperability deployment plans
Strategy to ensure 24x7 operational coverage nationwide determined	Q4 FY08	Q4 FY09	Hired <b>b2 high, b7e</b> Interoperability responses for 24x7 response capabilities
24x7 response capability established	Q1 FY09	Q4 FY10	Established response capabilities in Miami, FL, Laguna, CA and processes are in place to establish a center in Chicago, IL
Complete ACRIME system stabilization efforts	Q2 FY09	Q1 FY10	An additional review of the system modifications made during this effort was conducted delaying the final release from the end of Q4 FY09 to early Q1 FY10
Deploy ACRIME Modernization Release 1 (Immigration Alien Query processing enabled)	Q3 FY09	Q1 FY10	In development stage
Implementation of services to enable the automation of research and analysis functions (ex: Automated Threat Prioritization and Status Determination Support Systems)	Q1 FY10	Q3 FY12	Awarded contracts to implement the services
Deployment of BST&T modules (DLT, CRS, TMS)	Q1 FY09	Q1 FY13	DLT and CRS currently under development. Requirements sign-off completed for DLT (in Q2 FY09) and scheduled for CRS in Q1 FY10. (Note: TMS is not scheduled to begin before FY11)
Deployment of EARM v.2 (to include EADM, ATDP and eTD interfaces)	Q2 FY09	Q3 FY10	Interfaces are in varying phases of development. Sign-off for technical requirements for EARM v.2 completed
Installation of 170 VTC units at DRO, jail and prison facilities	Q3 FY09	Q1 FY10	A total of 25 units have been installed
Development of Executive Metrics Dashboard in IIDS	Q4 FY09	Q1 FY10	Requirements will be developed in the near-term
<b>Operations and Initiatives</b>			
<b>b2 high, b7c</b> CAP FTEs deployed	Q2 FY09	Q4 FY09	A total of <b>b2 high, b7c</b> CAP FTEs have been hired in FY09
<b>b2 high, b7c</b> ICART FTEs hired	Q2 FY09	Q4 FY09	A total of <b>b2 high, b7c</b> ICART FTEs were hired in FY09

Milestone	Planned Start	Planned End	Status
Deployment of VCAS personnel to the field completed	Q2 FY09	Q4 FY09	b2 high, b7e FTEs hired in FY09
SC/CIRCA Executive CONOPS Completed	Q2 FY08	Q1 FY10	Review of CONOPS by DHS and OMB underway; after concurrence is received, will submit to Congress
Needs assessment and acquisition plan for criminal alien transportation requirements completed	Q3 FY08	Q1 FY10	Identified near-term transportation needs in support of Secure Communities. Executing acquisitions for near-term transportation needs using existing contract vehicles
Validated Criminal Alien Population Projection	Q2 FY09	Q4 FY09	Refined model that estimated the number of criminal aliens released from LEA custody over the next 5 years based on additional data sources and latest assumptions
Validated Deployment Optimization Model developed	Q2 FY09	Q4 FY09	Developed a model that generated a preliminary Interoperability deployment schedule for FY10 that considered priority, outreach and activation coordination and LESC capacity constraints
Validated Strategic Decision Model	Q3 FY09	Q4 FY09	Validated model that will be used to assess the impact of investments on relative costs, benefits and risks in support of budget decisions
Refined Baseline Network Optimization Scenarios and Developed Alternative Scenarios	Q3 FY09	Q4 FY09	Refined baseline model incorporating additional data sources and latest assumptions

#### D. Appendix 4. Acronyms and Abbreviations

Acronym/ Abbreviation	Full Text
ACRIMe	Alien Criminal Response Information Management System
AOR	Area of Responsibility
ATDP	Alternatives to Detention Program
BST&T	Bed Space, Transportation and Detainee Location Tracking Automation System
CAP	Criminal Alien Program
CJIS	Criminal Justice Information Services
CRS	Central Reservation System
DHS	Department of Homeland Security
DLT	Detainee Location Tracking
DRO	Detention and Removal Operations
DROM	Detention and Removal Operations Modernization
EADM	ENFORCE Alien Detention Module
EARM	ENFORCE Alien Removal Module
ENFORCE	Enforcement Case Tracking System
eTD	Electronic Travel Document
FOT	Fugitive Operations Team
FOU	Flight Operations Unit
FTE	Full-Time Equivalent
FY	Fiscal Year
IAFIS	Integrated Automated Fingerprint Identification System
IAR	Immigration Alien Response
ICE	Immigration and Customs Enforcement
IDENT	Automated Biometric Identification System
IIDS	ICE Integrated Decision Support System
IT	Information Technology
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

Acronym/ Abbreviation	Full Text
PMO	Program Management Office
Q1	First Quarter
Q2	Second Quarter
Q3	Third Quarter
Q4	Fourth Quarter
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 Conferencing



## E. Appendix 5. Endnotes

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<sup>1</sup> Consolidated Appropriations Act, 2008, Pub. L. No. 110-161, 121 Stat 1844, 2050 (2007).

<sup>2</sup> Consolidated Security, Disaster Assistance, and Continuing Appropriations Act, 2009, Pub. L. No. 110-329, 122 Stat 3574, 3659 (2008).

<sup>3</sup> Excerpted from the Explanatory Statement accompanying Pub. L. No. 110-329, submitted by Mr. Obey, Chairman of the House Committee on Appropriations, regarding the Amendment of the House of Representatives to the Senate Amendment to H.R. 2638, 571, 634 (2008).

<sup>4</sup> US-VISIT IDR/Single-search transaction daily report and the monthly LESC-IIDS Data Match. IIDS Data Match includes ENFORCE data and was run by IIDS on 10/6/2009.

<sup>5</sup> Ibid.

<sup>6</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/22/2009.

<sup>7</sup> US-VISIT IDR/Single-search transaction daily report and the monthly LESC-IIDS Data Match. IIDS Data Match includes ENFORCE data and was run by IIDS on 10/6/2009.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> United States Immigration and Customs Enforcement, Office of Investigations, response to data call, 10/09/2009.

<sup>11</sup> The cumulative staffing numbers provided in this report are the most accurate and supersede data provided in previous reports. In addition, due to unanticipated challenges, some FY09 hiring goals were not reached by the end of Q4 FY09; however, ICE is continuing efforts to fill the remainder of vacant FTEs in FY10.

<sup>12</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.

<sup>13</sup> United States Immigration and Customs Enforcement, Office of Investigations, response to data call, 10/09/2009.

<sup>14</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.

<sup>15</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.

<sup>16</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, FY08 pay period 18, data retrieved 10/20/2009; United States Immigration and Customs Enforcement, Federal Financial Management System, FY09 pay period 18, data retrieved 10/20/2009.

<sup>17</sup> Ibid.

<sup>18</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.

<sup>19</sup> Ibid.

<sup>20</sup> United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.

<sup>24</sup> United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.

<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

<sup>27</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.

<sup>28</sup> United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009. Early in Q4 FY09 the VTC installation plan was adjusted as recalculations were made and the installation process began. It is not uncommon during this process for changes to the installation plan to occur by, for example, determining that certain locations are not yet ready to support installation for various reasons such as a lack of necessary resources or infrastructure.

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- <sup>29</sup> United States Immigration and Customs Enforcement, Office of the Chief Information Officer, response to data call, 10/16/2009.
- <sup>30</sup> Ibid.
- <sup>31</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.
- <sup>32</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>33</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.
- <sup>34</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/2/2009.
- <sup>35</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>36</sup> Ibid.
- <sup>37</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.
- <sup>38</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/2/2009.
- <sup>39</sup> Ibid.
- <sup>40</sup> Ibid.
- <sup>41</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/19/2009.
- <sup>42</sup> United States Immigration and Customs Enforcement, Office of International Affairs, response to data call, 10/16/2009.
- <sup>43</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>44</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.
- <sup>45</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009; United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/19/2009; United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/20/2009.
- <sup>46</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>47</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>48</sup> Ibid.
- <sup>49</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.
- <sup>50</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>51</sup> Ibid.
- <sup>52</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.
- <sup>53</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.
- <sup>54</sup> Ibid.
- <sup>55</sup> Ibid.
- <sup>56</sup> United States Immigration and Customs Enforcement, Office of Investigations, response to data call, 10/20/2009.
- <sup>57</sup> Ibid.
- <sup>58</sup> United States Immigration and Customs Enforcement, Office of State and Local Coordination, response to data call, 10/16/2009.
- <sup>59</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/6/2009.

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<sup>60</sup> United States Immigration and Customs Enforcement, Office of State and Local Coordination, response to data call, 10/16/2009; United States Immigration and Customs Enforcement, Office of State and Local Coordination, response to data call, 10/19/2009.

<sup>61</sup> United States Immigration and Customs Enforcement, Office of State and Local Coordination, response to data call, 10/16/2009.

<sup>62</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, FM112 Report, 9/30/2009, data retrieved 10/6/2009.

<sup>63</sup> United States Immigration and Customs Enforcement, Detention and Removal Operations, response to data call, 10/16/2009.

<sup>64</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, FM112 Report, 9/30/2009, data retrieved 10/6/2009.

<sup>65</sup> United States Immigration and Customs Enforcement, Office of International Affairs, response to data call, 10/16/2009.

<sup>66</sup> Ibid.

<sup>67</sup> United States Immigration and Customs Enforcement, Federal Financial Management System, *FM112 Report*, 9/30/2009, data retrieved 10/2/2009.