



Secure Communities: Quarterly Report

Fiscal Year 2009 Report to Congress

Third Quarter

August 27, 2009



Homeland
Security

U.S. Immigration and Customs Enforcement

Message from the Assistant Secretary

August 27, 2009

I am pleased to present the United States Immigration and Customs Enforcement Quarterly Report on Secure Communities: A Comprehensive Plan to Identify and Remove Criminal.

The report has been compiled in response to a requirement in the Fiscal Year (FY) 2009 Department of Homeland Security Appropriations Act (P.L. 110-329) and covers the third quarter of FY 2009.

Pursuant to congressional requirements, this report is being provided to the following:

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

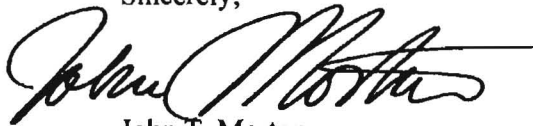
The Honorable Harold Rogers
Ranking Member, House Appropriations Subcommittee on Homeland Security

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 relating to this report may 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,



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

Executive Summary

In Fiscal Year (FY) 2008, Congress appropriated \$200 million for Immigration and Customs Enforcement (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...” In response, ICE launched Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens (SC/CIRCA) to transform the way ICE identifies and removes criminal aliens from the United States. In the FY 2009 Department of Homeland Security 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” 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.” Congress further required ICE to use 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 FY 2009 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, during FY 2009, 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—bringing the total planned FY 2009 obligations in support of criminal alien enforcement to \$1.452 billion. At the end of the third quarter of FY 2009, ICE had obligated \$1.061 billion in alignment with its plan. For more details on FY 2009 progress toward stated ICE obligation plans, see Section 5.

The SC/CIRCA Program Management Office analyzes ICE needs and requirements and coordinates its initiatives to leverage the key ICE criminal alien projects and programs that are expending these funds. This quarterly report describes achievements and traces funding through the immigration enforcement life cycle of identifying, detaining, removing, and deterring/reducing recidivism of criminal aliens.



Secure Communities: Quarterly Report Third Quarter Fiscal Year 2009

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I. Legislative Requirement

Congress mandates that the Immigration and Customs Enforcement (ICE) provides 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).

II. Identifying Criminal Aliens

The first strategic goal of Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens (SC/CIRCA) is: “To identify and process all criminal aliens amenable for removal while in federal, state, and local custody.” Achieving this goal has historically proven challenging for two main reasons. First, insufficient information currently reaches ICE regarding which individuals, among the millions in federal, state, and local custody, are removable aliens. Second, although ICE has existing programs designed to identify criminal aliens, these programs, like all law enforcement programs, have limited resources. As detailed in the following section, the SC/CIRCA Program Management Office (PMO) is working through these challenges to achieve the program’s first strategic goal by:

- Deploying technology to coordinate information exchange between the main criminal history and immigration data systems at DHS and the Department of Justice (DOJ). This technology will ultimately increase the volume of criminal history and immigration status information available to ICE and its law enforcement partners.
- Effectively coordinating and focusing resources provided by Congress to employ and expand current ICE programs and operations that already focus on criminal aliens. These programs include the Criminal Alien Program (CAP); the National Fugitive Operations Program (NFOP)/Fugitive Operations Teams; Criminal Investigations; and ICE Agreements of Cooperation in Communities to Enhance Safety and Security (ACCESS)/287(g) Program.

As described in more detail below, ICE is continuing to make progress in these tasks.

A. Interoperability

Historically, when law enforcement agencies (LEAs) made an arrest and booked a subject, they would submit the subject’s biographic and biometric information to the DOJ Federal Bureau of Investigation (FBI) Criminal Justice Information Services Division (CJIS) Integrated Automated Fingerprint Identification System (IAFIS) to determine criminal history. Determining immigration status was a separate, manual process that used only biographic information submitted by

LEAs. Through Interoperability, this biographic and biometric information is now automatically routed by CJIS/IAFIS to United States Visitor and Immigrant Status Indicator Technology Automated Biometric Identification System (US-VISIT/IDENT) and, if there is a match, to ICE’s Law Enforcement Support Center (LESC). This automatic routing of information enables more timely determinations of subjects’ immigration status.

Interoperability
Interoperability increases the information sharing capability between the Department of Homeland Security’s United States Visitor and Immigrant Status Indicator Technology Automated Biometric Identification System and the Federal Bureau of Investigation Criminal Justice Information Services Division’s Integrated Automated Fingerprint Identification System.

Below is a step-by-step breakdown of how Interoperability works:

1. When a subject is arrested and booked, the arresting Law Enforcement Agency (LEA) sends a criminal history and immigration identity information request to CJIS/IAFIS.
2. CJIS routes the biometric and biographic information to US-VISIT/IDENT and determines if there is a match.
3. A match in IDENT generates an Immigration Alien Query (IAQ) to the ICE LESC.
4. The LESC queries law enforcement and immigration databases to make an initial immigration status determination and thus generate an Immigration Alien Response (IAR). The IAR 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 IARs to the local Detention and Removal Operations office, as well as back to CJIS, which routes IARs back to LEAs through their State Identification Bureaus (SIBs).

In cases where a subject has been identified as potentially eligible for removal, ICE prioritizes

Threat Level Determinations

Level 1: Offenses include murder, manslaughter, rape, robbery, kidnapping, drug offenses resulting in sentences greater than 1 year, and threats to national security.

Level 2: Offenses include minor drug offenses and property offenses such as burglary, larceny, fraud, and money laundering.

Level 3: Offenses consist of less severe criminal offenses.

enforcement actions by classifying subjects based on the level of offense, for which subjects have been charged or previously convicted. SC/CIRCA prioritizes offenses according to three levels of offense, with top priority for enforcement actions 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 and enables ICE to identify criminal aliens via biometrics at the earliest stage of encounter. This functionality improves the accuracy and timeliness of criminal alien identification and eliminates the need for ICE law enforcement

technicians to manually search extensive lists of encountered individuals with common names or multiple aliases to identify accurate immigration and prior criminal records. Saving time in the identification process increases the ability for ICE to act before the subject is released back into the community.

The following sections further discuss Interoperability deployments and results, as well as ICE efforts to ensure readiness to support and enhance Interoperability deployment.

Interoperability Deployment and Results

ICE estimates that there are more than 31,000 booking facilities in more than 3,000 jurisdictions across the United States. As of third quarter (Q3) FY 2009, ICE has not deployed Interoperability to all of these locations. ICE continues to work toward deploying Interoperability to these facilities based on a risk-based prioritization approach. This includes evaluation of deployment prerequisites, such as necessary resources and capabilities for Office of Detention and Removal (DRO) field offices, states, and LEAs for Interoperability activations.

During Q3 FY 2009, Interoperability deployments were determined by factoring in the following data across jurisdictions: crimes committed by non-citizen, foreign-born individuals using the FBI's Uniform Crime Reporting data, census data to examine foreign-born populations, and ICE charging documents to examine ICE operational volume. In support of the DHS Southwest Border Security Initiative, ICE also prioritized deployment to high-risk criminal activity jurisdictions along the Southwest border.

During second quarter (Q2) FY 2009, Interoperability was deployed to 48 of the 51 planned jurisdictions. During Q3 FY 2009, Interoperability was deployed to 21 of the 29 jurisdictions, including an additional deployment to San Diego County, California, which was 1 of the 3 pending jurisdictions from the Q2 FY 2009 deployment plan. As illustrated in Table 3.1, during Q3 FY 2009, the 22 deployments were all to Southwest border states, including 2 new states (California and New Mexico). At the end of Q3 FY 2009, Interoperability was deployed to a total of 70 jurisdictions, covering nearly 18.5 percent of the criminal alien population.¹ In addition, Table 3.2 below provides the deployment jurisdictions selected for fourth quarter FY 2009.

Table 3.1 - Q3 FY 2009 Interoperability Deployment Jurisdictions

State	Jurisdiction	ICE DRO Field Office	Activation Week Of/Actual Date
California	San Diego	SND	26-May
Texas	Texas Department of Criminal Justice	HOU	18-May
Texas	Starr	SNA	9-Jun
Texas	Brooks	HOU	9-Jun
Texas	Jim Wells	HOU	9-Jun
Texas	Kleberg	HOU	9-Jun
Texas	Kenedy	HOU	10-Jun
Texas	Hidalgo	SNA	10-Jun
Texas	Willacy	SNA	15-Jun
Texas	Bexar	SNA	16-Jun
Texas	Dimmit	SNA	16-Jun
Texas	Travis	SNA	16-Jun
Texas	Webb	SNA	16-Jun
Texas	Zapata	SNA	16-Jun
Texas	El Paso	ELP	17-Jun
Texas	Presidio	ELP	17-Jun
Texas	Terrell	ELP	17-Jun
Texas	Nueces	HOU	19-Jun
New Mexico	Dona Ana	ELP	24-Jun
Texas	Brewster	ELP	24-Jun
Texas	Jeff Davis	ELP	24-Jun
Texas	Pecos	ELP	24-Jun

¹ Based on ICE model projections, as of June 30, 2009.

Table 3.2 - Q4 FY 2009 Proposed Interoperability Deployment Jurisdictions

State	Jurisdiction	ICE DRO Field Office
Texas	Hudspeth	ELP
Texas	Culberson	ELP
New Mexico	Grant	ELP
New Mexico	Hidalgo	ELP
New Mexico	Luna	ELP
Arizona	Cochise	PHO
Arizona	Pima	PHO
Arizona	Santa Cruz	PHO
California	Imperial	SND
Texas	Cameron	SNA

ICE continues efforts to deploy Interoperability to prioritized jurisdictions and to measure performance and results where Interoperability has been activated. Table 3.3 illustrates both cumulative Interoperability performance since inception in October 2008 and specific Q3 FY 2009 performance measures.

Table 3.3 - Interoperability Summary Performance Measures through Q3 FY 2009

Performance Measures	Q1 FY 2009	Q2 FY 2009	Q3 FY 2009	Growth from Q2 to Q3	FY-to-Date
Interoperability Jurisdictions	14	34	22		70
Biometric Submissions	29,756	163,794	251,507	54%	445,057
IDENT Matches	3,278	19,464	33,585	73%	56,327
Level 1 Determinations	167	1,694	3,222	90%	5,083
Removals	25	175	395		595
In Proceedings	49	731	1,150		1,930
Awaiting Outcomes*	39	650	1,818		2,507
Level 2/Level 3 Determinations	3,111	17,775	30,363	71%	51,249
Removals	228	2,347	3,871		6,446
In Proceedings	239	1,603	2,935		4,777
Awaiting Outcomes*	1,760	11,001	21,280		34,041

* Number of IDENT matches that lack a case status in the Enforcement Case Tracking System

Note: Outcome measures always trail identifications. For example, a criminal alien may have been encountered in November (Q1) but not removed until June (Q3). Also, the Awaiting Outcomes numbers change on a quarterly basis as cases are resolved. For example, in the Secure Communities Quarterly Report to Congress for Q2 FY 2009, the Awaiting Outcomes category reported 13,536 cases for Q2. During this quarter, that number has decreased to 11,651, as 1,885 cases have moved to other outcome categories (for example, Removals, In Proceedings). The apparent increase in cases awaiting outcomes is directly attributable to the increase in identifications from newly activated locations.

During Q3 FY 2009, the total number of Interoperability biometric submissions increased by 54 percent, and IDENT matches from the submissions increased by 73 percent compared to Q2 FY 2009. In addition, the number of Level 1 determinations increased by more than 90 percent. Interoperability has also contributed to the increasing number of detainers issued each quarter. ICE successfully issued 6,046 detainers in Q3 FY 2009, which is nearly a 100 percent increase from Q2 FY 2009. The following success story demonstrates the significant role Interoperability plays in identifying and removing dangerous criminal aliens from communities.

Interoperability Success Story in Starr County, Texas

On June 9, 2009, the Starr County, Texas, Sheriff's Office arrested a male subject on charges of assault causing bodily injury. An IDENT/IAFIS Interoperability match identified him as a previously removed Mexican national who was convicted of attempted murder in 2005. IDENT data and LESC record checks revealed that both ICE and U.S Customs and Border Protection have encountered the subject on five separate occasions and last removed him from the country in January 2008. ICE will reinstate the subject's final order of removal, and his case will be presented for re-entry after removal felony prosecution pursuant to Title 8 USC § 1326.

Ensuring ICE Readiness to Support and Enhance Interoperability Deployment

As Interoperability deployment continues, ICE faces a significantly increasing number of status determination requests. During Q3 FY 2009, LESC processed 287,761 status determination inquiries, which is a 40.68 percent increase over FY 2008. To meet growing increases in status determination request volumes, ICE maintains ongoing efforts to support and enhance Interoperability deployment by continuing to:

- Increase staffing levels and redeploy current personnel where needed.
- Conduct outreach and coordination activities both within ICE and to external stakeholders.
- Modernize information technology (IT) to improve the efficiency of systems and processes.

Supporting ICE Staffing

In FY 2009, the SC/CIRCA PMO approved [redacted] positions for the Office of Investigations and [redacted] positions for the DRO operations to support the increase of Interoperability responses and the identification and removal of criminal aliens. The following provides more detailed information on positions that support such efforts.

As of June 30, 2009, [redacted] LESC specialists were hired. LESC is in the process of hiring [redacted] additional employees using SC/CIRCA FY 2009 funding and has made [redacted] selections, which include [redacted] LESC specialists, [redacted] mission support specialists, and [redacted] criminal research specialists. To support LESC efforts, of the nearly \$51 million in planned spending, \$18.6 million has been obligated, as of June 30, 2009.

To support further Interoperability rollout, ICE is redeploying current and new staff hired into vacant positions to perform as Interoperability response staff and will dedicate this staff to establishing a 24x7 Interoperability response capability. In addition, ICE also continues to

recruit and hire candidates to fill SC/CIRCA-funded Interoperability response positions. These positions fulfill responsibilities such as issuing detainers on identified criminal aliens, maintaining communications with LEAs, and taking additional enforcement actions against criminal aliens as needed. During Q3 FY 2009, ICE hired additional personnel toward the goal of for a total of individuals hired to date, of which positions were internal.

During Q3 FY 2009, DRO also hired personnel for a total of personnel, toward its FY 2009 goal of filling previously posted Detention Expansion positions to support the detention and processing of criminal aliens identified through Interoperability. These positions include deportation officers, immigration enforcement agents, detention and removal assistants, and supervisory detention and deportation officers.

Conducting Outreach and Coordination Activities

The SC/CIRCA PMO conducted outreach and coordination activities with key stakeholders throughout Q3 FY 2009 to build awareness of and readiness for Interoperability deployment. These ongoing activities follow a three-phased approach as outlined below:

1. Contact DRO field offices: To ensure DRO personnel is prepared to support deployment, SC/CIRCA staff conducts internal ICE outreach and coordination with DRO field offices in the Areas of Responsibility (AORs) where Interoperability will be deployed.
2. Coordinate with SIBs: Once DRO personnel are ready to support Interoperability deployment within their AOR, SC/CIRCA staff works closely with the appropriate SIB personnel to educate them about Interoperability and to receive approval for the planned deployment.
3. Implement with LEAs: Once the necessary coordination with DRO field offices and SIBs has occurred, SC/CIRCA staff coordinates with LEAs to educate them about Interoperability and to finalize exact locations and dates for Interoperability activation within their jurisdictions.

Modernization of Identification, Detention, and Removal IT

In addition to hiring additional personnel and conducting various outreach activities in support of Interoperability expansion, ICE is continuing to focus on modernizing IT used to identify criminal aliens.

ICE has obligated \$12.02 million as of June 30, 2009, toward its \$41.1 million FY 2009 obligation plan in support of Identification Systems modernization efforts, including those described below.

Current processes and systems that ICE employs to identify criminal aliens lack the resources and efficiencies necessary to make identifications in a timely manner. 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

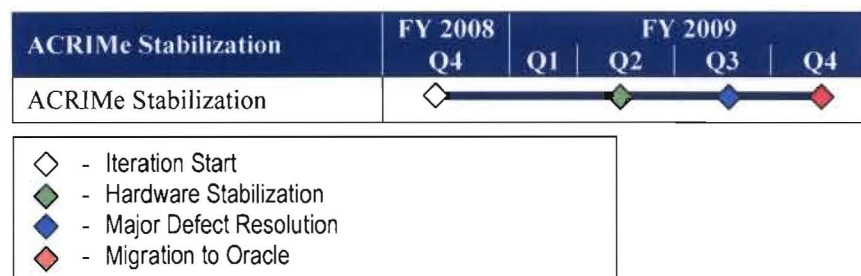
Stabilizing the ACRIME System

ACRIME is an Immigration and Naturalization Service legacy application that manages queries made by local 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. ACRIME cross-references and compiles data from multiple ICE databases that contain relevant information. The data are analyzed to determine whether the alien is amenable for removal from the United States. The system also supports the entry of both administrative (immigration) and criminal arrest warrants into the National Crime Information Center (NCIC), the FBI’s criminal history repository. 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.

In Q2 FY 2009, ICE completed the migration of ACRIME to a more stable production hardware platform, which has improved scalability and increased system availability. ICE also implemented Phase 1 of ACRIME stabilization, which provides daily backups of the LESC system.

In Q3 FY 2009, the ACRIME stabilization effort corrected all identified high-priority defects in the system. As a result of two major releases and a hardware upgrade in the past 6 months, ACRIME system outages decreased from more than five per day to approximately three per month by the end of Q3 FY 2009. In Q4 FY 2009, ICE plans to complete the final migration of ACRIME to the Oracle platform, which will complete the stabilization effort. Figure 3.1 illustrates the timeline and major milestones for ACRIME stabilization.

Figure 3.1 – ACRIME Stabilization Milestones



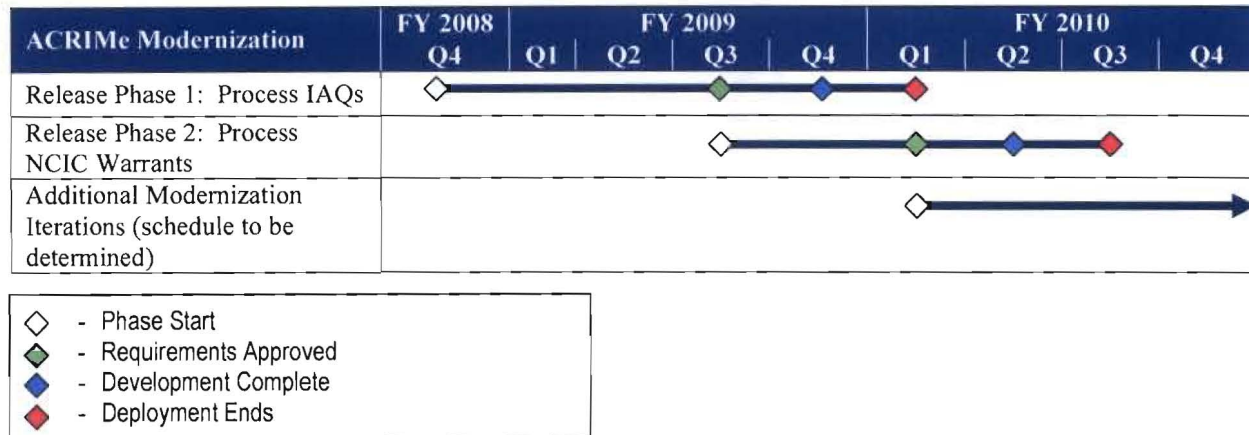
Modernizing the ACRIME System

ACRIME system modernization will help ensure timely, accurate processing of the increasing number of status determination queries by automating key workflow processes and transforming ACRIME into a web based application, available to users outside the LESC. To achieve this, the modernization project is focused on planning, documenting, and designing major system improvements, which also contribute to establishing the foundation for implementing research and analysis automation capabilities. The modernized ACRIME system will interface with the major databases that are searched to retrieve alien status information. The implementation of Release 1, scheduled for Q1 FY 2010, will enable more efficient processing of IAQs by expanding the user base and providing full backup, redundancy, and disaster recovery capabilities.

In Q2 FY 2009, ICE worked with internal stakeholders to finalize business and functional requirements, which were approved in Q3 FY 2009. During Q3 FY 2009, ICE also conducted initial design meetings to develop the Release 1 preliminary design document, which was submitted to the ICE Office of the Chief Information Officer for approval. As of Q3 FY 2009, the completion of the modernization project is still scheduled for Q4 FY 2011.

Figure 3.2 illustrates the timeline and major milestones for ACRIME modernization.

Figure 3.2 – ACRIME Modernization Milestones



Automating Research and Analysis

While the stabilization and modernization projects proceed, ICE continues its efforts to plan, document, design, and acquire new systems that automate research and analysis functions for 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 authorized immigration enforcement agents are required by law to perform certain duties.

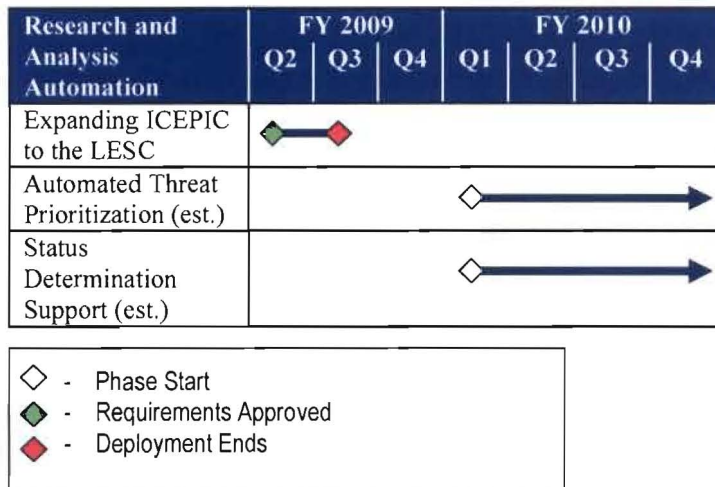
In the Q4 FY 2008 quarterly report, ICE reported three planned research and analysis automation efforts to support and improve the immigration status and threat level determination process:

- Developed an Automated Threat Prioritization (ATP) system—to provide threat level assessments by utilizing data provided directly in the IAQ and NCIC-provided criminal history information.
 - In the first half of FY 2009, ICE developed requirements for the ATP system and, during Q3 FY 2009, released a request for proposals. Contract award is planned for Q4 FY 2009, with work beginning in FY 2010.
- Expanded use of the Immigration and Customs Enforcement Pattern Analysis and Information Collection (ICEPIC) system at the LESC—to provide consolidated investigative and enforcement information to more LESC technicians.
 - During Q3 FY 2009, ICE completed a hardware upgrade to add capacity and improve system performance.

- Provided a Status Determination Support (SDS) system—to provide ICE personnel with analytic support tools and automation services to increase the accuracy of IAQs and the efficiency of the investigative process.
 - The SDS contract will provide the following four automation services:
 - Jail Roster/Release Tracking, which will compile and research federal, state, and local jail rosters.
 - Automated NCIC Warrants, which will create a warrant record that can be uploaded directly to the NCIC using criminal history and immigration status search results.
 - Criminal Alien Tracking, which will track the location of criminal aliens after they have been apprehended by LEAs, before being taken into ICE custody.
 - Integrated Case Management, which will collect the responses for criminal and immigration status information and submit them as leads.
 - ICE plans to release the request for proposals for the SDS contract in Q4 FY 2009 and to begin the development of the SDS system in Q1 FY 2010. Further developments and requirements will be determined based on the testing and resources available.

Figure 3.3 illustrates the milestones for planned research and analysis automation efforts.

Figure 3.3 – Research and Analysis Automation Milestones



B. ICE Programs and Operations

While Interoperability significantly enhances ICE’s ability to identify criminal aliens, ICE also achieves this objective through the following programs and operations, which have contributed to the identification and removal of 35,050 criminal aliens in Q3 FY 2009:

- CAP
- NFOP/Fugitive Operations Team
- Criminal Investigations
- ICE ACCESS and the 287(g) Program

CAP

CAP focuses on identifying criminal aliens who are incarcerated within federal, state, and local facilities. CAP teams perform steady state and surge operations to identify all removable criminal aliens at targeted facilities in order to issue detainers and initiate removal proceedings. These efforts prevent the release of criminal aliens into the community by securing a final order of removal before the completion of a sentence, which reduces the number of criminal aliens ICE must detain upon expiration of their sentence until a final order of removal could be issued. During Q3 FY 2009, [b2 high, b7e] was added for a total of [b2 high, b7e] operational CAP teams.

For CAP, ICE has obligated \$123.1 million as of June 30, 2009, toward its \$172.3 million FY 2009 obligation plan.

During Q3 FY 2009, the following progress and results were achieved:

- DRO hired [b2 high, b7e] full-time equivalents (FTEs), resulting in [b2 high, b7e] personnel hired toward the goal of [b2 high, b7e] in FY 2009.
- During Q3 FY 2009, CAP teams performed four surge operations, resulting in the issuance of 3,599 detainers. These operations were conducted in the following AORs: Dallas Field Office (Denton County Jail), Newark Field Office (Hudson County Jail), Houston Field Office (throughout), and Los Angeles Field Office (Pitchess Detention Center). There have been a total of 12 surge operations in FY 2009, resulting in the issuance of 5,467 detainers.
- Of the 61,973 apprehensions made during Q3 FY 2009, nearly 30 percent were criminal aliens.
- CAP issued more than 61,000 charging documents during Q3 FY 2009; there were 16,354 criminal alien removals, for a total of 46,159 criminal aliens removed in FY 2009.

For Q4 FY 2009, ICE will report on a cost value analysis of CAP enforcement activities.

NFOP/Fugitive Operations Teams

Fugitive Operations Teams identify and apprehend criminal aliens who receive removal orders but fail to comply. Fugitive Operations Teams give top priority to cases involving criminal aliens who pose a threat to national security and community safety, including members of transnational street gangs, child sex offenders, and those with prior 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, based on the ratio of total fugitive operations arrests that involved 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 40 percent for the 1-year period ending on June 30, 2009. As a result, ICE is now allocating 40 percent of the \$123.455 million in total obligations made within the fugitive operations appropriation toward criminal alien enforcement, resulting in an allocation to date of \$37 million and an annual allocation of \$49.4 million. This amount already exceeds the FY 2009 plan of \$36.2 million with only Q4 remaining during the fiscal year.

During Q3 FY 2009, the following progress and results were achieved:

- **high, b7c** additional teams were funded and **high, b7c** teams were added, resulting in a total of **high, b7c** teams deployed.
- 170 operations were conducted, which led to the apprehension of 6,068 fugitive aliens, of which 53 percent were criminal aliens. The total number of criminal aliens apprehended in FY 2009 at the end of Q3 FY 2009 was 8,338.
- 2,937 fugitive criminal aliens were removed as a result of fugitive operations efforts, for a total of 8,166 fugitive criminal aliens removed in FY 2009 at the end of Q3.

For Q4 FY 2009, ICE will report on a cost value analysis of Fugitive Operations enforcement activities.

Criminal Investigations

ICE conducts investigations to identify and remove criminal aliens who are no longer incarcerated and have rejoined criminal organizations. ICE estimates that 89 percent of its gang investigations are focused on aliens who have prior criminal records. In cases where new charges are filed against these criminal aliens, ICE partners with LEAs to obtain new convictions before their removal. In cases where convictions lead to criminal incarcerations, ICE removes the aliens only after they have served their criminal sentences. From October 2008 through June 2009, criminal investigations have resulted in 4,247 criminal convictions against aliens engaged in transnational criminal activity.

For criminal investigations, ICE has obligated \$66.02 million as of June 30, 2009, toward its \$80 million FY 2009 obligation plan.

For Q4 FY 2009, ICE will report on a cost value analysis of Criminal Investigations enforcement activities.

ICE ACCESS and 287(g) Program

ICE developed the ACCESS Program to provide state and local LEAs with the ability to work with ICE to combat immigration violations in their jurisdictions. The 287(g) Program, one of several ICE ACCESS initiatives, is a state and local office cross-designation program authorized by Section 287(g) of the Immigration and Nationality Act (INA). It 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. Since its inception, the program has established 66 partnership agreements with state and local law enforcement.

For the 287(g) Program, ICE has obligated \$36.2 million as of June 30, 2009, toward its \$54.1 million FY 2009 obligation plan.

During Q3 FY 2009, the following progress and results were achieved:

- During Q3 FY 2009, the 287(g) Program trained 37 officers, for a total of 1,018 trained officers.
- 15,959 foreign nationals were identified for potential removal from the United States, of which 4,537 were identified as criminal aliens.
- The 287(g) Program identified 441 ICE fugitives and determined 368 foreign nationals to be aggravated felons pursuant to the INA of 1996, as amended.
- 14,647 charging documents were issued; there were 1,704 criminal alien removals.

For Q4 FY 2009, ICE will report on a cost value analysis of 287(g) enforcement activities.

III. Detaining and Removing Criminal Aliens

To ensure that criminal aliens are effectively removed from the United States, they must be effectively detained until their removal. However, detaining all criminal aliens is challenging because detention is resource-intensive, and detention resources are finite. Accordingly, the objective of SC/CIRCA Strategic Goal 2 is to “enhance current detention strategies to ensure no removable criminal alien is released into the community due to lack of detention space or an appropriate alternative to detention,” while the objective of SC/CIRCA Strategic Goal 3 is to “implement removal initiatives that shorten the time criminal aliens remain in ICE custody prior to removal, thereby maximizing use of detention resources and reducing costs.” Through Secure Communities, ICE will achieve these goals by:

- Employing and modernizing systems and tools to increase efficiencies in the detention and removal process and maximize the effective use of detention resources.
- Increasing resource capacity to include bed space and transportation.
- Working with federal government and international partners to mitigate existing impediments to the efficient and smooth repatriation of removable criminal aliens.

A. Employing and Modernizing Systems and Tools

To support detention and removal efforts, ICE is engaged in various modernization and technological expansion initiatives, as described in further detail below.

Detention and Removal Operations Modernization (DROM)

As a result of continued demand to improve processes and operations, DRO initiated DROM in FY 2008 and leverages its capabilities to generate efficiencies in detention and removal processes. DROM also strengthens efforts to reduce detention times and increase the removal of criminal aliens.

The program provides ICE with the automated capability to identify, track, and report on the movement of criminal aliens from apprehension through removal. This capability also helps 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.

As a result of SC/CIRCA funding, the following DROM efforts were accelerated:

- Automating the Management of Bed Space, Transportation, and Tracking (BST&T)
- Enhancing the Enforcement Case Tracking System (ENFORCE) Alien Removal Module (EARM)
- Expanding the Electronic Travel Document (eTD) system

For detention and removal systems below, ICE has obligated \$9.2 million as of June 30, 2009, toward its \$20.3 million FY 2009 obligation plan.

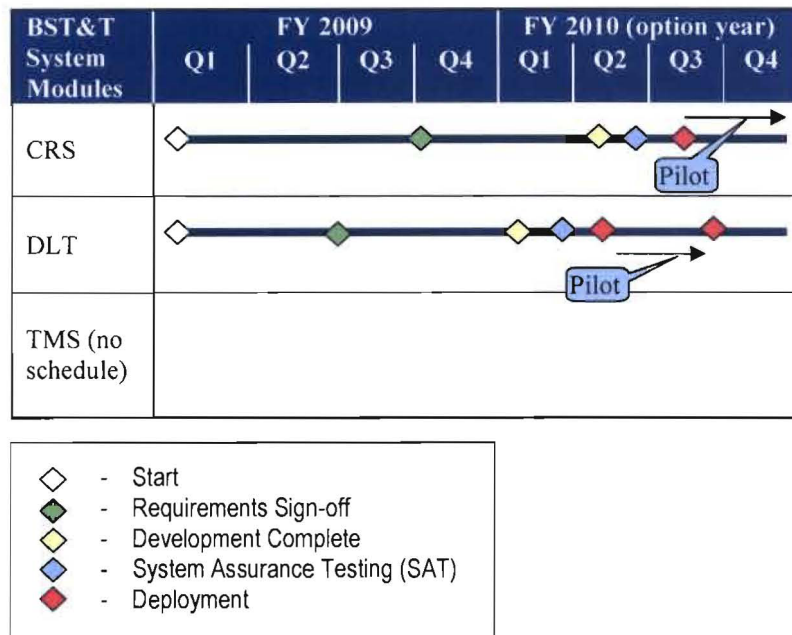
Automating the Management of BST&T

The BST&T system consists of the following three modules, which will be integrated with the ENFORCE Alien Detention Module (EADM) and EARM to provide comprehensive and timely detention and removal information:

- Detainee Location Tracking (DLT), which will enable DRO to track the location of all detained criminal aliens in real-time.
- Central Reservation System (CRS), which will enable DRO to more efficiently manage bed inventory in real-time.
- Transportation Management System (TMS), which will enable DRO to effectively manage ground and air transportation of aliens, thus optimizing routes and minimizing costs.

Figure 4.1 illustrates the milestones for the BST&T system modules.

Figure 4.1 – BST&T System Modules Milestones



In Q2 FY 2009, requirements finalization for the DLT module commenced. During Q3 FY 2009, the first iteration of development was completed in line with the requirements and design. In addition, the exit criteria, which related to determining the type of technology solution to implement, were met. This resulted in the decision to use [REDACTED]

[REDACTED] which will be used to track detained criminal aliens in real-time. ICE also decided to use a [REDACTED]

[REDACTED] However, ICE has recognized challenges with employing the [REDACTED] because of the lack of necessary infrastructure and policy. ICE is working to address and resolve these development issues to limit any potential impact to the schedule for integrating the [REDACTED] into the ICE network. In Q2 FY 2010, ICE planned to deploy DLT as a pilot to four facilities in

the Phoenix, Arizona, and San Diego, California, AORs, and to continue deployment to all 24 AORs in future fiscal years.

In Q2 FY 2009, requirements finalization for the CRS module commenced. During Q3 FY 2009, ICE realized the need to develop and present an Analysis of Alternatives for DRO to review three different software product solutions that meet more, if not 100 percent, of the business requirements than the current product meets. This has caused a delay in schedule that will cause ICE to incur contractor costs and postpone the CRS pilot from Q4 FY 2009 to FY 2010. However, to mitigate these effects, ICE plans to make a decision in Q4 FY 2009 on which solution to select and is moving forward with evaluating the benefits and risks of the options.

Although there have been some delays with the DLT and CRS projects, they have not impacted the TMS project schedule. As of Q3 FY 2009, the start date for TMS is planned for the first half of FY 2011.

Enhancing EARM

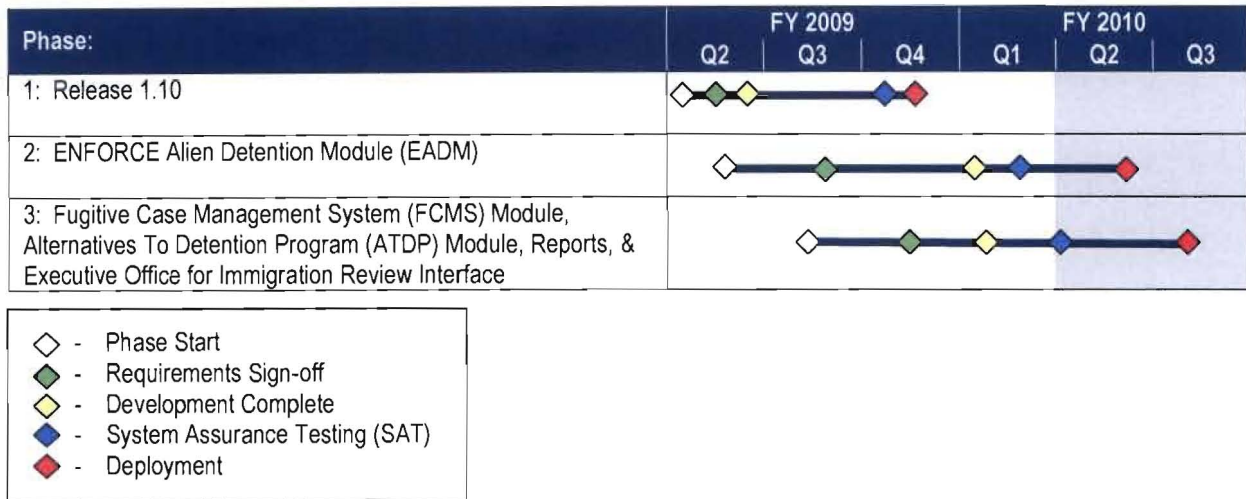
EARM maintains data to identify and track criminal aliens and provides a means to generate reports from a single source of data, thus improving accuracy and timeliness. A phase of enhancements, referred to as EARM v.2, is underway to improve capability by expanding the EARM platform to include:

- EADM—a system used to track criminal aliens when they are booked at and released from DRO detention facilities.
- The Fugitive Case Management System (FCMS)—a system used to track leads.
- The Alternatives to Detention Program (ATDP) module—a system used to track low level criminal aliens during the removal process.
- Initial integration of the eTD system—a system used to review travel document requests and issue travel documents via the Internet.

In Q2 FY 2009, the EARM v.2 contract was formally awarded to Electronic Data Systems, and, during Q3 FY 2009, a project schedule was developed. While business requirements were also developed during this period, the technical requirements were in different phases of development for EADM, FCMS, and ATDP. Completion of the technical requirements development is anticipated to occur by the end of Q4 FY 2009. EARM v.2 testing is scheduled to begin in Q4 FY 2009 and continue through Q2 FY 2010. The production launch will occur after testing concludes.

Figure 4.2 illustrates the timeline and milestones for EARM v.2 implementation.

Figure 4.2 – EARM v.2 Milestones



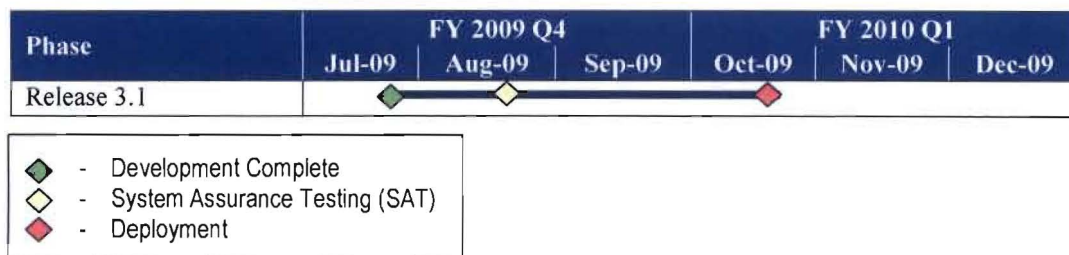
Expansion of the eTD System

As ICE continues to improve systems that advance detention and removal efforts, it has modernized the way travel documents and other removal documents are produced with the eTD system. This system allows review of travel document requests and the issuance of travel documents via the Internet, which has reduced the average document issuance time from 14 days pre-eTD deployment to an average of 9 days for fully automated consulates, due to the elimination of mail delivery times. This contributes to reductions in detention times and helps expedite the removal process.

Although tracked in eTD, travel document activity for non-participating countries is conducted manually, with more than 1,400 requests submitted and more than 340 travel documents issued each month. To obtain the full benefit of eTD, ICE continues to pursue memoranda of understanding (MOUs) with several countries to enable them to begin issuing fully electronic travel documents in the near future. During Q3 FY 2009, eTD was implemented for the Dominican Republic. In addition, ICE continued negotiations with Nicaragua and Jamaica, as well as signed an MOU with Colombia and began planning for eTD implementation, which is scheduled for Q4 FY 2009.

Figure 4.3 illustrates the timeline and milestones for eTD.

Figure 4.3 – eTD System Milestones



Video Teleconferencing (VTC) Support

VTC technology has proven to be a beneficial tool that ICE continues to deploy and leverage in support of goals to decrease detention times and expedite removals of criminal aliens upon release from LEA custody. VTC capability is deployed to ICE and Executive Office for Immigration Review sites, as well as prison facilities in support of the ICE Institutional Removal Program. This program enables the execution of immigration hearings and 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 decreases safety concerns associated with travel. The availability of VTC technology has also resulted in the more efficient use of ICE resources by reducing the cost and time associated with travel, thus contributing to improved caseload management.

To support VTC systems, ICE has obligated \$4.9 million as of June 30, 2009, toward its \$6 million FY 2009 obligation plan and will install and operate 170 VTCs using these funds.

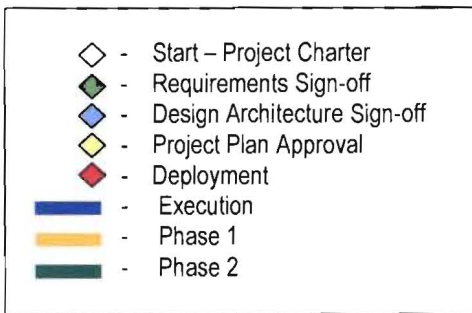
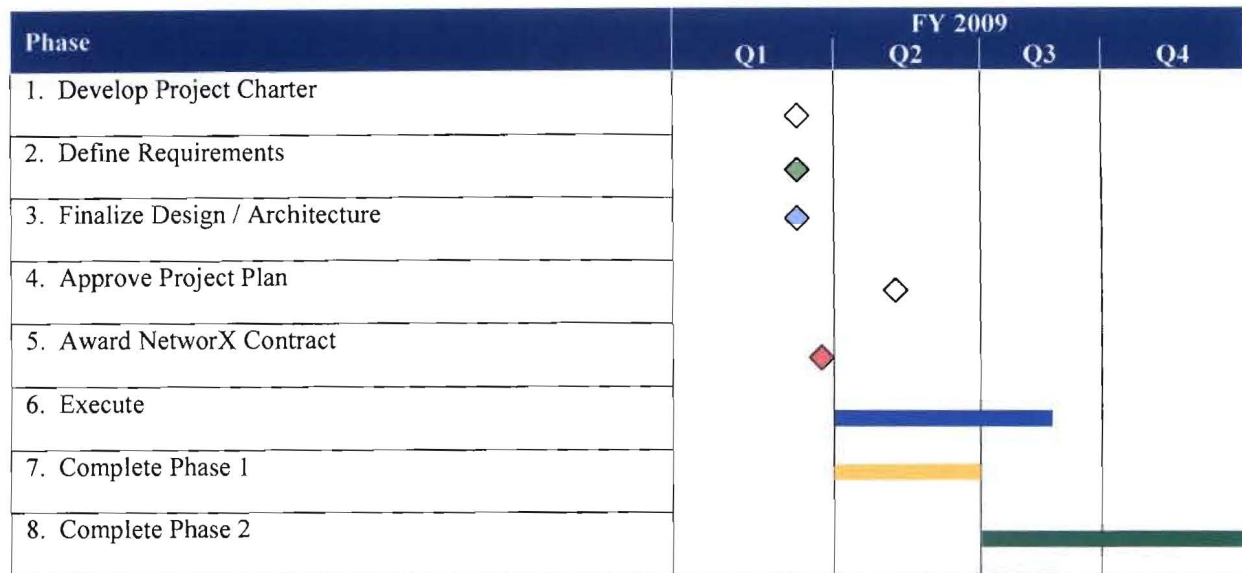
During Q3 FY 2009, five SC/CIRCA-funded VTC units were installed at the following five sites: Fairfax County Jail, Fairfax, VA; Madison County Jail, Huntsville, AL; Fairfax DRO, Fairfax, VA; Utah County Jail, Spanish-Fork, UT; and Weber County Jail, Ogden, UT. This has resulted in 235 VTC units that have been installed at 182 installation sites, which include both SC/CIRCA- and non-SC/CIRCA-funded sites. In addition, ICE plans to install 58 units at 53 sites in Q4 FY 2009. For details on Q3 FY 2009 VTC installations and locations, see Appendix 1.

At the end of Q3 FY 2009, 120 sites and 130 units have been identified toward the overall goal of 170 VTC system installations. ICE has recognized several challenges to meeting the overall goal for FY 2009, which has also resulted in a reduction in the number of sites and units identified during Q3 FY 2009 compared to Q2 FY 2009. For example, lack of resources and space at facilities to support VTC capability has been an impediment. In addition, ICE has faced difficulties identifying site points of contact, coordinating the requirements of VTC unit installation, and developing a subsequent MOU. Furthermore, ICE has realized that the overall installation process, which begins with the completion of a site survey and concludes with the installation of the VTC unit, can take a maximum of approximately 4 months from the time a site is identified. It typically takes 1 month to conduct a survey once all necessary information has been provided by DRO, and it may take another 1 to 2 months for circuit installation. The installation of the VTC equipment at a site may take an additional month. ICE is evaluating lessons learned as future VTC deployment plans and goals are developed.

In Q1 FY 2010, ICE plans to undergo efforts to determine additional VTC needs and to create a deployment list, as deemed necessary by DRO and SC/CIRCA. This will provide DRO and the SC/CIRCA PMO with the option to evaluate usefulness of the VTC equipment, determine strategic implementation, evaluate effectiveness of ICE Office of the Chief Information Officer implementation, and plan the installations.

Figure 4.4 illustrates the timeline and milestones for VTC support.

Figure 4.4 – VTC Support Milestones



B. Increasing Resource Capacity

ICE is increasing bed space dedicated to criminal aliens and increasing the capacity of criminal aliens removed via aircraft transportation.

To support these efforts, of the nearly \$911 million in planned spending for FY 2009, nearly \$753 million has been obligated, as of June 30, 2009.

Increasing Bed Space Capacity Dedicated to Criminal Aliens

At the beginning of FY 2009, ICE projected that 41 percent of custody operations' base appropriation would be allocated to criminal alien enforcement based on the ratio of expected criminal versus non-criminal average detained population. The actual criminal versus non-criminal average detained population for the 1-year period ending on June 30, 2009, has been slightly higher at 43 percent. As a result, ICE is allocating 43 percent of the \$1.447 billion in total obligations made within the custody operations appropriation toward criminal alien enforcement, resulting in an allocation of \$628.5 million. This allocation is further broken down to \$484.1 million for making detention beds available and \$144.4 million for operating detention beds. Additional obligations using Secure Communities funds to expand the criminal alien

detention capacity of custody operations resulted in a total of \$526.7 million obligated toward the availability of detention beds and a total of \$148.7 million obligated toward the operation of detention beds.

To better manage the near-term effects of criminal alien enforcement activities, SC/CIRCA is developing a network optimization model to provide effective allocation of projected criminal alien population with the bed space capacity at ICE detention facilities. SC/CIRCA FY 2009 funds have funded beds near Interoperability deployment jurisdictions within the states of Arizona, California, Florida, Massachusetts, North Carolina, Pennsylvania, Texas, and Virginia. For the number and locations of SC/CIRCA-funded beds in FY 2009, see Table 4.1. ICE is deploying additional personnel in relation to bed space.

Table 4.1 – 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	182
Mira Loma Detention Center, CA	California	103
El Centro SPC, CA	California	88
Krome North SPC, FL	Florida	133
Plymouth County, MA	Massachusetts	63
Stewart Detention Center, GA	North Carolina	77
York County Jail, PA	Pennsylvania	106
Johnson County, TX	Texas	200
Houston Contract Detention Facility, TX	Texas	179
Port Isabel SPC, TX	Texas	126
Rolling Plains Detention Center	Texas	40
Hampton Roads Regional Jail	Virginia	35
Total		1,332

During Q3 FY 2009, the following progress and results were achieved:

- The average daily population of criminal aliens was 15,774; the average for FY 2009 at the end of Q3 FY 2009 was 14,992.
- The average daily population of detainees identified through Interoperability was 943, which is an 85 percent increase from the number of detainees in Q2 FY 2009.
- The average length of detention for criminal aliens was 42.6 days.
- The average length of detention for criminal aliens in FY 2009 year-to-date is 43.4 days.

Increasing Removal Transportation Capacity

In addition to increasing bed space for detained criminal aliens, ICE is developing a future-state transportation solution that takes into account the need to effectively and safely transport aliens. As part of this transformation, as ICE identifies increasing numbers of criminal aliens through Interoperability, it will continue expanding both commercial and government-managed transportation capacity to support removal efforts. 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 based on the ratio of expected criminal versus non-

criminal removals. Actual criminal versus non-criminal removals for the 1-year period ending on June 30, 2009, has been slightly lower at 30 percent. As a result, ICE is allocating 30 percent of the \$213.555 million in total obligations made within the Transportation and Removal Program appropriation toward criminal alien enforcement, resulting in an allocation of \$64.1 million. Additional obligations using SC/CIRCA funds to expand ICE's criminal alien removal capacity resulted in a total of \$526.7 million obligated toward the availability of detention beds and a total of \$77.1 million obligated toward removal transportation.

The ICE Flight Operations Unit (FOU) exceeded 145,000 foreign removals during FY 2008, which included more than 60,000 criminal alien removals. FOU estimates it will remove more than 85,000 criminal aliens in FY 2009. In FY 2009, 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. This addition increases flight transportation capacity by approximately 257,134 alien transports per year. By increasing flight capacity according to this plan, FOU has supported and will continue to support ICE's FY 2009 removal needs, while also providing greater flexibility in domestic alien movements, allowing for increased operational efficiencies.

During Q3 FY 2009, FOU accomplished the following:

- FOU effected the removal of 21,729 criminal aliens, which is a nearly 11 percent increase from Q3 FY 2008.

C. International Affairs

The ICE Office of International Affairs (OIA), in conjunction with the Department of State (DOS), engages foreign governments to emphasize their commitment, under international law, to accept the return of their citizens and to alert them that their numbers of returned criminals may be increasing.

To support OIA efforts related to criminal alien removals, ICE has obligated \$0.4 million as of June 30, 2009. While not in the original plan sent to Congress, ICE has set aside up to \$2.3 million for this effort during FY 2009.

OIA consults and coordinates with receiving countries on logistical issues and constraints regarding the processing of returning aliens to minimize potential negative impacts. OIA is developing strategies to minimize countries' concerns that may be generated by ICE increasing the percentage of aliens repatriated that have a criminal history. Additionally, OIA is pursuing the following collaborative international strategies:

- Work with ICE Attachés in U.S. Embassies and DOS to encourage foreign partners to abide by international law and receive their citizens.
- Establish and strengthen appropriate mechanisms to share information with receiving countries on deportations of criminals so that the countries have ample lead time to prepare and make necessary arrangements for re-orientation.

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

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 DOS 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 secure funding 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. As of Q3 FY 2009, OIA funded b2 high, b7E RIAU positions and b2 high, b7E Assistant Attachés for Mexico, Guatemala, and El Salvador.

IV. Deterring and Reducing Recidivism

SC/CIRCA Strategic Goal 4 is: "Maximize cost effectiveness and long term success through deterrence and reduced recidivism of criminal aliens returning to the United States." SC/CIRCA is achieving this goal in the following ways:

- Targeting at-large criminal aliens using the Joint Criminal Alien Removal Task Force (JCART).
- Enhancing criminal prosecutions of criminal aliens through the Violent Criminal Alien Sections (VCAS).
- Improving the LESC's ability to ensure that criminal alien records are entered into the NCIC.

A. JCART

The purpose of JCART is to seek, locate, and arrest at-large criminal aliens with, but not limited to, convictions for drug trafficking offenses, crimes of violence, and sex offenses. JCART works 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 custody.

To support JCART pilots, ICE has obligated \$0.5 million as of June 30, 2009, toward its \$4.1 million FY 2009 obligation plan.

During Q3 FY 2009, ^{high, b7E} JCART FTEs were deployed. In addition, on April 24, 2009, JCART personnel were deployed to support efforts along the Southwest border. A pilot electronic tracking mechanism for the JCART program is being used to capture and extract statistics from processing databases. During Q3 FY 2009, since its initial deployment, JCART has encountered 654 suspects, issued 101 detainers, and arrested 651 removable aliens.

B. VCAS

VCAS personnel identify, apprehend, prosecute, and remove recidivist criminal aliens. In support of these efforts, VCAS screens recidivist criminal aliens encountered through CAP, NFOP, and the LEA Response Unit to deter and reduce future recidivism rates of violent criminal aliens by seeking criminal prosecution. In coordination with the U.S. Attorney's Office, VCAS works to prioritize federal criminal prosecution of egregious recidivist criminal aliens for felony violations. Illegal reentry after deportation in violation of 8 USC §1326 is currently the most prosecuted federal offense nationwide. ICE also details lawyers to U.S. Attorneys' Offices across the country to aid with the prosecution of these cases, in their role as Special Assistant U.S. Attorneys. Special Assistant U.S. Attorneys are provided by the ICE Office of the Principal Legal Advisor, so that priority considerations can be made to the prosecution of prior deportees who also have past convictions for serious or violent criminal offenses, including suspected gang members and sex offenders.

For VCAS, ICE has obligated \$21.2 million as of June 30, 2009, toward its \$36.1 million FY 2009 obligation plan.

VCAS positions are being filled by current and new staff hired into vacant positions in support of this important activity. VCAS is in the process of hiring additional SC/CIRCA-funded personnel to evaluate identified recidivist criminal aliens for referral to U.S. Attorneys for prosecution. ICE estimates that these employees will enter on duty by the end of September 2009. During Q3 FY 2009, FTEs were hired at various locations.

During Q3 FY 2009, the following progress and results were achieved:

- VCAS efforts resulted in 1,347 apprehensions; the successful indictment of 1,034 criminal aliens, for a total of 4,165 indictments in FY 2009; and 897 convictions, for a total of 3,563 convictions in FY 2009.

C. Recording Nationwide Wants

In support of efforts to identify criminal aliens when they attempt to re-enter the country after a previous removal, ICE utilizes the Immigration Violator File (IVF) to enter criminal aliens into the NCIC. The IVF contains records on criminal aliens who have been deported for drug trafficking, firearms trafficking, or serious violent crimes, and on foreign-born individuals who have violated a section of INA. Criminal aliens entered into the NCIC are included in one of two categories: the deported felon category or the absconder/ICE fugitive category.

To support LESC efforts, of the nearly \$51 million in planned spending, \$18.6 million has been obligated, as of June 30, 2009.

At the end of Q3 FY 2009, the total number of ICE IVF and Wanted Person File wants and warrants entered into the NCIC was 277,453, including 2,637 deported felons and 1,428 absconders and ICE fugitives that were entered during June 2009. In addition, in June 2009, the LESC received 647 total IVF hits from LEAs; 225 of them were positive deported felon hits and 422 were positive absconder hits.

V. Program Management

The SC/CIRCA PMO is managing day-to-day collaboration within ICE through relationships with the ICE programs and program offices discussed throughout the report. The program has established the process for identifying, detaining, removing, and reducing recidivism of criminal aliens as the guiding framework for defining and enabling program conceptual integrity. In support of mission-centric decision-making, the program maintains data modeling and analysis capabilities. To communicate program mission and activities outside of DHS, SC/CIRCA maintains a dedicated stakeholder outreach branch.

The following sections detail accomplishments and milestones in support of the SC/CIRCA mission:

- Portfolio Management—establishing collaborative relationships with the ICE Programs and Program Offices.
- Ensuring Conceptual Integrity—conducting analysis to define deployment of Interoperability, resources, and funding.
- Stakeholder Outreach—communicating the mission to external stakeholders.

A. Portfolio Management

The Portfolio Management function oversees the scope definition, schedule maintenance, and cost and performance measurement tracking and reporting for projects impacting the SC/CIRCA mission. There are two categories of Portfolio Management projects:

1. IT Portfolio—focuses on deploying IT capabilities that will enable: the optimal management of people and assets, tracking and reporting systems to improve collaboration with state and local law enforcement, and systems to accurately identify and track criminal aliens through removal from the United States, as discussed in Section IIa Interoperability and Section IIIa Employing and Modernizing Systems and Tools.
2. Enforcement Portfolio—focuses largely on allocating resources to enhance a variety of capabilities, such as increased bed space and transportation capacity, as discussed in Section IIb ICE Programs and Operations and Section IIIb Increasing Resource Capacity.

B. Ensuring Conceptual Integrity

To better define the mission and scope of the program, the SC/CIRCA PMO is revising the Strategic Plan and developing the integrated Concept of Operations (CONOPS) document.

Criminal Alien Population Projection Team

During Q3 FY 2009, the Criminal Alien Population Projection team refined the released criminal alien population projection, leveraging new data sources and validating the methodology with internal SC/CIRCA stakeholders. Additionally, latest projections included the at-large criminal alien population, focusing specifically on criminal aliens on probation and parole.

Deployment and Optimization Model

The Deployment and Optimization model determines the best order to deploy Interoperability, considering ICE organizational capacity constraints and policies. Key organization and capacity constraints considered in the Deployment Optimization model include:

- Outreach Capacity—the number of activities that the SC/CIRCA Outreach team can hold in a given week.
- Activation Coordination—the requirement that all Interoperability deployments within a given week occur within the same AOR and the same state.
- LESC Staffing Capacity—the LESC query volume for each Interoperability jurisdiction, law enforcement technician efficiency, workforce capacity, hiring plans, and new hire learning curve to ensure increased query volumes do not exceed LESC capacity.
- Field Response Capacity—the impact to ICE field office workloads, as a result of increased criminal alien identifications.

The Deployment Optimization model incorporates these constraints while prioritizing deployment to the highest risk jurisdictions with the highest concentrations of the criminal alien population. During Q3 FY 2009, the modeling team analyzed key data sources to develop jurisdiction risk prioritization and organizational constraints including FBI violent crime statistics, CJIS fingerprint submissions, and LESC query volumes.

Strategic Decision Model

The Strategic Decision model assesses the impact of investments based on relative costs, benefits, and risks. During Q3 FY 2009, the team created investment combinations representative of all potential investment options and forecasted the impact of each investment combination to determine their individual effectiveness. The analysis considered the trade-offs of funding one investment combination over another and provides validation for budgeting and

Analytical Models

Criminal Alien Population Projection Model: Forecasts the population of criminal aliens released from custody, as well those at-large, specifically, fugitives and those on probation and parole over the next 5 years

Deployment Optimization Model: Determines the optimum sequence of more than 3,000 jurisdictions to deploy Interoperability over 3 fiscal years (FY09 – FY11)

Strategic Decision Model: Analyzes capabilities and provides an integrated view of the ICE potential portfolio of investments in order to make informed decisions on future finance and budget recommendations

Network Optimization Model: Identifies the optimal ICE bed space and transportation resources to address the projected criminal alien populations

investment decisions made by ICE. Next steps include refining data inputs and assumptions and validating outputs of the Strategic Decision model with additional ICE stakeholders. Additionally, the Strategic Decision model will be used to provide quantitative guidance for the FY 2010 SC/CIRCA spending plan.

Network Optimization Model

The Network Optimization model will estimate the best combination of bed and transportation resources to accommodate the projected criminal alien population. During Q3 FY 2009, the team established a baseline of transportation and bed space costs for comparison against alternative scenarios. Additionally, the Network Optimization team completed a sensitivity analysis to determine which data inputs and assumptions have the greatest impact on the solution results and developed a validation plan for these inputs and assumptions. In the future, the team will refine the baseline model with updated ICE organizational rules and evaluate scenarios with various levels of bed space and transportation resources. The Network Optimization model will develop recommendations for effectively allocating bed space capacity for the projected criminal alien population at ICE detention facilities and determining the best strategy for utilizing all modes of transportation.

Utilizing Appropriated Resources

As stated in the SC/CIRCA Strategic Plan and the SC/CIRCA FY 2009 Appropriation Utilization Plan, ICE reviews and updates program/project budgets quarterly. ICE continues to review current resources and how they can support the SC/CIRCA plan. Table 6.1 illustrates the SC/CIRCA funding plans and obligations. Congress directed ICE to spend at least \$1 billion of its budget to remove criminal aliens. As of June 30, 2009, ICE has exceeded this mandate by obligating \$1.013 billion of the FY 2009 appropriations. Table 6.1 depicts that 78 percent of the FY 2009 Appropriations Utilization Plan has been obligated.

Table 6.1 - SC/CIRCA FY 2009 Funding Plans and Obligations (\$000's)

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	\$297,016	\$23,443	\$696	\$321,155	70%
Criminal Program	\$162,089	\$10,220	\$0	\$172,309	\$117,699	\$5,433	\$0	\$123,132	71%
Interoperability Response	\$0	\$11,500	\$14,233	\$25,733	\$0	\$7,435	\$645	\$8,080	31%
Joint Criminal Alien Removal	\$0	\$0	\$4,077	\$4,077	\$0	\$474	\$0	\$474	12%
Fugitive Operations	\$36,236	\$0	\$0	\$36,236	\$49,378	\$0	\$0	\$49,378	136%
Criminal Alien Investigations	\$80,000	\$0	\$0	\$80,000	\$66,024	\$0	\$0	\$66,024	83%
287(g) Delegation of Authority	\$54,130	\$0	\$0	\$54,130	\$33,805	\$0	\$0	\$33,805	62%
Law Enforcement Support Center	\$34,250	\$16,733	\$0	\$50,983	\$10,519	\$8,113	\$0	\$18,632	37%
VCAS	\$26,980	\$2,400	\$6,749	\$36,129	\$19,591	\$1,576	\$51	\$21,218	59%
Operation Last Call	\$0	\$782	\$0	\$782	\$0	\$412	\$0	\$412	53%
Watchlist	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	n/a
Detention and Removal	\$803,700	\$71,829	\$35,464	\$910,993	\$692,600	\$47,233	\$13,069	\$752,902	83%
Availability of Detention Beds	\$548,900	\$42,558	\$21,319	\$612,777	\$484,111	\$42,558	\$0	\$526,669	86%
Operation of Detention Beds	\$163,700	\$16,638	\$8,040	\$188,378	\$144,378	\$4,325	\$25	\$148,728	79%
Removal Transportation	\$91,100	\$12,633	\$6,105	\$109,838	\$64,111	\$350	\$12,600	\$77,061	70%
Removal Efficiency	\$0	\$0	\$0	\$0	\$0	\$0	\$444	\$444	n/a
Information Technology	\$0	\$56,007	\$14,500	\$70,507	\$0	\$23,672	\$4,087	\$27,759	39%
Identification Systems	\$0	\$26,640	\$14,500	\$41,140	\$0	\$12,019	\$0	\$12,019	29%
Detention and Removal Systems	\$0	\$20,300	\$0	\$20,300	\$0	\$9,196	\$0	\$9,196	45%
Video Conferencing	\$0	\$6,007	\$0	\$6,007	\$0	\$767	\$4,087	\$4,854	81%
IT Management & Architecture	\$0	\$3,060	\$0	\$3,060	\$0	\$1,690	\$0	\$1,690	55%
Management Support	\$0	\$11,004	\$0	\$11,004	\$0	\$19,434	\$5,780	\$25,214	229%
Program Management Office	\$0	\$6,902	\$0	\$6,902	\$0	\$12,614	\$5,765	\$18,379	266%
Facilities and Mission Support	\$0	\$4,102	\$0	\$4,102	\$0	\$6,820	\$15	\$6,835	167%
Total	\$1,197,385	\$180,475	\$75,023	\$1,452,883	\$989,616	\$113,782	\$23,632	\$1,127,030	78%

C. Stakeholder Outreach

During Q3 FY 2009, SC/CIRCA stakeholder outreach focused on proactively initiating a dialogue with advocacy groups and raising external awareness of the SC/CIRCA mission and Interoperability.

NGO Outreach

On April 29, 2009, SC/CIRCA hosted a forum with government and law enforcement participants, as well as with representatives from immigration advocacy organizations. This meeting was structured to engage advocacy groups in discussions about the SC/CIRCA mission, answer questions, garner feedback, and address existing issues or concerns. Secure Communities Executive Director David Venturella led the event, which was attended by representatives from the following NGOs:

- American Bar Association Commission on Immigration
- American Civil Liberties Union
- American Immigration Law Foundation
- American Immigration Lawyers Association
- Catholic Legal Immigration Network
- Detention Watch Network
- Legal Aid Justice Center
- Legal Momentum
- Lutheran Immigrant & Refugee Services
- Massachusetts Immigrant & Refugee Advocacy Coalition
- Mexican American Legal Defense & Education Fund
- National Council of La Raza
- National Immigrant Justice Center
- National Immigration Forum
- National Immigration Law Center
- National Immigration Project, National Lawyers Guild
- Rights Working Group

Based on this initial discussion, SC/CIRCA intends to maintain an open dialogue with engaged advocacy groups to answer questions and address issues and concerns as they arise.

Program Awareness

During Q3 FY 2009, SC/CIRCA conducted various outreach activities designed to engage specific audiences and raise awareness of the SC/CIRCA program. Table 6.2 describes such efforts.

Table 6.2 - Q3 FY 2009 Outreach Activities

Date	Outreach Activities	Location
April 15, 2009	Briefed California Department of Justice Senior Staff on Secure Communities and discussed current and future deployments.	Sacramento, CA
April 16, 2009	Provided an overview brief to the High Intensity Criminal Alien Apprehension and Prosecution Steering Committee.	Los Angeles, CA
	Provided an overview brief to The National Consortium for Justice Information and Statistics Conference.	Sacramento, CA
April 26-30, 2009	Participated in the ICE DRO Booth at the Annual Jail Association Annual Training Conference and Jail Expo.	Louisville, KY
May 19, 2009	Participated in the NC Sheriffs' Association/ICE Executive Steering Committee Quarterly Meeting.	Raleigh, NC
May 20, 2009	Provided an overview brief to the Countywide Criminal Justice Coordination Committee. Held a follow up meeting with LA County Supervisor, Fifth District to further discuss SC/CIRCA.	Los Angeles, CA
May 28, 2009	Held informal meeting with the Migration Policy Institute to discuss SC/CIRCA.	Washington, D.C.
June 4, 2009	Presented an overview brief at the FBI CJIS Advisory Board Biannual Meeting.	Washington D.C.
June 11, 2009	Presented an overview brief to the 2009 WY Law Enforcement Coordination Committee Conference.	Jackson, WY
June 20-24, 2009	Participated in the ICE Booth at the National Sheriff's Association 69th Annual Conference and Exhibition and provided an update on SC/CIRCA to the NSA Immigration and Border Security Committee.	Fort Lauderdale, FL
June 25, 2009	Participated in a conference call with the TX Governors' Office regarding SC/CIRCA in response to a formal request by the Governor.	Conference Call

D. The Way Forward

The significant progress ICE achieved to date with SC/CIRCA funding has laid the foundation for continued growth and advancement. The SC/CIRCA PMO continues to develop and evolve as the projects under it have unfolded and critical milestones have been attained. Since its inception, the SC/CIRCA PMO has developed a comprehensive set of processes and programs centered on its goal of modernizing the ICE approach to identifying, apprehending, detaining, 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 as more individuals are identified by Interoperability.

A critical element of the future state vision is to implement workforce infrastructure, technology, and process improvements to enable ICE to effectively process and remove the increased numbers of identified criminal aliens, incarcerated or at-large. To achieve this goal, the SC/CIRCA PMO is developing a multi-faceted approach by:

- Deploying existing and new 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.
- Enhancing the bed space and transportation capacity of ICE, particularly to ensure that there are sufficient beds and transportation resources 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 to expedite their removal from the country.
- Reviewing how current activities ICE-wide can better support the SC/CIRCA strategic goals.

VI. Appendices

Appendix 1. Video Conferencing (VTC) Deployments

SC/CIRCA-Funded² VTC Units Installed in the Third Quarter of Fiscal Year 2009				
No. of VTC Units	Site Name	City	State	Type
1	Fairfax County Jail - VA	Fairfax	Virginia	Jail/Prison
1	Immigration and Customs Enforcement (ICE)/Detention and Removal Operations	Fairfax	Virginia	ICE Site
1	Weber County Jail	Ogden	Utah	Jail/Prison
1	Utah County Jail	Spanish Fork	Utah	Jail/Prison
1	Madison County Jail - AL	Huntsville	Alabama	Jail/Prison

² SC/CIRCA = Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens

Appendix 2. Key Activities and Milestones

Milestone	Planned Start	Planned End	Status
Strategic Goal 1: Identify and process all criminal aliens amenable for removal while in federal, state, and local custody			
b2 high, b6 Criminal Alien Program (CAP) Full-Time Equivalents (FTEs) deployed	Jan 2009	Sept 2009	At the end of the third quarter (Q3) of fiscal year (FY) 2009, had deployed a total of b2 high, b6 CAP FTEs for FY 2009
Interoperability deployment to jurisdictions completed	Q1 FY 2009	Q2 FY 2009	Completed activation at 48 of the 51 jurisdictions
Interoperability deployment to jurisdictions completed	Q3 FY 2009	Q4 FY 2009	Completed activation at 27 of the 49 jurisdictions (Note: Three jurisdictions carried over from Q1 FY 2009 to Q2 FY 2009)
Interoperability deployment to remaining jails/prisons completed	Oct 2009	Sep 2011	Deployment to the TX DCJ completed in Q3 FY 2009
Strategy to ensure 24x7 operational coverage nationwide determined	Sep 2008	Sep 2009	Hired b2 high, b7e Interoperability response positions for 24x7 response capabilities
24x7 response capability established	Nov 2008	Sep 2010	Established response capability in Miami, FL, and processes are in place to establish a center in Laguna, CA
Immigration and Customs Enforcement (ICE) Pattern Analysis and Information Collection (ICEPIC) expansion to all Law Enforcement Support Center (LESC) specialists completed	May 2008	Jul 2009	All trained LESC specialists have access to ICEPIC
ICEPIC upgrades to hardware to add capacity and improve performance completed	Mar 2009	Jun 2009	Upgrades were completed in Q3 FY 2009
Alien Criminal Response Information Management (ACRIME) system stabilization efforts completed	Feb 2009	Q4 FY 2009	On track for completion
ACRIME Modernization Immigration Alien Query processing enabled	Jun 2009	Q1 FY 2010	ICE delivered preliminary design document for Release 1 in Q3 FY 2009
ACRIME system modernization and transition completed	Dec 2008	Q1 FY 2011	ACRIME modernization in the early design phase
Automated Threat Assessment and Status Determination Support Systems developed and implemented	Dec 2009	Q3 FY 2012	Currently in the pre-acquisition phase, preparing the relevant acquisition documentation

Appendix 2. Key Activities and Milestones, continued

Milestone	Planned Start	Planned End	Status
Strategic Goal 2: Enhance current detention strategies to ensure no removable criminal alien is released into the community due to lack of detention space or an appropriate alternative to detention			
and			
Strategic Goal 3: Implement removal initiatives that shorten the time criminal aliens remain in ICE custody prior to removal, thereby maximizing use of detention resources and reducing costs			
Video Teleconferencing (VTC) for Phase 2 locations at participating jails/prisons and Detention and Removal Operations (DRO) facilities installed	Oct 2008	Dec 2009	120 sites and 130 units have been identified; 5 sites have been installed during Q3 FY 2009
Additional VTC at federal, state, and local locations installed	Oct 2009	Dec 2011	A Phase 3 set of installations will be determined based on budget and needs
Electronic travel documents to all major removal destinations deployed	Oct 2008	Jan 2013	System modifications and infrastructure activities are underway to support Electronic Travel Document (eTD) deployment in various countries
Develop DRO Modernization (DROM) detention and removal modules in support of the Plan	May 2008	Dec 2012	Awarded Bed Space, Transportation, and Detainee Location Tracking (DLT) Automation System (BST&T) contract for development of detention and removal modules in support of the plan in Nov 2008
Enforcement Case Tracking System Alien Removal Module interface to integrate identification and booking data for known criminal aliens into DROM developed	Jan 2009	Sep 2010	Interface is being developed
Integrated Baseline Package review for BST&T completed	Q2 FY 2009	Q3 FY 2009	Requirements completed for DLT; Central Reservation System (CRS) requirements have been re-visited due to the need to ready an Analysis of Alternatives for different implementation solutions
Needs assessment for criminal alien bed space completed	May 2008	Jun 2009	Modeling effort on-going, result will determine bed space needs
Needs assessment and acquisition plan for criminal alien transportation requirements completed	May 2008	Oct 2009	Identified near-term transportation needs in support of Secure Communities. Executing acquisitions for near-term transportation needs using existing contract vehicles
Strategic Goal 4: Maximize cost effectiveness and long term success through deterrence and reduced recidivism of criminal aliens returning to the United States			
b2 high, b7 Joint Criminal Alien Removal Task Force (JCART) FTEs hired	April 2009	Sep 2009	and high b7 JCART FTEs were hired

Appendix 2. Key Activities and Milestones, continued

Milestone	Planned Start	Planned End	Status
Deployment of Violent Criminal Alien Section personnel to the field completed	Jan 2009	Sep 2009	In Q3, 57 FTEs out of 171 FTE entered duty
Management Support			
Training focused on the impact of Secure Communities on CAP development	Jul 2008	Jun 2009	Developed training materials and trained Senior Field Training Officers and Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens (SC/CIRCA) points of contact from all 24 field offices
SC/CIRCA Executive Concept of Operations (CONOPS) completed	Jan 2008	Apr 2009	Review of CONOPS by ICE and the Department of Homeland Security underway; after concurrence is received, will submit to Congress
Validated Criminal Alien Population Projection	Mar 2009	Sep 2009	Refined model that estimated the number of criminal aliens released from Law Enforcement Agency custody over the next 5 years based on additional data sources and latest assumptions
Validated Deployment Optimization Model developed	Jan 2009	Sep 2009	Developed a model that generated a preliminary Interoperability deployment schedule for FY 2010 that considered priority, outreach and activation coordination, and LESC capacity constraints
Baseline Strategic Decision Model developed	Jan 2009	Apr 2009	Developed a simulation of the criminal alien enforcement lifecycle capturing activities and interaction, and defined preliminary cost, benefit, and project risk analysis structure
Validated Strategic Decision Model	Apr 2009	Sep 2009	Validated model that will be used to assess the impact of investments on relative costs, benefits, and risks in support of budget decisions
Baseline Network Optimization Model developed	Mar 2009	Jun 2009	Established a baseline of transportation and bed space costs for comparison against alternative scenarios
Refined Baseline Network Optimization Scenarios and Developed Alternative Scenarios	Jun 2009	Sep 2009	Refined baseline model incorporating additional data sources and latest assumptions

Appendix 3. Acronyms and Abbreviations

Acronym/ Abbreviation	Full Text
ACCESS	Agreements of Cooperation in Communities to Enhance Safety and Security
ACRIME	Alien Criminal Response Information Management System
AOR	Area of Responsibility
ATDP	Alternatives to Detention Program
ATP	Automated Threat Prioritization
BST&T	Bed Space, Transportation, and Detainee Location Tracking Automation System
CAP	Criminal Alien Program
CJIS	Criminal Justice Information Services
CONOPS	Concept of Operations
CRS	Central Reservation System
DHS	Department of Homeland Security
DLT	Detainee Location Tracking
DOJ	Department of Justice
DOS	Department of State
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
FBI	Federal Bureau of Investigation
FCMS	Fugitive Case Management System
FOU	Flight Operations Unit
FTE	Full-Time Equivalent
FY	Fiscal Year
GSM	Global System for Mobile communications
IAFIS	Integrated Automated Fingerprint Identification System
IAQ	Immigration Alien Query
IAR	Immigration Alien Response
ICE	Immigration and Customs Enforcement
ICEPIC	Immigration and Customs Enforcement Pattern Analysis and Information Collection
IDENT	Automated Biometric Identification System
INA	Immigration and Nationality Act
IT	Information Technology

Appendix 3. Acronyms and Abbreviations, continued

Acronym/ Abbreviation	Full Text
IVF	Immigration Violator File
JCART	Joint Criminal Alien Removal Task Force
LEA	Law Enforcement Agency
LESC	Law Enforcement Support Center
MOU	Memorandum of Understanding
NCIC	National Crime Information Center
NFOP	National Fugitive Operations Program
NGO	Non-Governmental Organization
OIA	Office of International Affairs
P.L.	Public Law
PMO	Program Management Office
Q1	First Quarter
Q2	Second Quarter
Q3	Third Quarter
Q4	Fourth Quarter
RIAU	Repatriation and International Agreements Unit
SC/CIRCA	Secure Communities: A Comprehensive Plan to Identify and Remove Criminal Aliens
SIB	State Identification Bureau
SDS	Status Determination Support
TMS	Transportation Management System
U.S.	United States
US-VISIT	United States Visitor and Immigrant Status Indicator Technology
VCAS	Violent Criminal Alien Section
VTC	Video Conferencing