

# ENDGAME

## Office of Detention and Removal Strategic Plan, 2003 - 2012

Detention and Removal Strategy  
for a Secure Homeland





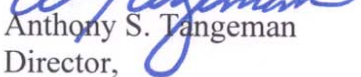
**U.S. Department of Homeland Security**  
Immigration and Customs Enforcement

HQOPS 50/10

425 I Street NW  
Washington, DC 20536

June 27, 2003

MEMORANDUM FOR DEPUTY ASSISTANT DIRECTOR, FIELD OPERATIONS  
DIVISION  
FIELD OFFICE DIRECTORS

FROM:   
Anthony S. Tangeman  
Director,  
Office of Detention and Removal

SUBJECT: Office of Detention and Removal (DRO) Strategic Plan 2003-2012: Endgame

I am proud to release, Endgame, DRO's 2003-2012 Strategic Plan. In September 2001, I chartered the Strategic Plan Working Group, made up of your peers in the field, at headquarters and in other immigration enforcement programs to develop a mission statement, DRO goals and performance measures to guide our operations for the next ten years. I am extremely pleased with their efforts and the result is Endgame.

As the title implies, DRO provides the endgame to immigration enforcement and that is the removal of all removable aliens. This is also the essence of our mission statement and the "golden measure" of our success. We must endeavor to maintain the integrity of the immigration process and protect our homeland by ensuring that every alien who is ordered removed, and can be, departs the United States as quickly as possible and as effectively as practicable. We must strive for 100% removal rate.

Endgame will serve as the basis for operational and budgetary plans and their execution for the next 10 years and has already proven beneficial in many instances. This plan has proven instrumental in developing our budgets, and business plans. DRO will be one of the first programs within the Department of Homeland Security to be subjected to the Office and Management and Budget's Program Assessment Rating Tool and with this strategic plan in place we expect to earn high ratings.

Endgame is a tool to be used and referenced by the entire DRO staff. I ask that each of you take ownership of this plan and the strategic goals we wish to achieve. Through the sharing of best practices, execution of operations professionally, efficiently and effectively, together we can accomplish our mission, reach our vision and maintain our significant presence as the immigration enforcement integrator.

My points of contact for Endgame are Adam X. Piceno and Jennifer Kliska,  
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## Executive Summary

*Endgame* is the Immigration and Customs Enforcement (ICE), Office of [Detention and Removal](#) (DRO) multi-year strategic enforcement plan. It stresses the effective and efficient execution of the critical service DRO provides its partners and [stakeholders](#) to enforce the nation's immigration and naturalization laws. The DRO strategic plan sets in motion a cohesive enforcement program with a ten-year time horizon that will build the capacity to "remove all removable [aliens](#)," eliminate the backlog of unexecuted final order [removal](#) cases, and realize its vision.

### DRO VISION

**"Within ten years, the Detention and Removal Program will be able to meet all of our commitments to and mandates from the President, Congress, and the American people."**

*Endgame* is an essential part of an overall strategic planning process that will integrate operations with budget development and performance measurement. The DRO Strategic Plan Working Group, which developed this plan, will maintain it and the process through a suite of performance indicators. These will ensure that operations and accomplishments are appropriately measured and that the plan accurately reflects the current and future environment.

*Endgame* is pro-active in its vision to confront and overcome the many challenges DRO faces today and will face tomorrow. Throughout the next ten years, DRO will implement and execute a series of strategies that will develop the capacity and capability to execute all [final orders of removal](#). The three themes listed below are DRO's "foundations for success," the pillars supporting the platform from which this plan and its strategies will be launched:

- [Building partnerships with critical stakeholders](#);
- Developing a [professional workforce](#) and the infrastructure to retain it; and
- Employing mission-critical systems and [information technology](#).

*Endgame* embodies the core principles found within the National Strategy for Homeland Security. The National Strategy for Homeland Security promotes a balanced and integrated enforcement strategy, which ensures that the probability of [apprehension](#) and the impact of the consequences are sufficient to deter future illegal activity. Through its operational focus on [fugitive](#) apprehension and developing full capacity to remove all removable aliens, *Endgame* is a key element in the achievement of the balanced immigration enforcement strategy.

DRO's success as a core element of the immigration enforcement mission will be realized when the synchronization of its resources and infrastructure result in the immediate and effective removal of each removable alien. With this strategic plan, DRO strives toward that goal while ensuring that its services will be provided consistently and professionally. The result will be enhanced homeland security through the successful accomplishment of DRO's mission.

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## **DRO MISSION**

***"Promote the public safety and national security by ensuring the departure from the United States of all removable aliens through the fair and effective enforcement of the nation's immigration laws."***

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## Chapter 1. Introduction

### Situation

*Endgame* is the Immigration and Customs Enforcement (ICE), Office of Detention and Removal (DRO) multi-year strategic enforcement plan. It is part of a broader planning cycle that, when fully implemented, will integrate strategic and operational planning with the budget building process and performance measurement. *Endgame* articulates the DRO mission and vision statement, and will guide the development and execution of DRO operations through a focused set of goals, objectives and strategies. The plan identifies core detention and removal business functions and [key processes](#) within [five goal areas](#) to accomplish several short- and long-term objectives. It emphasizes the execution of key processes within the two core functions, [removals](#) and [custody management](#), recognizing they will remain essentially the same once the Program is fully integrated into the Department of Homeland Security (DHS).

***Endgame is part of a broader planning cycle that, when fully implemented, will integrate strategic and operational planning with the budget building process and performance measurement.***

### Enforcement Challenge

Recent events and political initiatives have emphasized the significance of DRO's mission and the critical need to restore some certainty to the removal of aliens found to be removable. DRO will meet the challenge of this defining moment in our nation's history, clearly demonstrating our critical role in immigration enforcement and our nation's domestic security. This plan will guide our efforts in developing operational plans and resource requirements to achieve our national immigration law enforcement policy aims. Through cooperative relationships and effective partnerships with our internal and external stakeholders, we will fulfill the demands of the President, the Congress and

the American people. Building these partnerships is fundamental to the success of this plan and DRO's mission and will result in improvements that maximize efficiencies within the immigration enforcement process.

Our mission is critical to the immigration enforcement process and provides the final link in securing America's borders. Our plans, operations and resource requests will be fully integrated with all other immigration enforcement programs and initiatives. Initiatives to improve border security and protect the interior of the United States

through an increase in personnel and enhanced information technology, as well as the establishment of the DHS, will require significant increases in detention and removal

operations and resources. Our management and staff will use this plan as a reference tool to develop operations that will be properly and fully aligned with all immigration enforcement operations. We will follow this plan to ensure that we manage and maintain an effective detention and removal program, and that we continue to execute our part in the overall immigration enforcement process.

On March 1, 2003, DRO officially became part of the Bureau of Immigration and Customs Enforcement (ICE) of the directorate of Border and Transportation Security (BTS) within the Department of Homeland Security (DHS). This transition brings with it new partners, stakeholders and challenges yet, we must remain diligent in our efforts to provide the entire DRO program with the appropriate tools and resources required to accomplish our mission and daily assignments. Through this team and our inter-agency and internal partnerships, we will succeed in meeting our national policy mandates.

## **Strategic Framework**

The Director for Detention and Removal, in conjunction with his staff, has developed a vision statement to guide the efforts of the program for the next ten years. This ten-year vision is focused on the development of the infrastructure, resources, personnel and leadership necessary to develop, maintain and sustain a program that will accomplish its mission efficiently and effectively throughout the next ten years, and beyond.

U.S. immigration policy remains fluid to reflect the ever-changing global and political environment; however, this ten-year vision will transcend these changes, as it is founded in a mission that reflects the core business of the Detention and Removal program. The DRO mission is the cornerstone of this vision and this plan. Over the next ten years, *Endgame* will lay the groundwork for developing the capacity and capability to

remove all removable aliens. The principles of that foundation are implicit in three overarching strategic themes:

- [Build partnerships with critical stakeholders.](#)
- [Develop a professional workforce and the infrastructure to retain it.](#)
- [Employ information systems and technology.](#)

These three themes influence objectives and strategies across five goal areas. These five goal areas will guide DRO operations and efforts and support ICE strategic goals. The relationships between DRO goals and those of ICE and the National Strategy for Homeland Security are depicted in the graphic on the following page and described in more detail in [Chapter 3](#).

## **DRO VISION**

**Within ten years the Detention and Removal Program will be able to fully meet all of our commitments and mandates from the President, Congress and the American people.**

To make this happen, the following will be required:

- Visionary leadership, at all levels of the organization
- An effectively trained and educated professional workforce
- The right levels of the right resources such as personnel, facilities, and support infrastructure
- Effective, responsive, and accurate command, control, communication, computers and intelligence ([C4I](#)) systems that truly support our enforcement requirements and improve the way we do business
- Thoughtful and thorough planning, and effective operational execution

Figure 1. Relationship between DRO, ICE and DHS Strategic Goals and Objectives



When implemented to its fullest, this plan will serve as the platform from which strategies will be initiated, partnerships will be built, and innovation for continued process improvement will be fostered. This vision will be realized, and the mission will be accomplished, only through the collective and collaborative efforts of all DRO employees. DRO employees (including officers, management, and staff) must encourage growth and improvement through the sharing of ideas and the integration of DRO core business functions with key processes, all critical elements of the immigration enforcement program.

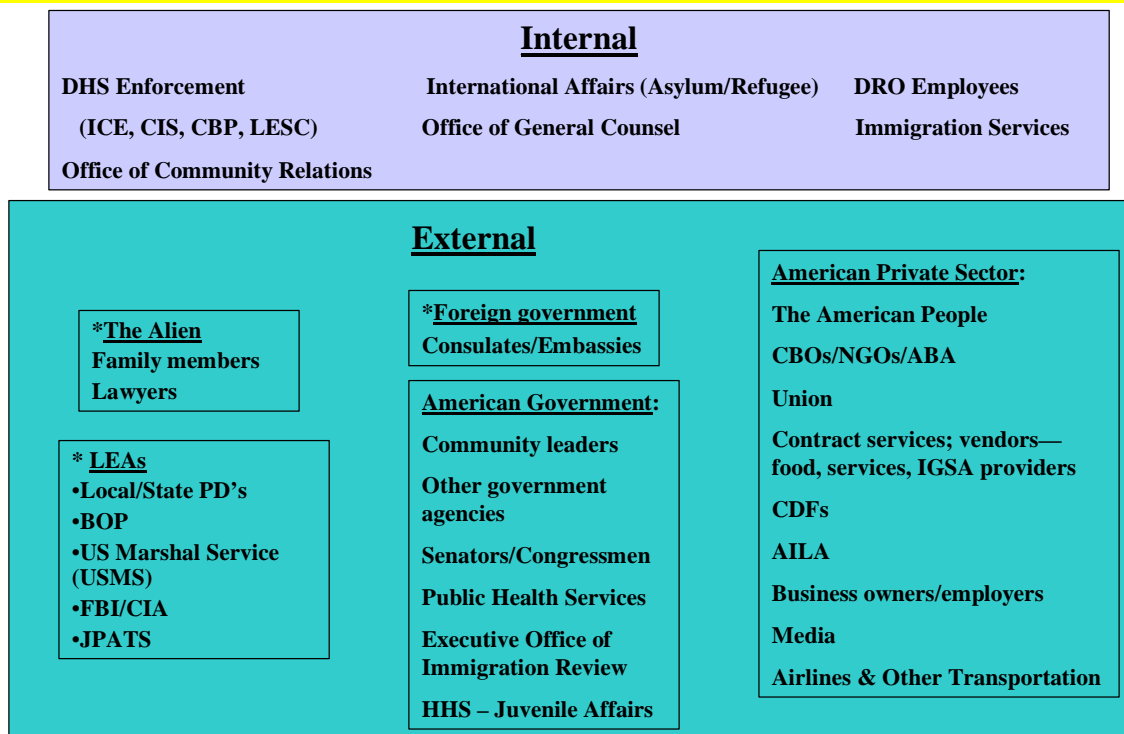
a professional, effective and efficient manner while addressing the rights, needs and interests of all its various stakeholders. DRO's primary stakeholders have been identified and grouped, as depicted on the following page:

### Stakeholders

In response to national policy, DRO provides the necessary public service of removing unauthorized aliens from the United States. DRO is committed to providing this service in

Figure 2. DRO Stakeholders<sup>1</sup>

## Stakeholders



DRO's primary internal customers are the other enforcement arms within the Department's Directorate of Border and Transportation Security that includes investigators and intelligence analysts within ICE and inspectors and border patrol agents within the Bureau of Customs and Border Enforcement (CBP). Other DHS customers include the Law Enforcement Support Center (LESC), the Office of International Affairs, and the Bureau of Customs and Immigration Services (CIS). Through cooperative and concerted efforts, all aspects of the immigration enforcement process will be completed thoroughly and expeditiously. It is only through our combined

efforts that we will create consequences for and deterrence to illegal immigration. DRO's service and enforcement [partners](#) work diligently to [identify](#), [locate](#), [apprehend](#), [process](#), and [remove](#) aliens who violate this nation's immigration laws. While inspectors and [border patrol agents](#) can remove aliens directly at ports of entry via [expedited removal](#), [voluntary return](#) or other methods, that is not a core function of their mission. "Removing all removable aliens" is, in fact, DRO's mission. All of the activity needed to carry out that mission is the service we provide our partners. Illegal aliens, unaccompanied juveniles, asylum seekers, refugees, and

**It is only through our combined efforts that we will create the consequences for and deterrence of illegal immigration.**

<sup>1</sup> Refer to pages G-6 and G-7 for a complete listing of the acronyms used in Figure 2 and throughout this report.



countless other apprehended aliens cannot all be immediately removed from the country, nor can they all be released into the American community. For that reason, DRO resources and expertise are required to transport these aliens from point to point, to manage them in custody while their cases are being processed and, finally, to remove them from the country when ordered to do so. The effects of other programs' enforcement efforts are diminished and their operations are constrained if DRO cannot execute its mission efficiently and effectively. Therefore, DRO must immerse itself within the immigration enforcement element of DHS and establish a significant and collaborative presence with its service and enforcement partners and stakeholders.

**The effects of other programs' enforcement efforts are diminished and their operations are constrained if DRO cannot execute its mission efficiently and effectively.**

DRO must maintain cooperative relationships with each one of its stakeholders to ensure that enforcement operations are conducted as efficiently and professionally as possible and that all stakeholders' legitimate interests are addressed. DRO and the private sector rely on each other for the services each demands and has to offer. While the private sector relies on DRO to provide national and international transportation, or to house and feed detainees, DRO relies on those same services to execute its mission when they are not available through normal government channels. DRO must also maintain similar cooperative relationships with foreign governments in order to realize and effect removal. Strong partnerships and cooperative coordination between DRO, the DHS Office of International Affairs, the Department of State (DOS), foreign governments, and the alien will

facilitate a smooth and trouble-free transfer from the United States to the alien's home of record.

While the alien will not necessarily perceive any "benefit" from DRO services, he will be provided with safe and secure confinement in detention facilities, as well as transportation from ports and points along the border to other detention facilities or his country of origin. These services will be provided in a professional manner; the alien will be detained in safe, secure and humane environments; he will be transported safely; and his movement will be fully coordinated with his family, legal representative, and country of origin, whenever appropriate. For these reasons, the alien is as important a stakeholder as any of the others mentioned.

This strategic plan and the vision statement have been developed in consideration of the concerns of each of our stakeholders. It is difficult to prioritize DRO efforts to satisfy one stakeholder's needs over that of another; yet the need to satisfy the American constituency, protect their freedoms and secure their safety remains the overarching and desired outcome.

## Plan Development

On August 3, 1993 the President signed into law the Government Performance and Results Act (GPRA). Simply stated, the law implements a strategic planning and performance-measuring process to hold government agencies accountable to the American people for the money they spend. To that end, the law requires government agencies to develop strategic plans with measurable program goals, and to report annually to Congress and the American public on their progress. The Office of Detention and Removal now releases

its supporting strategic plan, *Endgame*, covering the time frame 2003-2012. The plan

**Endgame supports national, DHS, and ICE-wide policy and initiatives, while satisfying the inherent needs of both its internal and external stakeholders.**

supports national, DHS, and ICE-wide policy and initiatives, while satisfying the inherent needs of both its internal and external stakeholders.

The DRO strategic plan and planning process is the culmination of a nine-month collaborative effort of the Strategic Plan Working Group (SPWG). The SPWG, consisting of 23 individuals from HQDRO, the field, and other HQ staff elements, was chartered in September 2001. The group's immediate task was to develop performance measures to be incorporated into the existing suite of performance indicators for inclusion in the fiscal year 2003 Annual Performance Plan. Upon completion of that immediate assignment, the group began a systematic, academic approach to developing a strategic plan that would serve as the cornerstone for development of the fiscal year 2004 (and future) budgets. The group developed the mission statement and five goal areas in which to focus its operational efforts. Through an analysis of strengths, weaknesses, opportunities, and threats (SWOT), the SPWG identified a set of [strategic challenges](#), key [success factors](#), and executable objectives and strategies to address and/or overcome its challenges. The SPWG resolved that all of its key processes (its routine and day-to-day activities) could be grouped into two core business functions: 1) removals; and 2) custody management. In order to justify the need and significance of each strategy and objective, the group developed a suite of indicators to measure performance in each goal area throughout the year. Upon release of the plan, the group will transition to a maintenance mode and will meet quarterly to review the progress of this plan and update it accordingly.

## **Plan Structure**

*Endgame* will shape the future of the DRO organization and will guide the program through the current sea of change. The strategic plan is rooted in the overarching vision, mission, and goals that will serve as constants for the next ten years. In its four

chapters, this plan lays out a set of strategic initiatives DRO will undertake to accomplish its mission, achieve its goals, overcome its challenges and satisfy its stakeholders. The plan does not, however, focus on the implementation of specific processes in conducting DRO business. Detailed processes and operations will be addressed in a supporting five-year business plan from which the budget, the annual performance plan and the annual implementation plan will be built. These appendices support this strategic plan and will be updated on a recurring basis.

**In its four chapters, this plan lays out a set of strategic initiatives DRO will undertake to accomplish its mission, achieve its goals, overcome its challenges, and satisfy its stakeholders.**

## **Execution**

This Strategic Plan is effective upon release, and will be maintained by the SPWG throughout the year. Review of the plan and its critical elements will be conducted in conjunction with budget calls, mid-year reviews, and the development of Annual Performance Plans and Implementation Plans.

## Chapter 2. Situational Assessment

### Overview

The Detention and Deportation Program, now the Office of Detention and Removal (DRO), was established in a 1955 reorganization of the INS to carry out a mission first articulated in the Alien and Sedition Acts of 1798. The Alien and Sedition Acts included the earliest [deportation](#) legislation, which empowered the President to order the departure from the United States of all aliens deemed dangerous. Legislation since then has expanded the detention and removal operations and redefined the classes of aliens to be deported or excluded. The basic mission, however, remains the same: Remove all removable aliens.

The Immigration and Nationality Act (INA) of 1952 expanded the federal expulsion power to include a wider category of aliens. The INA listed 19 general classes of [deportable aliens](#) and provided for exclusion (at the time of application for admission) to the United States on health, criminal, moral, economic, subversive, and other grounds. The Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) of 1996 expanded the number of crimes that made people subject to removal. It also eliminated DRO's discretion to release certain aliens by requiring that virtually any non-citizen subject to removal on the basis of a criminal conviction, as well as certain categories of non-criminal aliens, be detained without bond. As a result of these acts and other legislation, DRO is required to detain and remove a much larger and more diverse population. The current population requires unique facilities, procedures and management depending on risk, criminal category, nationality, health and other special needs.

Similarly, operations, policy and legislation that were developed in response to the

September 11 attacks (such as the *Border Security Act* and the *USA PATRIOT Act*) further expanded DRO's operational area of responsibility. These Acts, in particular, have reprioritized national immigration enforcement efforts and this program's responsibilities and operations. By implementing this strategic plan and providing a guide to conduct operations, this program is making strides in altering its operations and resource requirements to support both current and future immigration related policy, events and activity.

### Situation

#### *Reorganizations and Demands for Service*

- A) Reorganizations: DRO was integrated into the Department of Homeland Security's Bureau of Immigration and Customs Enforcement on March 31, 2003. Notwithstanding the impact this transition will have on DRO, the program's mission and core functions (custody management and removal) will remain the same. The most significant changes will be seen in the organizational structure, chains of command, and hierarchy. This plan is focused on the program's core business functions and key processes and will, therefore, not be significantly impacted by the final reorganization decisions.
- B) Demands for Service: An effective enforcement program requires that a significant risk of apprehension be combined with a high likelihood that apprehension will result in removal. With high enough risk of apprehension and sufficient likelihood of removal, the incidence of illegal activities will decline, improving law enforcement effectiveness. The national strategy for law enforcement must address the priority of removals.

The "endgame" of immigration law enforcement is the removal of individuals who have received final orders of removal. This is

the essence of DRO's mission. Improvements in the operational effectiveness of apprehensions will create an increased requirement for processing and removing offenders. Therefore, to successfully complete the enforcement process, the removals program must be as vigorous as other enforcement programs. DRO needs appropriate resources to ensure that removal does, in fact, result surely from apprehension. Otherwise, the workload resulting from enhancements to and increased efficiencies within other DHS programs will be made in vain without an equally enhanced detention and removals program.

As part of the DHS immigration and law enforcement mission, the DRO program has the primary responsibility of providing adequate and appropriate custody management (including bed space), supporting removals, facilitating the processing of illegal aliens through the immigration court, and enforcing their departure from the United States. Key elements in exercising those responsibilities include: identifying and removing all high-risk illegal alien [absconders](#); ensuring that those aliens who have already been identified as criminals are expeditiously removed; and developing and maintaining a robust removals program with the capacity to remove all final order cases issued annually, thus precluding growth in the illegal alien absconder populations. Simply stated, DRO's ultimate goal is to develop the capacity to remove all removable aliens.

Integral to making America more secure, DHS detention and removal operations provide the final step in the immigration enforcement process. To accomplish this mission, DRO will be vigorous in its efforts to provide services commensurate to the demand from and efforts expended by other enforcement programs and agencies. DRO will increase its overall number of removals annually in order to thwart and deter continued growth in the illegal alien population. Moving toward a 100% rate of

removal for all removable aliens is critical to allow the ICE to provide the level of immigration enforcement necessary to keep America secure. Without this final step in the process, apprehensions made by other DHS programs cannot truly contribute to national security.

### **Strengths, Weaknesses, Opportunities, Threats (SWOT)**

*Endgame* was developed with both the positive and negative aspects of the program in mind. DRO will exploit its strengths and minimize its weaknesses in order to capitalize on available opportunities and overcome the challenges it faces in pursuit of its mission.

#### **Strengths**

DRO's success will be attributed to the strength of its leadership, current and planned initiatives, the experience and dedication of its workforce and an unquestionable commitment from the entire program to execute this plan and the critical planning process within which it is a part. The current workforce has the experience, dedication and corporate knowledge needed to build the foundation from which this plan will be launched and from which the program capacity will be both built and enhanced. DRO's workforce is supported by time-proven processes to remove illegal aliens from the country and the maintenance of detention facilities against standards more stringent than the national norm.

1. Leadership: DRO leadership believes that "failing to plan is planning to fail" and therefore supports this strategic plan and a planning process that fully integrates operations and performance with resource needs. DRO leadership is committed to executing this plan and its strategies to accomplish the mission and attain the vision by empowering the DRO workforce to think globally, work smarter and take responsibility for executing a

- critical function of the entire immigration enforcement process.
2. Workforce: The DRO core business functions (custody management and removal) demand that the DRO officer corps maintain broad and expert knowledge of all applicable immigration laws, policy and procedures; they do so. The DRO officer corps has the education and experience to manage IICE's unique population while simultaneously carrying out proper enforcement action. Because of their diverse workload and broad immigration knowledge, DRO officers are often called on to serve on review panels that recommend parole, release or other relief for aliens in accordance with the law. They are also authorized and mandated to discuss and act on immigration issues with aliens being processed for administrative immigration violations.
  3. Unique Population and Detention Standards: The detained alien population is unique and extremely diverse. Detained aliens are in administrative custody (versus punitive or correctional) and are therefore afforded rights and privileges not gained by prisoners incarcerated in other federal institutions. For this reason, DRO conducts routine inspections of its facilities and operations to ensure that they are in compliance with approved standards, that aliens are treated humanely, and that they are safe and secure. DRO manages its own *Detention Management Control Plan* (DMCP) to ensure its facilities comply with American Correctional Association detention standards and their own more stringent and comprehensive *ICE Detention Standards*. Through execution of thorough and routine inspections outlined in the DMCP, DRO ensures its facilities are operated in a professional manner and are compliant with appropriate codes, standards, and regulations.
- a) Health Care: DRO is expanding its health care delivery system to fit current and future needs in the most cost-effective way. This includes increasing the services currently provided by the Public Health Service (PHS). It also includes an overall upgrade of the Immigration Health Information System (IHIS), involving the creation of an electronic surveillance system for communicable diseases that will help to control costs and significantly increase administrative efficiency. This initiative will allow PHS to maintain appropriate staff levels needed to provide requisite detainee health care. It will especially enhance the movement of detainees to the most optimal site based on their health conditions and will clear them for removal more quickly.
  - b) Chaplaincy: DRO has requested positions be created to place chaplains in each of its Service Processing Centers (SPCs) to ensure that detainees of different faiths are provided reasonable and equitable opportunities to pursue their respective religious practices. This initiative will satisfy detention standards that allow for the practice of various religions, unique food provisions, and spiritual needs during terminal illness and death. The chaplain will also be responsible for advising the Officer in Charge in matters of religious holiday observance, religious diets, religious personal property, dress and contraband.
4. September 11 Awareness: The unprecedented terrorist attacks on September 11, 2001 heightened awareness among the public and governments worldwide of the critical importance of enforcing immigration laws and sharing information and intelligence. Since then, the U.S. has reviewed its own



business practices regarding immigration and homeland defense and, in doing so, has identified critical gaps that are now being addressed and resolved. This worldwide focus on immigration provides the opportunity to develop and enhance relationships and cooperation with foreign governments and, most importantly, among U.S. law enforcement, border control and defense agencies. Finally, it has afforded the DRO and the DHS an opportunity to educate the public on the critical mission and role they play in the immigration enforcement process.

### **Weaknesses**

1. **Lack of Empirical Models:** The DRO mission cannot be accomplished without appropriate human resources, yet the program does not have reliable models to determine what the true workload-to-personnel ratio should be. Although a new financial management system, the [Federal Financial Management System](#) (FFMS), is being fielded that will enhance the management of current fiscal resources, DRO does not have the capability to conduct detailed financial analysis and resource identification utilizing the current system. Also lacking is a documented business model and accurate cost data to support future budgetary planning, resource allocation, cost optimization, and GPRA requirements.
2. **Human Resource Shortfall:** The program experienced relatively gradual growth in key areas from 1998 to 2001 (end of year 2002 numbers were not available while drafting this plan). The DRO staff grew by only three percent, which was slightly slower than the four percent growth in the docket or caseload. While the program is making progress, increasing removals by 11 percent, staff growth is only barely keeping pace with the growing docket. Staff growth must exceed docket growth if the program is going to begin making
- progress on diminishing and eliminating the existing backlog. Detention and Removal resources have not kept pace with the increased number of apprehensions generated by explosive growth in Border Patrol and Inspections since 1996. Since that time, these apprehension resources have increased by 64 percent while DRO forces have increased by only 37 percent. While DRO does not have empirical models to show the optimal ratio of DRO forces to apprehension assets, it is clear that this asymmetrical growth has put severe strains on the program. Its ability to follow up on apprehensions, to effectively manage the processing of cases through the immigration courts, and to remove those ordered removed has been hindered.
3. **Standardization:** The current field structure, coupled with a lack of unified national operations plans, has resulted in diversified and inconsistent interpretation of policy and guidance within and between regions and districts. Additionally, the current performance measurement system creates an atmosphere of territoriality rather than a unified, cooperative, effective, and efficient operation. DRO acknowledges that nationwide operations cannot be conducted consistently without unified operations plans and clear guidance to the field. Developing a national fugitive operations policy, a national custody management plan and a national transportation system are the program's greatest challenges and will prove to be among its greatest recent accomplishments when complete. Development and deployment of these national plans, as envisioned, will have significant positive impact on DRO operations across the board. These national plans will not solve all program deficiencies but will significantly reduce and minimize the gaps. Standard staffing guidelines and staffing levels are also absent from the DRO personnel

management system. Staff make-ups vary widely among and between like offices throughout the country. Arguably, offices should reflect the particular needs of their locale, but the discrepancy in staffing levels and ratios, officer grade, and employee roles and responsibilities creates anomalies in mission accomplishment and unfair advantages and disadvantages to those competing for like jobs.

4. National Fleet System: Lacking a National Transportation Strategy and efficient coordination, DRO spends millions of dollars annually for air and ground transportation in order to manage the detention population and effect timely removals. Likewise, as staffing levels in other programs have increased, the DRO program has experienced an increased workload without the necessary increase in vehicles. Consequently, the lack of adequate types and numbers of vehicles and a central movement control center handicaps DRO in carrying out its mission as effectively and efficiently as it could.
5. Alternatives to Detention: The DRO detained population has grown in both numbers and diversity in recent years, yet detention methods needed to satisfy unique demands have not kept pace. For example, family groups are often held in hotels because there are not adequate facilities available to house both adults and juveniles together.
6. DHS Enforcement Initiatives: The DHS is currently implementing and making plans to implement several enforcement initiatives and programs that, when fully operational, will generate increased demands on DRO. Unfortunately, these increased demands do not come with increased DRO resources. DRO cannot fully support these programs, and they will not be as effective as intended, without a commensurate increase in personnel and infrastructure. These programs are the [Student Exchange and Visitor Program \(SEVP\)](#) and the [United States Visitor and Immigrant Status Indicator Technology \(US-VISIT\)](#).
7. Workforce Development: The DHS operates and maintains an intensive course of instruction for new officers and recruits. The academies provide 11-, 16-, and 21-week courses designed to provide officers with the core competencies needed to begin their work at their duty location. The officers do, however, require a period of on-the-job training before they are fully effective in their assigned duties. Unfortunately, DRO does not have an advanced or professional development program of equal caliber. Officers do not have a “career advancement” template to follow and, due to the operational tempo and shortfall in human resources, officers are often not relieved from duty to attend professional development training. This, along with several other factors, has had a detrimental affect on retention rates within the DRO officer corps. The low retention rate is further exacerbated, as the hiring and training process is extremely slow and cumbersome; officers are not trained and put in place before existing staff is burnt out and eventually leaves the program.
8. Institutional Removal Program (IRP): The IRP, as currently executed, is inefficient and less effective than it should be because the responsibility for operational execution lies with the Investigations program (identifying and processing incarcerated aliens) and the responsibility for results lies with the Detention and Removal program (removing criminal aliens). Even at authorized staffing levels, the Government Accounting Office (GAO) and the Office of the Inspector General have clearly cited a workforce shortfall to handle the significant workload. As the War on Terror continues to be waged, the Special Agents who have been supporting the

IRP are being pulled from the program to work other high profile cases related to "homeland security". These positions and the IRP work left unaccomplished by these special agents are not being backfilled, increasing the risk of releasing criminal aliens into the community.

9. Inadequate Information Technology to Support DRO Operations: The Deportable Alien Control System (DACS) no longer responds to the demands placed on it in today's operational environment. Outdated hardware and software, coupled with questionable data quality, render the system difficult and inefficient to use. The integrity of the system has been maintained by years of software patchwork, additions and enhancements.
10. Aging and Inadequate Infrastructure for Detention Operations: Historically, funding for repair, construction, and alteration has not been adequate to support our Service Processing Centers (SPCs). Funding for construction projects has routinely been reduced and/or eliminated over the last several years. This has made it extremely difficult to support our detention operation and to keep up with the technological / design / procedural advancements the "prison" industry affords. While most of our facilities have portions of new construction, our facilities generally need significant physical improvements. This is not to say that any of our facilities are in "poor condition." Our staff goes to great lengths to ensure the health, safety and welfare of the staff, detainees, and general public. Facilities like Florence, El Centro, El Paso, and Port Isabel, when originally constructed years ago, were designed to hold relatively small non-criminal populations for short periods of time. Over the last 5 years, our population has increased by 136%, and the classification of our population has gone from primarily non-criminal to a

population of over 65% criminal, some requiring a maximum-security setting. As an agency, we have had a relatively short period of time and little funding to keep up with the growth and the special needs of this disparate population.

11. September 11 Unfunded Mandates: Since September 11, 2001, policy and activity has subjected DRO to a series of unfunded mandates, taking resources away from the accomplishment of other critical operations. Throughout the past year, the Administration, the Department of Justice and Congress have initiated several programs in response to gaps revealed by September 11 findings. These have forced the program into a reactive role, thereby redirecting our proactive initiatives and planning. Programs such as the Alien Absconder Initiative and the Custody Review Unit, while extremely beneficial in securing America's borders, have not been resourced to the extent that optimum benefit can be realized.
12. Lack of Immigration Enforcement Mission Area Plan: As the title of this plan implies DRO provides the final step in the immigration enforcement process. The Department does not yet have, in place, a tool, method or process to ensure that strategies, budgets and operations planned for and executed by other enforcement programs consider the impact to DRO and the ensuing operational implications and resource requirements.
13. Non-detained docket: The Detention and Removal program does not have a program to effectively manage its non-detained docket. The appearance rate of individuals released from ICE custody is estimated to be 15 percent and the program does not have the resources to identify, locate, apprehend and process the remaining 85%.

## Opportunities

DRO is currently working on several short- and long-term initiatives that are proving to be excellent opportunities to continue its progress in implementing this plan and achieving its vision and mission. The proper use of information technology is critical to program success and DRO is working with the Office of Information Resource Management (OIRM) to replace the Deportable Alien Control System with the Removal Module (EREM) of the Enforcement Case Tracking System (ENFORCE). The EREM will draw from many more databases and sources than DACS. It is expected that EREM will facilitate the automation and subsequent improvement of many DRO efforts and procedures. Other initiatives include the implementation of the [National Fugitive Operations Plan](#), the reorganization of District DRO operations who control [Service Processing Centers](#) (SPCs), unilateral management of the [Institutional Removal Program](#) (IRP), revision of the Field Officer's Manual, an initiative to reengineer the bond management program, development of a central ticketing program to coordinate all escort missions, and implementation of various electronic monitoring programs. All of these initiatives are layers deep and include the creation of training and professional development programs, increased staffing levels and greater stakeholder cooperation and involvement.

In addition to these initiatives, other strategies within this plan, current events, political will, and public interest provide the program with an array of opportunities from which it cannot turn away. DRO will exploit every opportunity presented in order to build the capacity to remove all removable aliens.

1. [Human Resource Shortfall](#): The workload per case officer is daunting and the pool of removable aliens continues to grow as other immigration enforcement divisions become more effective, apprehending greater numbers of individuals, and as

aliens continue to find ways to enter the country illegally. The detention and removal mission is manpower intensive and very few functions can be automated. Therefore, the success of the mission relies heavily on available human resources and their capabilities. DRO will work diligently to close the gap between its workforce and the demands for services. To ensure that the existing workforce is productive, efficient and effective, DRO will implement strategies to improve training programs, create professional development programs, and build the infrastructure (information technology, transportation, facilities) essential to facilitate the detention and removal process.

2. [Institutional Removal Program \(IRP\)](#): The IRP, as currently executed, is inefficient and less effective than it should be because the responsibility for operational execution lies with the Investigations program (identifying and processing incarcerated aliens) and the responsibility for results lies with the Detention and Removal program (remove criminal aliens). To reduce the inefficiencies in the program, in September 2000 the Office of Field Operations mandated the transition of the IRP from Investigations to Detention and Removal. Consolidation of the IRP will allow senior management to focus on and resolve the program deficiencies identified in the 1997 and 1998 GAO reports. These efficiencies will permit more aliens to be processed while incarcerated, thereby reducing the potential demand for detention space. Overall, improved effectiveness of the IRP will increase the public safety, reduce the potential for future crimes, and enhance the welfare of our society. DRO is working with the Investigations Program to either identify resources to be transferred with the IRP or to acquire additional resources to merge and execute the program.



3. DEO/IEA Reclassification: Creation of the Immigration Enforcement Agent (IEA), with a journeyman-level at GS-9, will make this entry-level position a true foundation for an officer's career development. This new career position will strengthen the overall professionalism of the DRO workforce and will afford those who are interested with the opportunity to apply for any of the senior officer positions, thereby continuing their career growth within the Division and Department. Establishment of this position will create a corps of nearly 2,400 IEAs with arrest authority and authority to issue detainers. This increased workforce will create a pool of officers that can effectively execute the IRP. If this corps of officers works the IRP 25% of their time (as is expected to meet the requirements of the new classification and grade), we will have, in effect, almost 600 full time equivalent positions (FTE) dedicated to the IRP, which is nearly double the current IEA FTE. By doubling the effective IRP workforce, we can expect a significant increase in criminal removals as more incarcerated removable aliens are processed and deported. This increased effectiveness will also reduce the number of persons placed in ICE detention, thus reducing avoidable detention costs.
4. National Fugitive Operations Program (NFOP)/Absconder Apprehension Initiative (AAI): In response to the terrorist attacks of September 11, 2001, Congress passed legislation providing funding and positions for the role of law enforcement agencies in the war against terrorism. As part of that legislation, DRO was authorized an enhancement of 40 positions solely for the purpose of apprehending fugitive aliens. Seven districts were assigned these positions to create a Fugitive Operations Section for the purpose of implementing the NFOP. The Absconder Apprehension Initiative announced in the Deputy Attorney General's directive of January 25, 2002, indicated that there is a backlog of cases with unexecuted orders of removal. The NFOP will target this backlog by facilitating the apprehension and subsequent removal of those fugitives. The goal over the next ten years will be to eliminate this backlog and to ensure that our efforts in terms of apprehension and removal of fugitive cases equals the number of new cases falling into this category. While woefully inadequate to achieve the goal, the creation of 40 positions dedicated to the NFOP is a promising start.
5. Removal Module (EREM) of the ENFORCE: ENFORCE Removal Module (EREM) is a module of the Enforcement Case Tracking System (ENFORCE) that will support detention and removal operations. As such, it is integrated with applications that support other enforcement operations, e.g. apprehensions, investigations and intelligence. ENFORCE will support all enforcement processes and make enforcement data available at all levels of DHS nationwide. ENFORCE will capture data on individuals, entities, and investigative cases, and support case processing from apprehension through final completion. ENFORCE will be used to support field personnel by producing required forms and reports. Finally, ENFORCE will provide intelligence and management information to support decision makers. EREM goals are to:
  - Ensure timely, accurate and complete information;
  - Obviate redundant data entry across multiple systems;
  - Capture information as a part of the operational workflow;
  - Produce forms and statistics, and pass information to partners, customers and stakeholders as a by-product of information capture;



- Make structured decisions on the basis of information on hand and business rules; and
  - Provide support for optimal decision-making.
6. DRO Reorganization: In May 2003, the Assistant Secretary for ICE announced an interim organization structure for the bureau. Within this structure DRO field elements would be geographically realigned to with that of the investigations program and re-subordinated to report directly to HQ DRO, Field Operations. This reorganization will:
- Create a direct line of authority over all DRO elements;
  - Develop and practice consistent operations nationwide;
  - Develop and apply uniform detention standards;
  - Optimize nationwide utilization of bed space and transportation resources; and
  - Mirror and fully support the ICE enforcement field structure.
- The Director, DRO with direct control over field operations and the program's detention facilities will be in the best position to influence real changes and the regulation needed to address and resolve historical issues regarding the treatment of population, facility and infrastructure conditions, personnel training, and much-needed standardization of policy and procedures.
7. Increased Removals: Moving toward a 100% rate of removal for all removable aliens allows ICE to provide the level of immigration enforcement necessary to keep America secure. Without this final step in the process, apprehensions made by other DHS programs (such as the Border Patrol, Inspections, and Investigations) will not provide the deterrent or the enforcement tool necessary to secure America's borders.
- Enhancements to the DRO removals program will directly benefit DHS enforcement initiatives (such as the [Student Exchange and Visitor Program \(SEVP\)](#), the [United States Visitor and Immigrant Status Indicator Technology \(US-VISIT\)](#)) by completing the final step in the enforcement process. Only by apprehending and removing those individuals who choose to disregard immigration law, can the overall program be successful.
8. National Fleet System: A comprehensive National Transportation Plan is necessary in order to maximize the use of DRO's limited air and ground resources while ensuring efficiency. A contract study will consider all transportation means, current routes, and location of existing facilities and potential sites to maximize a forward-thinking transportation plan. Meanwhile, an ongoing replacement and enhancement of the DRO vehicle fleet program that provides for adequate types and numbers of vehicles is instrumental in carrying out the ICE and DRO missions. Based on the needs of DRO, an adequate annual fleet budget should be dedicated to ensure that staff has adequate numbers and appropriate types of vehicles.
9. Soft Detention: Conducting an initiative to provide "softer" (staff secure) detention settings for special populations, such as asylum seekers and family groups, will allow ICE to fulfill the goal of providing appropriate detention conditions.
10. Alternative Methods to Detention: With limited bed space, there is a need to find alternative detention methods for those aliens who do not pose a threat to society and who are not a serious flight risk. There is also a need to ensure that aliens released from secure custody comply with their conditions of release and appear in court when required. In recent years, DRO has developed and implemented

several successful non-traditional detention methods to accomplish these objectives. Current alternatives to detention include housing aliens, appropriately, in halfway houses and family shelters. In Berks County, PA, DRO has a detention facility designed to detain family groups and provide for their unique needs. DRO will continue its research into available technology and methods in order to create and provide safe, secure and humane alternatives to detention. Electronic monitoring will also allow for the management of released individuals, thus making bed space available for those aliens posing greater risks of flight or threats to public safety. With these types of options available, DRO can comply with the law while having the flexibility to manage special cases in an appropriate manner. Through these and other non-traditional detention methods, DRO has set a target to increase the rate of appearance by ten points each year until it reaches 100 percent appearance.

**11. Partnerships:**

- a) Executive Office of Immigration Review (EOIR): DRO will work to create greater cooperation and partnership with the EOIR to improve the effectiveness of the removal process. Through combined efforts to share information in an electronic and real-time environment, we can create a seamless process expediting the transfer of an alien from the courts to DRO for immediate removal, if that alien has been issued a final order of removal.
- b) Non-government organizations (NGO)/Community Based Organizations (CBO): DRO will expand on its community outreach programs and work with NGOs and CBOs to educate the public on the purpose and mission of DRO detention. It is important that

lawmakers, immigration organizations and the public understand the uniqueness of administrative (DRO) detention vs. the punitive detention administered by the BOP and other custodial agencies. DRO will continue to execute its Detention Management Control Plan and market its success in that area with respect to maintaining safe, secure, and humane detention facilities.

12. Foreign Governments: Another critical external factor that influences DRO operations is foreign government policy on repatriation and issuance of travel documents. Travel document and repatriation policies vary from country to country and within the same country, depending on the government and political environment. Countries may refuse return or repatriation based on factors such as criminal background, bloodline, place of birth and, at times, as a political statement to the United States. These policies have created a population of “long-term” detainees that raises detention costs, reduces throughput, and limits bed availability. Through increased cooperation with the Department of State, the DHS Office of International Affairs, and foreign governments, DRO will work to remove these barriers and to establish and develop protocols and procedures that will facilitate the proper and timely removal of unauthorized aliens.

***Threats***

Among the many fiscal and political challenges DRO faces daily, the SPWG identified a set of challenges that must be overcome to accomplish its mission. These are challenges that will only be resolved through the implementation and execution of a series of vigorous and directed strategies. These challenges will not be resolved in the near term; they are issues that have plagued the detention and removal program for many years and will take several years of

partnering, cooperation and political support to overcome. These strategic challenges are:

1. Growth in Disparity in Detention

Workload: Growth in both numbers and diversity in the detention population has created demands for varied and appropriate facilities. In the early 1990s, the majority of ICE detainees were housed in ICE [Service Processing Centers](#) (SPCs), private [contract facilities](#), or [Bureau of Prisons](#) (BOP) institutions. Today, the majority of detainees are housed in county and local institutions through [inter-governmental service agreements](#) (IGSAs). Because DRO does not own these facilities, they have less control over mixing criminal vs. non-criminal populations and ensuring compliance with other jail standards that affect detention. Further exacerbating the problem has been unprecedented slow growth in the detention officer corps over the last 10 years, which is relatively disparate to the growth of the detention population. For example, the rate of detainees per officer grew from 6.7 to 9.0 from 1995 to 1999. This shortfall of DRO officers slows case management and removals processes, increases bed days and further heightens the probability of multiple types of significant incidents that could place detainees, employees and the public in danger.

2. Unique Population: DRO detainees are all held for administrative, not criminal law, violations. They are awaiting the adjudication of their immigration status cases, and are not being held subject to a criminal conviction. This detained population is inherently unique, requiring specialized knowledge and processes to safely and humanely hold in appropriate facilities and meet all operational demands. The DRO detained population includes illegal economic migrants, aliens who have committed criminal acts, asylum-seekers (required to be detained by law) or potential terrorists. These persons can be male, female,

unaccompanied juveniles of either gender, or families. Even the detention by DRO of those with criminal convictions ("[criminal aliens](#)") is strictly administrative in nature, not punitive. This necessitates different environments, standards, and population management within DRO facilities than that of other federal, state, county, or local correctional facilities. DRO detainees have unknown lengths of stay in custody because they are dependant on the speed of immigration court hearings, appeal review or removal processing.

- DRO must house adults, juveniles, and families. The separate detention requirements for juveniles and families can be costly. Juvenile detention, in particular, requires "sight and sound" separation from adults, as well as education, recreation, and counseling.
- The co-mingling of criminal and non-criminal detainees is a real concern. The majority of detainees have criminal histories and separating them from non-criminals is important. The DRO classification system was set up to identify and place individuals accordingly.
- Cultural and political rivalries can lead to violence between nationalities. Separating detainees by nationality is often required to keep problems from arising.
- DRO has a large number of detainees with extended lengths of stay. They can be disruptive and are a special security concern in DRO detention because they have no finite detention period.

3. High Detention Throughput and Turnover: DRO detention facilities have a much higher throughput than other DOJ detention providers. Because aliens are being held to facilitate their case processing and potential removal, the lengths of stay in DRO detention vary

widely. They are driven by a number of variables including the court's efficiency in case review and adjudication, the alien's ability to obtain travel documents and so forth. This creates a fast-paced detention environment with high throughput. The special nature of the DRO detained population requires unique detention procedures and the manpower to process, house, and transport aliens almost continually. DRO'S detention management standards go well beyond the normal "health and humane treatment" issues addressed in BOP and USMS facilities using the core DOJ standards. In order to achieve our goals, DRO follows access standards (access to lawyers, phones, consulates, rights presentations, law libraries) that are all geared to facilitate a rapid and fair processing of aliens' cases.

4. Facilities: The demand for DRO detention has grown much faster than available federal bed space, causing an increased reliance on local jails to house detainees. Reliance on local jails reduces the number of detainees who are under direct DRO supervision and control. Utilizing a variety of small local jails increases cost and transportation needs, and places DRO in direct competition for scarce bed space with other federal and local entities. This factor is particularly critical because DRO has more stringent jail standards than other entities, which limits the number of jails that it can use.
5. Immigration Emergencies: Detention can be affected by unforeseen events occurring in other countries, such as natural disasters (i.e., earthquakes, hurricanes, etc.), war, and economic/political crises. These events can produce a "shock" to DRO detention. Such shocks can produce large numbers of illegal aliens, additional detention needs, and the inability to remove aliens from the U.S. back to countries in crisis. Though these immigration emergencies

are relatively short-term in nature, they can have a drastic and enduring impact on available detention space.

6. Alien Population: As of the year 2000, the Immigration and Naturalization Service, in conjunction with the Census Bureau, estimated the size of the nation's illegal resident population at between eight and eleven million residents (in the country for at least a year). The INS estimated that the illegal immigrant population was rising a net amount of 275,000 per year while the Census Bureau estimated the increase to be 225,000 per year. The INS estimated in 1998 that about two-fifths of the resident illegal alien population entered legally and then lost their legal status by overstaying their authorized visit and/or by illegally taking jobs. Ultimately, this constant unaccounted flow into the country adds to the pool of removable aliens.
7. U.S. Policy: As mentioned at the beginning of this chapter, DRO operations have been and continue to be impacted by changes in U.S. immigration and immigration enforcement policy. Unfortunately, more often than not, these changes are directed in the form of unfunded mandates that force the program to redirect resources from daily operations to current crises, special projects and immediate needs. DRO will continue to serve the President, the Congress and the American people; however, our mission – "to remove all removable aliens" – grows continually more difficult without a commensurate increase in staff, funding, and infrastructure.

## Chapter 3. Goals and Objectives

### Goal Relationships

DRO developed [five strategic goals](#) to guide the program's operational efforts and resource requirements towards accomplishing its mission and meeting its ultimate objective: remove all removable aliens. Three operational goals are directly aligned with and support the ICE mission and the second of its five (DRAFT) strategic goals and can be further aligned with strategic objectives identified in the National Strategy for Homeland Security. The remaining two goals support ICE's fourth strategic goal as well as administrative elements within the President's Management Agenda. These last two are essential to building the infrastructure and capacity to carry out the DRO mission.

### Homeland Security to DRO

The purpose of the National Strategy for Homeland Security "is to mobilize and organize our Nation to secure the U.S. homeland from terrorist attacks."<sup>2</sup> The original strategy, dated July 2002, identified three strategic objectives for meeting this purpose that were later supplemented with another two during the FY2005-2009 budget development cycle. The plan then aligns its functions essential to achieving these objectives into six critical mission areas.

#### A. DHS Strategic Objectives

1. **Prevent terrorist attacks within the United States;**
2. Reduce America's vulnerability to terrorism;
3. Minimize the damage and recover from attacks that do occur;

4. **Ensure functions not directly related to homeland security are not diminished or neglected; and**
5. Monitor and sever connections between illegal drug trafficking and terrorism; and conduct other efforts to interdict illegal drug trafficking.

#### B. DHS Critical Mission Areas

1. Intelligence and warning;
2. **Border and transportation security**
  - Create smart borders
  - Reform immigration services.
3. **Domestic counter-terrorism;**
  - Improve intergovernmental law enforcement coordination.
  - Facilitate apprehension of potential terrorists.
4. Protecting critical infrastructure;
5. Defending against catastrophic terrorism; and
6. Emergency preparedness and response.

The critical mission area, Border and Transportation Security, envisions that "federal law enforcement agencies will take swift action against those who.... or violate terms of entry and pose threats to the American people."<sup>3</sup> Specifically stated within the initiative to create smart borders, "the Department would enter into national law enforcement databases the names of high-risk aliens who remain in the United States longer than authorized and, when warranted, deport illegal aliens."<sup>4</sup> This statement is the Strategy's direct link to DRO's mission: "Remove all removable aliens."

A second element in this mission area is to reform immigration services, and DRO has already completed a step in this process. In May 2003, the Assistant Secretary for ICE announced

<sup>2</sup> National Strategy for Homeland Security, Office of Homeland Security, Executive Office of the President; (July 2002), p. vii.

<sup>3</sup> Ibid, pg 22

<sup>4</sup> Ibid, pg 23



an interim organization structure for the bureau. Within this structure DRO field elements would be geographically realigned with that of the investigations program and re-subordinated to report directly to HQ DRO, Field Operations Division. This reorganization will:

- Create a direct line of authority over all DRO elements;
- Develop and practice consistent operations nationwide;
- Develop and apply uniform detention standards;
- Optimize nationwide utilization of bed space and transportation resources; and
- Mirror and fully support the ICE enforcement field structure.

The Director, DRO with direct control over field operations and the program's detention facilities will be in the best position to influence real changes and the regulation needed to address and resolve historical issues regarding the treatment of population, facility and infrastructure conditions, personnel training, and much-needed standardization of policy and procedures.

The critical mission area, Domestic Counterterrorism, envisions that "we will prosecute or bring immigration or other civil charges against such individuals where appropriate and will utilize the full range of our legal authorities." DRO operations and goals are linked to this mission area's first two major initiatives. DRO will work with the FBI on Joint Task Forces and has a lead role in registering over 400,000 fugitive aliens in the FBI's National Crime Information Center (NCIC). Specific DRO strategies include the development and execution of National Fugitive Operations Plans, which provide the guidance Deportation Officers will need to apprehend those

aliens registered in the NCIC for processing and ultimate removal.

DHS strategic objectives [1](#) and [4](#) flow through the border and transportation security critical mission area into the Department's directorate of Border and Transportation Security and further down to the Bureau of Customs and Immigration Enforcement (ICE). Through this channel ICE developed a mission statement and (DRAFT) strategic goals to support the DHS objectives.

### ***ICE to DRO***

#### **A. ICE Mission**

To protect the United States and its people by deterring, interdicting, and investigation threats arising from the movement of people and goods into and out of the United States; and by policing and securing federal facilities across the nation.

#### **B. ICE (DRAFT) Strategic Goals**

1. Investigating threats, crimes, and administrative violations;
2. **Deterring, interdicting, and removing threats; and policing and securing federal facilities;**
3. Provide air and marine support to minimize the damage, and assist in the recovery from terrorist attacks;
4. **Protect America from customs and immigration violations not directly linked to terrorism;**
5. Investigate money laundering and drug operations to disrupt and dismantle their organizations, especially where terrorist related.

ICE strategic goals are then aligned with ICE programs. The DRO mission is directly aligned with ICE strategic goals [2](#) and [4](#) and Figure 3 below illustrates the complete flow from top to bottom.

**C. Indirect Relationships**

DRO goals can be indirectly linked to the remaining ICE objectives through the service it provides its other immigration enforcement partners. Immigration and homeland security efforts and operations conducted under the remaining ICE goals often yield outputs that result in DRO inputs. That

is, DRO is responsible for the detention, processing and removal of aliens apprehended by other immigration and law enforcement partners. DRO does not, however, have control over these enforcement efforts and must rely on its partners to provide estimated service and support needs and resource requirements.

**Figure 3. Relationship between the Department of Homeland Security, Immigration and Customs Enforcement, and Detention and Removal Operations**



## Goal Alignment

### DHS Strategic Objective:

*Prevent terrorist attacks  
within the United States.*



### ICE Strategic Goal:

*Deterring, Interdicting, and  
Removing Threats; and  
Policing and Securing  
Federal Facilities*



All five of DRO's goals directly affect the successful execution and accomplishment of this goal. Over the next ten years, through execution of this plan, DRO will build the capacity to remove all removable aliens. DRO's short-term focus until that capacity is built will be on the identification, location, apprehension, processing, and removal of the criminal element of the illegal alien population.



**DRO Goal One – Removals:** Promote the integrity of the immigration removals process, deter immigration violations, and reduce recidivism through the implementation of cohesive enforcement strategies in conjunction with other programs facilitating the location, apprehension, processing of illegal aliens, and especially criminals, to ultimately effect appropriate action to include prosecution, detention and/or removal.

- Objective 1.1 - Promote public safety and combat immigration-related crimes by removing individuals, especially criminals and other threats to public safety, who are unlawfully present in the United States.
- Objective 1.2 – Support DHS efforts to deter illegal migration.

DRO's mission is an integral part of the immigration enforcement process and equally critical to protecting our homeland. DRO will support this goal through participation in various task forces, information sharing and any other required law enforcement support.

### **DRO Goal Two – Custody**

**Management:** Provide for the safe, secure, and humane confinement of persons detained in accordance with immigration law.

- Objective 2.1 – Provide safe, secure and humane detention facilities and methods.
- Objective 2.2 – Optimize detention space/system.
- Objective 2.3 – Provide alternative ICE detention settings and methods.

DRO will develop and implement several strategies and programs to ensure the most cost effective and efficient use of bed space throughout the country while meeting the needs of its unique and very diverse population.

**DRO will work with other federal detention agencies as roles and responsibilities are redefined to ensure these objectives remain, are not lost in the shuffle, and continue to be supported.**

**DRO Goal Three- Non-Detained Docket:**

Provide effective control of persons released into the community during immigration proceedings or while awaiting removal.

- Objective 3.1 - Ensure that released individuals comply with the conditions of their release.
- Objective 3.2 – Enhance partnerships with EOIR and immigration judges to correct deficiencies in the system and facilitate the removal process.

**DHS Strategic Objective:**

*Ensure functions not directly related to homeland security are not diminished or neglected*

**ICE Strategic Goal:**

*Protect America from customs and immigration violations not directly linked to terrorism*

**DRO Goal Four – Information**

**Technology:** Develop and implement a comprehensive integrated information technology system that provides operational and managerial data and supports all levels of DRO activities.

- Objective 4.1 – Enhance existing data management systems.
- Objective 4.2 – Develop fully automated and integrated case management system.

- Objective 4.3 – Develop fully automated management information systems.
- Objective 4.4 – Maximize the capability to collect and disseminate intelligence data and trends on a real-time basis to support ICE enforcement objectives.

The overarching theme expressed throughout this plan and DRO's vision statement is the development of the infrastructure and capacity to remove all removable aliens. DRO has created its own information technology and human capital management goals with supporting objectives and strategies to build and maintain a 100% removal capacity.

**DRO will accomplish its mission when it has the right levels of the right resources and the real property and technology needed to sustain the workforce.**

**DRO Goal 5 – Human Capital**

**Management:** Recruit, train and retain adequate numbers of professionals to maximize service-wide performance.

- Objective 5.1 – Develop and implement a uniform staffing model to meet broad program needs.
- Objective 5.2 – Maintain peak performance through continuous staff development.
- Objective 5.3 – Provide an environment for successful retention of DRO employees.
- Objective 5.4 – Maintain peak performance through continuous organizational analysis.

## **Milestones**

In the next ten years, DRO will secure the resources necessary to implement this plan, execute its strategies and accomplish its mission as a viable and critical partner in the immigration enforcement program. DRO must meet the following milestones to reach its ten-year vision:

- As expeditiously as practicable, DRO will obtain American Corrections Association (ACA) accreditation for all of its owned and contracted detention facilities.
- Within three years, DRO will develop and implement a uniform staffing model and career development program.
- Within three years, DRO will be able to conduct budgetary planning, resource allocation, and cost optimization utilizing a tailored business model with standard costing.
- Within five years, DRO will develop and implement the ability to process removals equal to the number of final orders of removal issued, eliminating the growth of the fugitive alien population.
- Within five years, DRO will implement effective controls to monitor and track aliens under immigration proceedings but not in ICE custody.
- Within five years, all DRO detention facilities will meet or exceed ICE Detention Standards.
- Within five years, DRO will implement a national custody management plan and a national transportation management plan to optimize the use of available bed space and increase removal effectiveness.
- Within ten years, DRO will eliminate the backlog of fugitive aliens, focusing on criminals first.



## Chapter 4. Strategies

### Strategic Concept

**Endgame sets in motion a cohesive enforcement program to build the capacity to “remove all removable aliens” and eliminate the backlog of unexecuted final order removal cases within the next ten years.** The strategies herein have been developed to achieve the program’s goals and objectives, which have been constructed to meet the requirements of the ICE, the DHS, the President, Congress, and the American people. This plan emphasizes the development of a professional workforce, trained and supported with the infrastructure and technology necessary to execute its [key processes](#) as efficiently and effectively as possible. It also reinforces the need to develop and sustain an effective case management system as a premier enabling process in both core functions. DRO’s efforts to implement these strategies will be measured through a suite of performance indicators fully defined in the DRO Business Plan, the Annual Performance Plan, and the Implementation Plan.

### Strategic Fundamentals

Day-in and day-out, DRO field personnel work to identify, locate, apprehend, process, and remove aliens who are unlawfully present in the United States. These are the five key processes within which the DRO workload can be categorized. The DRO workload can be more generally divided into two core business functions: 1) removal; and 2) custody management. Having laid this foundation, the Strategic Plan Working Group developed [five goals](#) with supporting objectives to guide effective and efficient execution of its five key processes.

### Foundations for Success

DRO will accomplish its mission and attain its vision by executing a series of strategies and implementing robust programs that will:

- [Build partnerships with critical stakeholders](#);
- [Develop a professional workforce and the infrastructure to retain it](#); and
- [Employ mission critical systems and information technology](#).

- A. *Build Partnerships* - DRO will enter into a “partnering” campaign to enhance existing partnerships and create new ones. DRO relies heavily on the support it receives from many of its stakeholders and it is imperative that open and professional cooperation be maintained so that all parties realize positive benefits. Partnerships built on cooperation, and on-time information sharing and data base integration can expand and strengthen the effective management of both the detained and non-detained docket. DRO must maintain active partnerships with other law enforcement agencies and bar officials to ensure that individuals released into the community comply with court orders, appear for hearings, and depart or are removed from the country within specified timelines. DRO will also enter into a public affairs campaign to educate all its stakeholders on this plan and to garner support wherever it can. DRO will maintain a Program Description, for public release, that provides the reader an up-to-date and accurate description of the DRO mission and the procedures it practices to accomplish it.
- B. *Strategic Human Capital Management* - The “services” DRO offers can only be provided with human resources. Therefore, DRO will direct considerable energies to attracting and retaining a workforce that is professional and well trained, a workforce that does the right things and does them right. DRO seeks to maximize service-wide performance through the accomplishment of four objectives: 1) develop staffing models to meet program needs, 2) maintain peak

performance through continuous staff development, 3) provide an environment to retain these valuable human resources, and 4) maintain peak performance through continuous organizational analysis. DRO has begun, with the development of the Immigration Enforcement Agent, to create career development programs affording its officers and staff opportunities for career growth and advancement. In the coming year, DRO will conduct a review to identify disparities in staffing, structure and grades within and between all its facilities. In the year following completion of this review and coincident with the development of professional development and career programs, staffing models will be published to create consistency throughout the workforce. These staffing models will also facilitate accurate resource requirements planning.

- C. *Information Technology* – DRO will work with other HQ programs to develop and implement a comprehensive integrated information technology system that provides operational and managerial data and supports all levels of DRO activities. DRO is currently engaged in the development of a removals module that will be integrated into the existing ENFORCE system. The enhanced ENFORCE package will offer greater integration and support than the previous one. Information technology support will not stop at the development of operations databases and systems. DRO will continue to equip itself with office automation assets that follow the industry standards and afford the staff the capabilities to perform their daily routines in the most efficient ways possible.

## **General**

DRO's mission is critical to the sustained internal and interagency efforts to enforce the nation's immigration laws. Without

successful accomplishment of DRO's core function (removal), the efforts of other immigration enforcement programs have limited impact. For what purpose does it serve to apprehend illegal aliens if the only consequence to their apprehension is being released and never found again to be deported? Therefore, DRO's strategic plan, *Endgame*, will supplement and support the ICE enforcement strategy and will guide DRO through its role in the process. This chapter provides the strategies the program will undertake as it moves forward in building the capacity to remove all removable aliens and to complete the enforcement process.

**The key to sustained success is the development of a sound and logical planning process that will drive operations and ultimately resource requirements.**

Personnel from top to bottom must be well trained and retained; the leadership must be visionary; operations must be guided by standard policy, efficient procedures and logical planning; and the program must maintain the physical infrastructure (transportation, detention space, work environment) essential to carrying out the mission. Finally, such infrastructure must be supported with state-of-the-art information technology to facilitate effective and efficient management and operation.

In the near term, and beginning with the publication and distribution of this plan, DRO will enter into a cyclical planning process and develop a five-year business plan that will integrate resource requirements with operational demands. This planning process will challenge DRO staff to build its future and prepare to provide services for known and unknown demands. With this system in place, DRO will position itself and develop the flexibilities needed to refocus, redirect and reallocate resources to address and

conquer unforeseen challenges and contingencies.

### Strategic Challenges and Success Factors

#### Strategic Challenges

**Endgame outlines both short- and long-term strategies that, when implemented, will facilitate realization of its vision.**

Some strategies can and will be implemented immediately, while others will require time to plan and develop. In pursuit of accomplishing the mission professionally, efficiently and effectively, these strategies will address the many known and unknown challenges DRO faces and expects to face during the same time frame. Some of those strategic challenges have been identified as:

- The number of aliens to remove
- Limited resources (both human and fiscal)
- The education of stakeholders
- Political will
- Foreign governments
- Non-removable aliens
- An efficient and effective removal process
- The optimization of the detention system and its process at both national and local levels.

#### Key Success Factors

Key success factors address the issues raised by these challenges and guide further development of goals, objectives and

performance standards and measures. Efforts must be expended in these areas to address and overcome the strategic challenges and to accomplish the DRO mission. The key success factors are:

- Percent of removals related to final orders issued
- Timeliness of removal
- Increased identification and apprehension of absconders
- Expedient receipt of travel documents
- Minimized incident rates in removals
- Minimized error rates in removals
- Enough space to detain all “referrals”
- Safe and secure custody management and transportation through compliance with standards
- Minimized length of alien case processing through EOIR
- [Length of stay](#) in ICE detention
- Optimized cost effectiveness
- Reductions in recidivism and crime

#### Strategic Initiatives

DRO's ultimate goal is to develop the capacity to remove all removable aliens. This plan identifies several strategies the program will undertake and milestones it must accomplish to reach that goal. The program must implement and execute a series of strategies sequentially and simultaneously in order to achieve the following milestones:

- Reduce the absconder backlog.
- Reduce the backlog of other unexecuted final orders.

- Reduce the criminal alien population.
- Remove all removable aliens.

### **Strategies**

DRO will accomplish this mission through the execution of several strategies and key processes that can be grouped into five goal areas:

**DRO Goal One – Removals: Promote the integrity of the immigration removals process, deter immigration violations, and reduce recidivism through the implementation of cohesive enforcement strategies in conjunction with other programs facilitating the location, apprehension, processing of illegal aliens, and especially criminals, to ultimately effect appropriate action to include prosecution, detention and/or removal.**

Integral to making America more secure, the ICE removals program provides the final step in the immigration enforcement process. To accomplish this mission, DRO must be vigorous in its efforts to provide services commensurate with the demand from and efforts expended by other enforcement programs and agencies. DRO must increase its overall number of removals annually in order to thwart and deter continued growth in the illegal alien population and move toward a 100% rate of removal of all removable aliens. Therefore, to complete the enforcement process, the removals program must implement the following initiatives:

(1.1) Objective One: Promote public safety and combat immigration-related crimes by removing individuals, especially criminals and other threats to public safety, who are unlawfully present in the United States.

1.1.1: Expeditiously identify and remove all Final Order Removals.

1.1.2: Develop national policy and procedures to execute Fugitive Operations mission.

*National Fugitive Operations Program (NFOP) - The Absconder Apprehension Initiative (AAI) announced in the Deputy Attorney General's directive of January 25, 2002, indicated that there is a significant backlog of unexecuted final orders of removal. The NFOP will target this backlog by facilitating the apprehension and subsequent removal of those fugitives. The goal over the next ten years will be to eliminate this backlog and to ensure that our efforts in terms of apprehension and removal of fugitive cases equals the number of new cases falling into this category.*

1.1.3: Manage an enhanced Institutional Removal Program with other custodial agencies (e.g., state early release program for deportation) after completing an effective and proper transition from the Investigations program.

*Institutional Removal Program (IRP) Transition - The purpose of the IRP is to ensure that aliens convicted of crimes in the U.S. are deported directly from correctional institutions, precluding their release into the community. To improve the efficiency of the IRP, the mission will be transferred from the ICE Investigations Program to DRO. This transfer will result in more efficient processing and better continuity in case management. These efficiencies will permit more aliens to be processed while incarcerated, thereby reducing the potential demand for ICE detention space. Overall, improved effectiveness of the IRP will increase the public safety, reduce the potential for future crimes, and enhance the welfare of our society.*

*Criminal Alien Removals – IEA Reclassification - The transition of the IRP Program into DRO will include the transfer of approximately 301 Immigration Agent (IA) positions from Investigations and will combine them with the existing DRO [Detention Enforcement Officer](#) (DEO) force. These two positions will be merged into one Immigration Enforcement Agent (IEA) to make the duties and responsibilities of these officers more appropriate to the work that they must complete. Creation of the IEA will make this entry-level position a true foundation for an officer's career development. This will afford those who are interested the opportunity to apply for any of the senior officer positions and continue their career growth within ICE. It will also allow a more seamless transition, and ultimately successful management, of the IRP.*

1.1.4: Build partnerships with all stakeholders to facilitate the removal process.

(1.2) Objective Two: Support ICE efforts to deter illegal migration.

1.2.1: Build partnerships, and report on success as well as failures, with the DOJ and/or U.S. Attorney's Office to enforce an effective and deterrent prosecutorial program through the enforcement of existing INA statutes and sentencing and to expedite the removal process.

- Coordinate the development and implementation of fines and penalties to create deterrence to the violation of INA and U.S. immigration laws and proceedings.
- Establish and enforce a national prosecutorial program with respect to DRO-related offenses (e.g. re-entries after deportation).

- Propose legislation for "automatic sentencing" in all criminal conviction cases (federal and state) involving aliens present in the U.S. in violation of the INA; that will put the re-entry violator behind bars without the need for additional prosecution if removed originally as a result of a criminal conviction.

1.2.2: Acquire, deploy, and use current and future technologies such as retina, DNA, and/or fingerprint samplings to positively identify aliens currently and previously involved in the removal process.

**DRO Goal Two – Custody Management:**  
**Provide for the safe, secure, and humane confinement of persons detained in accordance with immigration law.**

Processes within the custody management function serve as critical tools to effect removals. Custody management methods and procedures are extremely visible and highly scrutinized, and must reflect and support changes in immigration enforcement policy. Immigration and removal policy over the years has generated a greater and more diverse population of aliens that need to be detained and removed. Therefore, detention strategies and resources must be enhanced along with other programs and initiatives to ensure they are properly supported and can be accomplished. In support of its vigorous removal strategies, DRO must implement the following initiatives to bolster detention operations to a successful level.

(2.1) Objective One: Provide safe, secure and humane detention facilities and methods. (Methods are defined, for example, as the nature and extent of the restraints depending on the characteristics of the detainee.)

2.1.1: Ensure facilities comply with recognized building and safety codes as well as national detention standards.



*Detention Standards – Quality Assurance/Compliance* - Through this initiative, ICE will continue to inspect Service Processing Centers (SPCs), contract facilities and jails, and place an on-site officer at larger contract and inter-governmental service agreement sites as a liaison to aid in addressing daily detainee issues. This initiative will also allow ICE to conduct three reviewer-training classes (50 per class) and establish a contract for assistance in conducting quality assurance reviews. ICE will also review SPC Emergency Plans, develop and implement a standard for Facility Emergency and Disturbance Control Plans, and amend, develop and implement Detention Standards as indicated by the quality assurance reviews.

*Detention Facility Staffing* - This initiative will improve the staff-to-workload ratio to enhance the rate of removals. It will also improve the ratio of DRO to contract officers to enable improved efficiency and security through increased flexibility in staff utilization.

*Chaplaincy* - In accordance with prescribed detention standards, DRO will place a chaplain in each of its Service Processing Centers (SPCs). This will ensure that detainees of different faiths are provided reasonable and equitable opportunities to pursue their respective religious practices.

*Health Care* - ICE will expand the health care delivery system to fit current and future needs in the most cost-effective way. This includes increasing the services currently provided by the Public Health Service (PHS). It also includes an overall upgrade of the Immigration Health Information System (IHIS), involving the creation of an electronic surveillance system for communicable diseases that will help to control costs and significantly increase administrative efficiency. This initiative will allow ICE to maintain appropriate staff levels to

*provide the health care needed by detainees. It will especially enhance the movement of detainees to the most optimal site based on their health conditions, and will clear them for removal more quickly.*

2.1.2: Ensure detainees are properly classified for risk and placed accordingly.

2.1.3: Ensure officers have the knowledge, skills and abilities needed to enforce compliance with detention standards and guidelines.

*(2.2) Objective Two:* Optimize detention space / system. (This objective will be accomplished in concert with other federal detention agencies as the DHS and other government entities are organized.)

2.2.1: Ensure sufficient and appropriate bed space is available based on detention category, characteristics and conditions of release.

2.2.2: Enhance partnerships with other federal detention agencies for better use of their resources to include facilities and training.

2.2.3: Develop a National Custody Management Plan promoting the effective utilization of available bed space and alternative detention settings.

*In response to its fiscal stakeholders, DRO will develop a national custody management plan to ensure that facility use is standard throughout the country and that bed space use is optimized for cost efficiency. Additionally, bed space use will be integrated with the optimization of transportation procedures in support of the overall removal effort. DRO's partnering program will be expanded to this arena to ensure that detention needs are satisfied where and when they are needed, in an appropriate and civil manner.*

*Released Alien Monitoring – Non-Detained Docket Management* - To create and implement cost-effective programs for custody and release that enable the ICE to better utilize its bed space, resources, and manpower while maintaining compliance with immigration law, DRO will expand its alternatives to detention program. This program currently includes non-traditional detention facilities such as halfway houses and family shelters. DRO will also pursue the deployment of an “intensive supervision program” for both criminal and non-criminal aliens. Findings of an accomplished pilot project reveal that there are effective options to “traditional” detention methods. Detention bed space made available by eligible detainees selected to participate in “alternatives to detention” will be back-filled with incoming detainees. Through this initiative, DRO expects to increase the rate of appearance by ten points each year until reaching 100 percent appearance.

2.2.4: Develop transportation and logistics systems to optimize the efficient use of bed space and support removal operations.

*National Fleet System* - A comprehensive National Transportation Plan will be developed to maximize use of DRO’s limited air and ground resources while ensuring efficiency. A National Strategy will consider all needs and propose a plan for coordinated ground and air movements on a nationwide basis, thus saving money and staff resources. The plan will also suggest methods and procedures to maintain a ready transportation fleet that is both safe and secure.

(2.3) Objective Three: Provide alternative detention settings and methods. (This objective will be accomplished in concert with other federal detention agencies as the

DHS and other government entities are reorganized.)

2.3.1: Develop and implement an effective monitoring program for aliens released on supervision, recognizance or bond using a variety of methods, including technology.

2.3.2: Explore options to establish, as appropriate, non-traditional detention settings for asylees and non-violent aliens.

*Soft Detention* - This initiative will provide softer but still safe, secure, and humane detention for adult asylum seekers and family groups. The ICE detained population has grown in both numbers and diversity in recent years and the method for detaining that population must also change. For example, under current conditions, family groups are often held in hotels because there are not adequate facilities available to house both adults and juveniles together. Also, many asylum-seekers would be more appropriately placed in a setting for non-criminals who pose very little risk of flight or danger to the community.

**DRO Goal Three – Non-Detained Docket:**  
**Provide effective control of persons released into the community during immigration proceedings or while awaiting removal.**

(3.1) Objective One: Ensure that released individuals comply with the conditions of their release.

3.1.1: Develop an effective non-detained case management program that:

1. Utilizes a variety of methods and available technology;
2. Implements uniform reporting procedures for all released aliens appropriate to their risk and released status;

3. Enforces the appropriate consequences for those in violation of the conditions of their release; and
4. Eliminates the backlog of unexecuted final orders of removal.

3.1.2: Explore options to establish, as appropriate, non-traditional detention settings such as halfway houses or work release centers for non-removable low risk criminal aliens.

*Alternatives to Detention - DRO's custody management will not be limited to routine detention. DRO will support several Attorney General mandates with alternatives to detention and alternative settings. DRO staff is working with other offices within the DOJ to develop methods to monitor and manage individuals who do not pose a threat to society and do not need to be detained. By releasing this type of individual, bed space is liberated for those individuals demanding controlled detention. These released (non-detained) individuals, however, must be managed to ensure their compliance with release guidelines.*

3.1.3: Enhance partnerships with local law enforcement agencies to develop, implement and maintain an integrated system to share information, intelligence and resources, and to coordinate enforcement actions.

(3.2) Objective Two: Enhance partnerships with EOIR and DOJ Counsel.

3.2.1: Coordinate with DOJ counsel and the courts to effect the expedient transfer of an individual to ICE custody after a decision of final order has been rendered.

3.2.2: Coordinate with area Immigration Counsel and especially EOIR to share real time information within DACS (EREM, ENFORCE) while the case is in proceedings.

**DRO Goal Four – Information Technology: Develop and implement a comprehensive integrated information technology system that provides operational and managerial data and supports all levels of DRO activities.**

(4.1) Objective One: Enhance existing data management systems.

4.1.1: Identify DRO Information Technology team to collaborate with IRM.

4.1.2: Assess current systems and then complete a requirements determination for the system.

4.1.3: Develop, if necessary, effective protocols for availability and use of existing systems to ensure timely and appropriate operational decisions.

4.1.4: Deploy a standard suite of automated tools allowing access to appropriate databases (i.e., NCIC, TECS, Choice Point, AutoTrack).

(4.2) Objective Two: Develop a fully automated and integrated case management system.

4.2.1: Assess current systems and then complete a requirements determination for the system.

4.2.2: Design and deploy an integrated case management system that includes PHS electronic medical records.

4.2.3: Coordinate with government and law enforcement agencies to design a uniform data base management system with standard methods of collection, submission and exchange of data.

(4.3) Objective Three: Develop fully automated management information systems.

4.3.1: Research the feasibility of using proven existing systems from other agencies and COTS to manage cases, the detention population and facilities (such as SENTRY used by BOP).

4.3.2: Resurrect and study the existing “detention management system” and “optimization plan”.

4.3.3: Develop and implement national custody management and transportation management information systems.

4.3.4: Develop the capability to conduct detailed financial analysis utilizing a documented business model with accurate cost data to support future budgetary planning, resource allocation, and cost optimization.

**(4.4): Objective Four:** Maximize the capability to collect and disseminate intelligence data and trends on a real-time basis to support ICE enforcement objectives.

4.4.1: Train staff in recognition and reporting of relevant information for analysis and use.

4.4.2: Develop and maintain work processes in removals, custody management, and non-detained docket management so that the intelligence function is part of the day-to-day routine.

4.4.3: Assure IT systems (e.g., EREM) design optimizes the performance of appropriate intelligence functions by DRO to meet the needs of ICE enforcement objectives.

4.4.4: Partner with the Intelligence program to ensure that DRO-generated intelligence is appropriately collected and disseminated.

4.4.5: Create an Intelligence Officer position within the DRO ranks (can be a liaison officer from Intel) that collects, evaluates and disseminates intelligence.

**DRO Goal Five – Human Capital Management:** Recruit, train, and retain adequate numbers of professionals to maximize service-wide performance.

**(5.1) Objective One:** Develop and implement a uniform staffing model to meet broad program needs.

5.1.1: Adapt the uniform staffing model to address specific local needs.

5.1.2: Develop and implement a variety of hiring and recruitment strategies.

5.1.3: Partner with Human Resources and related programs to identify and correct problems in hiring.

**(5.2) Objective Two:** Maintain peak performance through continuous staff development.

5.2.1: Conduct a skills inventory to identify and correct gaps between staff capabilities and organizational needs.

5.2.2: Assess currently available internal and external training and develop appropriate training, accreditation programs and career paths for all DRO staff and appropriate external entities.

5.2.3: Provide appropriate and recurring training in accordance with the training and accreditation program.

5.2.4: Provide appropriate reference resources, guidance, and recurring training to ensure field operatives and managers are aware of and compliant with internal policy, procedures, and standards.

5.2.5: Ensure that national, uniform, standard operating procedures are in place, and appropriately executed for all program policies.

**(5.3) Objective Three:** Provide an environment for the successful retention of DRO employees.

5.3.1: Conduct regular employee satisfaction surveys and exit interviews, and use other mechanisms to identify retention issues.

5.3.2: Coordinate with the Sustainment branch to implement retention initiatives such as family-friendly policies, retention benefits, and career paths.

(5.4) Objective Four: Maintain peak performance through continuous organizational analysis.

5.4.1: Develop a quality assurance program to ensure all DRO operations maintain the highest levels of productivity, professionalism and quality.

## **Execution**

### ***Effective***

This plan is effective upon receipt. The plan is not directive but provides the foundation for which DRO operations and budgets will be developed. The plan's strategies will be institutionalized in a five-year business plan to be developed. The five-year business plan will lay out the strategies and operational requirements the Program must set into motion or accomplish over the next five years. Each year performance measures will be more specifically addressed in the Annual Performance Plan. The "rubber meets the road" with targets for performance measures identified in annual Implementation Plans. The implementation plan will be the execution document for this strategic plan. Therefore, all operations and budget requests must support the goals, objectives and strategies identified in this plan.

### ***Plan Maintenance***

The Strategic Plan Working Group (SPWG) will retain responsibility for maintaining this document. The SPWG will meet routinely, no less than quarterly, to conduct performance reviews and assess the status of strategic initiatives. The SPWG will

recommend changes to individual strategies, performance measures, and this document, as appropriate, to reflect the political environment and operational requirements.

### ***Planning Cycle***

The planning cycle depicted on the following page will be integrated with Bureau and Department-wide schedules to build and submit the budget, submit performance reports, and develop a five-year business plan from which the Annual Performance Plans (APP) and Implementation Plans (IP) will be built.

Entering into and maintaining a consistent cycle is one of the most critical elements for successful execution of this plan. The APP will be developed in the first quarter of the fiscal year for the following fiscal year and will serve as the foundation for developing the budget. In the second quarter of the fiscal year, the budget will be built to support the operational requirements described in the APP. In the third quarter of the fiscal year, the SPWG will conduct a mid-year performance review and begin preparing the IP to be distributed in the fourth quarter for execution on the first day of the following fiscal year. These are only a few of the milestones that must be met annually to ensure proper execution of this plan.



Figure 4. DRO Planning Cycle





## **Glossary**

Alien: Any person not a citizen of the United States.

Absconder: An alien who has been ordered deported or removed whose whereabouts are unknown to DHS.

Administrative Removals: A means of processing a criminal alien for removal if the alien is not a lawful permanent resident, has been convicted of an aggravated felony, and is not eligible for any relief from removal. A DHS officer issues the final order.

Apprehension: The seizure, taking or arrest of a person on a criminal or administrative charge based on a violation of the immigration laws of the United States.

Border Patrol Agent: A customs and border protection officer who is tasked with detecting and apprehending aliens who violate the borders and immigration laws of the United States. Their primary area of operations is between the ports of entry and to a depth of 100 miles from the international boundaries of the United States.

Bureau of Prisons (BOP) Facilities: Federal prisons, camps, penitentiaries, institutions, or medical centers that detain or incarcerate individuals who have been charged or convicted and sentenced of federal crimes.

C4I: Command, Control, Communications, Computers, and Intelligence.

Contract Facilities: Privately owned or operated detention facilities that have been contracted by the ICE or the Bureau of Prisons of US Marshals for ICE use.

Criminal Alien: An illegal alien who is removable based on a criminal conviction in accordance with the Immigration and Nationality Act.

Core Business Function: That very important activity around which a large number of the agency's dollars, key resources, and people are organized to accomplish the agency's mission or a principal portion of the agency's mission.

Custody Management: The act, manner, or practice of managing, caring for, supervising, or controlling the temporary holding of individuals charged with federal crimes or pending immigration hearings and removal proceedings and all applicable resources necessary to complete this function. Such resources include, but are not limited to, staff, facilities, equipment and transportation (ground and air).

Deportable Alien: An alien in and admitted to the United States subject to any grounds of removal specified in the Immigration and Nationality Act. This includes any alien illegally in the U.S., regardless of whether the alien entered the country by fraud or misrepresentation or entered legally but subsequently violated the terms of his or her nonimmigrant classification or status.

Deportable Alien Control System (DACS): ICE database that tracks the movements of detained and non-detained aliens within the immigration hearing and removal process.

**Deportation:** The formal removal of an alien from the U.S. when the alien has been found removable for violating the immigration laws. An immigration judge orders deportation without any punishment being imposed or contemplated. Prior to April 1997, deportation and exclusion were separate removal procedures. The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 consolidated these procedures. After April 1, 1997, aliens in and admitted to the U.S. may be subject to removal based on deportability.

**Deportation Officer (DO):** An immigration and customs enforcement officer who enforces immigration laws within the interior of the United States. The DO is responsible for locating, apprehending, and removing illegal aliens after they have been issued a final order of removal, deportation, or exclusion.

**Detainers:** A legal tool allowing agencies to maintain custody of or ensure the continued detention of an alien for various authorized reasons.

**Detention:** The temporary holding of individuals charged with federal crimes or pending immigration hearings and removal proceedings.

**Detention and Removal Office (DRO):** The ICE division responsible for the detention and removal of illegal aliens.

**Detention Enforcement Officer (DEO):** An immigration and customs enforcement officer who primarily ensures the security, safety, and well being of aliens housed in detention facilities; this includes escort, transportation, facilities management, case management and consular activities.

**Docket Control:** The ICE mechanism for tracking the case or status of potentially removable aliens.

**Escort Policy:** A policy that significantly increased the numbers of aliens that DRO must escort aboard commercial vehicles and aircraft. This policy was promulgated as a result of the increasing numbers of criminals with whom DRO deals.

**Executive Office of Immigration Review:** Department of Justice agency responsible for administering fair immigration hearings and determining the consequences of such hearings.

**Expedited Removal:** The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 authorizes the DHS to quickly remove certain inadmissible aliens from the U.S. The authority covers aliens who are inadmissible because they have no entry documents or because they have used counterfeit, altered, or otherwise fraudulent or improper documents. The authority covers aliens who arrive in, attempt to enter, or have entered the U.S. without having been admitted or paroled by an immigration officer at a port-of-entry. The DHS has the authority to order the removal, and the alien is not referred to an immigration judge except under certain circumstances after an alien makes a claim to legal status in the U.S. or demonstrates a credible fear of persecution if returned to his or her home country.

**EOIR Removals:** Ordered as a result of the decision of an Immigration Judge. This type can include criminal and non-criminal. Together with Expedited Removals, these account for the majority of removals.

Federal Financial Management System: An integrated, on-line, and real-time financial management system that is certified and approved for use by federal agencies.

Final Order of Deportation or Removal: The order of the Immigration Judge, the Board of Immigration Appeals (BIA) or other such Administrative Officer to whom the Attorney General has delegated the responsibility for determining whether an alien is removable, concluding that the alien is deportable, removable or excludable or ordering removal.

Fugitive: An alien who has failed to depart the United States or report to a DHS officer after receiving a legal order to do so, or any alien wanted by the DHS for a violation of status, order or law. This includes aliens who have violated an order of supervision, failed to appear for a hearing, or one who has reentered the United States after having been previously removed. An absconder is also a subset of this definition as an alien who has an unexecuted final order of removal and whose whereabouts are unknown.

Fugitive Operations Plan: See National Fugitive Operations Plan.

Goal: A broadly-worded, forward-looking statement that describes a future-state-reflecting accomplishment of a substantial portion of the agency's mission.

Identify: Identification of the case(s) and alien(s) requiring a direct enforcement response or action by D&R staff (e.g., the identification of absconders, aliens who have violated the terms of their conditions of release, etc.)

Immigration Enforcement Agent: An entry-level officer corps position created by combining the immigration enforcement authorities held by Detention Enforcement Officers and Immigration Agents.

Immigration Judge: An attorney appointed by the Attorney General to act as an administrative judge within the Executive Office for Immigration Review. They are qualified to conduct specified classes of proceedings, including removal proceedings.

Immigration Inspector: An immigration officer who determines who is eligible for admission into the U.S. at all ports of entry.

Incarceration: Long-term confinement of individuals convicted of and sentenced for federal crimes.

Institutional Removal Program: The IRP is a cooperative effort between ICE, the Executive Office of Immigration Review (EIOR), and federal, state and local correctional agencies to identify, process and remove criminal aliens while they are still incarcerated. Upon completion of their prison sentences, aliens who have been found removable through the IRP are taken into ICE custody and expeditiously removed.

Intergovernmental Service Agreements (IGSA): Agreements between governmental agencies to support or provide requested services.

Judicial Removals: Ordered as part of the criminal conviction of an alien in a federal district court. The order to remove is handed down by the federal judge as part of the sentence.



Justice Prisoner and Alien Transportation System (JPATS): System of air transportation networks and vehicles available to federal law enforcement agencies, most notably DRO and the U.S. Marshals Service, for the movement of federal prisoners and detained aliens.

Key Process: A process has inputs of people, dollars, and other resources that are organized into a series of steps that produce an output. Key processes are those most critical processes that deliver the organization's principal service(s).

Core Business Function	Key Process
Custody Management	Locate/identify and obtain adequate detention space (traditional & non-traditional)
	Manage/monitor the detention population
	Manage/monitor detention space
	Community/external relations
	Internal integrity (internal audits/reviews)
	Transportation
Removal	Identify removable aliens
	Locate removable aliens
	Apprehend removable aliens
	Process removable aliens
	Remove removable aliens

Locate: Actions taken to determine the whereabouts of alien(s) for the purpose of apprehension, questioning, or other appropriate responses.

Length of Stay: The number of days in ICE detention. An alien's length of stay in detention is the difference between the date of initial book-in to detention and the date of final release.

National Fugitive Operations Plan: The objective of the NFOP is to eliminate the fugitive population as well as the growth into the same. To accomplish this, DRO will deploy fugitive operations teams sufficient in number to identify, locate and apprehend all aliens currently categorized as immigration fugitives.

Objective: A fairly specific and future-oriented description of accomplishment of a significant portion of the Goal. Accomplishment of all the Objectives in aggregate would represent substantial accomplishment of the Goal.

Partners: Those individuals inside or outside the agency who play a supportive role in achieving the objectives of the agency's core business functions and key processes.

Post Order Custody Review: A process precipitated by legislation mandating detention of certain aliens unless they can show that they are neither a danger to the community nor a flight risk. Under this process, DRO officers review the cases and backgrounds of these aliens, and decisions to release or continue detention are made. The process is very similar to parole review in the criminal justice system.

**Prisoner Transfer Treaties:** Several countries have entered into prisoner transfer treaties with the United States. Under these treaties, the United States may transfer certain prisoners to their home countries to complete the sentences they are serving. The DOJ Office of Enforcement Operations coordinates all treaties concerning the execution of penal sentences.

**Process:** Management of an alien's case from identification through removal. Will include updating the alien's records in appropriate ICE enforcement databases, determination of appropriate enforcement action, and preparation/request of necessary documentation to initiate enforcement action. Would also include detention (including alternative detention settings) pending removal or if appropriate, release (with or without conditions)

**Re-Instatement of Final Orders:** Prior orders of removal are re-instated when it is determined that an alien has illegally reentered the U.S. after being removed or having departed voluntarily under an alternate order of removal. If an alien returns to the U.S. and is placed in ICE custody, the final order may be re-activated and the alien removed with relative speed.

**Removal:** The formal enforcement of the departure of an alien from the United States pursuant to a violation of immigration law.

**Service Processing Centers:** DRO owned and operated detention facilities.

**Stakeholder:** An individual, group of individuals, or another organization other than the customer or recipient of the agency's services who has a high interest in the *what, why, where, when, who*, and *how* of the agency's services, products, and/or activities.

**Strategy:** The specific approaches or actions expressed in "outcome language" that are planned to accomplish part of the Objective.

**Strategic Challenges:** Key threats or opportunities – internal and external – most closely related to the agency's future success in executing its mission and/or to its very survival.

**Success Factors:** Those qualities or characteristics of the service, product, or activity of the agency that are most closely associated with the agency's success in the minds of key stakeholders and in the minds of the key recipients of the agency's services/products.

**Student Exchange and Visitor Program:** Student Exchange and Visitor Program (SEVP) provides tracking, monitoring, and access to accurate and current information on non-immigrant students (F and M visa) and exchange visitors (J visa). SEVP enables schools and program sponsors to transmit electronic information and event notifications via the Internet to the Department of Homeland Security and the Department of State throughout a student or exchange visitor's stay in the United States.

**Temporary Protective Status:** Authority granted to the Attorney General to specify certain nationalities that should temporarily be allowed to remain in the United States due to natural or political problems in their home countries.

**US-VISIT:** Foreign visitors arriving at U.S. international airports and seaports will have their travel documents scanned and their photo and a fingerprint taken. This information will be checked against lists of those who should be denied entry for reasons such as terrorist connections, criminal violations, or past visa violations.

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**Bureau of Immigration and Customs Enforcement**  
Office of Detention and Removal

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Voluntary Return/Departure: The departure of an alien from the U.S. without an order of removal. The departure may or may not have been preceded by a hearing before an immigration judge. An alien allowed to voluntarily depart concedes removability but does not have a bar to seeking admission at a port-of-entry at any time. Failure to depart within the time granted results in a fine and a ten-year bar to several forms of relief from deportation.

Withdrawal: An arriving alien's voluntary retraction of an application for admission to the U.S. in lieu of a removal hearing before an immigration judge or an expedited removal. Withdrawals are not included in nonimmigrant admission data.

Acronym	Identification
ABA	American Bar Association
ACA	American Correctional Association
ADDD	Assistant District Director Detention and Removal
A-File	Alien File – the physical paper file
AILA	American Immigration Lawyers Association
BIA	Board of Immigration Appeal
BOP	Bureau of Prisons
BOR	Border Patrol
BP	Border Patrol
BTS	Border and Transportation Security
CAIS	Criminal Alien Investigations System
CBO	Community Based Organizations
CBP	Customs and Border Protection
CDF	Contract Detention Facility
CIA	Central Intelligence Agency
CIS	Customs and Immigration Service
COTS	Commercial Off the Shelf
D&R	Detention and Removal
DACS	Deportable Alien Control System
DC	Docket Clerk
DDO	Detention & Deportation Officer
DEO	Detention Enforcement Officer
DHS	Department of Homeland Security
DO	Deportation Officer
DOJ	Department of Justice
DOS	Department of State
ENFORCE	ENFORCE Case Tracking System
EOIR	Executive Office for Immigration Review
EREM	ENFORCE Removal Module
FBI	Federal Bureau of Investigation

Acronym	Identification
FTA	Failure to Appear
FY	Fiscal Year
GPRA	Government Performance and Results Act
HQDRO	Headquarters, Detention and Removal Operations
IBIS	Interagency Border Inspection System
ICE	Immigration and Customs Enforcement
IDENT	Automated Biometrics Identification System
IGSA	Inter-Governmental Service Agreement
IIRIRA	Illegal Immigration Reform and Immigrant Responsibility Act
ILAPR	Identify, Locate, Apprehend, Process, Remove
INA	Immigration and Nationality Act
INS	Immigration and Naturalization Service
JPATS	Justice Prisoner and Alien Transportation System
LESC	Law Enforcement Support Center
MOU	Memorandums of Understanding
NCIC	FBI's National Crime Information Center
NGO	Non-Governmental Organization
NTA	Notice to Appear
OIA	Office of Internal Affairs
OIC	Officer in Charge
OIRM	Office of Information Resources Management
OR	Order of Recognizance
OS	Order of Supervision
PIO	Public Information Officer
PHS	Public Health Service
POCR	Post Order Custody Review
POE	Port of Entry
SDDO	Supervisory Detention and Deportation Officer
SDEO	Supervisory Detention Enforcement Officer
SDO	Supervisory Deportation Officer
SENTRY	BOP's national on-line automated information system
<a href="#">SEVP</a>	Student Exchange and Visitor Program
SIR	Significant Incident Report
TPS	Temporary Protective Status
USMS	United States Marshals Service
<a href="#">US-VISIT</a>	Visitor and Immigrant Status Indicator Technology
VD	Voluntary Departure

**REFERENCES:**

- a) National Strategy for Homeland Security, 2002
- b) Immigration and Customs Enforcement Strategic Goals, (DRAFT) 2003
- c) DRO Program Description, 2002.
- d) The Government Performance and Results Act, 1993.
- e) A National Security Strategy for a New Century, 1999.

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