



# Intensive Supervision Appearance Program

Fiscal Years 2017, 2018, 2019, and 2020

*April 11, 2022*

Fiscal Year 2020 Report to Congress



**Homeland  
Security**

*U.S. Immigration and Customs Enforcement*

# Message from the Acting Director

April 11, 2022

I am pleased to present the following report, “Intensive Supervision Appearance Program,” which has been prepared by U.S. Immigration and Customs Enforcement (ICE).



This report was compiled pursuant to direction in:

- House Report 114-668, which accompanies the Fiscal Year (FY) 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31);
- The Joint Explanatory Statement and House Report 115-239, which accompany the FY 2018 DHS Appropriations Act (P.L. 115-141);
- The Joint Explanatory Statement and Senate Report 115-283, which accompany the FY 2019 DHS Appropriations Act (P.L. 116-6); and
- The Joint Explanatory Statement, House Report 116-180, and Senate Report 116-125, all of which accompany the FY 2020 DHS Appropriations Act (P.L. 116-93).

Pursuant to congressional guidelines, this report is being provided to the following Members of Congress:

The Honorable Lucille Roybal-Allard  
Chairwoman, House Appropriations Subcommittee on Homeland Security

The Honorable Chuck Fleischmann  
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Chris Murphy  
Chair, Senate Appropriations Subcommittee on Homeland Security

The Honorable Shelley Moore Capito  
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

Inquiries related to this report may be directed to the ICE Office of Congressional Relations at (202) 732-4200.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Tae D. Johnson', with a long, sweeping horizontal line extending to the right.

Tae D. Johnson  
Acting Director  
U.S. Immigration and Customs Enforcement

# Executive Summary

This report provides an overview of the ICE Enforcement and Removal Operations (ERO) Intensive Supervision Appearance Program (ISAP).

In this report, the number of participants in ISAP and compliance with hearing attendance is provided for FY 2015, FY 2016, FY 2017, FY 2018, FY 2019, and FY 2020. This report assesses the categories of monitoring (telephonic, global positioning system, and SmartLINK) according to the type of enrollee (adult/family unit). Finally, this report summarizes the former Family Case Management Program.

ICE has approximately 3.7 million cases assigned to the nondetained docket<sup>1</sup> as of the end of FY 2021. However, with only 5,300 ERO officers across 25 field offices, ICE's ability to monitor closely the majority of cases on its nondetained docket, including the agency's ability to provide robust case management for this segment of the population, is extremely limited.

ISAP uses case management and technology to monitor a proportionally small segment of individuals and family heads of household assigned to the nondetained docket (less than three percent of the nondetained docket is enrolled in alternatives to detention.) This program allows contracted case managers to notify ICE of any significant developments in an individual's case, including when individuals fail to appear for their scheduled court hearings or other appointment as required by their conditions of release.

Prior to enrollment in the program, ICE officers review and consider an individual's criminal, immigration, and supervision history; family and/or community ties; status as a caregiver or provider; and humanitarian or medical considerations, among other factors. ICE officers continually review each individual case, assigning different levels of technology when appropriate, throughout a participant's involvement with ISAP.

ISAP is not classified as detention; it is release with enhanced supervision. ICE does not have the resources to monitor all nondetained cases and cannot always execute or confirm removals for those not in custody.

Given that ICE detains only a small segment of all individuals who are in removal proceedings, ISAP can be useful in tracking specific cases, and in providing more contact and support than less comprehensive forms of monitoring or reporting requirements. ISAP is designed to help mitigate flight risk by providing ICE officers with up-to-date case statuses and collection of information to assist with locating individuals or families should they abscond.

On average, ISAP participants spend between 14 and 18 months enrolled in the program before they are removed or terminated from the program. While some noncitizen participants may be terminated because of individual facts that make it inappropriate to continue prolonged case

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<sup>1</sup> ICE's nondetained docket encompasses all noncitizens who were released from ICE custody with final orders of removal as well as noncitizens who have been released and are waiting removal proceedings before an immigration court hearing.

management and monitoring, in most instances this may be because of the limited number of ICE officers available to oversee this docket. However, the average immigration court case processing time for those assigned to the nondetained docket can extend to more than 5 years, which means the vast majority of participants are not in the program throughout their immigration proceedings.

Although the immediate data show that a majority of participants comply with requirements during the 14 to 18 months in which they are enrolled (e.g., attending scheduled hearings, office visits, submission of travel documents), this small snapshot of the removal process is not fully representative of ISAP's potential effectiveness. ICE will continue to have challenges with reporting on the program's effectiveness unless the agency receives sufficient resources to keep individuals enrolled in ISAP through resolution of their immigration cases, as appropriate, or the average immigration case processing time decreases.



# Intensive Supervision Appearance Program Fiscal Years 2017, 2018, 2019, and 2020

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# I. Legislative Language

This report was compiled in response to direction in House Report 114-668, which accompanies the Fiscal Year (FY) 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31); the Joint Explanatory Statement and House Report 115-239, which accompany the FY 2018 DHS Appropriations Act (P.L. 115-141); the Joint Explanatory Statement and Senate Report 115-283, which accompany the FY 2019 DHS Appropriations Act (P.L. 116-6); and the Joint Explanatory Statement, House Report 116-180, and Senate Report 116-125, all of which accompany the FY 2020 DHS Appropriations Act (P.L. 116-93).

House Report 114-668 states:

The Committee supports the use of effective alternatives to detention for appropriate detainee populations. However, the lack of timely data on participant compliance with release conditions impedes the Committee's ability to assess the effectiveness of the program and make recommendations on continuing or expanding the program. Therefore, ICE is directed to provide the Committee a statistical analysis for each type of alien supervision (electronic, GPS, and family case management) and category of enrollee (single adult/head of a family unit) to determine the effectiveness of the program with regards to compliance and removal and to better understand what characteristics uniquely support removal outcomes. The results must be reported to the Committee not later than July 1st and December 1st of each year. ICE shall also provide projected removal numbers for the post-removal order population for each type of supervision and actual numbers for the six month period just completed. The first report will serve as the benchmark for future reports.

The Joint Explanatory Statement accompanying the FY 2018 DHS Appropriations Act (P.L. 115-141) states:

ICE shall continue to provide performance reports to the Committees on the ATD program, as described in House Report 114-668.

House Report 115-239 states:

The Committee supports the use of effective alternatives to detention for appropriate detainee populations but remains concerned with the lack of timely data on participant compliance with release conditions. This lack of data denies the Committee the ability to accurately assess the effectiveness of the program when considering the prioritization of limited resources. ICE is directed to continue to provide performance reports to the Committee on the ATD program, as described in House Report 114-668.

The Joint Explanatory Statement accompanying the FY 2019 DHS Appropriations Act (P.L. 116-6) states:

ICE is directed to continue to provide performance reports to the Committees on the ATD program, as described in House Report 114–668. The analysis should also include ATD enrollment by field office, type of supervision, and arresting agency, as well as the average length of enrollment by type of supervision. In addition, the report shall include ICE guidance for referral, placement, escalation, and de-escalation decisions in ATD programs.

Senate Report 115-283 states:

Within 60 days of the date of enactment of this act, the Secretary shall submit a report to the Committee providing analysis of each active program within the last 5 years under the Alternatives to Detention account. This report shall include compliance with court appearances, immigration appointments, and removal orders, cost per individual served, response times to requests for legal counsel, family contact, and medical treatment (including mental health services).

The Joint Explanatory Statement accompanying the FY 2020 DHS Appropriations Act (P.L. 116-93) states:

Alternatives to Detention (ATD).—For the report required in the Senate Report regarding an analysis of each active ATD program within the last five years, the Secretary shall also submit this report to GAO for review.

Senate Report 116-125 states:

Within 60 days of the date of enactment of this act, the Secretary shall submit a report to the Committee providing analysis of each active program within the last 5 years under the ATD account. This report shall include compliance with court appearances, immigration appointments, and removal orders; cost per individual served; and response times to requests for legal counsel, family contact, and medical treatment, including mental health services.

House Report 116-180 states:

The recommendation includes an additional \$64,000,000 over fiscal year 2019 to continue to grow the ATD program, of which \$20,000,000 is for the Family Case Management Program (FCMP). ICE is directed to continue to provide performance reports to the Committee on the ATD program, as described in House Report 116-9.

## II. Background

### A. Intensive Supervision Appearance Program

U.S. Immigration and Customs Enforcement’s (ICE) Alternatives to Detention (ATD) program began in 2004 through the agency’s Intensive Supervision Appearance Program (ISAP) I contract.<sup>2</sup> ATD - ISAP IV, which began in 2020, utilizes modern technology and case management with the goal of more closely monitoring a small segment of cases assigned to the nondetained docket. As of the end of FY 2020, approximately 3.2 million individuals were assigned to the ICE Enforcement and Removal Operations (ERO) non-detained docket with approximately 62 percent of cases pending before the immigration courts. Of these, as of September 30, 2020, approximately 85,000<sup>3</sup> are enrolled in ATD, or less than three percent of the total nondetained population. The remaining 97 percent of the nondetained population is not subject to enhanced supervision.

There are varying degrees of supervision and monitoring options available in the ATD - ISAP IV program. On a case-by-case basis, local ICE ERO Deportation Officers determine the type and manner of monitoring appropriate for each participant, including the specific type of technology—global positioning system (GPS) tracking devices (ankle monitors), telephonic reporting (TR), or SmartLINK (a smartphone application)—and case management, which includes varying frequency of office or home visits. ICE may adjust the level of supervision required as the level of compliance either increases or decreases. Several factors are considered when reviewing an individual’s case to determine if he or she will be enrolled or will remain enrolled in the ATD program. Some examples are an individual’s criminal and immigration history, supervision history, family and/or community ties, status as a caregiver or provider, and other humanitarian or medical considerations.

#### Total Participation

Forms of Supervision	FY 2015 Participants Served	FY 2016 Participants Served	FY 2017 Participants Served
<b>TR</b>	30,402	42,353	65,421
Single Adult	22,542	24,451	31,576
Adult Family Unit (FAMU)	7,860	17,902	33,845
<b>GPS</b>	18,443	39,953	40,301
Single Adult	9,797	21,833	16,652
Adult FAMU	8,646	18,120	23,649
<b>SmartLINK</b>	0	0	0
Single Adult	0	0	0

<sup>2</sup> Adults (those 18 years of age and older) may be eligible for ATD participation if they are not subject to mandatory detention and are in removal proceedings.

<sup>3</sup> As of 9/30/2020, approximately 85,415 active participants were enrolled in ATD. The figure provided on page 4 is rounded down.



Adult FAMU	0	0	0
<b>Overall Total</b>	<b>48,845</b>	<b>82,306</b>	<b>105,722</b>

<b>Forms of Supervision</b>	<b>FY 2018 Participants Served</b>	<b>FY 2019 Participants Served</b>	<b>FY 2020 Participants Served</b>
<b>TR</b>	66,780	62,261	43,438
Single Adult	32,059	27,678	19,498
Adult FAMU	34,721	34,583	23,940
<b>GPS</b>	67,424	96,207	48,550
Single Adult	24,137	24,623	17,377
Adult FAMU	43,287	71,584	31,173
<b>SmartLINK</b>	4,878	21,084	28,824
Single Adult	2,261	8,757	12,670
Adult FAMU	2,617	12,327	16,154
<b>Overall Total</b>	<b>139,082</b>	<b>179,552</b>	<b>120,812</b>

- Participation reflected throughout this data report reflects the total number of participants who were served during the given time period. If an individual was enrolled multiple times during the given time period, he or she was counted for each enrollment.

During FY 2020, participation in SmartLINK became a much larger factor in ATD, making up 23.9 percent of participants served during that year. This is up from the 11.7 percent of participants served on SmartLINK in FY 2019. Since its first implementation in FY 2018, SmartLINK has lowered the costs of the ATD program by making up a larger share of the participant population each year.

### Compliance with Court Appearances

ICE’s ATD – ISAP helps to facilitate compliance with appearing for scheduled hearings with the Executive Office for Immigration Review (EOIR) and those hearings that result in a final decision. Please note that because individuals often are removed from ATD enrollment in advance of their final hearings, the number of “final hearings attended” listed in the table below is a subset of the total hearings attended.<sup>4</sup>

ATD Program Type	FY 2015			FY 2016			FY 2017		
	Total Hearings Attended	Final Hearings Attended	Failed to Attend	Total Hearings Attended	Final Hearings Attended	Failed to Attend	Total Hearings Attended	Final Hearings Attended	Failed to Attend
Single Adult	14,796	1,430	120	23,551	1,311	99	27,721	1,819	153
Adult FAMU	10,907	579	98	29,484	1,347	164	34,961	1,970	205
<b>Total</b>	<b>25,703</b>	<b>2,009</b>	<b>218</b>	<b>53,035</b>	<b>2,658</b>	<b>263</b>	<b>62,682</b>	<b>3,789</b>	<b>358</b>

<sup>4</sup> ATD-ISAP only assists with compliance for those who are assigned to the program. ATD-ISAP does not actively monitor continued participant compliance with immigration obligations following termination from the program.

ATD Program Type	FY 2018			FY 2019			FY 2020		
	Total Hearings Attended	Final Hearings Attended	Failed to Attend	Total Hearings Attended	Final Hearings Attended	Failed to Attend	Total Hearings Attended	Final Hearings Attended	Failed to Attend
Single Adult	24,525	2,637	113	34,166	3,476	191	19,648	2,374	91
Adult FAMU	25,678	2,298	225	49,905	3,886	644	32,497	4,088	570
<b>Total</b>	<b>50,203</b>	<b>4,935</b>	<b>338</b>	<b>84,071</b>	<b>7,362</b>	<b>835</b>	<b>52,145</b>	<b>6,462</b>	<b>661</b>

## Compliance with ICE requirements

The vast majority of ATD participants from FY 2015 through FY 2020 were compliant with the requirements of the program. The success rate for single adults at the time the ATD was terminated ranged from 72.7 percent to 88.9 percent.<sup>5</sup> The success rate for family heads of household ranged from 53.4 percent to 73.3 percent. Overall, from FY 2015-2020, single adults had a higher success rate than family heads of household.

In FY 2015, a total of 16,291 individuals were terminated from the ATD program; of that population, a total of 13,840 (85 percent) terminations were considered “favorable” or “neutral” and the result of a noncitizen no longer being required to participate (e.g., noncitizen was deported or noncitizen obtained relief), while a total of 2,451 (15 percent) terminations were considered “negative” and the result of a noncitizen absconding or violating the terms of the program.

In FY 2016, a total of 21,380 individuals were terminated from the ATD program; of that population, a total of 16,649 (77.9 percent) terminations were considered “favorable” or “neutral” and the result of a noncitizen no longer being required to participate (e.g., noncitizen was deported or noncitizen obtained relief), while a total of 4,731 (22.1 percent) terminations were considered “negative” and the result of a noncitizen absconding or violating the terms of the program.

In FY 2017, a total of 36,184 individuals were terminated from the ATD program; of that population, a total of 27,915 (77.1 percent) terminations were considered “favorable” or “neutral,” while a total of 8,269 (22.9 percent) terminations were considered “negative.” A total of 20,131 adult heads of a family household were terminated from the ATD program; of that population, a total of 5,373 (26.7 percent) were considered “negative.” A total of 16,053 single adults were terminated from the ATD program; of that population, a total of 2,896 (18 percent) were considered “negative.”

In FY 2018, a total of 50,225 individuals were terminated from the ATD program; of that population, a total of 37,353 (74.4 percent) terminations were considered “favorable” or “neutral,” while a total of 12,872 (25.6 percent) terminations were considered “negative.” A total of 30,322 FAMU individuals were terminated from the ATD program; of that population, a total of 9,084 (30.0 percent) were considered “negative.” A total of 19,903 single adults were

<sup>5</sup> **Success Rate:** Of those terminated from the program, the percent of individuals who were compliant with ATD terms and conditions at the time of termination.

**Failure Rate:** Of those terminated from the program, the percent of individuals who were not compliant with ATD terms and conditions at the time of termination.

terminated from the ATD program; of that population, a total of 3,788 (19.0 percent) were considered “negative.”

In FY 2019, a total of 83,186 individuals were terminated from the ATD program; of that population, a total of 60,577 (72.8 percent) terminations were considered “favorable” or “neutral,” while a total of 22,609 (27.2 percent) terminations were considered “negative.” A total of 58,652 FAMU individuals were terminated from the ATD program; of that population, a total of 18,009 (30.7 percent) were considered “negative.” A total of 24,534 single adults were terminated from the ATD program; of that population, a total of 4,600 (18.7 percent) were considered “negative.”

In FY 2020, a total of 35,442 individuals were terminated from the ATD program; of that population, a total of 21,163 (59.7 percent) terminations were considered “favorable” or “neutral,” while a total of 14,279 (40.3 percent) terminations were considered “negative.” A total of 23,851 FAMU individuals were terminated from the ATD program; of that population, a total of 11,116 (46.6 percent) were considered “negative.” A total of 11,591 single adults were terminated from the ATD program; of that population, a total of 3,163 (27.3 percent) were considered “negative.”

ATD Program Type	FY 2015		FY 2016		FY 2017	
	Success Rate	Failure Rate	Success Rate	Failure Rate	Success Rate	Failure Rate
Single Adult	88.9%	11.1%	85.8%	14.2%	82.0%	18.0%
Adult FAMU	71.6%	28.4%	65.7%	34.3%	73.3%	26.7%
Overall ATD-ISAP III	85.0%	15.0%	77.9%	22.1%	77.1%	22.9%

ATD Program Type	FY 2018		FY 2019		FY 2020	
	Success Rate	Failure Rate	Success Rate	Failure Rate	Success Rate	Failure Rate
Single Adult	81.0%	19.0%	81.3%	18.7%	72.7%	27.3%
Adult FAMU	70.0%	30.0%	69.3%	30.7%	53.4%	46.6%
Overall ATD-ISAP IV	74.4%	25.6%	72.8%	27.2%	59.7%	40.3%

### Reasons for Termination from ATD – ISAP IV

A person may be terminated from the ATD program either for positive/neutral reasons or for negative reasons. Favorable reasons include a grant of relief or benefit, verified departure from the United States, and departure from the United States while in proceedings. Neutral outcomes include arrest of the participant by ICE for removal, pending verification of the participant’s departure from the United States, arrest of the participant by another law enforcement agency, and the U.S. Government determining that continued ATD participation is no longer required or appropriate.

Terminations considered negative are those resulting from an individual absconding from the program or a determination of overall noncompliance with the terms of the program. Examples of absconding include a participant cutting off a GPS unit, failure to return calls, ignoring contact

attempts, and inability to be located by the U.S. Government. Examples of overall noncompliance include a participant violating the terms of supervision and not complying with release conditions (e.g., missing office visits). While absconders may be intentionally evasive, others may be noncompliant for reasons such as confusion about obligations to appear at both immigration court and ICE check-ins, or challenges working with ATD technology. In addition, while a participant may not have absconded and may not have remained responsive to contact attempts, the U.S. Government may have determined that escalation of requirements or detention was not appropriate because the individual is considered nonremovable and, as a result, continued assignment to the ATD program would result in a misdirection of resources.

The tables below represents the technology assigned at the time of the termination from the program and the reason for the termination. Each year, the vast majority of terminations were for positive or neutral reasons:

	FY 2015			FY 2016			FY 2017		
Terminations	GPS	TR	Total	GPS	TR	Total	GPS	TR	Total
<b><i>Positive/Neutral</i></b>	<b>5,274</b>	<b>8,566</b>	<b>13,840</b>	<b>10,613</b>	<b>6,036</b>	<b>16,649</b>	<b>14,880</b>	<b>13,035</b>	<b>27,915</b>
<i>Negative</i>									
Pre-Order <sup>6</sup> Absconder	447	771	1,218	1,859	886	2,745	2,960	1,678	4,638
Post-Order Absconder <sup>7</sup>	331	442	773	731	717	1,448	1,200	1,214	2,414
Pre-Order Violator <sup>8</sup>	126	243	369	231	157	388	381	433	814
Post-Order Violator	20	71	91	62	88	150	134	269	403
<b><i>Total Negative</i></b>	<b>924</b>	<b>1,527</b>	<b>2,451</b>	<b>2,883</b>	<b>1,848</b>	<b>4,731</b>	<b>4,675</b>	<b>3,594</b>	<b>8,269</b>
<b>Total Terminations</b>	<b>6,198</b>	<b>10,093</b>	<b>16,291</b>	<b>13,496</b>	<b>7,884</b>	<b>21,380</b>	<b>19,555</b>	<b>16,629</b>	<b>36,184</b>

<sup>6</sup> Pre-order and post-order refer to whether or not a noncitizen participant has a final order of removal issued by an Immigration Judge. A pre-order participant has not received a final order of removal while a post-order participant has and does not have any actions pending with the Board of Immigration Appeals.

<sup>7</sup> For purposes of ATD – ISAP, an absconder is a noncitizen participant assigned to the program, but when ERO or the contractor has attempted to communicate with and/or locate the participant, he or she cannot be found and it appears that the participant has taken steps to avoid location. An example would be a noncitizen participant who missed a check-in, is nonresponsive to contact attempts, and no longer resides at his or her last known address.

<sup>8</sup> For purposes of termination codes, a program violator is a noncitizen participant who ERO has determined is not compliant with release conditions or the requirements of ATD – ISAP but whom ERO is able to locate (he or she has not attempted to abscond and/or is not a fugitive). ERO made a discretion decision not to continue to assign resources to providing case management support and technological monitoring. An example would be of a noncitizen participant who is not charging his or her GPS units or who is failing to attend scheduled office visits; ERO is able to locate the participant, but he or she may have a terminal health condition where detention or further ATD – ISAP participant is inappropriate and unwarranted.

Terminations	FY 2018				FY 2019				FY 2020			
	GPS	TR	Smart LINK	Total	GPS	TR	Smart LINK	Total	GPS	TR	Smart LINK	Total
<i>Positive/Neutral</i>	19,555	17,169	629	37,353	39,950	18,108	4748	62,806	11,172	6,898	3,093	21,163
<i>Negative</i>												
Pre-Order Absconder	6,747	1,704	66	8,517	11,181	1,585	598	13,364	4,385	1,411	1,043	6,839
Post-Order Absconder	1,614	1,320	30	2,964	3,975	1,252	226	5,453	3,078	1,337	470	4,885
Pre-Order Violator	401	531	13	945	600	359	115	1,074	1,095	650	355	2,100
Post-Order Violator	88	357	1	446	212	258	19	489	249	157	49	455
<i>Total Negative</i>	8,850	3,912	110	12,872	15,968	3,454	958	20,380	8,807	3,555	1,917	14,279
<b>Total Terminations</b>	<b>28,405</b>	<b>21,081</b>	<b>739</b>	<b>50,225</b>	<b>55,918</b>	<b>21,562</b>	<b>5,706</b>	<b>83,186</b>	<b>19,979</b>	<b>10,453</b>	<b>5,010</b>	<b>35,442</b>

### Removals through ATD ISAP IV

An ATD removal is counted for any individual who was enrolled at least 1 day on ATD in the same fiscal year in which the removal occurred. Over the past 6 fiscal years, ATD removals cumulatively have totaled 13,782 individuals. This removals figure does not include the removals of other members of an FAMU apart from the head of household on ATD.

ATD Program Type	Number of Removals					
	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
Single Adult	1,278	1,247	1,752	2,118	1,710	1,110
Adult FAMU	130	327	678	796	1,415	1,221
<b>Overall ATD-ISAP III</b>	<b>1,408</b>	<b>1,574</b>	<b>2,430</b>	<b>2,914</b>	<b>3,125</b>	<b>2,331</b>

## B. Family Case Management Program Summary

On January 21, 2016, ICE ERO launched the Family Case Management Program (FCMP), a pilot ISAP initiative that relied exclusively on case management, as opposed to a combination of case management and electronic monitoring, to encourage compliance with immigration obligations. The FCMP served recently arriving noncitizen families and operated in five regions: Baltimore/Washington, Los Angeles, New York City/Newark, Miami, and Chicago.

ICE terminated the FCMP on June 20, 2017, and invested FCMP resources into pre-existing programs, allowing more individuals to participate in ISAP. The FCMP was comparatively expensive, with an overall program cost of \$6.1 million in FY 2015<sup>9</sup>, \$4 million in FY 2016, and \$7.4 million in FY 2017, prior to its discontinuation, for a total cost of \$17.5 million.

In FY 2016, the FCMP served 547 participants, and in FY 2017, this increased to 908 participants. Overall, a total of 610 hearings were attended, 67 of which were final hearings. During the program's operation, all but one hearing was attended.<sup>10</sup>

<b>Fiscal Year</b>	<b>Total Hearings Attended</b>	<b>Final Hearings Attended</b>
2016	184	17
2017	426	50
<b>Total</b>	<b>610</b>	<b>67</b>

Although the FCMP is no longer in operation, ICE incorporated many FCMP case management principles into the standard ISAP through Extended Case Management Services (ECMS). ECMS, which was incorporated into the existing ISAP contract, mirrors services that were available under FCMP, in more cities, and at a fraction of the cost. In creating ECMS, ICE incorporated almost all of the FCMP principles at a significantly lower cost.

ECMS is designed for participants who have significant challenges and would benefit from more intensive case management support from more touchpoints than are traditionally provided. ICE identified specific needs for the mental health and wellbeing of many participants that were not offered previously within the traditional ATD program. To assist ATD participants better with meeting immigration obligations, ICE worked with its contract partner, who identified and subcontracted services to nongovernmental organizations and community-based organizations, to provide those services. Some of the offerings available include, but are not limited, to human trafficking screening, group education, individual trauma-informed therapy, family therapy, individual rehabilitation, child abuse and prevention education, parenting education, repatriation support services, and supplemental services evaluations.

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<sup>9</sup> FCMP started on September 17, 2015, with a 120-day ramp-up. It officially started taking participants on the program on January 21, 2016. It ended June 20, 2017.

<sup>10</sup> Final hearings are a subset of total hearings.

### III. Conclusion

Given the cost associated with detention, congressionally mandated funding limitations, and other limitations imposed by courts, ICE is only able to detain a fraction of those with cases pending before the immigration courts. Moreover, if detention is not legally required or otherwise necessary to ensure public safety or to mitigate flight risk, ATD provides additional resources to improve noncitizens' compliance with immigration court obligations and the execution of removal orders.

ISAP is a compliance tool that can help to mitigate some risk of absconding for segments of the nondetained population. A large number of participants comply with requirements while enrolled in ISAP; however, because so few hearings are scheduled during the time that an individual is assigned to ISAP, there is little possibility of reaching a final disposition during the term of enrollment.

To determine ISAP's effectiveness for full lifecycle cases, ICE is exploring the use of a significant portion of the program resources to place a smaller number of individuals on ISAP throughout their immigration process. ICE also is working with EOIR to expedite the hearings of ISAP participants at select locations. Until this occurs, ICE will continue to have challenges with reporting on ISAP's effectiveness.



## Appendix: Abbreviations

<b>Abbreviation</b>	<b>Definition</b>
ATD	Alternatives to Detention
DHS	Department of Homeland Security
ECMS	Enhanced Case Management Services
EOIR	Executive Office for Immigration Review
ERO	Enforcement and Removal Operations
FAMU	Family Unit
FCMP	Family Case Management Program
FY	Fiscal Year
GPS	Global Positioning System
ICE	U.S. Immigration and Customs Enforcement
ISAP	Intensive Supervision Appearance Program
TR	Telephonic Reporting