

**FREDERICK COUNTY, MARYLAND
Frederick County Sheriff's Office 287(g) Agreement
Analysis of Incremental Costs**

**For the period July 1, 2014 through September 30, 2019
Report #20-2**

**FREDERICK COUNTY, MARYLAND
FREDERICK COUNTY SHERIFF'S OFFICE 287(g) AGREEMENT
ANALYSIS OF INCREMENTAL COSTS
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OVERALL SCOPE OF ANALYSIS

We conducted our analysis complying with chapters 3, 4, and 5 *Government Auditing Standards* (Revision 2018), issued by the Comptroller General of the United States. These standards provide a framework for ethical principles, independence, professional judgment, competence, continuing professional education, the system of quality control, and external peer review.

The objective of this analysis is to gain an understanding of the 287(g) agreement within the Frederick County Sheriff's Office (FCSO) Detention Center (Detention Center) sufficient to determine and report the incremental costs incurred by the county in connection with the 287(g) agreement along with any associated incremental cost recoveries or reimbursements for the fiscal years 2015 through 2019 and the three months ended September 30, 2019.

Understanding the Agreements between FCSO and ICE

FCSO participates in two U.S. Immigration and Customs Enforcement (ICE) agreements.

1. Intergovernmental Service Agreement (IGSA)
2. 287(g) Agreement – Jail Enforcement Model

Both agreements are exclusive to detention center activities. Neither agreement extends to patrolling activities or other functional areas within FCSO.

The IGSA agreement was subject to review by the Interagency Internal Audit Authority (IIAA) in June 2018. The report is publicly available on its website (frederickcountymd.gov/1194/Audit-Reports, 2020, February 8). The scope of this report does not consider activities under the IGSA agreement. This report's scope is limited to the activities under 287(g) – Jail Enforcement Model agreement.

The objective of this analysis is to identify incremental costs associated with Detention Center's participation in the 287(g) agreement. For this analysis, incremental costs are additional expenditures incurred, which Detention Center management may have avoided if the Detention Center was not participating in the 287(g) agreement. Certain assumptions were needed to assign expenditures to the 287(g) agreement. We detailed those assumptions in the specific cost section of this report.

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ILLEGAL IMMIGRATION REFORM AND IMMIGRATION RESPONSIBILITY ACT OF 1996 OVERVIEW

The Illegal Immigration Reform and Immigration Responsibility Act of 1996 (IIRIRA) added section 287(g) to the Immigration and Nationality Act. This provision of the law allowed U.S. Immigration and Customs Enforcement (ICE) to enter into agreements with local law enforcement agencies to permit designated officers to perform limited immigration law enforcement functions.

The Federal government codified Section 287(g) of IIRIRA into the 8 U.S. Code, Section 1357. We provided the code below.

Federal Law Citation

8 U.S. Code § 1357

(g) Performance of immigration officer functions by State officers and employees

(1) Notwithstanding section 1342 of title 31, the Attorney General may enter into a written agreement with a State, or any political subdivision of a State, pursuant to which an officer or employee of the State or subdivision, who is determined by the Attorney General to be qualified to perform a function of an immigration officer in relation to the investigation, apprehension, or detention of aliens in the United States (including the transportation of such aliens across State lines to detention centers), may carry out such function at the expense of the State or political subdivision and to the extent consistent with State and local law.

(2) An agreement under this subsection shall require that an officer or employee of a State or political subdivision of a State performing a function under the agreement shall have knowledge of, and adhere to, Federal law relating to the function, and shall contain a written certification that the officers or employees performing the function under the agreement have received adequate training regarding the enforcement of relevant Federal immigration laws.

(3) In performing a function under this subsection, an officer or employee of a State or political subdivision of a State shall be subject to the direction and supervision of the Attorney General.

(4) In performing a function under this subsection, an officer or employee of a State or political subdivision of a State may use Federal property or facilities, as provided in a written agreement between the Attorney General and the State or subdivision.

(5) With respect to each officer or employee of a State or political subdivision who is authorized to perform a function under this subsection, the specific powers and duties that may be, or are required to be, exercised or performed by the individual, the duration of the authority of the individual, and the position of the agency of the Attorney General who is required to supervise and direct the individual, shall be set forth in a written agreement between the Attorney General and the State or political subdivision.

(6) The Attorney General may not accept a service under this subsection if the service will be used to displace any Federal employee.

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(7) Except as provided in paragraph (8), an officer or employee of a State or political subdivision of a State performing functions under this subsection shall not be treated as a Federal employee for any purpose other than for purposes of chapter 81 of title 5 (relating to compensation for injury) and sections 2671 through 2680 of title 28 (relating to tort claims).

(8) An officer or employee of a State or political subdivision of a State acting under color of authority under this subsection, or any agreement entered into under this subsection, shall be considered to be acting under color of Federal authority for purposes of determining the liability, and immunity from suit, of the officer or employee in a civil action brought under Federal or State law.

(9) Nothing in this subsection shall be construed to require any State or political subdivision of a State to enter into an agreement with the Attorney General under this subsection.

(10) Nothing in this subsection shall be construed to require an agreement under this subsection in order for any officer or employee of a State or political subdivision of a State—

(A) to communicate with the Attorney General regarding the immigration status of any individual, including reporting knowledge that a particular alien is not lawfully present in the United States; or

(B) otherwise to cooperate with the Attorney General in the identification, apprehension, detention, or removal of aliens not lawfully present in the United States.

Written Agreement

ICE and participating law enforcement agencies sign a Memorandum of Agreement (MOA). ICE makes public the signed MOA on their website (ice.gov/287g, 2020, February 8). The agreement between Frederick County Sheriff's Office and ICE executed August 3, 2016, is posted on ICE's website for public access. An addendum to the agreement was executed on May 14, 2019, which extends the agreement through June 30, 2020. A subsequent Memorandum of Agreement was executed on June 9, 2020 which was not enforceable at the time of our procedures and not discussed in this report.

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MEMORANDUM OF AGREEMENT

FCSO and ICE executed a Memorandum of Agreement (MOA) on August 3, 2016. The MOA describes the functions Detention Center personnel are authorized to perform as immigration officers, the duration of this authority, supervisory requirements, and program information and data that the Detention Center is required to collect as part of the agreement. We provided a summary of the key provisions below and the entire agreement in an addendum for further analysis.

- FCSO nominates candidates for ICE training based on stated criteria.
- A FCSO candidate must complete the Immigration Authority Delegation Program (IADP) training and pass an exam. ICE provides the training and exam.
- Participating FCSO personnel are required to complete refresher training, Immigration Authority Delegation Refresher Program (IADRP), every two years.
- After the IADP training, ICE considers the FCSO personnel certified under the MOA and provides credentials. FCSO personnel are required to carry these credentials when performing immigration officer functions.
- ICE maintains certification status and records.
- FCSO is responsible for personnel expenses (e.g., salaries, benefits, local transportation, etc.)
- FCSO will cover the costs of travel, housing, and per diem affiliated with the training. ICE may reimburse travel, housing, and per diem expenses.
- ICE provides the trainers and training materials and pays for their salaries and benefits.
- ICE is responsible for the purchase, installation, and maintenance of the necessary technology at the FCSO detention center.
- FCSO is responsible for cabling, power upgrades, and communication lines.
- FCSO is responsible for all administrative supplies and security equipment (e.g., handcuffs, leg restraints, flexi cuffs, etc.)
- FCSO provides an office for the ICE supervisor.
- ICE treats FCSO personnel as Federal employees for worker's compensation and Federal Tort Claims Act.
- Participating FCSO personnel are to comply with all Federal civil rights laws, regulations, and guidance related to non-discrimination.

Training Provided at No Cost to FCSO

As noted above, ICE provides the training and exams at no cost. ICE holds the training at the Federal Law Enforcement Training Center (FLETC), located in Charleston, South Carolina. During our review period, ICE has provided housing and meals at the FLETC for the duration of the training sessions.

Recoveries or Reimbursements

While the agreement indicates ICE may reimburse travel, training, and per diem expenses, we did not identify any expense reimbursements or cost recoveries associated with the 287(g) agreement.

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DETENTION CENTER ACTIVITIES RELATED TO 287(g) AGREEMENT

The two activities performed by detention center officers for the 287(g) agreement are processing suspects and attending training to earn and maintain their certification under the agreement.

Processing Suspects (Booking)

Officers process suspects arrested by various local law enforcement agencies in Frederick County (the County). FCSO arrests approximately 22% of the 287(g) detainees, and other local law enforcement agencies arrest the remaining 78%. The booking process involves recording facts about the arrest, charges against the suspect, and identification of the suspect. Suspects are fingerprinted and photographed.

If the suspect is determined to be foreign-born, an ICE certified officer will check the DHS/ICE/PIA-015 Enforcement Integrated Database (ICE database). If the suspect is determined to have legal status, the certified officer processes the suspect under the County charges only. If the suspect is determined to have illegal status, the ICE supervisor, a Federal employee, is contacted for a decision on issuing an immigration detainer. Based on the charges, the suspect is either detained in the Detention Center or taken into ICE's custody. If the Detention Center detained the suspect, the suspect would be detained under the IGSA agreement after serving their time for the County. The IGSA agreement reimburses the County for detaining the suspect. The Detention Center detains suspects with lower charges against them. Under the agreement, the Detention Center must complete the booking process within 48 hours after the officer filed a complaint or allegation.

The table below provides the Detention Center's statistics for processing suspects under 287(g) agreement:

	Calendar year				
	2015	2016	2017	2018	2019
Total suspects processed	4,132	3,916	3,922	3,957	4,063
Total foreign born suspects processed under 287(g) agreement	377	329	312	238	214
Detainers lodged through 287(g) agreement	44	66	100	88	68
Percent of suspects processed under 287(g) agreement	9.1%	8.4%	8.0%	6.0%	5.3%
Percent of suspects detained under 287(g) agreement	1.1%	1.7%	2.5%	2.2%	1.7%

Additionally, during the booking process, the ICE database is updated by the ICE certified correction officer if the information is missing or needs to be updated.

The computers used to run the ICE database are purchased, installed, and owned by ICE.

The certified officers use the booking area for all suspects processed. The Detention Center has an area designated for 287(g) processing; however, management has not dedicated the area. This space is used for other purposes if needed.

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Training

The Detention Center had 19 officers certified under the 287(g) agreement as of September 30, 2019. Based on the FY 2020 budget, the Detention Center budgeted full-time equivalents is 126. During the review period, ICE certified 13 officers, and 8 certified officers ceased participation under the agreement (4 officers left employment, 4 officers received promotions or reassignments). These certified officers are the only officers allowed to access the ICE database and process suspects under this agreement. To obtain the necessary certification, the certified officer needs to attend initial training. To maintain the certification, they must attend a refresher training every two years.

Initial Training

During the review period, 13 officers took the initial training and passed the exam. The initial training, Immigration Authority Delegation Program (IADP), is four weeks and covers the MOA, immigration laws, use of the ICE database, and multi-cultural communication. ICE conducts training at the FLETC. After the training and receiving a passing score on the exam, ICE certifies the officer and issues credentials.

The Detention Center allows two management members (Major and Sergeant) to attend the graduation ceremony. As a result, the hotel and travel costs associated with their attendance is paid for by the Detention Center.

Refresher Training

Every two years, 287(g) certified officers must return to the FLETC, and complete Immigration Authority Delegation Refresher Training Program (IADRP). The refresher training is one week in duration. During the review period, 19 certified officers attended the refresher training. Ten certified officers participated in the training more than once during the review period. In total, certified officers attended 21 weeks of training during the review period.

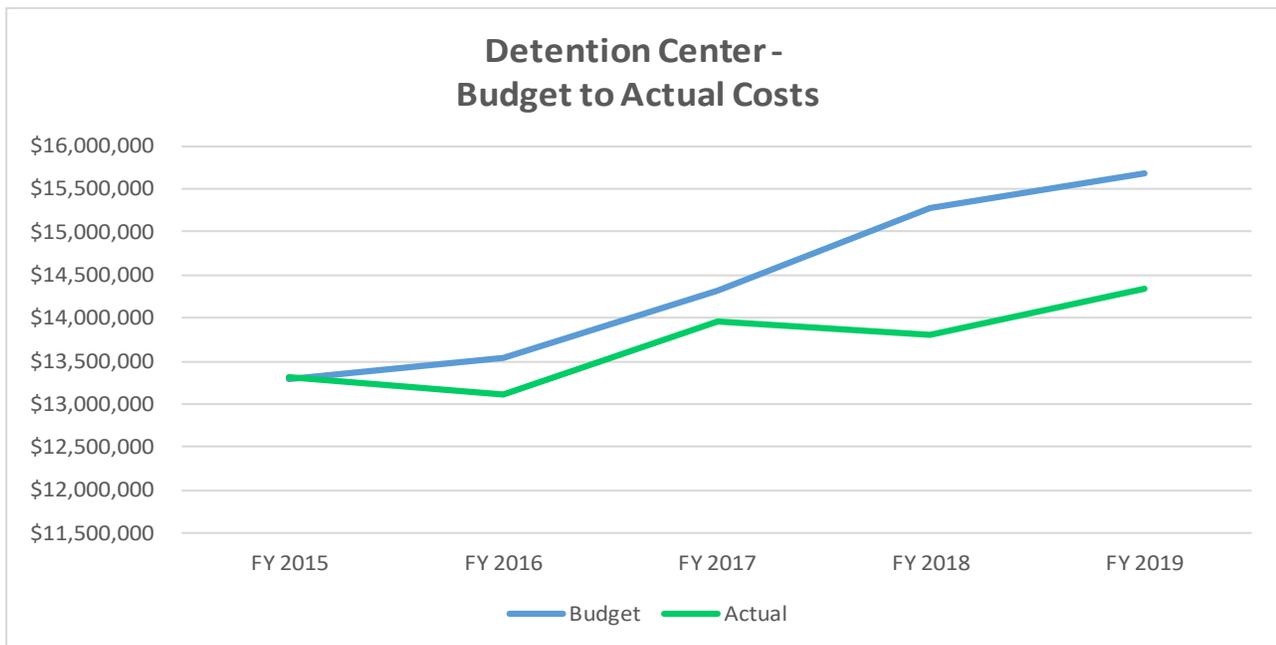
Housing and meals are provided free of charge by ICE at the FLETC; despite the fact, the MOA states the Detention Center will cover the cost of the certified officer's travel, housing, and per diem affiliated with the training. The FLETC is a repurposed Navy base, and the barracks are sleeping rooms available for use by individuals attending the training. Detention Center management instructs the certified officers to utilize free sleeping rooms and meals. Management does not reimburse certified officers for housing and meals if they chose to stay in alternative accommodations.

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DETENTION CENTER BUDGET OVERVIEW

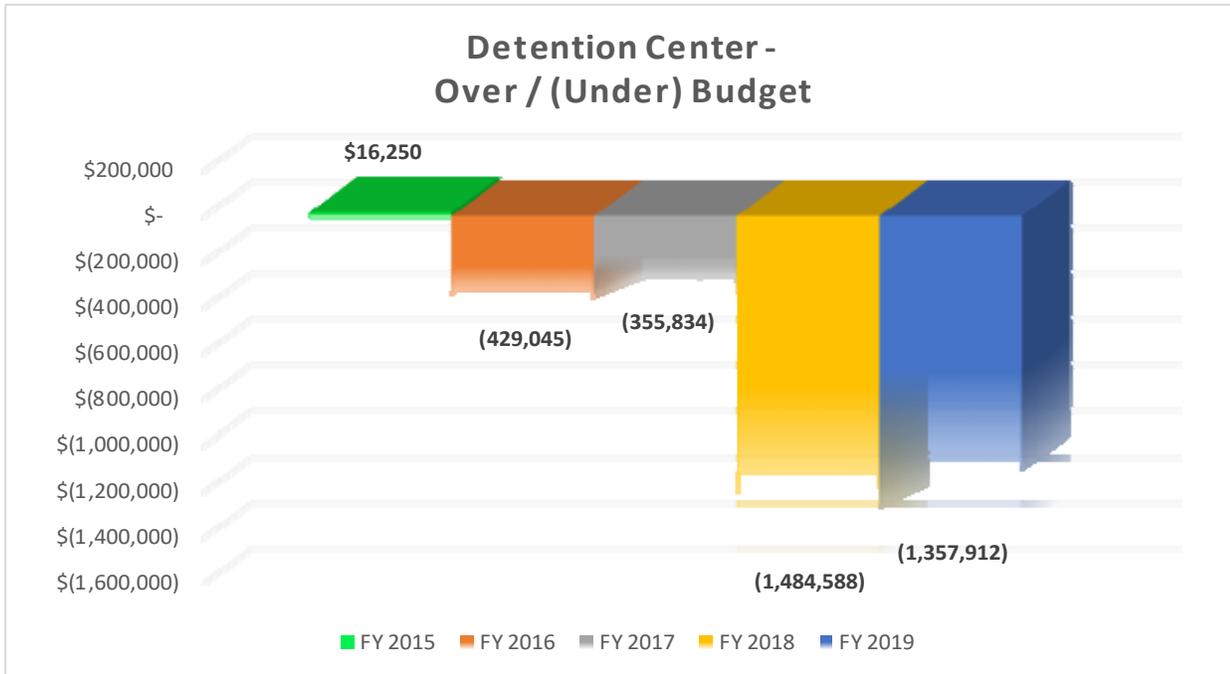
For the period July 1, 2014 through June 30, 2019, the budget for the Detention Center increased 18.0%, while actual costs increased 7.7% during the same period. Refer to Chart 1 for the five-year trend. The Detention Center has been under budget for fiscal years 2016 through 2019. Refer to Chart 2 for the five-year trend.

CHART 1 – Budget to Actual Costs



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CHART 2 – Over / (Under) Budget



For the period July 1, 2014 through June 30, 2019, variances in actual expenditures are as follows:

- Salaries and wages have increased by 8.0%;
- Overtime expenditures have decreased by 6.1%;
- Fringe benefits have increased by 7.0%
- Maintenance and fuel expenditures have decreased by 2.4%;
- Travel, training, and mileage expenditures have decreased by 6.5%;
- Office supplies, postage, and printing expenditures decreased by 9.4%;
- Custodial and laundry supplies have decreased by 39.7%;
- Uniform expenditures have increased by 36.6%
- Firearms and ammunition expenditures have increased by 55.2%;
- Food, kitchen supplies & linens have decreased by 2.7%

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OVERALL APPROACH

Our procedures to obtain an understanding of the 287(g) agreement within the Detention Center included reading the signed Memorandum of Agreement, FCSO policies and procedures, and information published by ICE. Additionally, we interviewed Detention Center employees and other County employees. The County provided read access to County's general ledger system. We were able to review supporting documentation for amounts recorded in the general ledger. The general ledger contains a record of each financial transaction that takes place within the government. The County's management uses the general ledger to prepare financial reports, schedules, and statements. An external firm performs procedures to test the completeness of the general ledger as part of the annual financial audit.

We reviewed the specific costs recorded in the general ledger for the Detention Center. We included a schedule of Detention Center actual expenditures as an addendum to this report. Additionally, for each category, we searched for incremental costs associated with the 287(g) agreement. Our procedures are below.

INCREMENTAL COST REIMBURSEMENT AND COST RECOVERIES

We did not identify any expense reimbursement or cost recoveries received by the County from ICE under the 287(g) agreement.

SPECIFIC COSTS OF THE DETENTION CENTER

Below are the expenditure categories associated with the Frederick County Sheriff's Office – Detention Center for the period July 1, 2014 through September 30, 2019, as well as our procedures over each expenditure category and incremental costs, if applicable associated with the category.

Salaries and Wages

Salaries and wages represent base employee pay, minus overtime. Per inquiry with Detention Center management, management and employment agreements guarantee all officers 80 hours in a 14-day pay period regardless of location or assignment (i.e., Detention Center, onsite training, etc.). We reviewed the scheduling process, the policies around the minimum number of officers per shift, and current staffing levels. The certified officer completes the activities associated with the 287(g) agreement during a standard shift, and the activities are ancillary to the certified officer's job duties. Additionally, we noted management does not dedicate officers to the 287(g) agreement activities. Therefore, we concluded there would be no incremental costs within salaries and wages.

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Overtime

Officers receive overtime for any hours worked above an 80-hour workweek. Per discussion with Detention Center management, ICE provides the training schedule approximately a year ahead of time. Detention Center schedulers create the staffing schedule at least six months ahead of time; therefore, they build ICE training into the Detention Center's schedule. The schedulers are ensuring they meet minimum staffing requirements for each shift. Once the Detention Center commits to ICE training, they do not cancel the training if schedules change due to other factors. After the scheduler completes the schedule, there are instances, for example, officers requesting vacation time, sick time, FMLA, etc., that could create a shift to fall below the minimum number of officers and could result in overtime.

We obtained the schedules for those certified officers that attended ICE training during the period July 1, 2016 through September 30, 2019. Detention Center management could not locate schedules for training attended in fiscal years 2015 and 2016; therefore, we could not determine incremental costs associated with overtime and fringe benefits for initial trainings and the refresher trainings for those fiscal years.

To determine incremental costs of the 287(g) agreement related to overtime, we modeled two scenarios when analyzing the schedules as follows:

Scenario One: This scenario reflects the method used by Detention Center management during the scheduling process. Since the schedule is created six months in advance with ICE training built into the schedule. We assumed the overtime incurred related to other items, such as vacation time, sick time, FMLA, etc. that occurred after the schedulers created the schedule. If the shift was still below minimums after taking into account non-training factors, overtime was the result of ICE training. Under this scenario for overtime, incremental costs associated with the 287(g) agreement are \$12,932 for both initial certification and refresher courses, which is approximately \$3,979 per year.

Scenario Two: This scenario assumes ICE training is the primary reason the Detention Center incurred overtime. Overtime is due to a certified officer attending ICE training for those shifts the Detention Center was under the minimum number of staffing by at least one officer without regard to other reasons such as vacation time, sick time, FMLA, etc. Under this scenario for overtime, incremental costs associated with the 287(g) agreement are \$50,446 for both initial certification and refresher courses, which is approximately \$15,522 per year.

Fringe Benefits

This category includes benefits provided to officers, such as social security/medicare taxes, health and dental insurance, retirement, and other post-employment benefit contributions as well as workers' compensation claims and unemployment compensation costs. We noted all costs incurred within the fringe benefits category are not incremental except for social security and medicare taxes on overtime. Incremental costs associated with overtime would include the employer's share of social security and medicare taxes, which total 7.65% of gross wages. Therefore, based on the dollar amount of incremental costs associated with overtime in scenario one above of \$12,932, \$989 of social security and medicare taxes would have been incremental costs, which is approximately \$304 per year. Based on the dollar amount of incremental costs associated with overtime – scenario two above of \$50,446, \$3,859 of social security and medicare taxes would have been incremental costs, which is approximately \$1,187 per year.

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Professional Services

Professional services consist of costs associated with credit reporting, medical costs of detainees, and language interpreters. Per inquiry with Detention Center management, ICE has a dedicated service with interpreters and translators for use by 287(g) certified officers. This service is 100% funded by ICE. The Detention Center also has interpreters and translators for those inmates that are not part of the 287(g) agreement. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

Accreditation

The Detention Center holds accreditations through several organizations, such as the Maryland Commission on Correctional Standards and National Commission on Correctional Health Care. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs in this category.

Maintenance and Fuel

This category represents costs associated with the maintenance of Detention Center vehicles and fuel. Per inquiry with Detention Center management, certified officers attending ICE training can elect to drive a County issued car or drive their personal vehicle to the training. The Detention Center does not keep track of this information. Any mileage reimbursed by the County for the use of a personal vehicle would be covered below under the "travel, training and staff mileage" category.

Because the Detention Center does not keep records on the use of County-owned vehicles, we assumed certified officers attending ICE training used a County-owned vehicle for all training sessions. To determine the incremental costs, we gathered the total number of training sessions attended and mileage between the Detention Center and FLETC. Based on calculated total mileage, we used the applicable Internal Revenue Service (IRS) federal mileage reimbursement rate¹ for the year in which the trainings occurred to determine incremental costs. We determined incremental costs totaling \$20,645 were associated with the use of County-owned vehicles for ICE training, which is approximately \$3,932 per year.

Insurance

This category represents liability insurance for each classification of employment within the Detention Center and costs associated with litigation in the fiscal year 2015. In the fiscal year 2016, the County moved all associated expenditures to the County Risk Management department. We reviewed the general ledger expenditure detail for the period July 1, 2014 through June 30, 2015. We did not note any incremental costs in this category.

¹ The federal mileage reimbursement rate provided by the IRS takes into account auto insurance premiums, gas prices, maintenance costs, depreciation, and other costs that go into operating a vehicle.

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Phone

This category consists of monthly charges for landline and cell phones. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement.

Office Supplies, Postage and Printing

This category includes supplies, such as pens, paper, etc. as well as postage and copier charges. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs in this category identifiable to the 287(g) agreement. It is plausible certified officers use supplies, such as pens and paper, when performing duties under the 287(g) agreement; however, these types of specific costs are not traceable to the agreement and were considered to be nominal.

Advertising

This category consists of advertising for job openings and testing for candidates. Per inquiry with Detention Center management, the Detention Center does not hire officers specifically for the 287(g) agreement. For certified officers, the officer performs 287(g) agreement activities and other non-agreement duties during any given shift. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

Travel, Training and Staff Mileage

This category includes expenditures associated with officers attending work-related training, the costs related to travel to those training sessions, and reimbursements for staff mileage incurred for the personal use of cars on work-related business. Types of training include the academy, leadership, emergency response team, gang, firearms, active shooter, and 287(g), among others. We inquired with Detention Center management, who confirmed that the costs of 287(g) agreement training, as well as housing and meals, are covered by ICE. However, for each initial certification of officers, two officers typically will attend their graduation at the end of the four-week training, incurring hotel and transportation costs only. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. During this review, we noted \$1,185 in incremental costs, which is approximately \$226 per year for travel associated with the 287(g) agreement, mainly associated with officers' attendance at ICE graduation. We addressed the transportation costs for the officers attending ICE graduation under maintenance and fuel.

Dues and subscriptions

This category mainly consists of dues for professional organizations, such as the Maryland Criminal Justice Association. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

Custodial and Laundry Supplies

This category consists of janitorial type supplies, such as trash bags, laundry detergent, cleaning supplies, etc. for the Detention Center. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

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Uniforms

This category includes items such as uniforms, safety vests, shoes, badges, and a uniform cleaning allowance. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

Firearms and Ammunition

This category consists of expenditures associated with the purchase of firearms and ammunition. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

Computer Software and Security Hardware

Computer software and security hardware mainly consist of items such as safety and tactical gear, hardware such as the security doors and computer monitors, and computer software. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

Food and Kitchen Supplies

This category consists of food for Detention Center inmates and supplies used to prepare the food. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We noted \$368 in reimbursements for meals for an officer to attend a 287(g) graduation in July 2015 charged to the food account.

Additionally, we noted the Detention Center could provide meals to suspects that are processed and detained under 287(g) agreement until they are released, picked up by ICE, or transferred to the IGSA program. The Detention Center does not track these meals provided to those detainees. Per inquiry with Detention Center management, most people are either picked up the same day or within 24 hours. Therefore, to determine the costs of meals for 287(g) agreement detainees, we assumed that the average detainee would receive 3 meals for one day. The cost of 3 meals per day ranged from \$5.85 in FY 2015 to \$6.33 in FY 2018. Detention Center management has not determined the costs of meals per day for FY 2019 and FY 2020; therefore, we assumed an average increase of 3% for FY 2019 and FY 2020 based on the average percent increase for fiscal years 2015-2018. Based on the number of detainees each fiscal year and the cost of meals per day, we determined incremental costs for meals to be \$2,538, which is approximately \$484 per year.

Capital Equipment - Nonbuilding

This category included several items, such as security installations and purchase of a dishwasher. We reviewed the general ledger expenditure detail for the period July 1, 2014 through September 30, 2019. We did not note any incremental costs specific to the 287(g) agreement in this category.

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CONCLUSION

In summary, for the period July 1, 2014 through September 30, 2019, we noted incremental costs associated with the Frederick County Sheriff's Office 287(g) agreement related to training, which included overtime and related fringe benefits, fuel for the use of County-owned vehicles, and costs of meals and hotels not reimbursed or provided by ICE. Additionally, we noted incremental costs associated with meals provided to detainees. There were no incremental cost recoveries noted during the period July 1, 2014 through September 30, 2019.

As stated under the overtime category in the "Specific Costs of the Detention Center" above, we used two scenarios for determining the incremental costs related to overtime. Therefore, the total incremental costs of the 287(g) agreement range from \$38,657 under Scenario One to \$79,041 under Scenario Two, details below:

Scenario One – Overtime Based on FSCO's Scheduling Process

Category	Type of Expense	Amount	Average
Overtime	Overtime	\$ 12,932	\$ 3,979
Fringe benefits	FICA associated with overtime	989	304
Maintenance and fuel	Use of County owned vehicles	20,645	3,932
Travel, training and staff mileage	Hotels and meals for training	1,185	226
Food and kitchen supplies	Meals for detainees and training	2,906	554
Total incremental costs		38,657	8,995
Less: incremental cost recoveries		-	-
Net incremental costs		\$ 38,657	\$ 8,995

The average annual incremental costs is \$8,995.

Scenario Two – Overtime is Incurred by ICE Training without Regard to Other Reasons

Category	Type of Expense	Amount	Average
Overtime	Overtime	\$ 50,446	\$ 15,522
Fringe benefits	FICA associated with overtime	3,859	1,187
Maintenance and fuel	Use of County owned vehicles	20,645	3,932
Travel, training and staff mileage	Hotels and meals for training	1,185	226
Food and kitchen supplies	Meals for detainees and training	2,906	554
Total incremental costs		79,041	21,421
Less: incremental cost recoveries		-	-
Net incremental costs		\$ 79,041	\$ 21,421

The average annual incremental costs is \$21,421.

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ANALYSIS OF INCREMENTAL COSTS**

Total incremental costs above do not include overtime costs associated with officers attending training in fiscal years 2015 and 2016 as Detention Center management could not locate schedules in order to determine overtime costs, if any during those fiscal years. Average incremental costs is based on 5.25 years for all categories above except for overtime and fringe benefits, which is based on 3.25 years.

The determination of incremental costs reported above required us to make certain assumptions that affect the amounts reported as incremental costs of the 287(g) agreement. Refer to the "Specific Costs of the Detention Center" section of the report for more details on those assumptions.

CliftonLarsonAllen LLP

CliftonLarsonAllen LLP

Baltimore, Maryland
July 15, 2020

**FREDERICK COUNTY, MARYLAND
FREDERICK COUNTY SHERIFF'S OFFICE 287(g) AGREEMENT**

ADDENDUM A – MEMORANDUM OF AGREEMENT

MEMORANDUM OF AGREEMENT

This Memorandum of Agreement (MOA) constitutes an agreement between U.S. Immigration and Customs Enforcement (ICE), a component of the Department of Homeland Security (DHS), and the Frederick County Sheriff's Office (FCSO), pursuant to which ICE delegates to nominated, trained, certified, and authorized FCSO personnel the authority to perform certain immigration enforcement functions as specified herein. It is the intent of the parties that these delegated authorities will enable the FCSO to identify and process for removal, under ICE supervision, aliens in FCSO jail/correctional facilities who fall within ICE's civil immigration enforcement priorities. The FCSO and ICE enter into this MOA in good faith and agree to abide by the terms and conditions contained herein.

I. PURPOSE

The purpose of this collaboration is to enhance the safety and security of communities by focusing resources on identifying and processing for removal aliens who fall into ICE's civil immigration enforcement priorities. This MOA sets forth the terms and conditions pursuant to which selected FCSO personnel (participating FCSO personnel) will be nominated, trained, and approved by ICE to perform certain functions of an immigration officer within the FCSO'S jail/correctional facilities. Nothing contained herein shall otherwise limit the jurisdiction and powers normally possessed by participating FCSO personnel as members of the FCSO. However, the exercise of the immigration enforcement authority delegated under this MOA to participating FCSO personnel shall occur only as provided in this MOA.

II. AUTHORITY

Section 287(g) of the Immigration and Nationality Act (INA), codified at 8 U.S.C. § 1357(g) (1996), as amended by the Homeland Security Act of 2002, Public Law 107-296, authorizes the Secretary of DHS to enter into written agreements with a State or any political subdivision of a State so that qualified personnel can perform certain functions of an immigration officer. Such authority has been delegated by the Secretary to ICE, and this MOA constitutes such a written agreement.

III. POLICY

This MOA sets forth the following: 1) the functions of an immigration officer that DHS is authorizing the participating FCSO personnel to perform; 2) the duration of the authority conveyed; 3) the supervisory requirements, including the requirement that participating FCSO personnel are subject to ICE supervision while performing immigration-related duties pursuant to this MOA; and 4) program information or data that the FCSO is required to collect as part of the operation of the program. For the purposes of this MOA, ICE officers will provide supervision for participating FCSO personnel only as to immigration enforcement functions as authorized in this MOA. The FCSO retains supervision of all other aspects of the employment and performance of duties by participating FCSO personnel.

ICE retains sole discretion in determining how it will manage its detention resources and advance its mission. ICE will prioritize the detention of aliens in conformity with its civil immigration enforcement priorities. ICE reserves the right to detain aliens to the extent provided by law.

The FCSO is expected to pursue to completion all criminal charges that caused the alien to be taken into custody and over which the FCSO has jurisdiction. Subject to its civil immigration enforcement priorities, ICE will assume custody of an alien for purposes of removal, only after said individual has been released from FCSO custody. The FCSO agrees to use its 287(g) authority in a manner consistent with ICE's civil immigration enforcement priorities.

IV. DESIGNATION OF AUTHORIZED FUNCTIONS

Approved participating FCSO personnel will be authorized to perform only those immigration officer functions that are set forth in the Standard Operating Procedures (SOP) in Appendix D to this MOA.

V. OPTIONAL INTER-GOVERNMENTAL SERVICE AGREEMENTS

ICE and the FCSO may enter into an Inter-Governmental Service Agreement (IGSA) pursuant to which the FCSO will continue to detain, for a reimbursable fee, aliens for immigration purposes, if ICE so requests, following completion of the alien's criminal incarceration. If ICE and the FCSO enter into an IGSA, the FCSO must meet applicable detention standards.

In addition to detention services, ICE and the FCSO may enter into an IGSA provide for transportation services relating to incarcerated aliens. Under a transportation IGSA, the FCSO will transport incarcerated aliens who have completed their criminal sentences to a facility or location designated by ICE, if ICE makes such a request. Reimbursement to the FCSO will occur only when the FCSO obtained prior ICE approval for the transportation. ICE will not reimburse if the FCSO did not obtain prior approval from ICE.

The parties understand that the FCSO will not continue to detain an alien after that alien is eligible for release from the FCSO's custody in accordance with applicable law and FCSO policy, except for a period of up to 48 hours, pursuant to an Immigration Detainer/Request for Voluntary Action or Request for Voluntary Transfer issued in accordance with 8 C.F.R. § 287.7, absent an IGSA in place as described above.

VI. NOMINATION OF PERSONNEL

The FCSO will nominate candidates for ICE training and approval under this MOA. All candidates must be United States citizens. All FCSO candidates shall have knowledge of and have enforced laws and regulations pertinent to their law enforcement activities and their jurisdictions. All FCSO candidates shall have experience supervising inmates, have been trained on maintaining the security of FCSO facilities, and have enforced rules and regulations governing inmate accountability and conduct. Candidates must also show an ability to meet and deal with people of differing backgrounds and behaviors.

The FCSO is responsible for conducting a criminal background check covering the last five years for all nominated candidates. Upon request, the FCSO will provide all related information and materials it collected, referenced, or considered during the criminal background check for nominated candidates to ICE.

In addition to the FCSO background check, ICE will conduct an independent background check for each candidate. This background check requires all candidates to complete a background questionnaire. The questionnaire requires, but is not limited to, the submission of fingerprints, a personal history questionnaire, and the candidate's disciplinary history (including allegations of excessive force or discriminatory action). ICE reserves the right to query any and all national and international law enforcement databases to evaluate a candidate's suitability to exercise immigration enforcement functions under this MOA. Upon request by ICE, the FCSO will provide continuous access to disciplinary records of all candidates along with a written privacy waiver signed by the candidate allowing ICE to have continuous access to his or her disciplinary records.

The FCSO agrees to use due diligence to screen individuals nominated for training and agrees that individuals who successfully complete the training under this MOA will perform immigration officer functions authorized under section 287(g) of the INA for a minimum of two years. If FCSO personnel under consideration are in a collective bargaining unit, the FCSO must, prior to the execution of the MOA, have an agreement with the exclusive representative that allows the designated officers to remain in their position for a minimum of two years. This two-year requirement may be waived solely at the discretion of ICE for good cause in situations that involve, among other things, imminent promotion, officer career development, and disciplinary actions. Failure by the FCSO to fulfill this commitment could jeopardize the terms of this MOA.

All FCSO candidates must be approved by ICE and must be able to qualify for access to the appropriate DHS and ICE databases/systems and associated applications. Should a candidate not be approved, a qualified substitute candidate may be submitted. Any future expansion in the number of participating FCSO personnel or scheduling of additional training classes is subject to all the requirements of this MOA and the accompanying SOP.

VII. TRAINING OF PERSONNEL

Before participating FCSO personnel receive authorization to perform immigration officer functions under this MOA, they must successfully complete the Immigration Authority Delegation Program (IADP) training provided by ICE. IADP training will be taught by ICE instructors and tailored to the immigration enforcement functions to be performed. Each FCSO nominee must pass each IADP examination with a minimum score of 70 percent to receive certification. If an FCSO nominee fails to attain a 70-percent rating on an examination, the FCSO nominee will have 1 opportunity to review the testing material and re-take a similar examination. During the entirety of the IADP, the FCSO nominee will be offered a maximum of 1 remedial examination. Failure to achieve a 70-percent rating on any 2 examinations (inclusive of any remedial examination), will result in the disqualification of the FCSO nominee and

discharge of the nominee from the IADP.

Training will include, among other topics: (i) discussion of the terms and limitations of this MOA; (ii) the scope of delegated immigration officer authority; (iii) relevant immigration laws; (iv) ICE's civil immigration enforcement priorities, including prosecutorial discretion; (v); civil rights laws; (vi) the U.S. Department of Justice "Guidance for Federal Law Enforcement Agencies Regarding the Use of Race, Ethnicity, Gender, National Origin, Religion, Sexual Orientation, or Gender Identity," dated December 2014, and related DHS guidance; (vii) public outreach and complaint procedures; (viii) liability issues; (ix) cross-cultural issues; and (x) obligations related to consular notification concerning the arrest or detention of foreign nationals.

Participating FCSO personnel will also be required to complete refresher training, Immigration Authority Delegation Refresher Program (IADRP), every two years, and any additional training required by ICE on relevant administrative, legal, and operational issues related to the performance of immigration officer functions.

ICE will review the training requirements annually and reserves the right to amend them.

Trained FCSO personnel will receive a DHS email account and access to the necessary DHS systems and associated applications. The use of the information technology (IT) infrastructure and the DHS/ICE IT security policies are defined in the Interconnection Security Agreement (ISA). The ISA is the agreement between ICE's Chief Information Security Officer (CISO) and the FCSO's Designated Accreditation Authority (DAA). The FCSO agrees that each of its sites using an ICE-provided network access or equipment will sign the ISA, which defines the IT policies and rules of behavior for each user granted access to the DHS network and applications. Failure to adhere to the terms of the ISA could result in the loss of all user privileges.

VIII. CERTIFICATION AND AUTHORIZATION

Upon successful completion of IADP training, FCSO personnel shall be deemed "certified" under this MOA.

On a yearly basis, ICE will certify in writing the names of those FCSO personnel who successfully complete training and pass all required test(s). Upon receipt of the certification, the ICE Field Office Director (FOD) in the Baltimore Field Office will provide the participating FCSO personnel a signed authorization letter allowing the named FCSO personnel to perform specified functions of an immigration officer for an initial period of one year from the date of the authorization. ICE will also provide a copy of the authorization letter to the FCSO. Only those certified FCSO personnel who receive authorization letters issued by ICE and whose immigration enforcement efforts are overseen by an ICE supervisor may conduct immigration officer functions described in this MOA.

Along with the authorization letter, ICE will issue the certified FCSO personnel official immigration officer credentials. Upon receipt of the credentials, FCSO personnel will provide ICE a signed receipt of the credentials on the ICE Record of Receipt – Property Issued to

Employee (Form G-570). Participating FCSO personnel shall carry their ICE-issued credentials while performing immigration officer functions under this MOA. Such credentials provided by ICE shall remain the property of ICE and shall be returned to ICE upon termination of this agreement, when a participating FCSO employee ceases his/her participation, or when deemed necessary by the ICE FOD in the Baltimore Field Office.

Authorization of participating FCSO personnel to act pursuant to this MOA may be withdrawn at any time and for any reason by ICE and must be memorialized in a written notice of withdrawal identifying an effective date of withdrawal and the personnel to whom the withdrawal pertains. Such withdrawal may be effectuated immediately upon notice to the FCSO. The FCSO and the ICE FOD in the Baltimore Field Office will be responsible for notification of the appropriate personnel in their respective agencies. The termination of this MOA shall constitute immediate revocation of all immigration enforcement authorizations delegated hereunder.

The FCSO will notify ICE within 48 hours of when participating FCSO personnel cease their participation in the 287(g) program, so that appropriate action can be taken in accordance with ICE policies, including inventorying and retrieval of credentials and termination of user account access to the appropriate DHS and ICE databases/systems and associated applications.

IX. COSTS AND EXPENDITURES

The FCSO is responsible for personnel expenses, including, but not limited to, salaries and benefits, local transportation, and official issue material. The FCSO is responsible for the salaries and benefits, including overtime, of all of its personnel being trained or performing duties under this MOA and of those personnel performing the regular functions of the participating FCSO personnel while they are receiving training. The FCSO will cover the costs of all FCSO personnel's travel, housing, and per diem affiliated with the training required for participation in this MOA. ICE is responsible for the salaries and benefits of all of its personnel, including instructors and supervisors.

If ICE determines the training provides a direct service for the Government and it is in the best interest of the Government, the Government may issue travel orders to selected personnel and reimburse travel, housing, and per diem expenses only. The FCSO remains responsible for paying salaries and benefits of the selected personnel. ICE will provide instructors and training materials.

Subject to the availability of funds, ICE will be responsible for the purchase, installation, and maintenance of technology (computer/ Integrated Automated Fingerprint Identification System/Photo and similar hardware/software) necessary to support the immigration enforcement functions of participating FCSO personnel at each FCSO facility with an active 287(g) program. Only participating FCSO personnel certified by ICE may use this equipment. ICE will also provide the necessary technological support and software updates for use by participating FCSO personnel to accomplish the delegated functions. Such hardware, software, and other technology purchased or provided by ICE shall remain the property of ICE and shall be returned to ICE upon termination of this agreement, or when deemed necessary by the ICE FOD in the Baltimore Field Office.

The FCSO is responsible for covering all expenses at the FCSO facility regarding cabling and power upgrades. If the connectivity solution for the FCSO is determined to include use of the FCSO's own communication lines - (phone, DSL, site owned T-1/T-3, etc.), the FCSO will be responsible for covering any installation and recurring costs associated with the FCSO line.

The FCSO is responsible for providing all administrative supplies, such as paper, toner, pens, pencils, or other similar items necessary for normal office operations. The FCSO is also responsible for providing the necessary security equipment, such as handcuffs, leg restraints and flexi cuffs, etc.

Also, if requested by ICE, the FCSO will provide at no cost to ICE, an office within participating FCSO facilities from which ICE supervisory employees can work.

X. ICE SUPERVISION

Immigration enforcement activities conducted by the participating FCSO personnel will be supervised and directed by ICE supervisory officers. Participating FCSO personnel are not authorized to perform immigration officer functions except when working under the supervision or guidance of ICE. Additional supervisory and administrative responsibilities are specified in the SOP in Appendix D.

The actions of participating FCSO personnel will be reviewed by ICE supervisory officers on an ongoing basis to ensure compliance with the requirements of the immigration laws and procedures and to assess the need for individual training or guidance.

For purposes of this MOA, ICE officers will provide supervision of participating FCSO personnel only as to immigration enforcement functions conducted in conjunction to this authority. The FCSO retains supervision of all other aspects of the employment of and performance of duties by participating FCSO personnel.

In the absence of a written agreement to the contrary, the policies and procedures to be utilized by the participating FCSO personnel in exercising these delegated authorities under this MOA shall be DHS and ICE policies and procedures. ICE is responsible for providing the FCSO with the applicable DHS and ICE policies.

However, when engaged in immigration enforcement activities, no participating FCSO personnel will be expected or required to violate or otherwise fail to maintain the FCSO's rules, standards, or policies, or be required to fail to abide by restrictions or limitations as may otherwise be imposed by law.

If a conflict arises between an order or direction of an ICE supervisory officer or a DHS or ICE policy and the FCSO's rules, standards, or policies, the conflict shall be promptly reported to the points of contact listed in Appendix A who shall attempt to resolve the conflict.

XI. REPORTING REQUIREMENTS

The FCSO will provide statistical or aggregated arrest data to ICE, as requested by ICE. The FCSO will also provide specific tracking data and/or any information, documents, or evidence related to the circumstances of a particular arrest upon request. ICE may use this data to compare and verify ICE's own data, and to fulfill ICE's statistical reporting requirements, or to assess the progress and success of the FCSO's 287(g) program.

XII. LIABILITY AND RESPONSIBILITY

Except as otherwise noted in this MOA or allowed by Federal law, and to the extent required by 8 U.S.C. § 1357(g)(7) and (8), the FCSO will be responsible and bear the costs of participating FCSO personnel with regard to their property or personal expenses incurred by reason of death, injury, or incidents giving rise to liability.

Participating FCSO personnel will be treated as Federal employees only for purposes of the Federal Tort Claims Act, 28 U.S.C. §§ 1346(b)(1), 2671-2680, and worker's compensation claims, 5 U.S.C. § 8101 et seq., when performing a function on behalf of ICE as authorized by this MOA. *See* 8 U.S.C. § 1357(g)(7); 28 U.S.C. § 2671. In addition, it is the understanding of the parties to this MOA that participating FCSO personnel will enjoy the same defenses and immunities from personal liability for their in-scope acts that are available to ICE officers based on actions conducted in compliance with this MOA. *See* 8 U.S.C. § 1357(g)(8).

Participating FCSO personnel named as defendants in litigation arising from activities carried out under this MOA may request representation by the U.S. Department of Justice. *See* 28 C.F.R. § 50.15. Absent exceptional circumstances, such requests must be made in writing. FCSO personnel who wish to submit a request for representation shall notify the local ICE Office of the Chief Counsel at 31 Hopkins Plaza, Suite 440, Baltimore, MD 21201. The Office of the Chief Counsel in turn will notify the ICE Headquarters Office of the Principal Legal Advisor (OPLA), which will assist FCSO personnel with the request for representation, including the appropriate forms and instructions. Unless OPLA concludes that representation clearly is unwarranted, it will forward the request for representation, any supporting documentation, and an advisory statement opining whether: 1) the requesting individual was acting within the scope of his/her authority under 8 U.S.C. § 1357(g); and, 2) such representation would be in the interest of the United States, to the Director of the Constitutional and Specialized Tort Litigation Section, Civil Division, Department of Justice (DOJ). Representation is granted at the discretion of DOJ; it is not an entitlement. Subject to DHS Policy, ICE may defend or indemnify acts of intentional misconduct on the part of the participating FCSO personnel only to the extent authorized by law.

The FCSO agrees to cooperate with any Federal investigation related to this MOA to the full extent of its available powers, including providing access to appropriate databases, personnel, individuals in custody and documents. Failure to do so may result in the termination of this MOA. Failure of any participating FCSO employee to cooperate in any Federal investigation related to this MOA may result in revocation of such individual's authority provided under this MOA. The FCSO agrees to cooperate with Federal personnel conducting reviews to ensure

compliance with the terms of this MOA and to provide access to appropriate databases, personnel, and documents necessary to complete such compliance review. It is understood that information provided by any FCSO personnel under threat of disciplinary action in an administrative investigation cannot be used against that individual in subsequent criminal proceedings, consistent with *Garrity v. New Jersey*, 385 U.S. 493 (1967), and its progeny.

As the activities of participating FCSO personnel under this MOA are undertaken under Federal authority, the participating FCSO personnel will comply with Federal standards and guidelines relating to the Supreme Court's decision in *Giglio v. United States*, 405 U.S. 150 (1972), and its progeny, which govern the disclosure of potential impeachment information about possible witnesses or affiants in a criminal case or investigation.

The FCSO and ICE are each responsible for compliance with the Privacy Act of 1974, 5 U.S.C. §552a, DHS Privacy Act regulations, 6 C.F.R. §§ 5.20-5.36, as applicable, and related system of records notices with regard to data collection and use of information under this MOA.

XIII. COMPLAINT PROCEDURES

The complaint reporting procedure for allegations of misconduct by participating FCSO personnel, including activities undertaken under the authority of this MOA, is included in Appendix B.

XIV. CIVIL RIGHTS STANDARDS

Participating FCSO personnel are bound by all Federal civil rights laws, regulations, and guidance relating to non-discrimination, including the U.S. Department of Justice "Guidance for Federal Law Enforcement Agencies Regarding the Use of Race, Ethnicity, Gender, National Origin, Religion, Sexual Orientation, or Gender Identity," dated December 2014," and Title VI of the Civil Rights Act of 1964, as amended, 42. U.S.C. 2000 et seq., which prohibits discrimination based upon race, color, or national origin (including limited English proficiency) in any program or activity receiving Federal financial assistance.

XV. INTERPRETATION SERVICES

Participating FCSO personnel will provide an opportunity for subjects with limited English language proficiency to request an interpreter. Qualified foreign language interpreters will be provided by the FCSO, as needed.

The FCSO will maintain a list of qualified interpreters or companies it contracts with to provide such interpreters. Participating law enforcement personnel will be instructed on the proper administrative procedures to follow to obtain the services of an interpreter. A qualified interpreter, which may include FCSO personnel, means an interpreter who can interpret effectively, accurately, and impartially, using any specialized vocabulary. If an interpreter is used when a designated officer is performing functions under this MOA, the interpreter must be identified, by name, in records.

XVI. COMMUNICATION

The ICE FOD in the Baltimore Field Office, and the FCSO shall meet at least annually, and as needed, to review and assess the immigration enforcement activities conducted by the participating FCSO personnel, and to ensure compliance with the terms of this MOA. When necessary, ICE and the FCSO may limit the participation of these meetings in regards to non-law enforcement personnel. The attendees will meet at locations in the Baltimore Field Office area of operations to be agreed upon by the parties, or via teleconference. The participants will be supplied with specific information on case reviews, individual participants' evaluations, complaints filed, media coverage, and, to the extent practicable, statistical information on immigration enforcement activity in the Baltimore Field Office area of responsibility. An initial review meeting will be held no later than nine months after certification of the initial class of participating FCSO personnel under Section VII, above.

XVII. COMMUNITY OUTREACH

The FCSO will, as necessary, engage in Steering Committee meetings and may engage in other community outreach with individuals and organizations expressing an interest in this MOA. ICE may participate in such outreach upon the FCSO's request. Nothing in this MOA shall limit ICE's own community outreach efforts.

XVIII. RELEASE OF INFORMATION TO THE MEDIA AND OTHER THIRD PARTIES

The FCSO may, at its discretion, communicate the substance of this agreement to organizations and groups expressing an interest in the law enforcement activities to be engaged in under this MOA. It is the practice of ICE to provide a copy of this MOA, only after it has been signed, to requesting media outlets; the FCSO is authorized to do the same.

The FCSO hereby agrees to coordinate with ICE prior to releasing any information relating to, or exchanged under, this MOA. For releases of information to the media, the FCSO must coordinate in advance of release with the ICE Office of Public Affairs, which will consult the ICE Privacy Office for approval prior to any release. The points of contact for ICE and the FCSO for this purpose are identified in Appendix C. For releases of information to all other parties, the FCSO must coordinate in advance of release with the applicable ICE Field Office.

Information obtained or developed as a result of this MOA, including any documents created by the FCSO that contain information developed or obtained as a result of this MOA, is under the control of ICE and shall not be disclosed unless: 1) permitted by applicable laws, regulations, or executive orders; and 2) the FCSO has coordinated in advance of release with (a) the ICE Office of Public Affairs, which will consult the ICE Privacy Office for approval, prior to any release to the media, or (b) an ICE supervisor prior to releases to all other parties.

FCSO questions regarding the applicability of this section to requests for the release of information shall be directed to an ICE supervisor.

Appendix B to this MOA describes the complaint procedures available to members of the public regarding actions taken by participating FCSO personnel pursuant to this agreement.

XIX. MODIFICATIONS TO THIS MOA

Modifications to this MOA must be proposed in writing and approved and signed by both parties. Modification to Appendix D shall be done in accordance with the procedures outlined in the SOP.

XX. POINTS OF CONTACT

ICE and the FCSO points of contact for purposes of this MOA are identified in Appendix A. Points of contact (POC) can be updated at any time by providing a revised Appendix A to the other party to this MOA.

XXI. DURATION AND TERMINATION OF THIS MOA

This MOA will remain in effect from the date of signing to June 30, 2019 unless terminated earlier by either party. Prior to the expiration of the effective period, ICE and the FCSO shall review the MOA for consideration whether to modify, extend, or permit the MOA to lapse. During the MOA's effective period, either party, upon written notice to the other party, may terminate or suspend the MOA at any time. A termination or suspension notice by ICE shall be delivered personally or by certified or registered mail to the FCSO and termination or suspension shall take effect immediately upon receipt of such notice. Notice of termination or suspension by the FCSO shall be given to the ICE FOD in the Baltimore Field Office and termination or suspension shall take effect immediately upon receipt of such notice. Upon a subsequent demonstration of need, all costs to reinstate access to such authorities and/or program services will be incurred by the FCSO.

This MOA does not, is not intended to, shall not be construed to, and may not be relied upon to create any rights, substantive or procedural, enforceable at law by any person in any matter, civil or criminal.

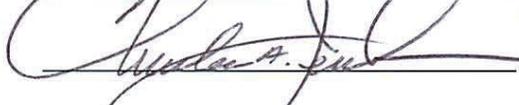
By signing this MOA, each party represents it is fully authorized to enter into this MOA, accepts the terms, responsibilities, obligations, and limitations of this MOA, and agrees to be bound thereto to the fullest extent allowed by law.

Date: AUG 3 2016



Thomas Homan
Executive Associate Director
Enforcement and Removal Operations
U.S. Immigration and Customs Enforcement
Department of Homeland Security

Date: 7/22/2016



Charles A. Jenkins
Sheriff
Frederick County Sheriff's Office

APPENDIX A

POINTS OF CONTACT

The ICE and FCSO points of contact for purposes of implementation of this MOA are:

For the FCSO:

Lieutenant Michael Cronise
7300 Marcies Choice Lane
Frederick, MD 21704
301-600-2803 Office
240-674-1609 Cellular

For ICE Enforcement and Removal Operations (ERO):

AFOD Craig J. Fohl
31 Hopkins Plaza
Baltimore, MD 21201
410-637-3956 Office
410-977-7921 Cellular

APPENDIX B

COMPLAINT PROCEDURE

This Memorandum of Agreement (MOA) is between the U.S. Department of Homeland Security's U.S. Immigration and Customs Enforcement (ICE) and the Law Enforcement FCSO, (FCSO), pursuant to which selected FCSO personnel are authorized to perform immigration enforcement duties in specific situations under Federal authority. As such, the training, supervision, and performance of participating FCSO personnel pursuant to the MOA, as well as the protections for U.S. citizens' and aliens' civil and constitutional rights, are to be monitored. Part of that monitoring will be accomplished through these complaint reporting and resolution procedures, which the parties to the MOA have agreed to follow.

The MOA sets forth the process for designation, training, certification, and authorization of certain FCSO personnel to perform certain immigration enforcement functions specified herein. Complaints filed against those personnel in the course of their non-immigration duties will remain the domain of the FCSO and be handled in accordance with the FCSO's applicable rules, policies, and procedures.

If any participating FCSO personnel are the subject of a complaint or allegation involving the violation of the terms of this MOA or a complaint or allegation of any sort that may result in that individual receiving professional discipline or becoming the subject of a criminal investigation or civil lawsuit, the FCSO shall, to the extent allowed by State law, notify ICE within 48 hours of the existence and nature of the complaint or allegation. The results of any internal investigation or inquiry connected to the complaint or allegation and the resolution of the complaint shall also be promptly reported to ICE. The ICE notifications must be made locally to the ICE FOD in Baltimore District and to the ICE Office of Professional Responsibility (OPR) via the Joint Intake Center (JIC) at JointIntake@cbp.dhs.gov. Complaints regarding the exercise of immigration enforcement authority by participating FCSO personnel shall be handled as described below.

The FCSO will also handle complaints filed against FCSO personnel who are not designated and certified pursuant to this MOA but are acting in immigration functions in violation of this MOA. Further, any such complaints regarding non-designated FCSO personnel must be forwarded to the JIC.

In order to simplify the process for the public, complaints against participating FCSO personnel relating to their immigration enforcement can be made according to the procedures outlined below.

1. Complaint and Allegation Reporting Procedures

Complaint reporting procedures shall be disseminated by the FCSO within facilities under its jurisdiction (in English and other languages as appropriate) in order to ensure that all individuals are aware of the availability of such procedures. Such material must include up-to-date contact information necessary to file the complaint.

Complaints will be accepted from any source (e.g., ICE, FCSO, participating FCSO personnel, inmates, and the public). ICE will immediately forward a copy of the complaint to the DHS Office for Civil Rights and Civil Liberties (CRCL).

Complaints can be reported to Federal authorities as follows:

- A. Telephonically to the DHS Office of the Inspector General (DHS OIG) at the toll free number 1-800-323-8603, or
- B. Telephonically to the ICE OPR at the Joint Intake Center (JIC) in Washington, D.C., at the toll-free number 1-877-246-8253, email JointIntake@cbp.dhs.gov, or
- C. Via mail as follows:

Department of Homeland Security
U.S. Immigration and Customs Enforcement
Office of Professional Responsibility
P.O. Box 14475
Pennsylvania Avenue NW
Washington D.C. 20044

2. Review of Complaints

All complaints or allegations (written or oral) reported to the FCSO directly that involve FCSO personnel with ICE delegated authority will be reported to ICE OPR via the JIC. ICE OPR will verify participating personnel status under the MOA with the assistance of the ICE Headquarters. Complaints received by any ICE entity will be reported directly to ICE OPR as per existing ICE policies and procedures.

ICE OPR, as appropriate, will make an initial determination regarding ICE investigative jurisdiction and refer the complaint to the appropriate ICE office for action as soon as possible, given the nature of the complaint.

Complaints reported directly to ICE OPR will be shared with the FCSO's Internal Investigations Unit when the complaint involves FCSO personnel. Both offices will then coordinate appropriate investigative jurisdiction, which may include initiation of a joint investigation to resolve the issue(s).

3. Complaint and Allegations Resolution Procedures

Upon receipt of any complaint or allegation, ICE OPR will undertake a complete review of each complaint in accordance with existing ICE allegation criteria and reporting requirements. As stated above, ICE OPR will adhere to the reporting requirements as stated above and as they relate to the DHS OIG and CRCL and/or the DOJ Civil Rights Division. Complaints will be resolved using the existing procedures, supplemented as follows:

A. Referral of Complaints or Allegations to the FCSO's Internal Investigations Unit.

The ICE OPR will refer complaints, as appropriate, involving FCSO personnel to the FCSO's Internal Investigations Unit for resolution. The facility commander will inform ICE OPR of the disposition and resolution of any complaints or allegations against FCSO's participating officers.

B. Interim Action Pending Complaint Resolution

When participating FCSO personnel are under investigation for any reason that could lead to disciplinary action, demotion, or dismissal, or are alleged to have violated the terms of this MOA, ICE may suspend or revoke an individual's immigration enforcement authority and have that individual removed from participation in the activities covered under the MOA.

C. Time Parameters for Resolution of Complaints or Allegations

It is expected that any complaint received will be resolved within 90 days of receipt. However, this will depend upon the nature and complexity of the substance of the complaint itself.

D. Notification of Resolution of a Complaint or Allegation

ICE OPR will coordinate with the FCSO's Internal Investigations Unit to ensure notification as appropriate to the JIC, the subject(s) of a complaint, and the person filing the complaint regarding the resolution of the complaint.

These Complaint Reporting and Allegation Procedures are ICE's internal policy and may be supplemented or modified by ICE unilaterally. ICE will provide FCSO with written copies of any such supplements or modifications. These Complaint Reporting and Allegation Procedures apply to ICE and do not restrict or apply to other investigative organizations within the federal government.

APPENDIX C

PUBLIC INFORMATION POINTS OF CONTACT

Pursuant to Section XVIII of this MOA, the signatories agree to coordinate appropriate release of information to the media, provided the release has been previously approved by the ICE Privacy Officer, regarding actions taken under this MOA before any information is released. The points of contact for coordinating such activities are:

For the FCSO:

Public Affairs Officer
Corporal Amanda Ensor
110 Airport Drive
East Frederick, MD 21701
301-600-4135

For ICE:

Public Affairs Office
Office of Public Affairs and Internal Communication
U.S. Department of Homeland Security
U.S. Immigration and Customs Enforcement
Washington, DC 20536
202 732 4242

APPENDIX D

STANDARD OPERATING PROCEDURE (SOP)

The purpose of this appendix is to establish standard, uniform procedures for the implementation and oversight of the 287(g) delegation of authority program within the FOD area of responsibility. This appendix can be modified only in writing and by mutual acceptance of ICE and the FCSO.

Pursuant to this MOA, the FCSO has been delegated authorities under the Jail Enforcement Officer (JEO) model as outlined below. A 287(g) JEO model is designed to identify and process aliens amenable for removal within the FCSO's jail/correctional facilities pursuant to ICE's civil immigration enforcement priorities.

Prioritization:

ICE retains sole discretion in determining how it will manage its limited resources and meet its mission requirements. To ensure resources are managed effectively, ICE requires the FCSO to also manage its resources dedicated to 287(g) authority under the MOA. To that end, the FCSO shall follow ICE's civil immigration enforcement priorities.

Authorized Functions:

Participating FCSO personnel performing immigration-related functions pursuant to this MOA will be FCSO officers assigned to detention operations supported by ICE. Those participating FCSO personnel will exercise their immigration-related authorities only during the course of their normal duties while assigned to FCSO jail/correctional facilities. Participating FCSO personnel will identify and process for removal aliens in FCSO jail/correctional facilities who fall within ICE's civil immigration enforcement priorities.

Participating FCSO personnel are delegated only those authorities listed below:

- The power and authority to interrogate any person detained in the participating law enforcement FCSO's detention center who the officer believes to be an alien about his or her right to be or remain in the United States, 8 U.S.C. § 1357(a)(1) and 8 C.F.R. § 287.5(a)(1), and to process for immigration violations any removable alien or those aliens who have been arrested for violating a Federal, State, or local offense;
- The power and authority to serve warrants of arrest for immigration violations pursuant to 8 U.S.C. § 1357(a) and 8 C.F.R. § 287.5(e)(3);
- The power and authority to administer oaths and to take and consider evidence, 8 U.S.C § 1357(b) and 8 C.F.R. § 287.5(a)(2), to complete required alien processing, including fingerprinting, photographing, and interviewing of aliens, as well as the preparation of affidavits and the taking of sworn statements for ICE supervisory review;

- The power and authority to prepare charging documents, 8 U.S.C. §§ 1225(b)(1), 1228, 1229, and 1231(a)(5); 8 C.F.R. §§ 235.3, 238.1, 239.1, and 241.8, including the preparation of a Notice to Appear (NTA) or other charging document, as appropriate, for the signature of an ICE officer;
- The power and authority to issue Forms I-247N, Request for Voluntary Notification of Release of Suspected Priority Alien, I-247D, Immigration Detainer – Request for Voluntary Action, and I-247X, Request for Voluntary Transfer, 8 U.S.C. §§ 1226 and 1357, and 8 C.F.R. § 287.7, and I-213, Record of Deportable/Inadmissible Alien, for processing aliens; and
- The power and authority to detain and transport, 8 U.S.C. § 1357(g)(1) and 8 C.F.R. § 287.5(c)(6), arrested aliens subject to removal to ICE-approved detention facilities.

As previously noted in this Appendix, ICE requires the FCSO to follow ICE's civil immigration enforcement priorities.

Additional Supervisory and Administrative Responsibilities:

Immigration enforcement activities conducted by the participating FCSO personnel will be supervised and directed by ICE supervisory officers. Participating FCSO personnel are not authorized to perform immigration officer functions except when working under the supervision or guidance of ICE. Additional supervisory and administrative responsibilities for each entity include, but are not limited to:

The FCSO shall provide notification to the ICE supervisor of any Form I-247N, Request for Voluntary Notification of Release of Suspected Priority Alien, Form I-247D, Immigration Detainer – Request for Voluntary Action, and Form I-247X, Request for Voluntary Transfer lodged under the authority conferred by the MOA within 24 hours.

The FCSO shall coordinate transportation of detainees processed under the authority conferred by the MOA in a timely manner, in accordance with the MOA and/or IGSA.

All alien processing in applicable ICE databases/systems and associated applications must be completed in accordance with established ICE policies and guidance.

The FCSO is responsible for ensuring proper record checks have been completed, obtaining the necessary court/conviction documents, and ensuring that the alien is served with the appropriate charging documents.

The FCSO must report all encounters with asserted or suspected claims of U.S. citizenship to the ICE FOD in Baltimore Field Office through their chain of command within one hour of the claim. The FOD shall make the appropriate notification to ERO headquarters.

On a regular basis, the ICE supervisors are responsible for conducting an audit of the processing entries and records made by the FCSO's officers. Upon review and auditing of the entries and

records, if errors are found, the ICE supervisor will communicate those errors in a timely manner to the responsible official for the FCSO and ensure that steps are taken to correct, modify, or prevent the recurrence of errors that are discovered.

Administrative files (A-files) are Federal records, subject to the Federal Records Act and applicable Federal confidentiality statutes. It follows that the utilization and handling of the A-files must be consistent with applicable laws and DHS and ICE policy. The ICE supervisor is responsible for requesting A-files and reviewing them for completeness. A-files can be maintained at an FCSO facility as long as there are ICE personnel assigned to that facility and the personnel have a work area where documents can be adequately secured and stored by ICE personnel. Representatives from DHS must be permitted access to the facility where ICE records are maintained.

ADDENDUM TO EXTEND MEMORANDUM OF AGREEMENT

U.S. Immigration and Customs Enforcement (ICE) and the Frederick County Sheriff's Office, hereby agree to extend the Memorandum of Agreement (MOA) that was effective on August 3, 2016 by which ICE delegates nominated, trained, certified, and authorized Frederick County Sheriff's Office personnel to perform certain immigration enforcement functions as follows:

In the first sentence of the first paragraph of Section XXI. DURATION AND TERMINATION OF THIS MOA:

The phrase "June 30, 2019" is hereby replaced with "June 30, 2020".

All other provisions of the MOA remain in full force and effect as set forth therein.

By signing this addendum, each party represents it is fully authorized to enter into this addendum, accepts the terms, responsibilities, obligations, and limitations of this addendum, and agrees to be bound thereto to the fullest extent allowed by law. This addendum is effective upon signature by both parties.

Date: 5-1-2019

Date: 5/14/2019



C.M. Cronen
Assistant Director, Enforcement
Enforcement and Removal Operations
U.S. Immigration and Customs Enforcement
Department of Homeland Security



Charles A. Jenkins
Sheriff
Frederick County Sheriff's Office

FREDERICK COUNTY, MARYLAND
FREDERICK COUNTY SHERIFF'S OFFICE 287(g) FUNDING
ADDENDUM B – DETENTION CENTER ACTUAL EXPENDITURES

Description	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020*
Salaries and wages	\$ 6,937,626	\$ 6,832,117	\$ 7,159,230	\$ 7,035,328	\$ 7,506,714	\$ 1,984,611
Overtime	739,442	799,549	988,589	805,198	694,106	157,792
Social security/Medicare	566,463	563,165	602,376	578,338	605,072	158,470
Workmen's compensation	176,394	176,377	185,262	104,829	75,550	28,197
Unemployment contributions	11,221	6,064	6,395	6,291	6,686	168
Health insurance contributions	1,228,352	1,245,621	1,326,224	1,387,420	1,486,166	365,228
Retirement	1,367,761	1,231,598	1,302,024	1,301,738	1,402,176	301,868
Life insurance	19,579	20,702	21,702	21,235	23,181	6,319
Dental insurance contribution	5,196	4,971	4,918	5,008	5,489	1,372
OPEB	618,084	627,288	559,320	606,312	669,816	160,782
Investigations	186	233	140	338	397	62
Physican	1,783,983	1,709,685	1,944,242	1,939,875	2,220,745	605,465
Interpreter, Sign language	6,168	4,678	1,910	5,985	3,293	367
Contracted services	-	-	61,165	-	-	-
Accreditation	2,492	2,780	-	-	7,002	-
Equipment maintenance/repairs	16,726	12,418	12,825	19,969	11,001	3,589
Fleet fuel	18,217	21,338	14,771	15,534	13,273	4,387
Fleet charges	50,074	55,857	66,214	62,029	58,696	22,472
Property/liability insurance	78,611	-	-	-	-	166
Professional liability Deductible	-	37	-	-	-	-
Telephone base/activity	29,964	28,987	30,731	27,844	28,578	8,382
Wireless communications	18,364	18,487	20,324	19,704	20,028	4,850
Advertising	540	2,661	3,559	7,597	5,489	65
Postage	2,200	1,584	1,345	1,769	1,829	280
Printing	35,099	31,219	35,151	40,452	24,405	6,631
Travel/training	25,633	33,108	31,853	38,882	24,175	5,787
Staff mileage	258	2,126	-	119	37	-
Dues/subscriptions	265	1,105	380	1,235	1,036	35
Office supplies	13,050	18,462	12,987	16,659	19,387	1,312
Custodial supplies	76,437	77,011	78,951	75,798	46,952	6,735
Uniforms/safety shoes	25,664	40,376	25,943	42,903	28,233	3,551
Uniform cleaning allowance	42,225	57,075	41,625	51,269	64,500	-
Firearms/ammunition	6,412	14,904	17,859	11,537	9,952	769
Security hardware	43,402	66,587	84,248	62,894	33,937	28,729
Food	663,147	704,532	651,497	598,707	632,803	208,250
Kitchen supplies	38,322	50,426	72,656	298,287	50,886	12,035
Laundry supplies	1,398	222	-	-	-	-
Linens/bedding	845	-	-	-	-	-
Computer software/hardware	7,561	14,915	16,498	6,099	23,722	538
Capital equipment-Nonbuilding	118,750	-	-	-	-	28,912
Salary reimbursement	(38,060)	(37,825)	(37,725)	(37,625)	-	-
Detn cntn weekenders recvy	(30)	(137)	(271)	-	-	-
Misc recovery	(19,498)	(21,402)	(15,488)	(17,246)	(16,179)	(2,915)
Meals on wheels recovery	(71,901)	(96,050)	(109,427)	(112,151)	(122,324)	(31,150)
Det. Ctr. Fed.recovery	(1,323,435)	(1,193,955)	(1,244,917)	(1,220,177)	(1,324,780)	(220,863)
Correctional physician	(9,337)	(12,573)	(13,034)	(9,496)	(10,249)	(1,744)
	<u>\$ 13,313,850</u>	<u>\$ 13,116,323</u>	<u>\$ 13,962,052</u>	<u>\$ 13,800,487</u>	<u>\$ 14,331,780</u>	<u>\$ 3,861,504</u>

* As of 9/30/2019 (unaudited)