FISCAL YEAR 2023-2024 SAN DIEGO COUNTY IMMIGRANT RIGHTS LEGAL DEFENSE PROGRAM ANNUAL REPORT

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Executive Summary

This executive summary provides an overview of the Immigrant Rights Legal Defense Program's (IRLDP) operation from April 2022 through June 2024. Directed by the County of San Diego Board of Supervisors in May 2021, the IRLDP offers legal representation to detained immigrants facing removal proceedings or deportation. The initiative addresses the challenges of complex immigration law, high legal fees, and lack of representation that many immigrants encounter.

Many immigrants facing removal, deportation or seeking asylum do not have access to legal representation. In San Diego County, only 17% of individuals were represented by counsel in immigration removal proceedings between 2007 and 2012 according to a study by the American Immigration Council (Ingrid Eagly 2016). Represented immigrants have a better chance of obtaining relief and can better navigate the legal process. Relief is defined as defenses available to non-citizens that can spare them from removal.

A Vera Institute evaluation of the New York Immigrant Family Unity Project revealed a 4 percent unrepresented success rate, and a 48 percent represented success rate for detainees (Jennifer Stave 2017). Vera defines a successful case outcome as a judicial decision of legal relief, termination, or administrative closure that resulted in the individual being allowed to remain in the United States. Outcomes of removal, voluntary departure, or other outcomes associated with failure to remain in the United States are considered unsuccessful, regardless of appeal outcomes.

The Public Defender's Office of Assigned Counsel (OAC) launched the program in April 2022. IRLDP includes an Advisory Panel of local immigration attorneys, regional immigrant rights directors, and county office representatives. The Advisory Panel has educated and guided the program since inception and members meet regularly with the Legal Coordinator to enhance procedures based on immigration law trends. IRDLP collaborates with contracted non-profit organizations and panel attorneys to provide merits-blind representation, meaning it offers representation to indigent, detained and unpresented immigrants who otherwise would not have access to an attorney, without first screening for whether a case is likely to succeed or fail on its merits.

The program has witnessed a significant increase in clients, with cases nearing 1,300 and continuing to rise. The program opened just over 100 cases in the final three months of Fiscal Year 2021-2022, nearly 700 cases in Fiscal Year 2022-2023, and nearly 500 cases in Fiscal Year 2023-2024.

As case volume has increased, the number of attorneys participating has increased. Forty attorneys currently provide services to the program. Figure 1 shows the increase in the number of attorneys providing services over time.

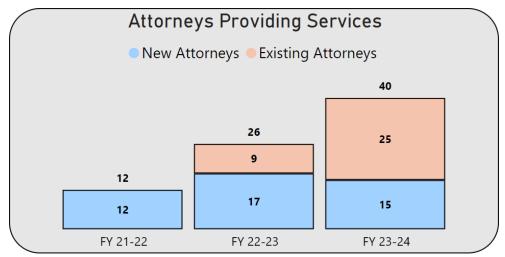


Figure 1. Attorneys providing services

The immigration court process involves several stages: the Department of Homeland Security (DHS) issues a Notice to Appear (NTA), followed by master calendar hearings, individual merits hearings, and potential appeals. IRLDP assists clients throughout these stages, including securing release from detention through bond or parole.

Data collection has been a critical aspect of the program's operation. Despite challenges, the program has gathered substantial information on client demographics, case outcomes, detention levels, and applications for relief. The report highlights demographic trends, language preferences, and outcomes of various relief applications.

IRLDP has contributed to an increase in representation for detained clients in the San Diego and Otay Mesa Immigration Courts. The report presents data from the federal Executive Office for Immigration Review (EOIR) indicating improved representation rates for detainees.

Financially, IRLDP's total program costs have totaled over \$4.1 million including \$2.6 million in Fiscal Year 2023-2024 and \$1.5 million in Fiscal Year 2022-2023. The report provides insights into cost, funding structure, and anticipated annual program costs.

Throughout its operation, IRLDP has encountered challenges, providing valuable lessons. These include the need for early representation, the importance of adapting to the immigration legal landscape, and the scarcity of qualified immigration attorneys. Additionally, the slow pace of immigration proceedings and evolving data collection practices have informed the program's development.

In conclusion, IRLDP has made significant strides in its mission to provide legal representation to detained immigrants facing removal proceedings. The report highlights achievements, challenges, and lessons learned during the program's first two years, setting the stage for ongoing improvements and future success.

Introduction to Immigrant Rights Legal Defense Program

This report presents an overview of the Immigrant Rights Legal Defense Program's (IRLDP) operational activities during the past two years, spanning from April 2022 to June 2024 and outlines key data points and insights concerning program clients, the local immigration court system, and costs. Established at the direction of the County of San Diego Board of Supervisors (Board), the program operates under the auspices of the San Diego Public Defender's Office of Assigned Counsel (OAC). Its purpose is to offer legal representation to detained immigrants who are confronted with removal proceedings or deportation. IRLDP seeks to address the challenges faced by immigrants without legal representation in complex immigration proceedings and the associated implications for both individuals and their communities. The report delves into the details of the program's operation and its impact on the immigration landscape.

The Immigration Legal Process

Immigration removal proceedings are conducted by the US Department of Justice's Executive Office for Immigration Review (EOIR). The US Department of Homeland Security (DHS) alleges a migrant (respondent) violated immigration laws, and EOIR decides whether the respondent is removable from the country or if they qualify for relief from removal. A typical experience will include the following steps, and IRLDP attorneys can become involved at any point during the process.

- 1. DHS serves a respondent with a **Notice to Appear (NTA)** and files it with EOIR. The NTA includes information on grounds of removability and initial hearing information.
- An EOIR judge holds an initial hearing called a master calendar hearing where the judge explains the respondent's rights, addresses allegations, and addresses representation. Like an arraignment in criminal court, the respondent may plead to the allegations and indicate whether they wish to apply for protection or relief from removal.
- 3. The master calendar hearing judge schedules an **individual merits hearing/trial** where the respondent and DHS will present their case to the court. At the conclusion a judge may grant relief from removal or issue an order of removal.
- 4. Both DHS and the respondent have 30 days to request an appeal from the **Board of Immigration Appeals (BIA)** following a merits hearing. The respondent can appeal BIA decisions to the Federal Fourth District Court of Appeals.

During or prior to any of the steps above, DHS may detain an individual through Immigration and Customs Enforcement (ICE). IRLDP attorneys assist clients in securing release from detention via bond, release on their own recognizance, or parole.

Clients Connect to Immigrant Rights Legal Defense Program Through the Office of Assigned Counsel

In April of 2022, the OAC established an intake telephone line to connect clients to IRLDP. The line is staffed by intake coordinators employed by the Public Defender's Office. OAC has kept call data since October 2022. OAC has received 7,275 calls and receives an average of 17 calls per day. Less

than two calls per day concern a new client intake. Figure 2 shows monthly call volume decreasing between Fiscal Year 2022-2023 and 2023-2024 Most calls to the OAC intake line come from the from families of detainees calling on the detainee's behalf, or from detainees calling on their own behalf. In early June 2024 ICE and the Otay Mesa Detention Facility (OMDF) changed their policy of allowing free phone calls from the detention center. This affected client access to IRLDP for case referral and assignment. As part of an American Civil Liberties Union (ACLU) class-action lawsuit settlement, IRLDP has been awarded a free dedicated phone line from OMDF. ICE implementation of a dedicated phone line has been slow and is not expected to be active until October 2024. Other calls come from detainees, attorneys, immigration community-based organizations, or other advocates. Calls last anywhere from seven to 40 minutes depending on who is calling and if translation is required.

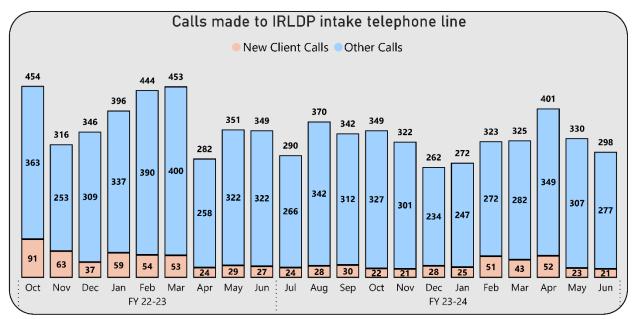


Figure 2. Calls made to IRLDP intake telephone line

IRLDP was established with the goal to provide universal, merits-blind representation and break the model of intensive case-screening that is prevalent in the immigration pro-bono representation community. Clients are eligible for the program if they have been detained or monitored via Alternatives to Detention. Cases are not evaluated on the merits or chances for success.

The intake process includes the following steps.

- Intake coordinators find as much information as they can at each intake although frequently there is not a lot of information.
- Intake information is sent to the head of OAC/Program Legal Coordinator for review.
- If custodial eligible, cases with upcoming dates are prioritized and all cases are assigned within a week.
- Attorneys are offered the case and receive brief case information.
- Once the attorney accepts the case it is assigned.
- If the attorney is unable to accept the case, it goes to the next attorney in line.

Some clients find non-program attorneys or leave the program before case data can be recorded. These individuals are not included in the reporting that follows.

Legal Coordinator Program Summary

This section provides a summary of the fiscal year in review, highlighting program challenges, adjustments, and achievements.

IRLDP has continued to operate under its original model, serving custodial clients involved in removal proceedings. Custodial clients are defined as immigrants detained by ICE or Customs and Border Protection (CBP) while in removal proceedings. Detention can occur at the OMDF or at CBP "soft sites," and program eligibility also extends to individuals in alternatives to detention (ATDs), such as GPS monitoring or ICE Smartlink cellular check-ins.

The lifting of Title 42 in May 2023, as ordered by the Biden Administration and upheld by the Circuit Courts, created new challenges for custodial representation. To accommodate the increasing number of migrants, CBP began detaining clients at temporary soft sites and other short-term facilities instead of the standard custody at OMDF. As a result, clients were often required to attend immediate court appearances, without representation, via video feed from these sites. Attorneys were also turned away from visiting clients prior to their Credible Fear Interviews and/or court appearances, as soft sites are traditionally not designed to accommodate professional attorney client meetings and consultation. In response to these procedural changes and obstacles to attorney representation, IRLDP implemented expedited case assignment procedures with varying levels of success, due to restricted access to clients as noted above and the acceleration of asylum claim's review.

In April 2024, IRLDP attorneys observed an increase in DHS transferring clients to detention facilities outside San Diego County. These transfers often occurred at different stages of the immigration court process, including after attorneys had filed forms notifying DHS of a client's legal representation (G-28 forms). Such transfers significantly restricted attorneys and defense experts from visiting clients to prepare for hearings, adversely affecting their ability to provide effective removal defense. Some transfers even occurred at late stages of the case, just prior the client's merits hearing. To address this issue, the OAC/Program Legal Coordinator met with the Assistant Chief Immigration Judge and other EOIR officials to discuss the impact of these practices on client representation and court docket backlogs. The OAC/Program Legal Coordinator and the Interim Director of the County's Office of Economic Development and Government Affairs also briefed Congressional offices on DHS policy changes and concerns about the lack of adherence to established agency policies.

To enhance representation, IRLDP established the Attorney of the Day (AOD) program. Every other Wednesday, program panel attorneys visit OMDF to provide orientation to all clients on the Master Calendar Re-hearing calendar. This includes both group-wide orientation and individual counseling for every client on the docket. IRLDP selects several cases from the calendar, appears in court on behalf of the clients, and provides ongoing representation. The AOD program is a collaboration between IRLDP and immigration judges, who schedule complex matters on AOD dates, ensuring that clients can consult with an attorney and potentially secure long-term representation. This program is welcomed by EOIR to help reduce case backlogs in the immigration courts.

Attorney recruitment for the program has remained steady, with 15 new attorneys joining IRLDP during the 2023-2024 fiscal year. New attorneys undergo an orientation to familiarize them with program procedures and expectations following a rigorous vetting and interview process. IRLDP remains proactive in its recruitment efforts, recognizing that program success and expansion depend heavily on the number of participating attorneys. However, expanding the program has been challenging due to the limited number of immigration law practitioners in San Diego County. To increase caseload capacity, the program began collaborating with the University of San Diego (USD) Law School Immigration Law Clinic. This partnership promotes specialization in immigration law by adding two adjunct immigration law professors to the panel. Students enrolled in the clinic provide paralegal assistance to panel attorneys upon request and support the AOD program. Although low enrollment in the spring semester delayed rollout, the immigration clinic is now at capacity for the Fall 2024 semester.

IRLDP has collaborated with the American Bar Association Immigration Justice Project (ABA-IJP) to offer quarterly training on global immigration issues and host weekly hotline office hours, where attorneys can consult with experienced immigration lawyers about specific cases. IRLDP continues to promote careers in immigration law, a specialty that urgently needs local expansion.

The IRLDP Advisory Group continues to meet regularly to discuss national and regional immigration issues, and local program policy decisions. Formed at the program's inception, the Advisory Group includes local immigration lawyers, community immigration rights leaders, and other stakeholders who provide invaluable guidance and support.

IRLDP continues to receive national recognition and requests for consultation from other immigration legal representation programs. The San Diego Immigrant Rights Consortium awarded IRLDP the "Program of the Year" for the second consecutive year, a recognition to be proud of. Success as the first universal legal representation program of its kind in a border region—employing a hybrid model that combines non-profit and private immigration attorney services has drawn interest from other agencies.

Intakes Have Decreased as Case Volume Has Increased

Attorneys opened 1,289 cases between April 2022 and June 2024. In Fiscal Year 2021-2022, attorneys opened 108 cases. Attorneys opened 693 cases in Fiscal Year 2022-2023, followed by a decrease to 488 cases in Fiscal Year 2023-2024. Intakes have decreased due primarily to attorney capacity issues, difficulty in making initial contact with attorneys including migrant transfers by CBP, the use of temporary facilities for faster processing, and the elimination of free phone calls for individuals in detention.

Over the first two years of the program, average intakes per month was 45. Figure 3 shows how intakes fluctuated from month to month during the first two years of the program with a noticeable increase after August 2022 when panel attorneys were added to the program. The program started with 56 intakes in April 2022. The highest number of intakes occurred in February 2023 at 97 and the lowest in July of 2022 at 21. Between July 2023 and June 2024 average intakes per month decreased to 40 from 58 in the 12 months prior.

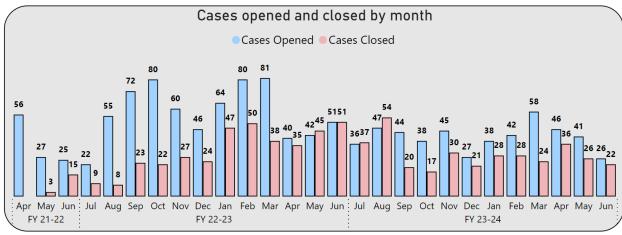


Figure 3. Cases opened and closed

The median number of days between entry to the US and case opening was 77 with 19% receiving services within 30 days or less. While many clients are receiving representation soon after entry, case length can be longer than one year. Because cases generally take a long time to work their way through the immigration court legal process, with infrequent hearings and case events, existing attorneys have so far managed the program's continuous intakes and caseloads. However, there may be a point at which monthly intakes would need to be capped or reduced. This would only happen if currently contracted attorney caseloads reached capacity and OAC cannot find and enroll additional immigration attorneys. Figure 4 shows the number of active cases per month.

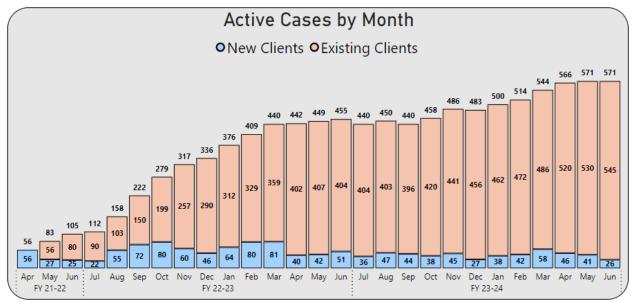


Figure 4. Active cases by month for clients served

Client Outcome Data

As part of the program, contracted and panel attorneys are required to provide outcome data regarding their cases. This includes countries of origin, demographic data, relationship and

dependent information, languages spoken and interpreted, grounds of inadmissibility/deportation (charges), client custody and bonds, employment and family outcomes, substantive case outcomes, and applications for relief. Client outcome data is reported for 1,289 clients with cases opened from April 2022 through June 2024. Client cases opened between April 2022 and June 2022 are considered part of Fiscal Year 2022-2023 in the charts and tables displaying outcomes data.

Staff continues to standardize the data collection and make information gathering easy for program attorneys. However, the program continues to experience the following limitations in its data collection. Data on outcomes is not always complete due to the data being self-reported by the clients to the attorneys. Clients and attorneys often do not have access to historical information on their cases. Clients may be uncomfortable sharing employment and other information with their attorneys. Attorneys also only have limited time to meet with their clients initially and while they are in detention, so some outcome information may not be recorded. Clients may also leave the program through changes of venue, a new attorney taking over the case, a removal order, or simply discontinuing work with the attorney. Once a client leaves the program, obtaining information from them may be difficult or impossible. Whatever the reason for missing data, data gaps are noted in the following sections and will serve as lessons learned for future data collection.

Client Countries of Origin and Demographics

IRLDP clients come from nearly 80 countries in five continents. Figure 5 below shows the two most common countries of origin were Mexico and Colombia, accounting for 18% and 14% of clients.

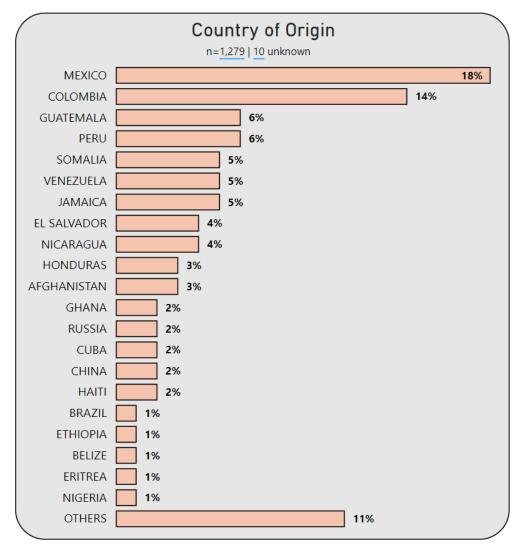


Figure 5. Countries of origin for IRLDP clients
These are currently the top countries of origin by clients. Countries in the Others category account for less than 1% each. Note: Percentages may not total 100 due to rounding.

Figure 6 shows the most common racial/ethnic group was Hispanic or Latino at 61% of clients, with Black individuals next at 23%. The proportion of Hispanic or Latino clients entering the program increased from 56% in Fiscal Year 2022 - 2023 to 70% the following year. Conversely, the proportion of Black clients entering the program decreased from 29% to 14%. These changes reflect the normal flow and change in immigration patterns rather than a change in program policies.

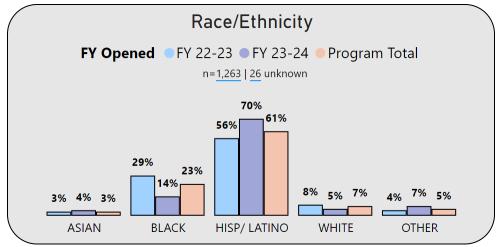


Figure 6. Race/ethnicity of IRLDP clients

Other includes American Indian or Alaska Native, Native Hawaiian or Other Pacific Islander, Other, and Two or More Races. For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values. Note: Percentages may not total 100 due to rounding.

Figure 7 shows that most of the clients were male at 73%. In the second year of programming 31% of new clients were female, up from 25% in the first year.

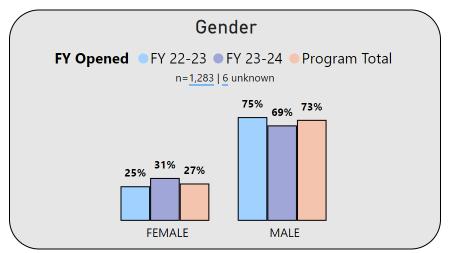


Figure 7. Gender of IRLDP clients

Five transgender clients have been served by the program, accounting for 0.39 % of the program total. For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

As seen in Figure 8, most clients were between the ages of 22 and 39 (56%) when their case was opened by an IRLDP attorney. Fifteen percent were age 21 or under.

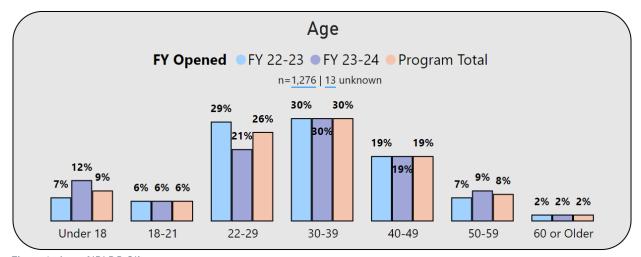


Figure 8. Age of IRLDP Clients

For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values. A client's age is unknown when a birth date cannot be determined.

Family Situations

Figure 9 shows most clients utilizing IRLDP services were single. Sixty-seven percent of clients reported being single, including those divorced, separated, or widowed and 33% reported being married or in a domestic partnership. Intakes for single individuals decreased from 69% of intakes to 64% between Fiscal Year 2022-2023 and Fiscal Year 2023-2024.

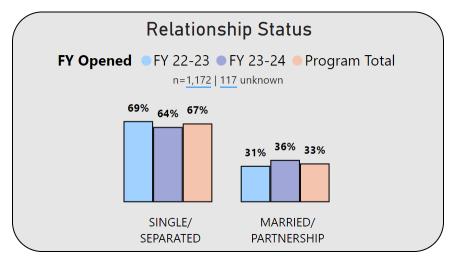


Figure 9. Relationship status of IRLDP Clients For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

As shown in Figure 10, 37% reported having dependents. There was little change for clients entering the program in the first two years, with 38% of clients indicating dependents in Fiscal Year 2022-23 and 35% in Fiscal Year 2023-2024. Multiple individuals' cases can be consolidated into a single case in immigration court. This occurs most often in cases involving immediate family members. For this report, we consider each client as a separate case, but asked the attorneys to indicate if a case had

a consolidated case with family members or more than one individual, also called lead rider. Attorneys indicated 65 unique lead rider cases.

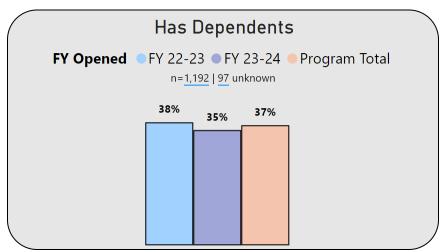


Figure 10. Percentage of IRLDP clients with dependents
For this visual, clients from the final three months of FY 21-22 are included in the FY
22-23 values.

Languages Spoken and Interpreted

Clients speak more than 75 different primary languages. Figure 11 shows that 58% of IRLDP clients spoke Spanish as their primary language. The next most common spoken language was English at 14% of clients. Spanish increased from 54% in Fiscal Year 2022-2023 to 65% in Fiscal Year 2023-2024 as a proportion of languages spoken for new clients. English decreased from 16% to 9% of languages spoken.

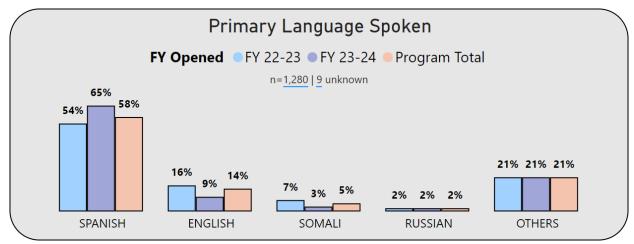


Figure 11. Languages spoken by IRLDP clients

These are currently the top languages spoken by clients. Languages in the Others category account for less than 2% each. For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values. Note: Percentages may not total 100 due to rounding.

Figure 12 shows the reported distribution of clients having a language interpreted with Spanish being the most common language at 66% of languages interpreted. The 23% of clients without interpretation are not shown.

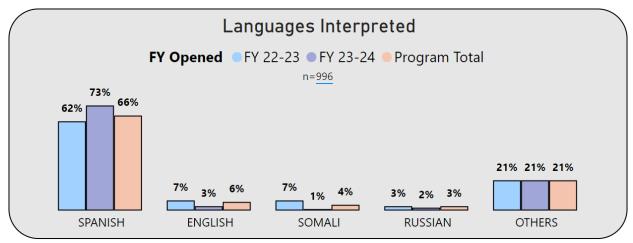


Figure 12. Languages interpreted for IRLDP clients

These are currently the top languages interpreted by clients. Languages in the Others category account for less than 2% each. For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

Note: Percentages may not total 100 due to rounding.

Grounds of Inadmissibility or Deportation

When clients enter the US without authorization and removal proceedings are initiated, they are provided an NTA in immigration court. The NTA includes grounds of inadmissibility to the United States or deportation. Some clients in our program have not received a NTA because they have not entered removal proceedings if for example, they are applying for some sort of relief like asylum. Also, clients may not have access to their NTA because they have misplaced it, or they reentered the country and are fighting a reinstatement of a previous removal order.

When grounds information was available, most clients receive grounds of illegal entry or entry without possession of valid documents. Migrants who commit certain crimes may be ineligible to enter or remain in the United States. Table 1 provides a summary breakdown of grounds for IRLDP clients. Expanded grounds information can be found under Table 5 of the appendix. Because clients can have multiple grounds listed, Table 1 reflects the percentage of cases included in the grounds category listed and will not constitute a one-to-one relationship with the total number of cases.

Table 1. IRLDP Client Grounds of Inadmissibility and Deportation, April 2022 - June 2024

Fiscal Year Opened	FY 2	22-23	FY 2	FY 23-24		Total	
Grounds Group*	Clients	% of Clients	Clients	% of Clients	Clients	% of Clients	
212(a)(6)(A)(i) - Illegal entrants and immigration violators	486	64%	256	61%	742	63%	
212(a)(7)(A)(i) - Not in possession of valid, unexpired documents	254	33%	153	36%	407	34%	
Grounds related to criminal activity	35	5%	21	5%	56	5%	
Other	50	7%	24	6%	74	6%	
Pre-NTA or No Grounds	63	8%	18	4%	81	7%	
Total	759	100%	421	100%	1,180	100%	

Grounds information has not been provided for 109 cases because a client may not have been represented long enough to provide information to their attorney. *Total clients from each category adds up to more than the total clients because clients can have grounds in more than one category. For this table, clients from the final three months of FY 21-22 are included in the FY 22-23 values. Note: Percentages may not total 100 due to rounding.

Five percent (56) of all clients represented since program inception had grounds related to criminal activity. Of those, 21 cases resulted in either a removal order/voluntary departure; the attorney closed 10 cases due to change of venue or client request; 5 cases were terminated, dismissed, or administratively closed; 9 were granted relief; and the remaining 11 clients were still in the program at the end of the reporting period with a pending case status. Please see the definitions section of the Appendix for further information on the various case outcomes and closure reasons.

Client Custody and Bonds

Most IRLDP clients serve time in custody or are subject to monitoring in the community known as Alternatives to Detention. Complete client custody and ATD information is not available for all clients because clients do not always know their custody dates, the attorney is unable to access the information, or the client stops being served by the attorney while detained. Entrance and exit days were known for 610 of 638 clients reported released from detention. For these 610 clients, the median length of stay for clients released from custody was 72 days. Figure 13 shows the median days in custody for released clients by the year their case opened.

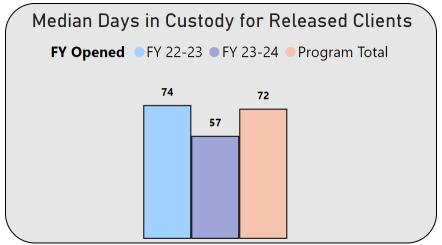


Figure 13. Median days in custody for released IRLDP clients
These values are for released clients only. Anyone remaining in custody after the end
of the fiscal year is not included. Clients without a release date are also not included.
For this visual, clients from the final three months of FY 21-22 are included in the FY
22-23 values.

Clients are sometimes granted release from custody on bond while their case is pending. Attorneys reported 63 clients with bonds greater than zero dollars. The average bond amount was roughly \$5,000, the highest, \$20,000, and the lowest, \$1,500.

To understand a client's detention profile, attorneys select a detention category for each client known as the highest detention level. If a client is detained without release while their case is open and never released until closure, they are classified as detained. Clients released from detention were classified as released from detention. This year, we denote whether the release included a removal order or other departure from the US. If a client was placed on ATD but never detained in physical custody, then they were classified as ATD only. If a client is part of a consolidated case and not detained or placed on ATD then, they are categorized as a rider case. Finally, clients who are never detained, placed on ATD, or part of a consolidated case are identified as having no associated detention or ATD. Categorizing clients this way allows for an at-a-glance understanding of the type and level of detention received while part of the program. Figure 14 illustrates the highest detention level categories.

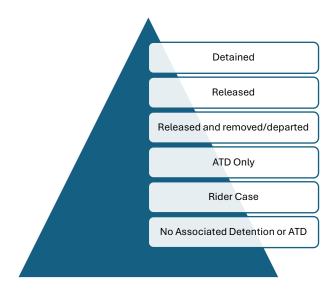


Figure 14. Illustration of the highest detention level from most to least confinement

Attorneys provided the highest detention level for 1,275 clients in IRLDP. Information was missing for 8 clients. Table 2 provides the distribution of the highest detention level among clients. Cases are broken into open and closed cases to recognize that once a case is closed client information is limited. For instance, if a client is released after their case is closed by the attorney, they are classified as detained. For clients with cases opened in Fiscal Year 2023-2024, 23% were released without a removal order vs 59% of cases opened in Fiscal Year 2022-2023. Conversely, 49% of cases opened in Fiscal Year 2022-2023. In next year's annual report, we expect to show an increase in the percentage of clients released from detention for cases that opened in Fiscal Year 2023-2024 because more time will have passed.

Table 2. Highest Detention Level for IRLDP Clients, All Cases Opened April 2022 - June 2024

Fiscal Year Opened	FY 2	2-23	FY 2	23-24	To	Total	
Highest Detention Level	Clients	% of Clients	Clients	% of Clients	Clients	% of Clients	
Detained	172	22%	236	49%	408	32%	
Released	463	58%	110	23%	573	45%	
Released: ordered removed/departed	55	7%	10	2%	65	5%	
ATD only	92	12%	71	15%	163	13%	
Rider case	4	1%	28	6%	32	3%	
No associated detention or ATD	10	1%	24	5%	34	3%	
Total	796	100%	479	100%	1,275	100%	
	-	Open	Cases				
Detained	63	24%	130	50%	193	37%	
Released	123	48%	46	18%	169	33%	
Released: ordered removed/deported	3	1%	0	0%	3	1%	
ATD only	59	23%	37	14%	96	19%	
Rider case	3	1%	24	9%	27	5%	
No associated detention or ATD	7	3%	21	8%	28	5%	
Total	258	100%	258	100%	516	100%	
		Closed	Cases				
Detained ¹	109	20%	106	48%	215	28%	
Released	340	63%	64	29%	404	53%	
Released: ordered removed/departed	52	10%	10	5%	62	8%	
ATD only	33	6%	34	15%	67	9%	
Rider case	1	0%	4	2%	5	1%	
No associated detention or ATD	3	1%	3	1%	6	1%	
Total	538	100%	221	100%	759	100%	

The highest detention level has not been provided for 14 cases because a client may not have been represented long enough provide information to their attorney. For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

Note: Percentages may not total 100 due to rounding.

¹ These clients were detained when their case was closed. We do not track clients after case closure because access to information is limited.

Clients Released from or Never Placed in Detention

Of the 1,275 clients with reported detention information, 807, or 63%, were reported as released from or never placed in detention while their case was pending. This includes clients who were placed on ATD only excludes clients who departed or were ordered removed.

As Figure 15 illustrates, 53% of clients who spent time in the community reported living with family while their case was pending. For cases opening in Fiscal Year 2023-2024, 54% of clients reported living with family versus 52% in Fiscal Year 2022-2023. For employment, 20% of clients reported being employed while their case was pending. For cases opening in Fiscal Year 2023-2024, 19% of clients reported being employed versus 21% in Fiscal Year 2022-2023.

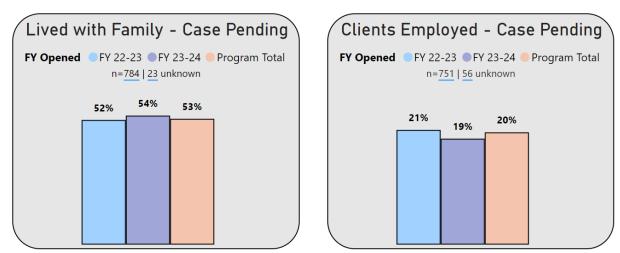


Figure 15. Clients living with family and employed while their case is pending For this visual, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

Substantive Outcomes and Case Closures

Program cases resolve in numerous ways. Substantive outcomes on cases include situations where relief was granted, or temporary relief was granted allowing someone to stay in the US. Cases can also result in the Immigration Court dismissing grounds or terminating the case, allowing someone to stay in the US. A case can result in an order of removal, voluntary departure, or a withdrawal of application for admission. Many cases in the program have not resolved yet or are closed without a clear resolution; they are either open with an outcome still pending or have been closed through a change of venue or some other closure. See the appendix for more detailed definitions of case outcomes.

- Administrative Closure Cases in which an Immigration Court judge decides not to deport
 the individual for other unspecified reasons or closes the case administratively or because
 of the failure of the government to prosecute the case.
- Case Dismissed Cases in which the government declines to pursue grounds against an individual in removal proceedings.
- Case Terminated Cases in which an Immigration Court judge finds the grounds against the
 individual are not sustained and "terminates" the case. Situations where the client has
 established eligibility for naturalization can be grounds for termination.

- Client Self-Deported The client decided to leave the US on their own accord.
- Order of Removal Cases in which an Immigration Court judge sustains the grounds against the individual and issues a removal order. The term "removal" is used in a generic sense and includes orders of deportation, exclusion, etc. A removal order bars the individual from returning to the US for a period of years, or in some cases permanently.
- Relief Granted Cases in which an Immigration Court judge finds the original grounds are sustained but finds provisions in the immigration law entitle the individual to "relief" from removal, allowing them to remain in this country. This is also used when an application is successful.
- Voluntary Departure Cases in which an Immigration Court judge sustains the grounds against the individual and issues an order of voluntary departure. A so-called "voluntary departure" is when the individual is required to leave the country but is not legally barred from returning.

Withdrawal of Application for Admission - An option that DHS might offer to an "Arriving Migrant," whereby the migrant chooses to withdraw his or her application to enter the United States, and immediately departs the United States (or pre-clearance port of entry). Unlike an order of removal (including expedited removal as well as orders obtained because of removal proceedings), a withdrawal of application for admission does not create a bar to future entry.

Table 3 provides a summary of substantive outcomes and closures for cases opened from April 2022 through June 2024. Thirty-two percent of cases were still open (pending) and do not have any substantive outcomes. Information is included on whether the case was continued to provide further insight on how continuances can increase the length of cases. Thirty-two percent of cases were closed without a substantive outcome including attorney withdrawing from the case due to change of venue or other reasons, client request, and clients being ineligible for representation. A substantive outcome occurred in 36% of cases. The most common outcome was having relief granted (10%) and order of removal (10%).

Table 3. Pending Cases, Substantive Outcomes, and Case Closures, April 2022 - June 2024

	Fiscal Year Opened	FY 22-23		FY 23-24		Total	
Outcome Group	Outcome	Clients	% of Clients	Clients	% of Clients	Clients	% of Clients
Case pending	Pending: Continued*	73	9%	73	15%	146	11%
outcome or	Pending: Not continued	102	13%	160	33%	262	20%
closure	Total	175	22%	233	48%	408	32%
	Administrative Closure	16	2%	3	1%	19	1%
	Case Dismissed	48	6%	34	7%	82	6%
	Case Terminated	52	6%	23	5%	75	6%
	Client Self-Deported	3	0%	5	1%	8	1%
Substantive	Order of Removal	89	11%	35	7%	124	10%
outcome	Relief Granted	103	13%	29	6%	132	10%
	Stay of Removal	1	0%	1	0%	2	0%
	Voluntary Departure	6	1%	5	1%	11	1%
	Withdrawal of Application for Admission	8	1%	3	1%	11	1%
	Total	326	41%	138	28%	464	36%
	Attorney Withdrew (Change of Venue)	205	26%	67	14%	272	21%
Case closure	Attorney Withdrew (Other)	39	5%	10	2%	49	4%
	Client Request	18	2%	17	3%	35	3%
	Other Closure	38	5%	23	5%	61	5%
	Total	300	37%	117	24%	417	32%
Total		801	100%	488	100%	1,289	100%

For this table, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

Note: Percentages may not total 100 due to rounding.

Applications for Relief

Clients may seek relief proactively, in a process distinct from court proceedings initiated by EOIR, based on valid reasons for staying in the US, such as asylum or temporary protected status. When a client and their attorney believe they qualify, they can apply for an appropriate application for relief. A client may be eligible for and be granted multiple forms of relief. For cases opened from April 2022 through June 2024, attorneys reported 126 applications granted, 29 of which remain open. It should be noted that an attorney may not ever learn the status of an application if a case is closed prior to an outcome or if another order or application supersedes the application. For instance, a person could apply for asylum but never receive an answer prior to an order of removal. Table 4 breaks down the types of applications granted. Applications for relief are defined in the appendix.

^{*}If the case was continued at any time, the case is considered continued, potentially increasing the case length.

Table 4. Granted Applications for Relief, Cases Opened April 2022 - June 2024

	Fiscal Year Opened	FY 22-23		FY 23-24		Total	
Case Status	Application Type	Clients	% of Clients	Clients	% of Clients	Clients	% of Clients
	Asylum/Withholding/Convention Against Torture	18	19%	3	10%	21	17%
	EOIR 42A Legal Permanent Resident Cancellation of Removal	1	1%			1	1%
Closed	EOIR 42B Non-Legal Permanent Resident Cancellation of Removal	1	1%	1	3%	2	2%
Cases	Granted Parole by USCIS*	50	52%	18	62%	68	54%
	I 130 Petition for Alien Relative			1	3%	1	1%
	Special Immigrant Juvenile Status (SIJS)			1	3%	1	1%
	Temporary Protected Status (TPS)	1	1%			1	1%
	Withholding Only	2	2%			2	2%
	Total	73	75%	24	83%	97	77%
	Adjustment of Status	1	1%			1	1%
Open Cases	Asylum/Withholding/Convention Against Torture	13	13%	1	3%	14	11%
	Granted Parole by USCIS	8	8%	4	14%	12	10%
	I 130 Petition for Alien Relative	1	1%			1	1%
	Special Immigrant Juvenile Status (SIJS)	1	1%			1	1%
	Total	24	25%	5	17%	29	23%
Total		97	100%	29	100%	126	100%

For this table, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

Immigration Proceedings in San Diego County: Executive Office for Immigrant Review (EOIR) Data

EOIR releases data from their case management system to the public with monthly updates (Executive Office for Immigration Review 2024). The EOIR data allows the public to view and analyze de-identified case data from immigration cases across the country. The data includes information on case volumes, detention history, and client representation. Figure 16 displays EOIR data for individuals involved in proceedings at San Diego or Otay Mesa Immigration Court between July 2021 and June 2024, compared by County of San Diego fiscal year. San Diego Immigration Court processes removal cases for primarily non-detained individuals and makes up the bulk of cases tried in San Diego County. While clients are detained, their proceedings occur at Otay Mesa Immigration Court. The chart shows that 25% of individuals were detained or released from detention in Fiscal

^{*} USCIS uses its discretion to authorize parole. Parole allows an individual, who may be inadmissible or otherwise ineligible for admission into the United States, to be paroled into the United States for a temporary period. An individual who is paroled into the United States has not been formally admitted into the United States for purposes of immigration law. Note: Percentages may not total 100 due to rounding.

Year 2023-2024. This is a decrease from 40% in Fiscal Year 2022-2023 and 49% in Fiscal Year 2021-2022.

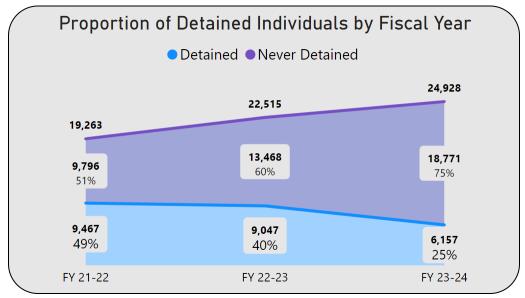


Figure 16. Detained individuals involved in immigration proceedings in San Diego County

Most clients represented by IRLDP attorneys begin their proceedings at Otay Mesa Immigration Court while detained at OMDF. Representation of clients at Otay Mesa proceedings increased each year over the last three fiscal years. Figure 17 shows 10% of detained clients were represented in Fiscal Year 2021-2022. In Fiscal Year 2022-2023, the percentage increased to 20% and finally in Fiscal Year 2023-2024, representation increased to 28%.

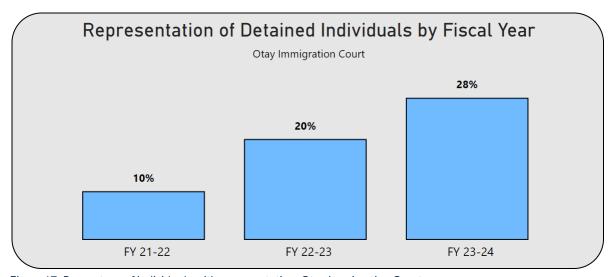


Figure 17. Percentage of individuals with representation, Otay Immigration Court

Program Costs

IRLDP's total program costs paid in Fiscal Year 2023-2024 were \$2,515,471, including \$104,650 in county staff costs to run the program. The total amount for Fiscal Year 2023-2024 does not include all amounts payable for services rendered during the Fiscal Year. One of the contracted programs submitted invoices totaling approximately \$1.1 million for services after the end of the fiscal year, bringing the total cost of services to approximately \$3.6 million. This additional amount will be accounted for in Fiscal Year 2024-2025. This is an increase from Fiscal Year 2022-2023 when total costs were \$1,717,045. Costs continue to increase as the program continues and more cases are completed and paid in full. The program makes payments by case milestones that have long periods of time between them, so costs fluctuate month to month, and complete costs for an individual case are only realized when a case is closed. There are preliminary plans to improve our data collection in Fiscal Year 2024-2025 with the procurement of a case management system. The case management system will allow us to collect more accurate and organized data. The OAC's current best estimates reflect an average cost per case of \$7,150 for cases that go through trial at immigration court and \$1,729 for cases with an early disposition. More precise estimates will be possible as more cases are completed, and as we gain more knowledge of the nature of immigration cases.

Success Stories

We conclude our report with five success stories submitted by the IRLDP attorneys. These stories illustrate the possible successes attorneys can achieve even under difficult circumstances. The stories further provide context to the outputs and outcomes described earlier in the report.

Success Story 1

An IRLDP attorney retained a client while the attorney was working as Attorney of the Day. The Attorney of the Day provides on demand legal services at Otay Mesa Immigration Court to clients involved in removal proceedings. The client had multiple master calendar hearings but had no idea how to move forward. He had a friend and US citizen who was very willing to help with his case, but he needed to be released from custody to access assistance. The IRLDP attorney submitted a parole request for the client and discovered that he had previously requested a bond hearing. The client was released and is now much happier outside of detention and working on his asylum case.

Success Story 2

A judge granted Convention Against Torture relief for an IRLDP represented Cuban refugee who suffered torture in Cuba over his political opinion opposing the government. From here in the US, he continued his opposition via social media making him subject to new libel laws in Cuba that would have him jailed again if he ever returned to Cuba. The DHS has appealed the judge's decision, but the client was released pending the appeal. He is now living in Texas at a shelter and is awaiting a work permit.

Success Story 3

A young man from El Salvador was persecuted in El Salvador by gangs for being homosexual and by the government's State of Exemption policy of jailing people with any criminal history or suspected associations with gangs. He was repeatedly raped in prison for being gay. Police also beat him on the street for the same reason. IRLDP representation secured his release, and he is living with family in Maryland.

Success Story 4

An IRLDP client owed a heavy construction equipment rental company in Afghanistan. Some of his customers included the former coalition government for major public projects. When the Taliban toppled the government, it persecuted anyone suspected of collaborating with the former government. This put the client in danger because they believed he was a traitor to their people for having rented equipment to the government.

The client hired singers and dancers for his cousin's wedding. The Taliban forbids song and dance, so they arrested him and beat him for days. A local elder had to promise to pay a \$20,000 bond for the client's release along with a promise to ensure that the client would no longer violate Taliban laws. Upon release the client went underground to obtain travel documents and to unwind his business obligations to gather enough money to escape Afghanistan, while avoiding any Taliban contacts. His wife and kids remain in hiding as well to avoid becoming a means to reach the client for fleeing without Taliban permission. The client traveled through 5 different countries before arriving at the San Ysidro border seeking asylum. The immigration judge granted the client full asylum based on political and religious persecution. He lives in Houston and is working on using the asylum grant to bring his family to the U.S. as soon as he can smuggle them out of Afghanistan.

Success Story 5

The IRLDP client (24) is a highly educated, Chinese-fluent, English-fluent, Somali-fluent, and Chinese-educated petroleum engineer. He became a whistleblower against an Ethiopian and Chinese state-owned petroleum company for their toxic dumping. The client was imprisoned and tortured as a result.

The client grew up in the Somali section of Ethiopia. His father and the uncle that raised him were killed and imprisoned for political opinion.

The client became an employee of the company upon college graduation. He received complaints from local Ethiopians about a mysterious illness caused by the chemical wastes from the gas fields nearby spilled by the Chinese oil company.

Locals were suffering and dying. The client investigated the issues and confirmed toxic chemicals were leaking into the community and took photos. Two days after the client took those pictures, two cars of police stormed the client's office taking him and his cousin (a fellow petroleum engineer) in handcuffs, blaming them for sharing those pictures online. He was slapped and kicked. They threw the client in a police pickup truck and took them to a house in handcuffs. They tore his house apart searching for anything to prosecute him and when they could not find anything they took them to their station. They did not tell them what they were grounds with instead every time they opened their

mouths, they were physically assaulted. They took their phones and searched them but did not find anything and beat them more. The client was in a holding cell for 3 nights and 2 days without food or water and with no word to their family. They beat the client so badly he lost consciousness, and he woke up later with one of his teeth missing, and his cousin suffered from a fractured rib. Guards also allowed the client to be raped by a fellow inmate.

The client escaped to the United States and DHS detained the client at Otay Mesa. A psych eval was obtained that supported findings of trauma and torture. His IRLDP lawyer was able to get him paroled and a work permit. He has been a dispatcher for transportation of elderly and disabled people here in San Diego for about a year.

At first, DHS argued that the client was barred from asylum because he was allegedly "firmly resettled" in China. The judge eventually ruled that he was not barred from asylum after multiple rounds of briefing. DHS dismissed the removal case against the client in court.

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- Ingrid Eagly, Esq. and Steven Shafer, Esq. 2016. *Access to Counsel in Immigration Courts*. Washington, D.C.: American Immigration Council.
- Jennifer Stave, Peter Markowitz, Karen Berberich, Tammy Cho, Danny Dubbaneh, Laura Simich, Nina Siulc, and Noelle Smart. 2017. Evaluation of the New York Immigrant Family Unity Project: Assessing the Impact of Legal Representation on Family and Community Unity. New York: Vera Institute of Justice.

Appendix

Definitions

Detention Level

Detained – Client is currently detained, was detained at the time of reporting, or was detained when the case was closed.

Released from detention - Client is reported released from detention.

Released and removed/departed - Client was reported as released from detention but also was ordered removed or agreed to depart the country.

ATD only – Client was placed on Alternatives to Detention (ATD) without spending time in custody.

Rider case – Client was not detained but was served by the program because they were part of a consolidated case.

No associated detention or ATD – Client was never detained or placed on ATD but was served IRLDP attorneys.

Case Outcomes

Administrative Closure – Cases in which an Immigration Court judge decides not to deport the individual for other unspecified reasons or closes the case administratively or because of the failure of the government to prosecute the case.

Case Dismissed – Cases in which the government declines to pursue grounds against an individual in removal proceedings.

Case Terminated – Cases in which an Immigration Court judge finds the grounds against the individual are not sustained and "terminates" the case. Situations where the alien has established eligibility for naturalization can be grounds for termination.

Order of Removal – Cases in which an Immigration Court judge sustains the grounds against the individual and issues a removal order. The term "removal" is used in a generic sense and includes orders of deportation, exclusion, etc. A removal order bars the individual from returning to the US for a period of years, or in some cases permanently.

Relief Granted – Cases in which an Immigration Court judge finds the original grounds are sustained but finds provisions in the immigration law entitle the individual to "relief" from removal, allowing them to remain in this country. This is also used when an application is successful.

Voluntary Departure – Cases in which an Immigration Court judge sustains the grounds against the individual and issues an order of voluntary departure. A so-called "voluntary departure" is when the individual is required to leave the country but is not legally barred from returning.

Withdrawal of Application for Admission – An option that DHS might offer to an Arriving Alien whereby the alien chooses to withdraw his or her application to enter the United States, and immediately

departs the United States (or pre-clearance port of entry). Unlike an order of removal (including expedited removal as well as orders obtained because of removal proceedings), a withdrawal of application for admission does not create a bar to future entry.

Closure Reasons

Attorney Withdrew (Change of Venue) – The case has been relocated outside of the San Diego region.

Attorney Withdrew (Other) – The attorney withdrew from the case for some other reason than a change of venue.

Closed - Client Request – The client requested to discontinue being represented by the attorney.

Closed - Ineligible for Representation - The client was deemed ineligible for the program.

Applications for Relief

Asylum/Withholding/Convention Against Torture – three forms of relief from removal or deportation for people who are afraid to return to their home countries.

Adjustment of Status - Adjustment of status is the process that people can use to apply for lawful permanent resident status (also known as applying for a Green Card) when they are present in the United States. This means that they may get a Green Card without having to return to your home country to complete visa processing.

Cancellation of Removal for Permanent Residents and Non-Permanent Residents – permanent residents and non-permanent residents may apply to an immigration judge to adjust their status from that of deportable alien to one lawfully admitted for permanent residence, provided certain conditions are met.

Cancellation of Removal Special Rule – cancellation of removal for non-lawful permanent resident (LPR) spouses or children of US citizens or LPRs who were subject to battery or extreme cruelty by a spouse or parent.

Parole for Humanitarian or Significant Public Benefit - Parole allows an individual, who may be inadmissible or otherwise ineligible for admission into the United States, to be paroled into the United States for a temporary period. An individual who is paroled into the United States has not been formally admitted into the United States for purposes of immigration law.

Special Immigrant Juvenile Status (SIJS) – If a person is in the United States and needs the protection of a juvenile court because they have been abused, abandoned, or neglected by a parent, they may be eligible for Special Immigrant Juvenile (SIJ) classification. If SIJ classification is granted, they may qualify for lawful permanent residency (also known as getting a Green Card).

Temporary Protected Status (TPS) – The Secretary of Homeland Security may designate a foreign country for TPS due to conditions in the country that temporarily prevent the country's nationals from returning safely, or in certain circumstances, where the country is unable to handle the return of its nationals adequately. USCIS may grant TPS to eligible nationals of certain countries (or parts of countries), who are already in the United States. Eligible individuals without nationality who last resided in the designated country may also be granted TPS.

U Visa – The U nonimmigrant status (U visa) is set aside for victims of certain crimes who have suffered mental or physical abuse and are helpful to law enforcement or government officials in the investigation or prosecution of criminal activity.

Withholding Only - When someone expresses a fear of persecution to an immigration officer who is considering reinstating a prior order of removal, the officer is required to first refer the individual to an asylum officer. Individuals who can demonstrate to the asylum officer that they have a "reasonable fear" of persecution in their home country are sent to immigration court for a special form of removal proceedings. These proceedings are known as "withholding-only" proceedings, because the only protection that individuals may seek is withholding of removal or protection under the Convention Against Torture.

Other Definitions

Credible Fear Interview - A brief interview, conducted by a USCIS Asylum Officer, for non-citizens arriving in the U.S. with false or no documents, subject to Expedited Removal, who express fear of persecution or wish to apply for asylum. A successful outcome grants the non-citizen a full asylum hearing before an Immigration Judge.

Aggravated Felony - An aggravated felony may be either a felony or misdemeanor charge and includes: Murder, Rape, or Sexual Abuse of a Minor; Illicit Trafficking in Controlled Substance; Illicit Trafficking in Firearms or Destructive Devices; Money Laundering Offenses (over \$10,000); Explosive Materials and Firearms Offenses; Crime of Violence; Theft Offense; Demand for or Receipt of Ransom; Child Pornography Offense; Racketeering, Gambling; Prostitution Offenses (managing, transporting, trafficking); Gathering or Transmitting Classified Information; Fraud or Deceit Offenses or Tax Evasion (over \$10,000); Alien Smuggling; Illegal Entry or Reentry by Removed Aggravated Felon; Passport, Document Fraud; Failure to Appear Sentence; Bribery, Counterfeiting, Forgery, or Trafficking in Vehicles; Obstruction of Justice, Perjury, Bribery of Witness; Failure to Appear to Court; Attempt or Conspiracy to Commit an Aggravated Felony.

Expanded Grounds Table

Table 5. Expanded table of known grounds for IRLDP clients since program inception.

Grounds Group	Clients	% of Clients
212(a)(6)(A)(i) - Illegal entrants and immigration violators	742	63%
212(a)(7)(A)(i) - Not in possession of valid, unexpired documents	407	34%
Grounds related to criminal activity*	56	5%
237(a)(2)(A)(iii) - Convicted of an aggravated felony	21	2%
212(a)(2)(A)(i)(I) - Crime Involving Moral Turpitude	13	1%
212(a)(2)(C) - Trafficking Controlled Substances	10	1%
237(a)(2)(B)(i) - Controlled substance conviction	6	1%
212(a)(2)(A)(i)(II) - Controlled Substance Offenses	5	0%
237(a)(2)(A)(ii) - Two CIMTs	3	0%
212(a)(2)(B) - Multiple Criminal Convictions	2	0%
212(a)(2)(D)(i) - Prostitution	1	0%
212(a)(2)(I) - Money laundering	1	0%
237(a)(2)(A)(i) - CIMT w/in 5 years of admission	1	0%
237(a)(2)(E)(i) - Crimes of domestic violence, stalking, and child abuse	1	0%
237(a)(2)(F) - Trafficking	1	0%
Other	74	6%
241(a)(5) - Reinstatement of removal order	21	2%
212(a)(7)(B)(i)(I) - Not in possession of valid entry documents, such as visa	13	1%
212(a)(9) - Aliens previously removed or unlawfully present	9	1%
237(a)(1)(B) - Present in violation of law	8	1%
241(b)(3) - Denial of Withholding of Removal	8	1%
212(a)(6)(C)(ii)(I) - False claim to U.S. citizenship	5	0%
212(a)(6)(E)(i) - Alien smugglers	5	0%
237(a)(1)(C)(i) - Violated nonimmigrant status	3	0%
237(a)(1)(E)(i) - Alien smuggling	2	0%
212(a)(6)(C)(i) - Misrepresentation	1	0%
237(a)(1)(A) - Inadmissible at time of entry or adjustment of status	1	0%
237(a)(5) - Public Charge	1	0%
Pre-NTA or No Grounds	81	7%
Total	1,180	100%

Grounds information has not been provided for 109 cases because a client may not have been represented long enough to provide information to their attorney. Total clients from each category adds up to more than the total clients because clients can have grounds in more than one category. For this table, clients from the final three months of FY 21-22 are included in the FY 22-23 values.

Note: Percentages may not total 100 due to rounding.

^{*}Actual or alleged criminal charges or incidents are unknown and cannot be obtained.