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October 2022

# IMMIGRATION DETENTION

## Actions Needed to Collect Consistent Information for Segregated Housing Oversight

# GAO Highlights

Highlights of [GAO-23-105366](#), a report to the Chairman, Committee on Homeland Security, House of Representatives

## Why GAO Did This Study

ICE is the lead agency responsible for providing safe, secure, and humane confinement for detained noncitizens in the U.S. Individuals in segregated housing have limited access to facility amenities, and detention facilities are required to provide ongoing medical and mental health care and reviews to those in segregated housing.

GAO was asked to review ICE's management and oversight of segregated housing. This report addresses (1) ICE's processes for and oversight of segregated housing and ICE's collection of information on segregated housing placements; (2) the number and characteristics of segregated housing placements from fiscal years 2017 through 2021; and (3) the extent to which ICE receives and addresses segregated housing complaints.

GAO reviewed policies and documents on segregated housing; interviewed officials at 12 ICE detention facilities and four ICE field offices; and analyzed segregated housing data and segregated housing complaint data from fiscal years 2017 through 2021.

## What GAO Recommends

GAO recommends that ICE (1) provide specific guidance to ERO field offices for segregated housing documentation, and (2) identify all known detained noncitizens in vulnerable populations as defined in segregated housing policy. DHS concurred with the recommendations.

View [GAO-23-105366](#). For more information, contact Rebecca Gambler at (202) 512-8777 or [gambler@gao.gov](mailto:gambler@gao.gov).

October 2022

## IMMIGRATION DETENTION

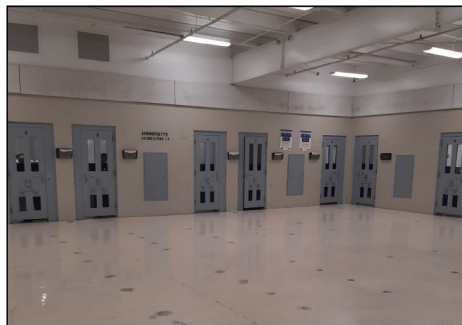
### Actions Needed to Collect Consistent Information for Segregated Housing Oversight

## What GAO Found

U.S. Immigration and Customs Enforcement (ICE) detention facilities can, under certain circumstances, place detained noncitizens in segregated housing—one or two-person cells separate from the general population—for up to 24 hours per day. ICE has policies and processes for managing and overseeing detention facilities' use of segregated housing, but information used for oversight is inconsistent. ICE requires field offices to provide headquarters documentation with explanations of segregated housing placements. However, this supporting documentation does not always contain sufficient detail explaining the circumstances leading to placements. Further, although ICE requires field offices to report any placement involving an individual identified as vulnerable—such as those with medical or mental health conditions—segregated housing data did not always identify vulnerable detained noncitizens. Issuing specific guidance on the documentation needed to support segregated housing placements and identifying all vulnerable population placements would help ICE oversee these placements. In particular, these actions could help ICE ensure the appropriateness of placements and proper care for vulnerable noncitizens.

GAO's analysis of segregated housing placement data indicates that ICE made 14,581 segregated housing placements from fiscal years 2017 through 2021. About 40 percent of these placements were for disciplinary reasons, such as drug possession, and about 60 percent were for administrative reasons, such as protective custody or medical reasons. Available data also indicated that ICE placed individuals belonging to vulnerable populations in segregated housing from fiscal years 2017 through 2021 for various reasons and durations.

#### U.S. Immigration and Customs Enforcement (ICE) Detention Facility Segregated Housing Unit and Cell



Source: ICE. | GAO-23-105366

Overall, segregated housing-related complaints to ICE increased from 2017 through 2019, before decreasing from 2020 to 2021. However, ICE does not conduct ongoing analyses of segregated housing-related complaints from various ICE offices or require its field offices to record resolutions of those complaints. In 2020, GAO recommended that ICE conduct comprehensive and ongoing analyses of detention-related complaints and require its field offices to record any actions taken on, and resolutions of these complaints. ICE concurred and is taking some steps to address them. Implementing the recommendations would include such analyses of segregated housing-related complaints.

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# Contents

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Letter		1
	Background	7
	ICE Has Segregated Housing Processes, but Information Used for Oversight Is Inconsistent	12
	Segregated Housing Placements Were Primarily for Disciplinary and Protective Custody Reasons	28
	ICE Has Complaint Processes, but Lacks Documentation and Data Analysis	41
	Conclusions	47
	Recommendations for Executive Action	48
	Agency Comments and Our Evaluation	48
Appendix I	Objectives, Scope, and Methodology	50
Appendix II	Segregated Housing Placements for Detained Noncitizens Placed Multiple Times from FY 2017 through 2021	60
Appendix III	Segregated Housing Placement Reasons and Durations from Fiscal Years 2017 through 2021	61
Appendix IV	Segregated Housing Placements by U.S. Immigration and Customs Enforcement (ICE) Areas of Responsibility from Fiscal Years 2017 through 2021	66
Appendix V	Segregated Housing Placements by Detained Noncitizen Citizenship from Fiscal Years 2017 through 2021	68
Appendix VI	Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021	75

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Appendix VII	Comments from the Department of Homeland Security	99
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Appendix VIII	GAO Contact and Staff Acknowledgments	102
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Tables

Table 1: Selected U.S. Immigration and Customs Enforcement (ICE) Components' Roles for Managing and Overseeing Segregated Housing	11
Table 2: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements and Detentions from Fiscal Years 2017 through 2021	29
Table 3: Number and Percentage of U.S. Immigration and Customs Enforcement Segregated Housing Placements by Reason Category from Fiscal Years 2017 through 2021	30
Table 4: Top Five U.S. Immigration and Customs Enforcement (ICE) Areas of Responsibility for Segregated Housing Placements, and Total Detentions from Fiscal Years 2017 through 2021	31
Table 5: Top Ten Self-Reported Countries of Citizenship in Segregated Housing, Fiscal Years 2017 through 2021	33
Table 6: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition from Fiscal Years 2017 through 2021	35
Table 7: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens with Serious Mental Health Conditions from Fiscal Years 2017 through 2021	36
Table 8: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens with a Disability from Fiscal Years 2017 through 2021	38
Table 9: Number of U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness from Fiscal Years 2017 through 2021	39
Table 10: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained	

---

Noncitizens Who Identified as Lesbian, Gay, Bisexual, Transgender, or Intersex (LGBTI) from Fiscal Years 2017 through 2021	40
Table 11: U.S. Immigration and Customs Enforcement (ICE) Health Service Corps Segregated Housing Related Complaints, Fiscal Years 2017 through 2021	45
Table 12: U.S. Immigration and Customs Enforcement (ICE) Detention Reporting and Information Line Segregated Housing Related Complaints, Fiscal Years 2017 through 2021	46
Table 13: Number and Duration of U.S. Immigration and Customs Enforcement Segregation Placements Involving Detained Noncitizens Placed in Segregated Housing Multiple Times from Fiscal Years 2017 through 2021	60
Table 14: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2017	62
Table 15: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2018	62
Table 16: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2019	63
Table 17: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2020	64
Table 18: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2021	65
Table 19: Segregated Housing Placements and Total Detentions by U.S. Immigration and Customs Enforcement Areas of Responsibility from Fiscal Years 2017 through 2021	66
Table 20: ICE Segregated Housing Placements and Detentions by Detained Individual Country of Citizenship from Fiscal Years 2017 through 2021	68
Table 21: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2017	76
Table 22: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained	

---

Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2018	76
Table 23: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2019	77
Table 24: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2020	78
Table 25: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2021	79
Table 26: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2017	80
Table 27: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2018	81
Table 28: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2019	81
Table 29: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2020	82
Table 30: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2021	83
Table 31: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2017	84
Table 32: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2018	85

---

Table 33: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2019	85
Table 34: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2020	86
Table 35: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2021	87
Table 36: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2017	88
Table 37: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2018	89
Table 38: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2019	89
Table 39: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2020	90
Table 40: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2021	91
Table 41: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2017	92
Table 42: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2018	93

---

Table 43: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2019	93
Table 44: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2020	94
Table 45: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2021	95
Table 46: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2017	96
Table 47: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2018	96
Table 48: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2019	97
Table 49: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2020	97
Table 50: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2021	98

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Figures

Figure 1: Examples of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Cells in Detention Facilities	10
---	----



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Figure 2: Segregated Housing Placement Process at the Facility Level	13
Figure 3: U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placement Notification Process	19
Figure 4: U.S. Immigration and Customs Enforcement (ICE) Headquarters Detention-Related Complaints Process	42

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### Abbreviations

DHS	Department of Homeland Security
DRIL	Detention Reporting and Information Line
EARM	ENFORCE Alien Removal Module
ENFORCE	Enforcement Case Tracking System
ERO	Enforcement and Removal Operations
ICE	U.S. Immigration and Customs Enforcement
LGBTI	Lesbian, Gay, Bisexual, Transgender, or Intersex
OPLA	Office of the Principal Legal Advisor
OPR	Office of Professional Responsibility
SRMS	Segregation Review Management System

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October 26, 2022

The Honorable Bennie G. Thompson  
Chairman  
Committee on Homeland Security  
House of Representatives

Dear Mr. Chairman:

Within the Department of Homeland Security (DHS), U.S. Immigration and Customs Enforcement (ICE) is responsible for providing safe, secure, and humane confinement for detained noncitizens in the United States who are charged as removable while they wait for resolution of their immigration cases, or removal from the U.S. ICE detention facilities can, under certain circumstances, place detained noncitizens in segregated housing—one or two-person cells separate from the general population for up to 24 hours per day.<sup>1</sup> Numerous studies report that any time spent in isolation can cause detrimental health impacts, even after leaving isolation.<sup>2</sup> These health impacts can include anxiety, depression, post-traumatic stress disorder, and increased risk for self-harm and suicide.

ICE detention facilities are to provide detained noncitizens in segregated housing with regular medical and mental health reviews and care, as needed. ICE is also responsible for providing accommodations and medical care to individuals with special vulnerabilities in segregated housing, such as those who are elderly; identify as Lesbian, Gay, Bisexual, Transgender, or Intersex (LGBTI); or have a mental health

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<sup>1</sup>ICE detention standards direct detention facilities to offer detained noncitizens in segregated housing at least one hour of out-of-cell exercise per day, unless documented security, safety, or medical considerations dictate otherwise. Detention facilities operating at optimal levels should offer detained noncitizens at least two hours of recreation or exercise opportunities per day.

<sup>2</sup>Stuart Grassian, *Psychiatric Effects of Solitary Confinement*, 22 WASH. U. J. L. & POL'Y 325 (2006); Kaba F, Lewis A, et al. *Solitary Confinement and Risk of Self-harm Among Jail Inmates*. *Am. J. Public Health*. 2014 Mar;104(3):442–7; Interim Report of the Special Rapporteur on Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment, U.N. Doc. A/68/295 (Oct. 7, 2013) (by Juan E. Mendez); and Vera Institute of Justice. *The Impacts of Solitary Confinement* (Brooklyn, NY, April 2021), <https://www.vera.org/publications/the-impacts-of-solitary-confinement>; DHS Office of the Inspector General, *ICE Needs to Improve Its Oversight of Segregation Use in Detention Facilities*, OIG-22-01 (Washington, D.C.: Oct. 13, 2021).

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condition or physical disability.<sup>3</sup> Detention facilities, as well as ICE headquarters and field offices, are also to regularly review segregated housing placements for appropriateness.

In October 2021, the DHS Office of the Inspector General reported on ICE's use of segregated housing. The DHS Office of the Inspector General reported that ICE did not maintain documentation showing it considers alternatives to segregation for most placements, record all segregated housing placements as required, or ensure detention facilities complied with federal record retention schedules and made recommendations to address these issues.<sup>4</sup>

You asked us to review ICE's use of segregated housing in immigration detention facilities. This report addresses: (1) ICE's processes for and oversight of segregated housing and the extent to which ICE consistently collects information on segregated housing placements; (2) what available ICE data indicate about the number and characteristics of segregated housing placements from fiscal years 2017 through 2021; and (3) the extent to which ICE receives and addresses complaints related to segregated housing.

To address our first and second objectives, we reviewed data maintained in ICE trackers for vulnerable populations, including detained noncitizens with mental health conditions, serious mental health conditions, disabilities, and those who identify as LGBTI. We compared these vulnerable population trackers with specific fields in the Segregation Review Management System (SRMS)—the data system ICE uses to track segregated housing placements—to identify any additional placements involving noncitizens in vulnerable populations, or placements where SRMS did not indicate that noncitizens belonged in

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<sup>3</sup>ICE's segregated housing directive defines vulnerable populations as including detained noncitizens who are known to be suffering from mental health conditions or serious medical illness; who have a disability or are elderly, pregnant, or nursing; who would be susceptible to harm in general population due in part to their sexual orientation or gender identity; or who have been victims (in or out of ICE custody) of sexual assault, torture, trafficking, or abuse. ICE, *11065.1, Review of the Use of Segregation for ICE Detainees*; (Washington, D.C.: Sept. 4, 2013). Other terms also are used to describe LGBTI and related identities, including "LGBTQ," which stands for lesbian, gay, bisexual, transgender, and queer. For purposes of this report, we use the umbrella term "LGBTI", which is how ICE commonly refers to these populations.

<sup>4</sup>DHS Office of the Inspector General, *ICE Needs to Improve Its Oversight of Segregation Use in Detention Facilities*, OIG-22-01 (Washington, D.C.: Oct. 13, 2021).

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vulnerable populations. We then determined, of those matches, the extent to which SRMS correctly indicated that the detained noncitizen was a member of a vulnerable population. For instance, if we identified a noncitizen match between the mental health condition tracker and SRMS, we then determined whether that SRMS record indicated “yes” under the mental health condition field.

For our first and third objectives, we selected and interviewed officials at a non-generalizable sample of 12 immigration detention facilities that hold detained noncitizens for longer than 72 hours. These facilities are located in Texas, Louisiana, Michigan, and Nevada.<sup>5</sup> We also spoke with the four ICE Enforcement and Removal (ERO) field offices—San Antonio, New Orleans, Detroit, and Salt Lake City—that oversee these detention facilities. We selected the detention facilities and ERO field offices to interview based on a range of characteristics, such as: variation in facility types (e.g. detention facilities owned and operated by ICE, state or local governments under intergovernmental agreements with ICE, or owned and operated by private companies); geographic dispersion; the frequency in which facilities used segregated housing; and facility population sizes.<sup>6</sup>

During these interviews, we asked ERO field office officials and detention facility officials about how detention facilities manage segregated housing, reasons for and oversight of segregated housing placements, as well as considerations for vulnerable populations. We interviewed nongovernmental organizations about their observations and experiences with detained noncitizens who have been in segregated housing within the four ERO field offices’ jurisdiction. We selected these organizations by first consulting with the immigration courts’ published list of private bar organizations that provide attorneys to represent detained noncitizens at ICE detention facilities. When we could not reach nongovernmental agencies through the immigration courts’ published list, we consulted with the American Immigration Lawyers Association to connect us with private

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<sup>5</sup>Specifically, in late 2021 and early 2022, we interviewed officials from the Port Isabel Service Processing Center, Webb County Detention Center, South Texas ICE Processing Center, St. Clair County Jail, Geauga County Jail, Calhoun County Correctional Center, LaSalle ICE Processing Center, Winn Correctional Center, Pine Prairie ICE Processing Center, Henderson Detention Center, Nevada Southern Detention Center, and Nye County Detention Center.

<sup>6</sup>According to ICE, average daily population is the average number of detained noncitizens in a specified facility at midnight over a specified time frame.

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bar attorneys who represented detained noncitizens at the detention facilities we interviewed.<sup>7</sup> The information we obtained from our interviews with ICE ERO field offices, detention facility staff, and organizations cannot be generalized, but provides insight into processes used by ICE to implement and oversee segregated housing policies.

To determine ICE's processes for and oversight of segregated housing, we reviewed information on how ICE manages, oversees, and trains staff on segregated housing including segregated housing policy documents, training materials, and other guidance. We also reviewed documentation from a random sample of 147 segregated housing placements from fiscal years 2019 and 2021 to determine if the supporting documentation explained the incidents and circumstances surrounding the placement reason.<sup>8</sup> To make this determination, we looked for whether documentation contained additional explanation beyond the title of the primary placement reason. For SRMS records that indicated the detained noncitizen had a mental health condition, we looked at whether the documentation acknowledged the individual's mental health condition. We compared ICE's segregated housing oversight against requirements outlined in ICE's segregated housing directive.<sup>9</sup> We determined that *Standards for Internal Control in the Federal Government* related to documenting and communicating in policies each unit's responsibility for operational processes' objectives, related risks, and control activity design, implementation, and operating effectiveness, and using quality information to achieve objectives were significant to this objective.<sup>10</sup> We also determined that the Explanatory Statement accompanying the 2022 consolidated appropriation—which requires ICE to report publicly, and on a recurring basis, the number of individuals in vulnerable or special populations in its custody, the amount of time those individuals were in detention or involuntary segregation, the basis for such segregation, and

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<sup>7</sup>The American Immigration Lawyers Association is a national association of more than 16,000 attorneys and law professors who practice and teach immigration law. Member attorneys represent respondents at immigration courts nationwide.

<sup>8</sup>We sampled records from fiscal years 2019 and 2021 in order to review placements that occurred before and after the onset of COVID-19. To obtain the random sample, we used a number generator to assign each record a random number and selected records based on their number value in each placement reason grouping.

<sup>9</sup>ICE, *11065.1, Review of the Use of Segregation for ICE Detainees*; (Washington, D.C.: Sept. 4, 2013).

<sup>10</sup>GAO, *Standards for Internal Control in the Federal Government*, [GAO-14-704G](#) (Washington, D.C.: Sept. 2014).

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the process for and frequency of re-evaluating custody decisions—was significant to this objective.<sup>11</sup>

To determine what available ICE data indicate about the number and characteristics of segregated housing placements from fiscal years 2017 through 2021, we analyzed data from SRMS, the ICE Integrated Decision Support system, and ICE vulnerable population trackers.<sup>12</sup> Specifically, we analyzed record-level SRMS data to determine how many segregated housing placements ICE made from fiscal years 2017 through 2021 and the locations, durations, and countries of citizenship of those placements.<sup>13</sup> We used ICE Integrated Decision Support system data to provide contextual information on the number, locations, and reported citizenships of detentions.

We used the ‘Mental Health Condition’, ‘Serious Mental Health Condition’, ‘Disability’, ‘Serious Medical Illness’, and ‘LGBTI’ fields in SRMS to determine how many segregated housing placements ICE made involving these populations, as well as associated placement reasons and durations of placements. To identify segregated housing placements involving detained noncitizen who were elderly, we analyzed SRMS data to determine placements which involved noncitizens who were at least 65 years of age by subtracting the ‘Date of Birth’ from the ‘Placement Date’

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<sup>11</sup>2022 Explanatory Statement, 168 Cong. Rec. H1709, H2402 (daily ed. Mar. 9, 2022).

<sup>12</sup>According to ICE, the ICE Integrated Decision Support system is a data warehouse populated by Enforcement Case Tracking System (ENFORCE) information related to the investigation, arrest, booking, detention, and removal of persons encountered during immigration and criminal law enforcement investigations and operations conducted by certain DHS components, namely ICE and U.S. Customs and Border Protection. ICE maintains information in disparate “data trackers” on all known members of various vulnerable populations in ICE custody, such as those who have a mental health condition, a serious mental health condition, or a disability.

<sup>13</sup>ICE obtains country of citizenship data of detained noncitizens from detention files, the ENFORCE Alien Removal Module (EARM), and noncitizen self-reporting. However, we have previously reported that ICE officers are not always required to update country of citizenship data in the ICE Integrated Decision Support system. GAO, *Immigration Enforcement: Actions Needed to Better Track Cases Involving U.S. Citizenship Investigations*, GAO-21-487, (Washington, D.C.: July 20, 2021). From fiscal years 2017 through 2020, ICE reported over 20 primary placement reasons in SRMS. In fiscal year 2021, ICE consolidated its primary placement reasons to the following five: disciplinary, pending investigation of disciplinary violation, protective custody, facility security threat, and medical/mental. For the purposes of this report, we organized primary placement reasons from all five fiscal years into the following categories: disciplinary, pending investigation of disciplinary violation, protective custody, facility security threat, medical, mental health condition, hunger strike and suicide risk, and other.

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in SRMS. We also matched SRMS data to data trackers for detained noncitizens who were alleged victims of sexual assault, pregnant or nursing noncitizens, or individuals engaged in hunger strikes to SRMS to determine any segregated housing placements involving those populations.

To assess the reliability of SRMS data, the ICE Integrated Decision Support system, and vulnerable population tracker data, we (1) performed electronic testing for missing values, obvious errors, and duplicate entries; (2) reviewed ICE guidance and documentation related to each database; and (3) interviewed ICE officials regarding data entry, data limitations, and observations from our analyses. We determined that the data were sufficiently reliable for reporting on the number and characteristics of segregated housing placements ICE made, matching vulnerable population trackers to SRMS, and information on overall detentions.<sup>14</sup>

To determine the extent to which ICE receives and addresses segregated housing-related complaints, we reviewed relevant processes used by ICE's Detention and Reporting Information Line and Office of Professional Responsibility Joint Intake Center, and the ICE Health Service Corps—ICE headquarters offices that, among other things, receive segregated housing-related complaints. We reviewed documentation regarding how these offices are to receive, refer, investigate, resolve, and record detention-related complaints. We also reviewed our previous work that examined detention-related complaints and identified associated processes.<sup>15</sup> We analyzed complaint data for fiscal years 2017 through 2021—the most recent 5 fiscal years of data maintained by ICE entities' data systems at the time of our review—to determine the number of segregated housing-related complaints each office received, and the resolution of the complaints, if available. To determine the reliability of ICE entities' complaint data, we reviewed manuals and policies; interviewed agency officials; and conducted electronic testing. We determined that the data were sufficiently reliable for the purposes of

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<sup>14</sup>As discussed later in this report, SRMS underreported the number of detained noncitizens in vulnerable populations. However, we found SRMS to be reliable for the purposes of reporting the number and characteristics of segregated housing placements recorded in the system, including the reasons, locations, and lengths of placements.

<sup>15</sup>GAO, *Immigration Detention: ICE Should Enhance Its Use of Facility Oversight Data and Management of Detainee Complaints*, [GAO-20-596](#), (Washington, D.C.: Aug. 19, 2020).

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describing characteristics and trends associated with complaint data. See appendix I for additional details on our scope and methodology.

We conducted this performance audit from August 2021 to October 2022 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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## Background

### Segregated Housing Policies

ICE detention facilities are responsible for deciding whether to place detained noncitizens in segregated housing and providing care and custody for those placed in segregated housing. ICE headquarters and field offices oversee detention facilities' segregated housing placements. Two main policies outline how detention facilities should make placement decisions and provide care and custody for those in segregated housing and how field offices and headquarters should oversee detention facilities:

- **ICE detention standards:** ICE developed standards for the operation of immigration detention facilities to ensure safe, secure, and humane confinement for detained noncitizens. Originally developed in 2000, ICE has updated its detention standards several times, resulting in various versions—or “sets”—of standards that differ with respect to their scope, rigor, and other factors they incorporate. Contracts or agreements between ICE and detention facilities specify which set of standards facilities are required to follow. ICE detention standards include sections that outline segregated housing policy and



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processes, and detention facilities are to adhere to ICE detention standards in their use of segregated housing.<sup>16</sup>

- **ICE segregated housing directive:** ICE ERO field offices and headquarters are to adhere to requirements in the ICE segregated housing directive.<sup>17</sup> The segregated housing directive outlines policy and oversight responsibilities and requirements for ICE ERO field offices and headquarters.

ICE can place detained noncitizens in segregated housing for disciplinary or administrative reasons—including protective custody (noncitizen-requested or facility-initiated), facility security threat, medical, mental health, suicide risk, and hunger strike reasons. ICE policy directs detention facilities to use disciplinary segregated housing only for high-level offenses, such as fighting, assault, or not obeying orders, and to use administrative segregated housing for vulnerable populations only when no other housing options are available—including transfers to other housing units or detention facilities.

ICE policy also instructs detention facilities to take special considerations for noncitizens in segregated housing with special vulnerabilities. In the context of segregated housing, ICE defines these populations as detained noncitizens: (1) with mental health conditions, serious medical illnesses, or disabilities; (2) who are elderly, pregnant, or nursing; (3) who are susceptible to harm in the general population due to their sexual orientation or gender identity; or (4) who have been victims of sexual assault, torture, trafficking, or abuse. For the purposes of this report, we refer to these groups as vulnerable populations.

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## ICE Detention Facilities

ICE owns and operates some of its detention facilities. Others are owned and operated by private companies through contracts with ICE or are

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<sup>16</sup>The 2011 Performance-Based National Detention Standards, revised in 2016, codified changes resulting from laws, regulations, and policies established since the previous set of detention standards and in some instances has different segregated housing requirements than other sets of detention standards. For instance, the 2011 detention standards have different day-to-day record requirements for segregated housing units than the 2019 National Detention Standards. For the purposes of this report, detention standard descriptions are from the 2011 Performance-Based National Detention Standards (revised 2016), the most recent iteration of this set of standards, which applied to over-72-hour adult facilities housing about 66 percent of detained noncitizens in fiscal year 2021.

<sup>17</sup>ICE, *11065.1, Review of the Use of Segregation for ICE Detainees*; (Washington, D.C.: Sept. 4, 2013)

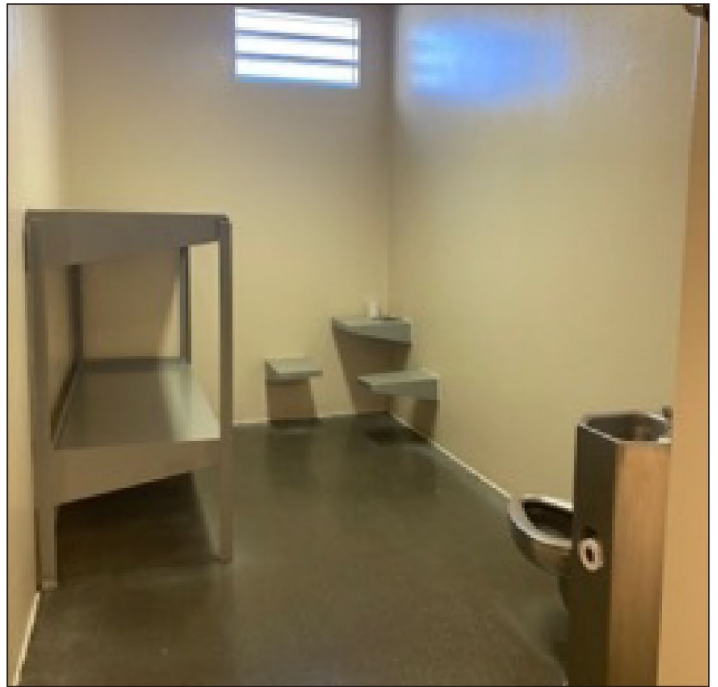
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owned by state or local governments or private entities and operated under intergovernmental agreements with ICE. Additionally, some facilities exclusively house ICE detained noncitizens, and some house ICE detained noncitizens and other confined populations—either together or separately. In fiscal year 2021, ICE held noncitizens at 156 long-term detention facilities. ICE owned and operated five of these facilities, and private entities or state or local governments owned and operated 151 facilities.<sup>18</sup> ICE detention facilities have varying physical layouts for segregated housing. For examples of segregated housing units and cells, see figure 1.

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<sup>18</sup>ICE also holds detained noncitizens and uses segregated housing at shorter-term, under 72 hour detention facilities. In addition, ICE may utilize segregated housing at holding facilities which are typically for temporary custody of individuals for 24 hours or less, but generally no more than 72 hours, to complete general processing and determine the appropriate course of action, such as transfer into an ICE under-or over-72 hour detention facility.

Figure 1: Examples of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Cells in Detention Facilities



Source: ICE. | GAO-23-105366

## Agency Roles and Responsibilities

ICE ERO oversees detention facilities' segregated housing placements. The ICE Health Service Corps is responsible for providing medical care for detained noncitizens at some detention facilities and overseeing medical care across all facilities, including for those placed in segregated housing.<sup>19</sup> Additionally, ICE headquarters offices receive and address detained noncitizens' segregated housing-related complaints as a subset of overall detention-related complaints. See table 1 for more information on ICE components' roles in segregated housing.

**Table 1: Selected U.S. Immigration and Customs Enforcement (ICE) Components' Roles for Managing and Overseeing Segregated Housing**

ICE	Roles for Managing and Overseeing Segregated Housing
ICE Enforcement and Removal Operations (ERO)	<p>ERO oversees confinement of detained noncitizens across facilities. Within ERO:</p> <ul style="list-style-type: none"> <li>The Custody Management Division oversees the regular monitoring and inspection of facilities for compliance with ICE detention standards, including standards related to segregated housing.</li> <li>Twenty-five field offices oversee immigration detention facilities' operations—including segregated housing operations—within geographic areas of responsibility.</li> <li>The Administrative Inquiry Unit reviews and investigates complaints originating with the Joint Intake Center involving employee misconduct and refers complaints to ERO field offices.</li> <li>The Detention Reporting and Information Line (DRIL) is intended to provide a means for detained noncitizens and others to communicate directly with ERO to answer questions and resolve concerns. DRIL receives calls from detained noncitizens and others, such as attorneys and advocacy groups, regarding issues with immigration detention and administrative immigration proceedings.</li> </ul>
ICE Office of the Principal Legal Advisor (OPLA)	<p>OPLA provides a full range of legal services to ICE programs and offices, including representing the government in immigration court removal proceedings. OPLA also provides legal advice and counsel to ICE personnel on their customs, criminal, and immigration law enforcement authorities, including detention matters such as segregated housing.</p>
Joint Intake Center	<p>The ICE Joint Intake Center, under the Office of Professional Responsibility Investigations Division, receives, reviews, and refers allegations of criminal and noncriminal misconduct by ICE and U.S. Customs and Border Protection personnel and contractors.</p>
ICE Health Service Corps	<p>The ICE Health Service Corps serves as ICE's medical authority for detained noncitizen health care issues and oversees administration and costs of medical care at all detention facilities. It:</p> <ul style="list-style-type: none"> <li>provides direct care in some facilities and oversees care administered by non-ICE Health Service Corps providers in other facilities, and</li> <li>investigates complaints related to health care.</li> </ul>

Source: GAO summary of ICE information. | GAO-23-105366

<sup>19</sup>The ICE Health Service Corps provided medical care at 17 over-72 hour adult facilities as of September 2021.

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## ICE Has Segregated Housing Processes, but Information Used for Oversight Is Inconsistent

ICE detention standards outline segregated housing processes and implementation varies across the 12 facilities we interviewed. ICE's segregated housing directive calls for headquarters and ERO field offices to oversee segregated housing using several mechanisms, such as reviews of data and weekly meetings. However, supporting documentation for segregated housing placements does not consistently provide detailed explanations of the incidents and circumstances leading to placements. In addition, segregated housing data used by ICE for oversight did not always identify vulnerable detained noncitizens identified in other data trackers.

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## ICE Has Processes for Segregated Housing

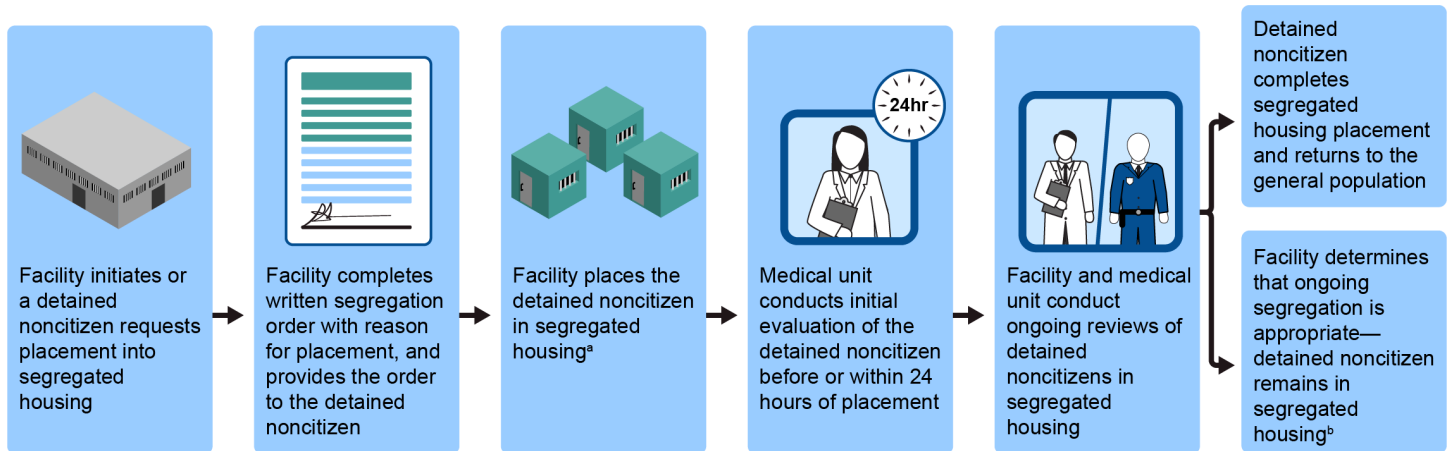
### Segregated Housing Placement Process

ICE detention standards outline the general requirements and processes for segregated housing. These standards allow for detention facilities' discretion in the implementation of segregated housing processes based on factors such as each facility's physical layout, staffing, and other resources. Segregated housing processes among the 12 detention facilities we spoke with varied based on factors such as the physical setup of facilities. For instance, some facilities have more capacity in segregated housing or medical units than others, which may affect the areas a facility uses for segregation.<sup>20</sup> See figure 2 for an illustration of the process for placing detained noncitizens in segregated housing based on ICE detention standards.

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<sup>20</sup>We interviewed officials from 12 detention facilities across four ICE areas of responsibility—San Antonio, Detroit, New Orleans, and Salt Lake City. We selected these facilities based on a number of factors, including facility type (e.g. those that operate under contracts with private companies and agreements with state and local governments); geographic dispersion; and frequency of segregated housing use, among other factors. In our selection of facilities, we include a range of frequency of segregated housing use, as well as a variety of types of facilities in different geographic locations.

**Figure 2: Segregated Housing Placement Process at the Facility Level**



Source: GAO analysis of U.S. Immigration and Customs Enforcement (ICE) documentation. | GAO-23-105366

<sup>a</sup>Facilities must conduct a disciplinary investigation and hearing concerning a detained noncitizen's alleged offense before placing the noncitizen in disciplinary segregated housing. Facilities may place detained noncitizens awaiting a disciplinary hearing into administrative segregated housing.

<sup>b</sup>If a detained noncitizen does not feel comfortable in the general population, they may also request to remain in segregated housing for protective custody purposes after completing an initial segregated housing placement. Detention facilities are required to honor a detained noncitizen's request for protective custody, according to headquarters officials.

Based on ICE detention standards, a detention facility may initiate a detained noncitizen's placement into disciplinary or administrative segregated housing.

**Disciplinary segregated housing.** ICE detention standards include a list of disciplinary offenses that can lead to placement of a detained noncitizen in segregated housing. Officials from all 12 of the facilities we spoke with reported fighting or assault as common reasons. Officials from four of the 12 facilities said that they place noncitizens in disciplinary segregated housing for refusing to obey staff orders, such as refusing to return to their bunk or refusing to lock down. Other disciplinary reasons included making physical threats, possession of drugs or weapons, or inciting riots. Officials from seven of the 12 facilities we spoke with reported reviewing and considering a range of factors when deciding to place someone in disciplinary segregation, such as a noncitizens' behavioral history, the seriousness of the offense, and results of medical assessments.

All 12 facilities that we spoke with had processes for conducting disciplinary hearings to determine whether the facility finds the detained

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noncitizen guilty of any alleged offenses and how long to place an individual in disciplinary segregated housing. For example, an official from one facility we spoke with said that at a disciplinary hearing, the accusing detention officer typically provides a statement about the incident and the individual is afforded a staff representative to argue their case.

**Administrative segregated housing.** Administrative segregated housing is to be used for the shortest time possible, under the least restrictive conditions and only when necessary to ensure the safety of people and property, according to ICE policy. ICE detention standards outline that detention facilities can place noncitizens in administrative segregated housing for several reasons, including:

- **Pending investigation.** A facility may place an individual in administrative segregated housing while awaiting a disciplinary investigation or a hearing for a violation of facility rules in administrative segregated housing until their hearing concludes. If a hearing leads to a disciplinary sanction of segregated housing, the individual will transition to disciplinary segregated housing.
- **Hunger strike and suicide watch.** A facility may place detained noncitizens engaging in a hunger strike or suicidal ideations or attempts in segregated housing for closer observation. Officials from 10 of the 12 facilities we spoke with told us they place individuals on hunger strike or suicide watch in the medical unit or intake cells, rather than segregated housing. Officials from the other two of the 12 facilities told us they may house individuals on hunger strike in segregated housing.
- **Facility security threat.** According to ICE detention standards, a facility may determine that a detained noncitizen is a threat to the security of the facility for reasons such as their criminal record or past behavior at other facilities. Other examples of security threats that we heard from facility staff include if a facility gathers information through telephone monitoring that an individual is planning to assault another person or if an individual displays certain behavior indicating that they might be a flight or security risk.
- **Protective custody.** Detention facilities can place detained noncitizens in protective custody if the facility determines that an individual must be housed separately from the general population for their own protection. Noncitizens can also request protective custody, which, according to headquarters officials, ICE must accommodate. Officials from all 12 of the facilities we spoke with discussed placing or granting individual requests for protective custody. For instance,

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Processes for Vulnerable Populations

officials from four of the 12 facilities discussed an individual's gang affiliation as a reason for placement into administrative segregated housing for their own protection. Officials from two of the 12 facilities said that an individual may request protective custody if they would rather be alone or if they do not feel safe in the general population.

- **Medical.** Detained noncitizens may be placed in segregated housing for medical reasons, such as those who have communicable diseases or who recently had surgery. Facilities' use of segregated housing for medical reasons varies. For example, officials from four of the 12 facilities we spoke with told us they only place these individuals in segregated housing if the medical unit is at capacity.

As previously mentioned, the ICE segregated housing directive lists vulnerable populations that ICE should have additional considerations for in segregated housing placements.<sup>21</sup> Officials from all 12 facilities we spoke with told us they have varying considerations for detained noncitizens from the following vulnerable populations in segregated housing:

**Detained noncitizens with mental health conditions.** The 12 facilities we spoke with place detained noncitizens with mental health conditions in segregated housing in various ways. For instance, officials from five of the 12 facilities told us they try to never place individuals with mental health conditions in segregated housing; however, if they must, they utilize intake space or the medical unit when possible. Officials from seven of the 12 facilities told us they rely on their medical staff for support and consultation on whether segregated housing is appropriate for the individual or how to provide ongoing care. Officials from three of those seven facilities told us they may place individuals in administrative segregated housing if they have a mental health condition necessitating placement in segregated housing, or if their mental health condition makes them vulnerable in the general population.

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<sup>21</sup>Although the ICE segregated housing directive lists detained noncitizens who are pregnant or nursing as vulnerable populations, officials from six of the 12 facilities we spoke with told us they rarely or have never placed pregnant or nursing noncitizens in segregated housing. Officials we spoke with from three of the 12 facilities told us they only house male noncitizens. In accordance with *U.S. Immigration and Customs Enforcement, ICE Directive 11032.4 Identification and Monitoring of Pregnant, Postpartum, or Nursing Individuals*, issued in July 2021, generally, ICE should not detain, arrest, or take into custody for an administrative violation of the immigration laws individuals known to be pregnant, postpartum, or nursing unless release is prohibited by law or exceptional circumstances exist.



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**Detained noncitizens with medical illnesses or disabilities.** Officials from seven of the 12 facilities we spoke with reported providing detained noncitizens in segregated housing with physical disabilities or illnesses necessary accommodations, such as a pull up bar or lower bed bunks. Officials from four of the 12 facilities told us that the medical unit generally determines if segregated housing is appropriate for individuals with physical disabilities or illnesses. Officials from the remaining facility told us they would not typically place any individual with physical disabilities or illnesses in segregated housing.

**Detained noncitizens who are elderly.** Officials from eight of the nine facilities where we discussed considerations for placing elderly detained noncitizens in segregated housing told us that the medical unit assesses elderly individuals or that the facility provides any necessary accommodations based on the noncitizen's needs.<sup>22</sup> Officials from the other one of the nine facilities told us they often house elderly noncitizens in the general population without any issues.

**Detained noncitizens susceptible to harm due in part to their sexual orientation or gender identity.** Facility practices for detained noncitizens who identify as LGBTI also varied. For example, officials from seven of the 12 facilities we spoke with told us they discuss housing options with the individual or offer protective custody depending on the individual's comfort level. Officials from three of the 12 facilities told us they may place LGBTI individuals in the medical unit or an empty general population housing unit if available. Officials from the remaining two facilities told us they would provide care based on the individual's needs.

**Detained noncitizens who have been victims of sexual assault, torture, trafficking, or abuse.** Officials from five of the nine facilities that we asked about considerations for placing a victim of sexual assault, torture, trafficking, or abuse in segregated housing told us they offer the detained noncitizens various resources such as mental health counselors or social workers.<sup>23</sup> Officials from three of the nine facilities told us they

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<sup>22</sup>We modified our interview questions following the third interview with facilities to inquire more specifically about considerations for detained noncitizens who are elderly in segregated housing. Therefore, we did not directly ask officials from the first three facilities we interviewed about this issue.

<sup>23</sup>We modified our interview questions following the third interview with facilities to inquire more specifically about considerations for detained noncitizens who are victims of sexual assault, torture, trafficking, or abuse in segregated housing. Therefore, we did not directly ask officials from the first three facilities we interviewed about this issue.

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involve the medical unit in the care of these individuals. Officials from the remaining facility said that they generally assess and provide for the needs of detained noncitizens in vulnerable populations if they are aware of their specific vulnerability.

## Medical Assessments

ICE detention standards require medical units to conduct initial assessments of detained noncitizens entering segregated housing and we found that these initial assessments vary by facility. For example, officials from nine of the 12 facilities we interviewed said that the medical unit conducts an initial medical assessment of all noncitizens upon their placement into segregated housing. Officials from two of the 12 facilities told us that the medical unit assesses individuals entering segregated housing if the precipitating incident involves an injury, wound, or illness but checks on individuals in segregated housing every day. The remaining facility conducts its initial assessment of noncitizens during its ongoing care visits, which it conducts three times a week. Officials from nine of the 12 facilities reported reviewing various factors during initial assessments such as medical records, current medications, or current physical and mental health.<sup>24</sup> Other factors that officials said they consider in initial assessments include whether the individual is suicidal, homicidal, physically disabled, or uses oxygen. For example, detention facility officials told us if they detect red flags, such as suicidal ideations, during the initial assessment that they would either refer the individual for additional medical attention or not approve the segregated housing placement.

Medical units also provide ongoing care to detained noncitizens in segregated housing. Officials from all 12 of the facilities we spoke with told us that medical units check on individuals in segregated housing regularly, ranging from once a week to every day. According to officials from nine of the 12 facilities we interviewed, medical staff visit individuals in segregated housing every day. Officials from two of the 12 facilities we interviewed told us that medical staff visit individuals in segregated housing three times a week. Officials from the remaining facility said that medical staff conduct weekly visits of individuals in segregated housing. For example, detention facility officials told us that during these regular visits medical unit staff pay attention to individual behavior and demeanor. As part of their ongoing care, officials from other facilities reported asking individuals questions about their well-being or looking for signs of

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<sup>24</sup>Officials from the other three facilities we spoke with did not discuss specific items they review during initial assessments.

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deterioration such as injuries, unkempt appearance, or self-harm or suicidal ideations.

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## ICE Oversees Segregated Housing

ERO field offices and ICE headquarters track and conduct oversight of segregated housing placements primarily through SRMS.<sup>25</sup> Officials from all 12 facilities we spoke with said they notify their designated ERO field office of all segregated housing placements, generally via email or telephone. ERO field offices are required to report certain placements in SRMS for headquarters review, including those:

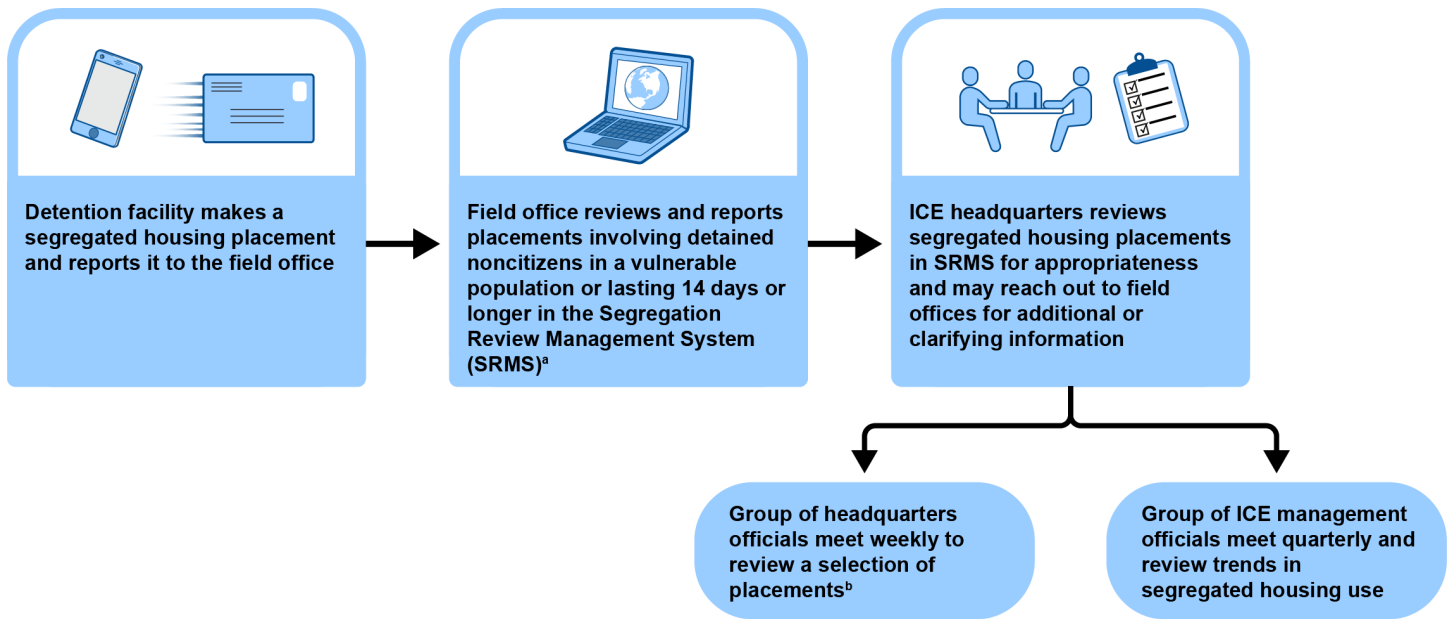
- involving detained noncitizens who have a mental health condition, a serious medical illness, or serious physical disability;
- made on the basis of membership in any other vulnerable population or because the detained noncitizen is an identified suicide risk or is on a hunger strike; and
- lasting 14 days or longer or 14 days out of any 21-day period, continuously for 30 days, and at 30-day intervals thereafter.

See figure 3 for more information on how ICE tracks and oversees segregated housing placements through SRMS.

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<sup>25</sup>For the purposes of this report, we also refer to SRMS as segregated housing data.

**Figure 3: U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placement Notification Process**



Source: GAO analysis of ICE documentation and interviews. | GAO-23-105366

<sup>a</sup>Vulnerable populations include detained noncitizens with mental health conditions, or disabilities; who are elderly, pregnant, nursing, who are susceptible to harm in the general population due to their sexual orientation or gender identity; or who are victims of sexual assault, torture, trafficking, or abuse. ICE requires field offices to enter segregated housing placements involving individuals from vulnerable populations within 72 hours.

<sup>b</sup>During these weekly meetings, ICE reviews a selection of SRMS placements under the following criteria: any detained noncitizen from a vulnerable population entered into SRMS since the last meeting; any detained noncitizen with a serious mental health condition and who was not reviewed at the weekly stakeholder meeting in the last 60 days; any detained noncitizen whose length of stay is greater than or equal to 180 days and who was not reviewed at the weekly stakeholder meeting in the last 60 days; and any follow ups from the previous week’s meeting.

**ICE ERO field office oversight.** ICE ERO field offices oversee segregated housing placements by reporting placements in SRMS and conducting ongoing reviews of select placements within their geographic areas of responsibility. The segregated housing directive requires ERO field offices to review segregated housing placements for appropriateness after 14 days, 30 days, and every 30 days thereafter. ICE also requires ERO field offices to conduct additional reviews of placements involving individuals from vulnerable populations within 72 hours of the initial placement. The reviews may involve a variety of factors, such as assessing whether the reason for placement was justified and whether the facility completed required documentation, according to field office officials. For instance, one of the four ERO field office officials we spoke

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with stated that they consider an individual's criminal history, an individual's level of comfort in the general detention population, any assessments by medical staff, and whether the length of time in disciplinary segregated housing aligns with recommendations in ICE detention standards. Officials from all four ERO field offices we spoke with told us that field office staff have a regular onsite presence at certain facilities to maintain communication and monitor compliance with ICE detention standards.

**ICE headquarters daily reviews.** Headquarters officials in Custody Management review segregated housing placements in SRMS daily and look for instances of noncompliance with ICE detention standards and the segregated housing directive. For example, headquarters officials told us they look for whether ERO field offices entered reviews at the correct times and whether they attached supporting documentation. These officials explained that SRMS provides them with alerts if ERO field offices do not enter their required reviews at 14 days, 30 days, and every 30 days thereafter.

**Weekly headquarters segregation review meeting.** As noted above in figure 3, officials from Custody Management, the Office of the Principal Legal Advisor attorneys, and the ICE Health Service Corps, among other ICE components, meet weekly to review a selection of segregated housing placements.<sup>26</sup> ICE headquarters officials told us they review placements at the weekly meeting to ensure placements are appropriate and in compliance with detention standards. To determine that placements are appropriate, headquarters officials review the reason for and length of a placement, as well as whether the detained noncitizen has any mental health or medical conditions.

During the weekly meeting, Custody Management officials provide a briefing to stakeholders regarding the incident or circumstance that led to the segregated housing placement. According to headquarters officials, ICE Health Service Corps staff discuss any detained noncitizen diagnoses or other medical issues. Attorneys may discuss the legal status

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<sup>26</sup>The selection of placements is based on the following criteria: (1) any detained noncitizen from a vulnerable population entered into SRMS since the last meeting; (2) any detained noncitizen with a serious mental health condition and who was not reviewed at the weekly meeting in the last 60 days; and (3) any detained noncitizen whose length of stay is greater than or equal to 180 days and who was not reviewed at the weekly meeting in the last 60 days; and any follow ups from the previous week's meeting. According to ICE headquarters officials, the number of selections can vary at each meeting, depending on how many placements meet these criteria.

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of each individual's case and ensure that the placement does not present any legal issues or liabilities.

**Detention Monitoring Council.** As noted above in figure 3, ICE management officials meet quarterly to discuss overall detention-related issues including segregated housing. During these meetings, headquarters officials from Custody Management, who lead the weekly segregation review meetings, present a quarterly trend report on segregated housing statistics. This report includes, among other things, statistics on the number of segregated housing placements, the reasons for and average length of placements, and placements involving individuals from vulnerable populations. Headquarters officials also told us they have identified and resolved segregated housing data issues using the quarterly trend report. For example, officials reported that in the creation of one of the reports, headquarters identified a facility that had an unusually high number of mental health observation placements. After speaking with that facility, headquarters found that the facility was inaccurately counting COVID-19 quarantines as mental health observations and were subsequently able to correct data within SRMS.

**Training.** ICE headquarters officials also provide training to ERO field office staff on segregated housing and SRMS. The training includes an overview of segregated housing policy, reporting requirements, and how field offices should use SRMS. Headquarters offers training to all new SRMS users when they receive access to the system, according to officials. Headquarters may provide additional trainings when they identify recurring SRMS data entry issues during their oversight. In addition, ERO field offices can request these trainings, including when there is significant turnover of SRMS users.

In addition, ICE headquarters officials told us that detention facilities are responsible for training staff on facility processes for segregated housing. That training must be in line with ICE detention standards and the segregated housing directive. Officials from all 12 facilities we spoke with told us that they train detention facility staff on segregated housing based on the ICE detention standards. Officials from three of the 12 facilities we spoke with told us about additional requirements they have for housing officers who work in the segregated housing unit, such as passing a quarterly exam, working at the facility for at least one year, and taking additional specialized training.

**Other general oversight mechanisms.** ICE also oversees segregated housing through regular facility inspections and onsite monitoring of ICE

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detention standards compliance. Custody Management employs a contractor to conduct inspections of detention facilities against ICE detention standards. In addition, ICE headquarters conducts independent inspections to assess compliance with detention standards.<sup>27</sup> ICE also conducts onsite monitoring of detention standards compliance at certain facilities, including compliance for segregated housing standards.

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### ICE Segregated Housing Placement Documentation Does Not Include Consistent Detail on Placement Reasons

In our review of ICE documentation supporting segregated housing placements, we found an inconsistent level of detail explaining incidents and circumstances leading to segregated housing placements. Detention facilities are to send ERO field offices supporting documentation upon notifying ERO field offices of segregated housing placements. This supporting documentation can include, among other things, forms outlining circumstances leading to segregated housing placements, disciplinary hearing documentation, and medical information. ERO field offices are to review and upload those documents into SRMS for headquarters' oversight. ICE headquarters officials told us they use supporting documentation as a primary source to oversee and determine the appropriateness of segregated housing placements. However, ICE does not provide field offices with detailed guidance outlining what to include in this documentation.

In our review of supporting documentation for a random sample of 147 segregated housing placements in fiscal years 2019 and 2021, we found that the documentation for 61 of those placements (about 41 percent) did not provide a detailed explanation of the incidents or circumstances leading to the segregated housing placement. For example, some documentation for disciplinary placements only listed the title of the offense such as "conduct that disrupts or interferes with the security or orderly operation of the facility." Other documents indicated that a detained noncitizen was a security risk to himself or herself or the facility, but did not explain why.

In contrast, other documentation had descriptions of incidents leading to segregated housing placements, such as:

- A detained noncitizen attacked another individual in his cell and again in the day room, which multiple individuals confirmed.

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<sup>27</sup>Within ICE headquarters, the Office of Detention Oversight conducts independent inspections of selected immigration detention facilities.

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- An officer observed a detained noncitizen swinging a broomstick and wrestling another individual in a day room. A surveillance camera also captured the altercation.
  - A detained noncitizen was placed in administrative segregated housing pending a mental health review because he was displaying bizarre behavior, disorganized thought and speech, confusion, and darting eyes.

ICE headquarters officials said that ERO field offices have different understandings of the level of detail to include in supporting documentation. As a result, these officials said that supporting documentation varies. ICE headquarters officials said that some facilities provide 20 pages or more of supporting documents explaining the incident and charges, whereas other facilities include one or two pages with little explanation surrounding the segregated housing placement.

In addition, 96 of the 147 segregated housing placements we reviewed involved a detained noncitizen with a mental health condition, according to SRMS records. However, the supporting documentation for 81 of these 96 records did not identify the mental health condition. Officials from ICE headquarters told us that supporting documentation for segregated housing placements should include an identification of a mental health condition, if one exists. ICE officials explained that there may be some instances where ERO field office officials are not aware of an individual's mental health condition until after the initial placement, but should update the documentation once they become aware.

ICE headquarters officials told us they expect ERO field offices to provide them with all documentation from the detention facility used to support a segregated housing placement and reasons for continued placement. However, ICE policy does not specify which documents to include in SRMS or the level of detail to include in this documentation. ICE officials told us they plan to update the segregated housing directive and, as part of that update, they plan to provide guidance to ERO field offices on the documentation needed to support segregated housing placements. However, as of June 2022, this policy update is under development and officials did not provide details on the documentation requirements that would be included in this policy update.

The segregated housing directive requires ICE headquarters to review segregated housing placements for appropriateness, including whether the placement reason is justified. Further, *Standards for Internal Control in the Federal Government* state that management should document in



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policies for each unit its responsibility for an operational process's objectives, related risks, and control activity design, implementation, and operating effectiveness. These standards also state that management should communicate to personnel the policies and procedures so that personnel can implement the control activities for their assigned responsibilities.<sup>28</sup>

Issuing specific guidance to ERO field offices on the level of detail needed in the documentation supporting segregated housing placements can help ICE headquarters officials ensure they consistently have adequate information to fully understand the incidents and circumstances leading to segregated housing placements. This, in turn, could better position ICE to determine whether segregated housing placements were appropriate.

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### ICE Segregated Housing Data Do Not Identify All Detained Noncitizens from Vulnerable Populations

ICE uses SRMS to conduct oversight of segregated housing placements and conducts additional oversight of vulnerable populations, but SRMS does not identify all known detained noncitizens ICE considers vulnerable in its segregated housing policy.<sup>29</sup> As previously mentioned, ICE tracks and maintains data on segregated housing placements in SRMS. If SRMS indicates that a detained noncitizen in segregated housing is a member of a vulnerable population, ICE headquarters conducts additional oversight of those individuals. This system contains "yes/no" data fields where users are to indicate whether an individual placed in segregated housing has a mental health condition, a serious mental health condition, a serious disability, a serious medical illness, or identifies as LGBTI. Separate from SRMS, ICE maintains information in disparate "data trackers" on all known members of various vulnerable populations in ICE custody, such as those who have a mental health condition, a serious mental health condition, or a disability. ICE or ICE Health Service Corps staff enter information into these data trackers when they become aware that an individual is a member of one of the vulnerable populations.

We compared data in SRMS to available vulnerable population data trackers to identify detained noncitizen matches in SRMS and the various data trackers. We then determined, of those matches, the extent to which

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<sup>28</sup>[GAO-14-704G](#).

<sup>29</sup>Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

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SRMS correctly indicated that the detained noncitizen was a member of a vulnerable population. For instance, if we identified a detained noncitizen match between the mental health condition tracker and SRMS, we then determined whether that SRMS record indicated “yes” under the mental health condition field. For fiscal years 2017 through 2021, we identified matches between SRMS and the following vulnerable population trackers:

- **Detained noncitizens with a mental health condition.** SRMS identified 4,471 segregated housing placements involving detained noncitizens with a mental health condition from fiscal years 2017 through 2021.<sup>30</sup> In our review of the mental health condition tracker, we identified an additional 1,436 placements involving an individual with a mental health condition where SRMS did not indicate that the individual had a mental health condition during the same period.<sup>31</sup>
- **Detained noncitizens with a serious mental health condition.** SRMS identified 476 segregated housing placements involving detained noncitizens with serious mental health conditions from fiscal years 2017 through 2021.<sup>32</sup> In our review of the serious mental health condition tracker, we identified an additional 3,541 placements involving a detained noncitizen with a serious mental health condition where SRMS did not indicate that the individual had a serious mental health condition during the same period.<sup>33</sup>
- **Detained noncitizens with a disability.** SRMS identified 118 segregated housing placements involving detained noncitizens with disabilities from fiscal years 2017 through 2021. In our review of the

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<sup>30</sup>There were 14,581 total SRMS placements from fiscal years 2017 through 2021.

<sup>31</sup>Of the 1,436 additional placements involving a mental health condition that we identified, SRMS indicated ‘no’ in the mental health condition field in 1,092 of those placements, and left the mental health condition field blank in 344 of those placements. In 206 of the additional 1,436 placements involving detained noncitizens with mental health conditions, the tracker had not identified the individual’s mental health condition at the time of their placement.

<sup>32</sup>ICE policy defines a serious mental health condition if a detained noncitizen has: 1) a mental health condition that is causing serious limitations in communication, memory, or impaired intellectual functions; 2) one or more active psychiatric symptoms, such as active hallucinations, severe depressive symptoms, or suicidal ideation, among others; or 3) a diagnosis of one of six specific disorders, including a psychotic disorder, bipolar disorder, or dementia.

<sup>33</sup>In 701 of the additional 3,541 placements involving detained noncitizens with serious mental health conditions, the tracker had not identified the individual’s serious mental health condition at the time of their placement.

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disability tracker, we identified 249 additional placements involving a detained noncitizen with a disability where SRMS did not indicate that the individual had a disability during the same period.<sup>34</sup>

- **Detained noncitizens who identify as transgender.** We also matched ICE’s data on detained noncitizens who identify as transgender to the LGBTI field in SRMS to determine whether SRMS identified detained noncitizens in segregated housing who identify as transgender.<sup>35</sup> SRMS identified 270 placements involving individuals who identified as transgender from fiscal years 2017 through 2021. We identified 22 additional placements involving an individual who identified as transgender where SRMS did not indicate that the individual identified as such during the same period.<sup>36</sup>

We also analyzed an ICE data tracker of detained noncitizens who were victims of sexual assault—another population that ICE defines as vulnerable in its segregated housing policy—to determine if any placements in SRMS involved these detained noncitizens.<sup>37</sup> When reviewing ICE’s sexual assault tracker, we identified 955 segregated housing placements involving detained noncitizens who were victims of sexual assault.<sup>38</sup> Prior to 2021, SRMS did not contain a dedicated field for

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<sup>34</sup>Of the 249 additional placements involving a disability that we identified in the disability tracker, SRMS indicated ‘no’ in the disability field in 224 of those placements, and left the disability field blank in 25 of those placements. In 54 of the additional 249 placements involving detained noncitizens with disabilities, the tracker had not identified the individual’s disability at the time of their placement.

<sup>35</sup>ICE maintains data on detained noncitizens who identify as transgender in their main detention data system tracking all detained noncitizens in ICE custody. ICE obtains transgender data from individuals who self-report their transgender identity. Therefore, ICE may not capture individuals who do not report that they identify as transgender.

<sup>36</sup>In three of the additional 22 placements involving detained noncitizens who identify as transgender, ICE’s detention data had not identified the individual’s transgender identity at the time of their placement.

<sup>37</sup>ICE also defines detained noncitizens who are pregnant or nursing as vulnerable populations in segregated housing. However, we only identified three pregnant individuals in segregated housing and no nursing individuals between fiscal years 2017 through 2021. In accordance with *U.S. Immigration and Customs Enforcement, ICE Directive 11032.4 Identification and Monitoring of Pregnant, Postpartum, or Nursing Individuals*, issued in July 2021, generally, ICE should not detain, arrest, or take into custody for an administrative violation of the immigration laws individuals known to be pregnant, postpartum, or nursing unless release is prohibited by law or exceptional circumstances exist.

<sup>38</sup>In 211 of the 955 sexual assault placements that we identified, the tracker had not identified the individual as a sexual assault victim at the time of their placement.

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this population according to officials.<sup>39</sup> However, ICE headquarters officials told us that in 2021, they added a checkbox to SRMS to indicate whether the segregated housing placement involves an individual who is a victim of sexual assault. If SRMS users check that box, two mandatory fields appear to provide additional information about the individual and the assault case.

ICE headquarters officials told us that because ICE has disparate data trackers for vulnerable populations, ERO field office officials may not have all available information on-hand when entering segregated housing placements into SRMS. As a result, ERO field office officials may miss information on vulnerable populations. Additionally, headquarters officials said that ERO field office officials might learn of an individual's membership in a vulnerable population after the initial placement and may not update the SRMS record. According to headquarters officials, ICE awarded a contract in September 2021 for a new data system to integrate disparate ICE data systems, including SRMS and some vulnerable population trackers. These officials said they are still developing the requirements and capabilities of the new data system. For instance, officials said they would like the new data system to automatically populate information from vulnerable population trackers into SRMS. However, as of June 2022, ICE headquarters officials were unsure if the new data system will have that capability.

ICE policy contains additional requirements for the care and oversight of detained noncitizens from vulnerable populations in segregated housing. For instance, ICE policy says that detention facilities should use administrative segregated housing for individuals from vulnerable populations for the least amount of time possible, when no other viable housing options exist, and as a last resort. In addition, the segregated housing directive requires the ICE Health Service Corps to evaluate the appropriateness of placements involving individuals with a mental health condition or disability and ensure facilities provide appropriate care and accommodations. Further, for segregated housing placements involving individuals from any vulnerable population, the ICE Health Service Corps is to review detained noncitizen treatment plans, monitor care, and review the placement every 14 days. Moreover, ICE headquarters officials said they expect SRMS users to follow ICE segregated housing policy and report all placements involving detained noncitizens from vulnerable

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<sup>39</sup>ICE does not have a data tracker for detained noncitizens who were victims of torture, trafficking, or abuse. ICE also defines these individuals as vulnerable in segregated housing.

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populations in SRMS. Additionally, the Explanatory Statement accompanying the 2022 consolidated appropriation requires ICE to report publicly, and on a recurring basis, the number of individuals in vulnerable or special populations in its custody, the amount of time those individuals were in detention or involuntary segregation, the basis for such segregation, and the process for and frequency of re-evaluating custody decisions.<sup>40</sup>

*Standards for Internal Control in the Federal Government* state that management should design a process that uses the entity's objectives and related risks to identify the information requirements needed to achieve the objectives and address risks. In addition, the standards state that management should obtain relevant data from reliable internal and external sources in a timely manner based on the identified information requirements.<sup>41</sup>

Without identifying all known detained noncitizens ICE considers vulnerable in its segregated housing policy in SRMS or any future data system, ICE is limited in its ability to conduct oversight of the treatment and care of these individuals. ICE headquarters relies on SRMS to conduct oversight of segregated housing placements and to identify what placements involve vulnerable individuals, which require additional oversight. Identifying all vulnerable population placements can help ICE accurately identify issues or trends in segregated housing placements across vulnerable populations and ensure the appropriateness of placements involving individuals from vulnerable populations.

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## Segregated Housing Placements Were Primarily for Disciplinary and Protective Custody Reasons

According to available SRMS data, ICE made over 14,000 segregated housing placements from fiscal years 2017 through 2021, primarily for disciplinary and protective custody reasons. ICE also placed detained noncitizens in vulnerable populations in segregated housing, including individuals with mental health conditions, serious medical conditions, and disabilities, individuals identifying as LGBTI, and individuals who were alleged victims of sexual assault or abuse. As discussed previously, our analysis identified instances in which ICE segregated housing data in SRMS did not identify all segregated housing placements involving individuals included in vulnerable population trackers outside of SRMS. However, we found the data within SRMS to be sufficiently reliable for

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<sup>40</sup>2022 Explanatory Statement, 168 Cong. Rec. H1709, H2402 (daily ed. Mar. 9, 2022).

<sup>41</sup>[GAO-14-704G](#).

reporting on aspects of segregated housing placements, such as placement reasons, durations of placements, and other characteristics.

## Detention Facilities Made Over 14,000 Segregated Housing Placements for Mostly Disciplinary or Protective Custody Reasons from Fiscal Years 2017 through 2021

According to available SRMS data, ICE recorded 14,581 segregated housing placements from fiscal years 2017 through 2021. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. Total segregated housing placements per year generally increased from 2,877 to 3,390 from fiscal year 2017 through 2020, before declining to 2,225 in fiscal year 2021.<sup>42</sup> The number of detentions also fluctuated during this same period. See table 2 for more information on yearly segregated housing placements and detentions.

**Table 2: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements and Detentions from Fiscal Years 2017 through 2021**

Fiscal Year	Segregated Housing Placements	Total Detentions
2017	2,877	321,544
2018	3,110	394,187
2019	2,979	508,984
2020	3,390	181,183
2021	2,225	201,199
<b>Total</b>	<b>14,581</b>	<b>1,607,097</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: According to ICE officials, ICE's overall detained population decreased in fiscal year 2020 due to COVID-19. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. Appendix II provides more information on instances involving multiple segregated housing placements of a single noncitizen.

Of the 14,581 segregated housing placements during fiscal years 2017 through 2021, ICE categorized 5,906 (about 41 percent) as disciplinary,

<sup>42</sup>Segregated housing placements declined by 4 percent from fiscal year 2018 to 2019, but increased by 18 percent from fiscal year 2017 to 2020.

while it categorized 8,675 (about 60 percent)<sup>43</sup> as administrative.<sup>44</sup> ICE made 4,374 protective custody and medical segregated housing placements from fiscal years 2017 through 2021. According to ICE officials, COVID-19 resulted in a decline in protective custody segregated housing placements, and an increase in placements for medical reasons from fiscal year 2019 to 2020. ICE headquarters officials said they require detention facilities to record COVID-19 quarantines as segregated housing placements if the quarantines take place in segregated housing units.<sup>45</sup> See table 3 for more information on the reasons ICE reported in SRMS for segregated housing placements from fiscal years 2017 through 2021.

**Table 3: Number and Percentage of U.S. Immigration and Customs Enforcement Segregated Housing Placements by Reason Category from Fiscal Years 2017 through 2021**

Segregated Housing Placement Reason	FY2017	FY2018	FY2019	FY2020	FY2021	Total	Percentage of Total Placements FY17-21
Disciplinary	1,189	1,317	1,255	1,364	781	<b>5,906</b>	41
Protective Custody	808	734	684	234	272	<b>2,732</b>	19
Medical	131	103	230	832	346	<b>1,642</b>	11
Facility Security Threat	260	327	256	179	121	<b>1,143</b>	8
Hunger Strike and Suicide Risk	251	300	219	257	83	<b>1,110</b>	8
Pending Investigation of Disciplinary Violation	156	169	174	108	93	<b>700</b>	5
Mental Health Condition	67	103	76	74	363	<b>683</b>	5
Other	15	57	85	342	166	<b>665</b>	5
<b>Total</b>	<b>2,877</b>	<b>3,110</b>	<b>2,979</b>	<b>3,390</b>	<b>2,225</b>	<b>14,581</b>	<b>100</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

<sup>43</sup>Percentages do not add to 100 percent due to rounding.

<sup>44</sup>Based on ICE detention standards, a detention facility may initiate a detained noncitizen's placement into disciplinary or administrative segregated housing. Detention facilities can place individuals in administrative segregated housing for several reasons, including protective custody, medical, facility security threat, medical or mental health, suicide watch, or placements pending disciplinary investigations.

<sup>45</sup>ICE officials said that detention facilities mitigated the use of segregated housing for COVID-19 quarantines by taking certain measures such as placing new detained noncitizens in general housing units designated for COVID-19 quarantines and using medical unit space, when available.

**Durations of segregated housing placements.** From fiscal years 2017 through 2021, the length of time an individual spent in segregated housing varied based on the segregated housing placement reason listed in ICE data. For example, individuals placed in segregated housing for facility security threat reasons spent the longest time (median durations by fiscal year ranged from 33 to 40 days and average durations ranged from 49 to 73 days) in segregated housing. By comparison, median segregated housing placements for hunger strike or suicide risk reasons ranged from 5 to 8 days and average durations ranged from 7 to 11 days. In an ordered set of values, the median is a value below and above which there is an equal number of values; if there is no one middle number, it is the average of the two middle values. See appendix III for more detail on the durations of segregated housing placements.

**ICE areas of responsibility.** According to available SRMS data from fiscal years 2017 through 2021, five ICE areas of responsibility comprised slightly more than half of all segregated housing placements.<sup>46</sup> For more information on the top five areas of responsibility for segregated housing placements, see table 4.

**Table 4: Top Five U.S. Immigration and Customs Enforcement (ICE) Areas of Responsibility for Segregated Housing Placements, and Total Detentions from Fiscal Years 2017 through 2021**

Area of Responsibility	Segregated Housing Placements	Percentage of Segregated Housing Placements	Detentions	Percentage of Total Detentions
Los Angeles	2,333	16	30,033	2
New Orleans	1,571	11	54,631	3
Atlanta	1,340	9	58,870	4
San Diego	1,144	8	120,243	8
Philadelphia	961	7	19,440	1
Other Areas of Responsibility	7,232	50	1,323,880	82
<b>Total</b>	<b>14,581</b>	<b>100</b>	<b>1,607,097</b>	<b>100</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

<sup>46</sup>ICE ERO operates across 25 areas of responsibility nationwide. ICE added the Harlingen area of responsibility in 2021.



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In some cases, a single facility made most of the segregated housing placements in an area of responsibility. For example, a single detention facility in the Los Angeles area of responsibility comprised 2,220 of 2,333 segregated housing placements from fiscal years 2017 through 2021, more than 95 percent of all segregated housing placements in the Los Angeles area of responsibility.<sup>47</sup> ICE officials stated that, as of June 2022, ICE operates only one facility in the Los Angeles area of responsibility. ICE officials also stated that areas of responsibility have different capabilities within their facilities. For example, facilities with alternative housing, such as larger medical units, housing units designated for vulnerable populations, or other alternative housing, may use segregated housing less often—conversely, facilities with more space for segregated housing but less space for alternatives to segregated housing may use segregated housing more often. For example, one facility that we spoke with designated an open housing area for individuals who they would otherwise place in segregated housing. See appendix IV for a full list of segregated housing placements and overall detentions by ICE’s areas of responsibility.

**Segregated housing placements and country of citizenship.** We analyzed SRMS country of citizenship data to determine the 10 most common countries of citizenship among detained noncitizens in segregated housing.<sup>48</sup> ICE officials stated that they do not consider citizenship when making decisions related to segregated housing. Further, officials noted that detention facilities may house more individuals from specific countries based on where the facilities are located within the United States, which can result in facilities overseeing populations that have larger proportions of individuals from certain countries. According to officials, multiple factors, such as the facility’s segregated housing capabilities, can affect how a particular country of citizenship is represented in segregated housing data. See table 5 for additional information on the most frequently reported countries of citizenship represented in segregated housing. A full list of segregated

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<sup>47</sup>Segregated housing placements in this detention facility decreased from 625 in fiscal year 2020 to 74 in fiscal year 2021. ICE officials stated that the Los Angeles area of responsibility has had a decline in the number of detention facilities and has reduced transfers into the area from other facilities. Officials also noted that COVID-19 caused a decrease in the detained population across the country.

<sup>48</sup>According to ICE officials, ICE obtains SRMS country of citizenship data of detained noncitizens from multiple sources, including the ICE Integrated Decision Support system, which records detentions, the noncitizen’s detention file, and self-reporting.

housing placement and detention data by detained noncitizens' reported country of citizenship is in appendix V.

**Table 5: Top Ten Self-Reported Countries of Citizenship in Segregated Housing, Fiscal Years 2017 through 2021**

Country of Citizenship	Number of Segregated Housing Placements	Percentage of Segregated Housing Placements	Number of Detentions	Percentage of Total Detentions
Mexico	3,806	26	497,713	31
Honduras	1,496	10	239,190	15
El Salvador	1,476	10	134,868	8
Guatemala	830	6	355,160	22
Cuba	770	5	58,479	4
India	389	3	24,896	2
Haiti	365	3	29,738	2
Jamaica	314	2	5,062	<1
Somalia	310	2	1,165	<1
Liberia	263	2	854	<1
Other Countries of Citizenship	4,562	31	259,972	16
<b>Total</b>	<b>14,581</b>	<b>100</b>	<b>1,607,097</b>	<b>100</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. According to ICE officials, detained noncitizen self-reporting of citizenship generally occurs during initial encounters with ICE, and country of citizenship entries in SRMS are generally derived from other sources, such as the detention file, birth certificates, or other verifiable documentation.

### ICE Placed Detained Noncitizens in Vulnerable Populations in Segregated Housing from Fiscal Years 2017 through 2021

ICE placed members of vulnerable populations into segregated housing from fiscal years 2017 through 2021 for various reasons and durations. For more detail on the populations discussed below, including reasons for segregated housing placements, see appendix VI. As discussed previously, we identified instances where SRMS did not indicate that a detained noncitizen in segregated housing was a member of a vulnerable population, as indicated in vulnerable population data trackers, including trackers for individuals with mental health conditions, serious mental

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health conditions, and disabilities.<sup>49</sup> However, while SRMS data do not contain all available ICE information on vulnerable populations, we determined the available information within SRMS was reliable for reporting on segregated housing placement reasons and durations, including for vulnerable populations.<sup>50</sup>

**Mental health condition.** Based on SRMS, 4,471 segregated housing placements involved individuals with mental health conditions from fiscal years 2017 through 2021.<sup>51</sup> In our review of the mental health condition tracker, we identified an additional 1,436 segregated housing placements involving an individual with a mental health condition where SRMS did not indicate that the individual had a mental health condition in the same period.<sup>52</sup> See table 6 for more information on segregated housing placements involving detained noncitizens with a mental health condition.

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<sup>49</sup>We compared available vulnerable population data trackers to all available SRMS data to identify segregated housing placements involving members of vulnerable populations from fiscal years 2017 through 2021. In our review of ICE's hunger strike tracker, we identified 119 matches between ICE's tracker and SRMS. SRMS also captures hunger strikes in the primary placement reason. In our review of ICE's pregnancy tracker, we identified three segregated housing placements involving an individual who was pregnant. We identified no segregated housing placements involving individuals who were nursing.

<sup>50</sup>When discussing segregated housing placement reasons and durations, we based our analysis solely on SRMS data. We used data sources outside of SRMS solely to identify instances in which SRMS did not capture that a detained noncitizen was a member of vulnerable population.

<sup>51</sup>There were 14,581 total SRMS placements from fiscal years 2017 through 2021. Of the 1,436 additional placements involving a mental health condition that we identified, SRMS indicated 'no' in the mental health condition field in 1,092 of those placements, and left the mental health condition blank in 344 of those placements.

<sup>52</sup>For 206 of the additional 1,436 segregated housing placements involving detained noncitizens with mental health conditions, the mental health condition tracker had not identified the individual's mental health condition at the time of their placement.

**Table 6: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition from Fiscal Years 2017 through 2021**

Fiscal Year	Segregation Review Management System (SRMS)-Identified Segregated Housing Placements of Detained Noncitizens w/ Mental Health Condition	Number of Segregated Housing Placements Involving Detained Noncitizens w/ Mental Health Condition Not Identified in SRMS	Total Fiscal Year Segregated Housing Placements
2017	1,138	263	<b>2,877</b>
2018	1,114	284	<b>3,110</b>
2019	1,068	280	<b>2,979</b>
2020	737	377	<b>3,390</b>
2021	414	232	<b>2,225</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: We identified the number of segregated housing placements involving detained noncitizens with a mental health condition not identified in SRMS by matching SRMS with ICE's mental health condition tracker and determining, of those matches, which SRMS did not identify as involving a mental health condition. Of the 1,436 additional placements involving a mental health condition that we identified, SRMS indicated 'no' in the mental health condition field in 1,092 of those placements, and left the mental health condition blank in 344 of those placements. For 206 of the additional segregated housing placements involving individuals with mental health conditions, the mental health condition tracker had not identified the individual's mental health condition at the time of their placement. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

Based on our analysis of ICE data on segregated housing placements of individuals with mental health conditions, of those placements noted in SRMS, about 34 percent were for disciplinary reasons and about 25 percent were for protective custody reasons. Individuals with mental health conditions generally were in segregated housing for the longest durations for facility security threat reasons (median duration by fiscal year ranged from 14 to 36 days and average durations by fiscal year ranged from 33 to 101 days) and protective custody reasons (median durations by fiscal year ranged from 20 to 29 days and average durations by fiscal year ranged from 30 to 80 days). The longest duration an individual with a mental health condition was in segregated housing during this period was 1,166 days for protective custody reasons.

**Serious mental health condition.** ICE also tracks detained noncitizens with a serious mental health condition. Based on SRMS data, 476 segregated housing placements involved individuals with a serious

mental health condition from fiscal years 2017 through 2021.<sup>53</sup> We identified 3,541 additional segregated housing placements associated with individuals with serious mental health conditions by matching ICE's list of individuals with a serious mental health condition to SRMS.<sup>54</sup> See table 7 for more information on segregated housing placements associated with detained noncitizens with a serious mental health condition.

**Table 7: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens with Serious Mental Health Conditions from Fiscal Years 2017 through 2021**

Fiscal Year	Segregation Review Management System (SRMS)-Identified Segregated Housing Placements of Detained Noncitizens w/ Serious Mental Health Condition	Number of Segregated Housing Placements Involving Detained Noncitizens w/ Serious Mental Health Condition Not Identified in SRMS	Total Fiscal Year Segregated Housing Placements
2017	149	623	<b>2,877</b>
2018	84	794	<b>3,110</b>
2019	96	807	<b>2,979</b>
2020	110	761	<b>3,390</b>
2021	37	556	<b>2,225</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: We identified the number of segregated housing placements involving detained noncitizens with a serious mental health condition not identified in SRMS by matching SRMS with ICE's serious mental health condition tracker and determining, of those matches, which SRMS did not identify as involving a serious mental health condition. For 701 of the additional 3,541 segregated housing placements involving individuals with serious mental health conditions, ICE's list of individuals with a serious mental health condition had not identified the individual's mental health condition at the time of their placement. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

<sup>53</sup>ICE's policy for detained noncitizens with serious mental health conditions states that an individual must have 1) a mental health condition that is causing serious limitations in communication, memory, or impaired intellectual functions, 2) one or more active psychiatric symptoms, such as active hallucinations, severe depressive symptoms, or suicidal ideation, among others, or 3) a diagnosis of one of six specific disorders, including a psychotic disorder, bipolar disorder, or dementia.

<sup>54</sup>As noted previously, for 701 of the additional 3,541 segregated housing placements involving detained noncitizens with serious mental health conditions, ICE Health Service Corps' list of individuals with a serious mental health condition had not identified the individual's mental health condition at the time of their placement.

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Based on our analysis of SRMS data on segregated housing placements of detained noncitizens with serious mental health conditions, of those placements noted in SRMS, 32 percent were for protective custody reasons, and 23 percent were for disciplinary reasons. Additionally, individuals with serious mental health conditions were generally in segregated housing for the longest durations for protective custody reasons (median duration by fiscal year ranged from 16 to 52 days and average durations by fiscal year ranged from 27 to 87 days), and other reasons (median durations by fiscal year ranged from 13 to 120 days and average durations by fiscal year ranged from 13 to 120 days).<sup>55</sup> The longest duration an individual with a serious mental health condition was in segregated housing during this period was 1,112 days for protective custody reasons.

**Disability.** Based on our analysis of SRMS data, 118 segregated housing placements involved detained noncitizens with a disability from fiscal years 2017 through 2021. We identified 249 additional segregated housing placements of individuals with a disability through matching the disability tracker to SRMS.<sup>56</sup> See table 8 for more information on segregated housing placements associated with individuals with a disability.

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<sup>55</sup>'Other' placement reasons indicate placement reasons that do not fit within the rest of the placement reason categories, such as instances in which no bed space was available in the general population housing units, or if a detained noncitizen was the subject of a Prison Rape Elimination Act investigation.

<sup>56</sup>According to ICE officials, the disability tracker was established in January of 2017 and keeps inventory of all Disability Accommodation Notifications (DAN) submitted by ICE Supporting Disability Access Coordinators. The tracker includes mobility and communication disabilities. As noted previously, for 54 of the additional 249 segregated housing placements involving detained noncitizens with a disability, the disability tracker had not identified the individual's disability at the time of their placement.

**Table 8: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens with a Disability from Fiscal Years 2017 through 2021**

Fiscal Year	Segregation Review Management System (SRMS)-Identified Segregated Housing Placements of Detained Noncitizens w/ Disability	Number of Segregated Housing Placements Involving Detained Noncitizens w/ Disability Not Identified in SRMS	Total Fiscal Year Segregated Housing Placements
2017	26	50	2,877
2018	26	50	3,110
2019	29	52	2,979
2020	28	64	3,390
2021	9	33	2,225

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: We identified the number of segregated housing placements involving detained noncitizens with a disability not identified in SRMS by matching SRMS with ICE’s disability tracker and determining, of those matches, which SRMS did not identify as involving a disability. Of the 249 additional placements involving a disability that we identified, SRMS indicated ‘no’ in the disability field in 224 of those placements, and left the disability field blank in 25 of those placements. For 54 of the additional segregated housing placements involving individuals with a disability, the disability tracker had not identified the individual’s disability at the time of their placement. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

Based on our analysis of available SRMS data on segregated housing placements of individuals with a disability, of those placements noted in SRMS, ICE made 29 percent of segregated housing placements for disciplinary reasons, and 27 percent of segregated housing placements for protective custody reasons. Individuals with disabilities were generally in segregated housing for the longest durations for protective custody reasons (median durations by fiscal year ranged from 16 to 52 days and average durations by fiscal year also ranged from 16 to 52 days). The longest duration an individual with a disability was in segregated housing during this period was 117 days for protective custody reasons.

**Serious medical illness.** Based on SRMS data, 569 segregated housing placements involved detained noncitizens with a serious medical illness from fiscal years 2017 through 2021. ICE made 24 percent of these segregated housing placements for disciplinary reasons, and 28 percent for medical reasons. Individuals with a serious medical illness were generally in segregated housing for the longest durations for facility security threat reasons (median duration by fiscal year ranged from 23 to

187 days).<sup>57</sup> The longest duration an individual with a serious medical illness was in segregated housing during this period was 1,145 days for facility security threat reasons. See table 9 for more information on segregated housing placements involving detained noncitizens with a serious medical illness.

**Table 9: Number of U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness from Fiscal Years 2017 through 2021**

Fiscal Year	Segregation Review Management System-Identified Segregated Housing Placements of Detained Noncitizens With a Serious Medical Illness	Total Fiscal Year Segregated Housing Placements
2017	148	2,877
2018	92	3,110
2019	119	2,979
2020	123	3,390
2021	87	2,225

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

**LGBTI.** Based on SRMS data, 423 segregated housing placements involved a detained noncitizen who identified as LGBTI from fiscal years 2017 through 2021.<sup>58</sup> ICE made 52 percent of those segregated housing placements for protective custody reasons, and 21 percent for disciplinary reasons. Individuals who identified as LGBTI were generally in segregated housing for the longest durations for facility security threat reasons (median durations by fiscal year ranged from 25 to 44 days and average durations by fiscal year ranged from 37 to 62 days).<sup>59</sup> Available SRMS data included 35 segregated housing placements of individuals who identified as LGBTI for facility security threat from fiscal years 2017

<sup>57</sup>The median duration of 187 days for segregated housing placements involving detained noncitizens with a serious medical illness was calculated from only three individuals in fiscal year 2020.

<sup>58</sup>ICE uses a field within SRMS to note whether a detained noncitizen self-identifies as LGBTI. However, ICE did not consistently populate this field until fiscal year 2019.

<sup>59</sup>Medians and averages presented here do not include fiscal year 2021 data, as ICE did not place any individuals identifying as LGBTI in segregated housing for facility security threat reasons in that year.



through 2020, and no segregated housing placements of individuals who identified as LGBTI for this reason in fiscal year 2021.

Median durations by fiscal year of segregated housing placements for individuals who identified as LGBTI for protective custody reasons ranged from 22 to 27 days, and average durations by fiscal year ranged from 32 to 47 days. Median durations by fiscal year of segregated housing placements for disciplinary reasons ranged from 16 to 26 days, and average durations by fiscal year ranged from 20 to 47 days. The longest duration an individual identifying as LGBTI was in segregated housing during this period was 404 days for other reasons. See table 10 for more information on segregated housing placements involving detained noncitizens identifying as LGBTI.<sup>60</sup>

**Table 10: Number of U.S. Immigration and Customs Enforcement (ICE) Segregated Housing Placements Involving Detained Noncitizens Who Identified as Lesbian, Gay, Bisexual, Transgender, or Intersex (LGBTI) from Fiscal Years 2017 through 2021**

<b>Fiscal Year</b>	<b>SRMS-Identified Segregated Housing Placements of Detained Noncitizens Identified as LGBTI</b>	<b>Total Fiscal Year Segregated Housing Placements</b>
2017	85	<b>2,877</b>
2018	127	<b>3,110</b>
2019	128	<b>2,979</b>
2020	65	<b>3,390</b>
2021	18	<b>2,225</b>

Source: GAO analysis of ICE data. | GAO-23-105366

Note: Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

<sup>60</sup>ICE maintains data on detained noncitizens who identify as transgender in SRMS and in their general ICE detention data system. These data are based on individuals who self-report their transgender identity and therefore, may not capture individuals who do not report that they identify as transgender from fiscal years 2017 through 2021. We found that SRMS identified 270 placements involving individuals who identified as transgender. We identified 22 additional placements involving an individual who identified as transgender where SRMS did not indicate that the individual identified as such between fiscal years 2017 through 2021. In three of the additional 22 placements involving individuals who identify as transgender, ICE’s general detention data had not identified the individual’s transgender identity at the time of their placement.

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**Alleged victims of sexual assault or abuse.** From fiscal years 2017 through 2021, we identified 955 instances where ICE made segregated housing placements involving detained noncitizens who were alleged victims of sexual assault by matching ICE's sexual assault tracker to SRMS data.<sup>61</sup>

**Elderly.** Based on available SRMS data from fiscal years 2017 through 2021, ICE made 84 segregated housing placements involving a detained noncitizen of at least 65 years of age.

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## ICE Has Complaint Processes, but Lacks Documentation and Data Analysis

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ICE Headquarters Receives Segregated Housing Complaints, but Does Not Require Field Offices to Document Actions Taken on or Resolutions of Complaints

Within ICE, the ICE Health Service Corps, DRIL, and the Office of Professional Responsibility (OPR) Joint Intake Center all receive segregated housing-related complaints from detained noncitizens or others, such as attorneys or family members.<sup>62</sup> Segregated housing complaints are a subset of detention-related complaints, and processes for segregated housing complaints follow the same processes as detention-related complaints, according to ICE officials. As discussed below, in August 2020, we reported on ICE's processes for detention-related complaints and made recommendations for ICE to improve its detention-related complaint processes.<sup>63</sup> See figure 4 for more

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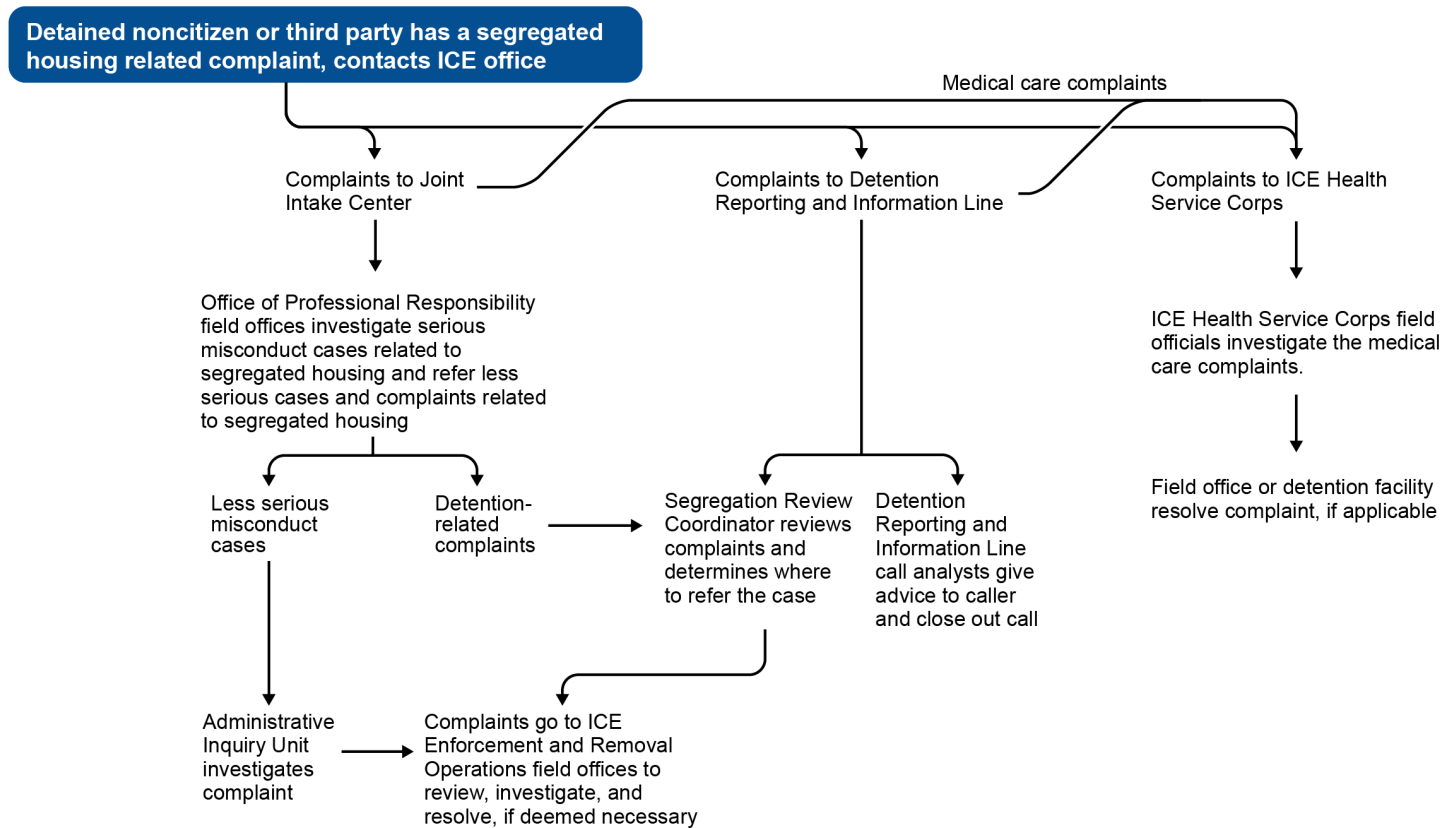
<sup>61</sup>For 211 of the additional 955 segregated housing placements involving detained noncitizens who were alleged victims of sexual assault, the sexual assault tracker had not identified the detained individual's status at the time of their placement.

<sup>62</sup>Detained noncitizens and others can also send detention-related complaints to DHS-level offices such as the DHS Office for Civil Rights and Civil Liberties and the DHS Office for the Inspector General. DRIL, the OPR Joint Intake Center, and the ICE Health Service Corps can also route complaints that they receive to the DHS Office for Civil Rights and Civil Liberties or the DHS Office for the Inspector General for investigation, as appropriate. ICE detention standards encourage facility staff and detained noncitizens to resolve complaints at the lowest level possible, or in an informal manner. Detained noncitizens can submit complaints directly at immigration detention facilities through formal and informal methods, and those methods vary by facility.

<sup>63</sup>In August 2020, we reported that detention facilities may receive and address grievances from detained noncitizens. ICE detention standards outline requirements for grievance processes at detention facilities, including that detention facilities resolve grievances in a timely manner. See [GAO-20-596](#). The scope of this review did not include grievance processes at the detention facility level.

information on the detention-related complaint process at ICE headquarters.

**Figure 4: U.S. Immigration and Customs Enforcement (ICE) Headquarters Detention-Related Complaints Process**



Source: GAO analysis of DHS information. | GAO-23-105366

Note: Detained noncitizens and third parties can also submit segregated housing-related complaints to certain Department of Homeland Security (DHS) offices, including the DHS Office for Civil Rights and Civil Liberties and the DHS Office of the Inspector General. Segregation review coordinators are headquarters officials responsible for overseeing segregated housing placements.

As shown in Figure 4, detained noncitizens and others can make segregated housing complaints to the ICE Health Service Corps, DRIL, and the OPR Joint Intake Center. Detained noncitizens and others can also make segregated housing complaints to various offices at DHS headquarters. In our review of segregated housing-related complaint data, we found that the ICE Health Service Corps documented that it took action on most of the complaints it received. However, ERO field offices

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inconsistently sent actions taken on, or resolutions of, such complaints to DRIL and the OPR Joint Intake Center, based on our analysis.

- **ICE Health Service Corps:** the ICE Health Service Corps reviews and investigates medical care complaints related to immigration detention obtained from other DHS and ICE offices, to include DRIL and the Joint Intake Center. Based on our review of ICE Health Service Corps data, we found that the ICE Health Service Corps usually recorded the disposition of segregated housing-related complaint investigations in its data system, ranging from 84 percent of the time to 93 percent of the time from fiscal years 2017 through 2020. Our analysis of fiscal year 2021 ICE Health Service Corps complaint data indicated that the ICE Health Service Corps recorded the resolutions of segregated housing-related complaints less frequently—about 24 percent of the time. However, ICE Health Service Corps officials noted that as of the time they pulled the data for our review, most fiscal year 2021 complaint investigations were still ongoing and had not yet been resolved.<sup>64</sup>
- **DRIL:** DRIL receives calls from detained noncitizens and others, such as attorneys and advocacy groups, regarding issues with immigration detention and administrative immigration proceedings. Call analysts who answer these phone calls are to provide information to detained noncitizens and others to address their complaints, if possible. If call analysts determine that the complaint should be referred to an ERO field office or another component, they elevate the complaint to deportation officers in Custody Programs—the office that oversees DRIL—who refer calls to appropriate ICE and DHS offices. If a detention-related complaint includes a segregated housing concern, then a headquarters segregation review coordinator reviews that complaint. Depending on their review of the complaint, the segregation review coordinator might send the complaint to the appropriate field office and request more information or remedial actions. ERO field offices can record actions taken on or resolutions of DRIL complaints in ICE’s general detention database, which DRIL then can fill into its data system. However, ERO field offices are not required to and inconsistently record this information. Our review of DRIL data showed that while this data field at times contained information pertaining to the resolution of complaints, the field also contained information pertaining to other detention-related issues

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<sup>64</sup>ICE Health Service Corps officials also said that due to a staffing challenge, ICE Health Service Corps had a backlog of complaints that they were working to address at the end of fiscal year 2021.

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such as the status of immigration cases, custody determinations, or other information, without reference to the complaint.

- **Joint Intake Center.** The ICE Joint Intake Center, under the Office of Professional Responsibility's Investigations Division, receives, reviews, and refers allegations of criminal and noncriminal misconduct by ICE and U.S. Customs and Border Protection personnel and contractors. Officials said that the Joint Intake Center enters the complaints it receives in its case management system, which refers misconduct complaints to the Investigations Division field offices.<sup>65</sup> The Investigations Division field offices can accept and investigate misconduct claims that rise to the level of criminal or serious misconduct, according to Office of Professional Responsibility officials. Additionally, the field offices can decline to investigate complaints, in which case they refer detention-related complaints to Custody Programs and less serious allegations of misconduct to the Administrative Inquiry Unit, according to Office of Professional Responsibility officials. The Administrative Inquiry Unit then can refer those complaints to ERO field offices. From fiscal years 2017 through 2021, of the 65 segregated housing-related complaints that we identified, ERO field offices provided the results of their investigation for one complaint. The rest of the complaints sent to ERO field offices either had no resolution or had resolutions indicating that the last action taken on the case was the Administrative Inquiry Unit notifying ICE management of the case.<sup>66</sup>

In 2020, we reported that ICE does not have reasonable assurance that ERO field offices address and record outcomes of detention-related complaints referred to them by DRIL and the Administrative Inquiry Unit for resolution, or do so in a timely manner.<sup>67</sup> For example, our analysis of data from the Administrative Inquiry Unit indicated that for certain complaints the unit refers, ERO field offices did not provide resolutions back to the unit for 99 percent of referrals, or had resolutions indicating that the last action taken on the case was the Administrative Inquiry Unit notifying ICE management of the case. Without requiring that ERO field

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<sup>65</sup>Upon receiving complaints, the Joint Intake Center Management System automatically routes all complaints involving ICE contractors and employees to the DHS Office of the Inspector General for the right of first refusal, according to officials. If the Office of the Inspector General does not investigate the complaint, the system routes the complaint to the Investigations Division field offices, according to officials.

<sup>66</sup>Of the 65 segregated housing-related complaints that we identified, two were investigated by the Office of Professional Responsibility and had resolutions.

<sup>67</sup>[GAO-20-596](#)

offices record any actions taken on, and the resolutions of, detention-related complaints, ICE does not have reasonable assurance that field offices are addressing them. On this basis, we recommended that the Director of ICE require that ERO field offices record any actions taken on, and the resolutions of, detention-related complaints referred to them from DRIL and the Administrative Inquiry Unit in a timely manner. This includes segregated housing related complaints, since they are a subset of detention-related complaints. ICE concurred with our recommendation and as of April 2022, ICE has taken steps in response. For instance, officials told us that ICE awarded a contract for a data system in September 2021 where ERO field offices could record any action taken on, and resolution of, detention-related complaints. To address the intent of our recommendation, ICE needs to issue a requirement that field offices record any actions taken on, and resolutions of, detention-related complaints from DRIL and the Administrative Inquiry Unit, and provide us with documentation of that requirement. As of June 2022, we are continuing to follow up on the status of this recommendation.

**ICE Maintains Data on Complaints Related to Segregated Housing, but Has Not Implemented a Recommendation to Conduct Analysis**

The ICE Health Service Corps, DRIL, and the OPR Joint Intake Center individually maintain data on segregated housing-related complaints. ICE conducts some analyses of these data, but these analyses are not regular or comprehensive.

Our analysis of ICE Health Service Corps, DRIL and the OPR Joint Intake Center data identified several potential trends in complaints related to segregated housing. For instance, ICE Health Service Corps segregated housing-related complaints increased from fiscal year 2017 to fiscal year 2019, and then increased sharply from fiscal year 2019 to fiscal year 2020, as total ICE Health Service Corps complaints increased. ICE Health Service Corps officials attributed the increase in complaints in fiscal year 2020 to COVID-19. See table 11 for more information on ICE Health Service Corps complaints.

**Table 11: U.S. Immigration and Customs Enforcement (ICE) Health Service Corps Segregated Housing Related Complaints, Fiscal Years 2017 through 2021**

Fiscal Year	Segregated Housing-Related Complaints	Detention-Related Complaints	Non-Generalizable Examples of Segregated Housing-Related Complaints
2017	33	747	Detained noncitizen alleged that they were not provided medical care since being placed in segregation.
2018	43	735	Detained noncitizen said that they suffer from anxiety attacks every night in segregation due to the confined space.

Fiscal Year	Segregated Housing-Related Complaints	Detention-Related Complaints	Non-Generalizable Examples of Segregated Housing-Related Complaints
2019	42	817	Detained noncitizen alleged that the facility did not provide medication in segregation.
2020	121	1,464	Detained noncitizen said that while in segregation, they felt very ill with suspected COVID-19 and were afraid they would not receive medical care if their illness became severe.
2021	42	487	Detained noncitizen alleged they were placed in segregation for their own protection. Detained noncitizen claimed they were depressed and requested to be released from segregation.

Source: GAO analysis of ICE data. | GAO-23-105366

DRIL complaints related to segregated housing increased from fiscal years 2017 through 2019 and decreased from fiscal years 2019 through 2021. See table 12 for more information on DRIL complaints.

**Table 12: U.S. Immigration and Customs Enforcement (ICE) Detention Reporting and Information Line Segregated Housing Related Complaints, Fiscal Years 2017 through 2021**

Fiscal Year	Segregated Housing-Related Complaints	Detention-Related Complaints	Non-Generalizable Examples of Segregated Housing-Related Complaints
2017	344	6,143	Detained noncitizen alleged they were placed in segregation because of their sexual orientation and claimed that their civil rights are being violated.
2018	443	7,130	Detained noncitizen alleged that the facility placed them in segregation while investigating whether the detained noncitizen was involved in a fight. The detained noncitizen said that they were not involved in a fight, and could not file a grievance in segregation.
2019	529	7,522	Detained noncitizen alleged that when they ask detention officers when they will leave segregation, the officer's start laughing and say "when we feel like it." Detained noncitizen alleged that their time in segregation exceeded their sanction.
2020	345	5,572	Detained noncitizen alleged that the facility is placing detained noncitizens who tested positive for COVID-19 in the segregation area and the detained noncitizen would like to go to the general population to avoid contracting COVID-19.
2021	136	3,646	Detained noncitizen alleged that they were placed in segregation because they verbally protested facility conditions.

Source: GAO analysis of ICE data. | GAO-23-105366

Additionally, DRIL complaints increased in several areas of responsibility from fiscal years 2018 to 2019. For instance, in one area of responsibility near the southwest border, segregation-related complaints almost doubled. This increase can be attributed to one detention facility, in which ICE began placing detained noncitizens in fiscal year 2019. According to officials, ICE runs overall weekly DRIL reports. However, ICE does not

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conduct specific analyses of segregated housing-related complaints to identify trends over time, or across regions and facilities as of July 2022.<sup>68</sup>

In 2020, we reported that ICE and DHS offices maintain data on detention-related complaints, but ICE does not comprehensively analyze detention-related complaint data, which could help it identify areas for improvement and implement solutions that could improve conditions of confinement in its detention facilities.<sup>69</sup> We recommended that the Director of ICE regularly conduct analyses of detention-related complaint data from relevant offices, including analyses of data over time, within and across facilities and regions, and at a level necessary to identify and address potentially recurring complaints. We believe that the implementation of this recommendation would include such analyses of segregated housing-related complaints, since segregated housing-related complaints are a subset of detention-related complaints. ICE concurred with our recommendation, and as of June 2021, ERO was in the process of developing the charter for a working group to analyze detention-related complaints. To meet the intent of this recommendation, ICE should regularly analyze detention-related complaint data over time, within and across facilities and regions, and at a level necessary to identify and address recurring complaints. As of June 2022, we are continuing to follow up on the status of this recommendation.

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## Conclusions

Through its policies, ICE has established segregated housing processes and oversees implementation of these processes, including placements involving detained noncitizens from vulnerable populations. Specifically, ICE requires ERO field offices to provide documentation supporting segregated housing placements and to report whether individuals are members of vulnerable populations. However, ICE has not issued specific guidance on the details field offices should include in segregated housing placement documentation. As a result, some of this documentation does not provide detailed information, which limits oversight. In addition, ICE's segregated housing data system does not identify all known vulnerable detained noncitizens placed in segregated housing. Therefore, ICE does

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<sup>68</sup>The OPR Joint Intake Center received fewer segregated housing-related complaints than DRIL and the ICE Health Service Corps. From fiscal years 2017 through 2021, the number of segregated housing-related complaints ranged from 10 to 15 complaints per fiscal year. According to officials, the Investigations Division, which manages the Joint Intake Center, does not produce annual reports on detention-related complaints that go through the Joint Intake Center. However, the Investigations Division has the capability to produce reports on detention-related complaints in its database, when needed.

<sup>69</sup>[GAO-20-596](#)



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not have reasonable assurance that it maintains enough information in its segregated housing data system to conduct additional oversight on vulnerable individuals in segregated housing, as required. Issuing detailed guidance for segregated housing placement documentation and identifying all known vulnerable detained noncitizens in ICE's segregated housing data system would allow ICE to consistently obtain detailed information on circumstances surrounding segregated housing placements. These actions would also help ICE ensure proper care of vulnerable individuals, and accurately assess trends in segregated housing placements involving vulnerable detained noncitizens.

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## Recommendations for Executive Action

We are making the following two recommendations to ICE:

The Director of ICE should provide specific guidance to ERO field offices on the level of detail needed in the documentation supporting segregated housing placements. (Recommendation 1)

The Director of ICE should identify in the agency's data system for segregated housing placements all known detained noncitizens ICE considers vulnerable in its segregated housing policy. (Recommendation 2)

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## Agency Comments and Our Evaluation

We provided a draft of this report for review and comment to DHS. DHS provided written comments, which are reproduced in appendix VII. DHS also provided technical comments, which we incorporated as appropriate. DHS concurred with our two recommendations and described actions planned or underway to address them.

With respect to our first recommendation that ICE should provide specific guidance to ERO field offices on the level of detail needed in the documentation supporting segregated housing placements, DHS concurred, stating that ICE is currently in the process of updating its segregated housing directive to include guidance on the appropriate level of detail justifying segregated housing placements. If implemented effectively, this action should meet the intent of our recommendation. In regards to our second recommendation that ICE should identify in the agency's data system for segregated housing placements all known detained noncitizens ICE considers vulnerable in its segregated housing policy, DHS concurred stating that it plans to implement a new data system, in which ICE will migrate disparate systems to a shared data platform. According to DHS, this new data system will include a requirement to identify when a noncitizen is identified in another system or tracker as having one or more vulnerabilities. DHS noted, however,

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that the SRMS is not included in the first phase of this data system migration effort. To fully address the intent of our recommendation, ICE should ensure that the segregated housing data system identifies all placements involving known detained noncitizens that ICE considers vulnerable in its segregated housing policy.

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If you or your staff have any questions about this report, please contact Rebecca Gambler at (202) 512-8777 or [gablerr@gao.gov](mailto:gablerr@gao.gov). GAO staff who made major contributions to this report are listed in appendix VIII.

A handwritten signature in black ink that reads "Rebecca Gambler". The signature is written in a cursive, flowing style.

Rebecca Gambler  
Director, Homeland Security and Justice

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# Appendix I: Objectives, Scope, and Methodology

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This report addresses (1) U.S. Immigration and Customs Enforcement’s (ICE) processes for and oversight of segregated housing and the extent to which ICE consistently collects information on segregated housing placements; (2) what available ICE data indicate about the number and characteristics of segregated housing placements from fiscal years 2017 through 2021; and (3) the extent to which ICE receives and addresses complaints related to segregated housing.

To address our first and second objectives, we reviewed available ICE trackers for vulnerable populations, including detained noncitizens with mental health conditions, serious mental health conditions, disabilities, and who identify as transgender. We compared these vulnerable population trackers using the A-number field<sup>1</sup> in ICE’s Segregation Review Management System (SRMS) —the data system ICE uses to track and review segregated housing placements—to identify any additional placements involving individuals in vulnerable populations, or placements where SRMS did not indicate that individuals belonged in vulnerable populations.<sup>2</sup> In particular, we matched available vulnerable population trackers to respective ‘Mental Health Condition,’ ‘Serious Mental Health Condition,’ ‘Disability,’ and ‘Lesbian, Gay, Bisexual, Transgender, or Intersex (LGBTI)’ fields in SRMS. We then determined, of those matches, the extent to which SRMS correctly indicated that the detained noncitizen was a member of a vulnerable population. For instance, if we identified a detained noncitizen match between the mental health condition tracker and SRMS, we then determined whether that SRMS record indicated “yes” under the mental health condition field.

- To determine any additional segregated housing placements involving individuals with mental health conditions, we matched SRMS fields with information in the ICE Health Service Corps’ eClinicalWorks database, which records all individuals in ICE Health Service Corps-staffed facilities with mental health diagnoses. This database does not

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<sup>1</sup>A unique seven-, eight- or nine-digit number assigned to a noncitizen by the Department of Homeland Security (DHS).

<sup>2</sup>ICE’s segregated housing directive defines vulnerable populations as including detained noncitizens who are known to be suffering from mental health conditions or serious medical illness; who have a disability or are elderly, pregnant, or nursing; who would be susceptible to harm in the general population due in part to their sexual orientation or gender identity; or who have been victims (in or out of ICE custody) of sexual assault, torture, trafficking, or abuse. ICE, *11065.1, Review of the Use of Segregation for ICE Detainees*; (Washington, D.C.: Sept. 4, 2013).

include information from facilities that are not staffed by the ICE Health Service Corps.

- To determine any additional segregated housing placements involving individuals with serious mental health conditions, we matched SRMS with ICE's serious mental health condition tracker. According to ICE Health Service Corp officials, this tracker lists individuals with serious mental health conditions as identified by the ICE Health Service Corps at ICE Health Service Corps-staffed facilities, as well as data on individuals with a serious mental health condition submitted to ICE Health Service Corps by coordinators at non-ICE Health Service Corps facilities. Since the tracker relies on non-ICE Health Service Corps facilities to self-report serious mental health conditions, it may not contain data on all detained noncitizens with these conditions.
- To determine any additional segregated housing placements involving individuals with disabilities, we matched SRMS with ICE's Disability Accommodation Notification tracker. This tracker is an inventory of all notification forms, which detention facilities and field offices send to ICE Enforcement and Removal Operations (ERO). Additionally, ERO staff may fill out forms themselves based on information provided by field offices.
- To identify segregated housing placements involving individuals who identified as LGBTI, we analyzed SRMS data. Further, ICE maintains data on individuals who identify as transgender in SRMS and in the ICE Integrated Decision Support system. To determine any additional segregated housing placements involving detained noncitizens who identified as transgender, we matched SRMS with ICE Integrated Decision Support system data.<sup>3</sup>

For our first and third objectives, we selected and interviewed a non-generalizable sample of 12 immigration detention facilities that hold detained noncitizens for longer than 72 hours. These facilities are located in Texas, Louisiana, Michigan, and Nevada.<sup>4</sup> We also spoke with officials from the four ERO field offices—San Antonio, New Orleans, Detroit, and

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<sup>3</sup>For ICE Integrated Decision Support system data, we excluded detention records missing an A-number or where the A-number contained only zeroes.

<sup>4</sup>Specifically, in late 2021 and early 2022, we interviewed officials from the Port Isabel Service Processing Center, Webb County Detention Center, South Texas ICE Processing Center, St. Clair County Jail, Geauga County Jail, Calhoun County Correctional Center, LaSalle ICE Processing Center, Winn Correctional Center, Pine Prairie ICE Processing Center, Henderson Detention Center, Nevada Southern Detention Center, and Nye County Detention Center.

Salt Lake City—that oversee these detention facilities. We selected the ERO field offices and detention facilities to interview based on a range of characteristics tracked by ICE and included in SRMS or the Enforcement Integrated Database. These characteristics included a range of facility type (e.g. detention facilities owned and operated by ICE, state or local governments under intergovernmental agreements with ICE, or owned and operated by private companies); geographic dispersion; the frequency in which facilities used segregated housing; and facility population sizes.<sup>5</sup>

During these interviews, we spoke with facility administrators, medical staff, ICE ERO field office officials, and ICE onsite officials who monitor detention facilities' compliance with ICE's detention standards about how detention facilities manage segregated housing, reasons for segregated housing placements, and considerations for vulnerable populations. We also asked how detention facilities and field offices conduct oversight over segregated housing. In addition, we selected and interviewed attorneys from four nongovernmental organizations about their observations and experiences with detained noncitizens who have been in segregated housing within the four ERO field offices' jurisdiction. We selected these organizations by first consulting with the immigration courts' published list of private bar organizations that provide attorneys to represent detained noncitizens at ICE detention facilities. When we could not reach nongovernmental agencies through the immigration courts' published list, we consulted with the American Immigration Lawyers Association to connect us with private bar attorneys who represented detained noncitizens at the detention facilities we interviewed.<sup>6</sup>

The information we obtained from our interviews with ICE ERO field offices, detention facility staff, and organizations cannot be generalized, but offers insight into processes used by ICE to implement and oversee segregated housing policies. In addition, we interviewed ICE headquarters officials from offices responsible for overseeing segregated housing, including ERO's Custody Management Division and the ICE Health Service Corps.

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<sup>5</sup>According to ICE, average daily population is the average number of detained noncitizens in a specified facility at midnight over a specified time frame.

<sup>6</sup>The American Immigration Lawyers Association is a national association of more than 16,000 attorneys and law professors who practice and teach immigration law. Member attorneys represent respondents at immigration courts nationwide.

To determine ICE's processes for and oversight of segregated housing, we reviewed ICE segregated housing policy documents, training materials, and other guidance to obtain information on how ICE manages, oversees, and trains staff on segregated housing. For example, we reviewed ICE's 2013 policy titled 11065.1: *Review of the Use of Segregation for ICE Detainees*, which outlines how ICE headquarters and field offices are to oversee segregated housing placements.<sup>7</sup> We also reviewed the 2019 National Detention Standards, 2008 and 2011 Performance-based National Detention Standards, which include sections that outline segregated housing processes and requirements for detention facilities.

We also reviewed a random sample of documentation from 147 segregated housing placements made in fiscal years 2019 and 2021 from SRMS. We sampled records from fiscal years 2019 and 2021 in order to review placements that occurred before and after the onset of COVID-19. We organized our sample based on eight groupings of placement reasons in SRMS and randomly selected records from each grouping to ensure we reviewed records for all types of placement reasons.<sup>8</sup>

To obtain the random sample, we used a number generator to assign each record a random number and selected records based on their number value in each placement reason grouping. We requested and reviewed supporting documentation for 147 of these records to determine if the supporting documentation explained the incidents and circumstances surrounding the placement reason. To make this determination, we looked for whether documentation contained additional explanation beyond the title of the primary placement reason. For example, some documentation only contained "protective custody", "facility security threat", or the title of a disciplinary infraction (e.g.: conduct that disrupts) and did not explain the incidents and circumstances surrounding the placement. For SRMS records that indicated the detained noncitizen had a mental health condition, we looked at whether the documentation acknowledged the individual's mental health condition. For each segregated housing placement, two analysts independently reviewed the supporting documentation to

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<sup>7</sup>ICE, *11065.1, Review of the Use of Segregation for ICE Detainees*; (Washington, D.C.: Sept. 4, 2013).

<sup>8</sup>We used the following placement reason categories: disciplinary, pending investigation of disciplinary violation, protective custody, facility security threat, medical/mental, mental health condition, hunger strike and suicide risk placement, and other.

determine if it explained the incidents and circumstances surrounding the placement reason. If the two analysts disagreed, a third analyst reviewed the documentation to make a final determination.

We compared ICE's segregated housing oversight against requirements outlined in ICE's segregated housing directive.<sup>9</sup> We also determined that *Standards for Internal Control in the Federal Government* related to documenting and communicating in policies each unit's responsibility for operational processes' objectives, related risks, and control activity design, implementation, and operating effectiveness, and using quality information to achieve objectives were relevant to this objective.<sup>10</sup>

Further, the Explanatory Statement accompanying the 2022 consolidated appropriation—which requires ICE to report publicly, and on a recurring basis, the number of individuals in vulnerable or special populations in its custody, the amount of time those individuals were in detention or involuntary segregation, the basis for such segregation, and the process for and frequency of re-evaluating custody decisions—was also significant to this objective.<sup>11</sup>

To determine what available ICE data indicate about the number and characteristics of segregated housing placements from fiscal years 2017 through 2021, we analyzed data from SRMS, the ICE Integrated Decision Support system, and ICE vulnerable population trackers.<sup>12</sup> Specifically, we analyzed record-level SRMS data to determine how many segregated housing placements ICE made from fiscal year 2017 through 2021. We also analyzed SRMS data to determine the number of placements in each of ICE's 25 geographic areas of responsibility, the duration of placements,

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<sup>9</sup>ICE, *11065.1, Review of the Use of Segregation for ICE Detainees*; (Washington, D.C.: Sept. 4, 2013).

<sup>10</sup>GAO, *Standards for Internal Control in the Federal Government*, [GAO-14-704G](#) (Washington, D.C.: Sept. 2014).

<sup>11</sup>2022 Explanatory Statement, 168 Cong. Rec. H1709, H2402 (daily ed. Mar. 9, 2022).

<sup>12</sup>According to ICE, the ICE Integrated Decision Support system is a data warehouse populated by Enforcement Case Tracking System (ENFORCE) information related to the investigation, arrest, booking, detention, and removal of persons encountered during immigration and criminal law enforcement investigations and operations conducted by certain Department of Homeland Security components, namely ICE and U.S. Customs and Border Protection. ICE officers use the ENFORCE Alien Removal Module (EARM) to track and support processing and removal of noncitizens, and the ENFORCE Alien Detention Module, a subsystem within EARM, to track detained noncitizens in ICE custody.

the number of placements associated with detained noncitizens' reported countries of citizenship, the reasons ICE placed individuals in segregated housing, and the number of instances in which an individual was placed in segregated housing multiple times.<sup>13</sup> We used ICE Integrated Decision Support system data to provide contextual information on the number, locations, and reported citizenships of detained noncitizens.

From fiscal years 2017 through 2020, ICE reported over 20 primary placement reasons in SRMS. In fiscal year 2021, ICE consolidated its primary placement reasons to the following five: disciplinary, pending investigation of disciplinary violation, protective custody, facility security threat, and medical/mental. For the purposes of this report, we organized primary placement reasons from all five fiscal years into the following categories: disciplinary, pending investigation of disciplinary violation, protective custody, facility security threat, medical, mental health condition, hunger strike and suicide risk, and other.<sup>14</sup>

We used record-level SRMS data to determine the duration of each segregated housing placement by subtracting the 'Placement Date'—or the date when the detained noncitizen was placed in segregated housing—from the 'Release Date'—or the date when the detained noncitizen left segregated housing.<sup>15</sup> We then calculated the average,

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<sup>13</sup>ICE obtains country of citizenship data of detained noncitizens from detention files, EARM, and self-reporting. However, we have previously reported that ICE officers are not always required to update country of citizenship data in the ICE detention system. GAO, *Immigration Enforcement: Actions Needed to Better Track Cases Involving U.S. Citizenship Investigations*, [GAO-21-487](#), (Washington, D.C.: July 20, 2021).

<sup>14</sup>'Other' placement reasons indicate placement reasons that do not fit within the rest of the placement reason categories, such as instances in which no bed space was available in the general population housing units, or if a detained noncitizen was the subject of a Prison Rape Elimination Act investigation.

<sup>15</sup>To calculate the length of stay for detained noncitizens placed into and released from segregated housing on the same day, we added one day after subtracting the release date from the placement date.



median, minimum, and maximum durations of segregated housing placements based on the associated placement reason.<sup>16</sup>

SRMS includes fields indicating whether a detained noncitizen has a mental health condition, serious mental health condition, disability, serious medical illness, or who identifies as LGBTI. We used these fields to determine how many segregated housing placements ICE made involving individuals in vulnerable populations, according to available information in SRMS, as well as associated placement reasons and durations of placements. To identify segregated housing placements involving individuals who were elderly, we analyzed SRMS data to determine placements which involved individuals who were at least 65 years of age by subtracting the 'Date of Birth' from the 'Placement Date' in SRMS.

SRMS did not include fields for all vulnerable populations listed by ICE in the segregated housing directive. For those populations, we matched available vulnerable population data trackers to SRMS to determine any segregated housing placements involving those populations.

- To identify segregated housing placements involving individuals who were alleged victims of sexual assault, we matched SRMS data to ICE's Sexual Abuse and Assault Prevention and Information data.
- To identify segregated housing placements involving individuals who were pregnant at ICE Health Service Corps facilities, we matched SRMS data to ICE's pregnancy tracker. ICE Health Service Corps facilities enter information on pregnant individuals into eClinicalWorks, which automatically populates the pregnancy tracker.
- We also matched SRMS data to ICE's Inter-Governmental Service Agreement pregnancy tracker, which maintains data on pregnant individuals in non-ICE Health Service Corps facilities. Since the tracker relies on non-ICE Health Service Corps facilities to self-report pregnancies, it may not contain data on all pregnant individuals.

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<sup>16</sup>The average, median, minimum, and maximum durations were determined for the overall pool of segregated housing placements and placements involving vulnerable populations. The average duration is the sum of a set of placement durations divided by the number of placements in the set. In an ordered set of values, the median is a value below and above which there is an equal number of values; if there is no one middle number, it is the average of the two middle values. The minimum duration is the duration of the segregated housing placement that lasted the shortest number of days in the set of placements. The maximum duration is the duration of the segregated housing placements that lasted the longest number of days in the set of placements.

- To identify segregated housing placements involving individuals who were nursing, we matched SRMS data to ICE’s nursing tracker. ICE Health Service Corps facilities upload data on individuals who are nursing through eClinicalWorks, but eClinicalWorks does not capture data on nursing individuals from non-ICE Health Service Corps facilities.
- To identify segregated housing placements involving individuals engaged in a hunger strike, we matched SRMS with ICE’s hunger strike tracker. The tracker includes ICE Health Service Corps data and data entered manually by Field Medical Coordinators—or ICE Health Service Corps personnel responsible for overseeing medical care at detention facilities—at non-ICE Health Service Corps facilities. Because ICE relies on non-ICE Health Service Corps facilities to self-report hunger strikes, the hunger strike tracker may not capture all instances of hunger strikes at non-ICE Health Service Corps facilities.

To assess the reliability of SRMS data, we 1) performed electronic testing for missing values, obvious errors, and duplicate entries, 2) reviewed ICE training documents and documentation relating to changes ICE made to the SRMS database during our scope, 3) received a walkthrough of SRMS data entry from ICE staff, and 4) interviewed ICE officials regarding data entry, data limitations, and observations from our SRMS analysis. We determined that the SRMS data were sufficiently reliable for reporting on the number of segregated housing placements ICE made, the assigned reasons for those placements, the durations of those placements, and the number of segregated housing placements involving detained noncitizens, including those belonging to vulnerable populations that ICE recorded in SRMS.<sup>17</sup>

To assess the reliability of ICE Integrated Decision Support system data, we 1) performed electronic testing for missing values, obvious errors, and duplicate entries, 2) reviewed ICE documents from prior engagements, including a data dictionary and user manual, and 3) interviewed ICE officials regarding select data fields in the ICE Integrated Decision Support system. We determined that the ICE Integrated Decision Support system data were sufficiently reliable for reporting on the number of ICE detentions overall, the number of ICE detentions at each of ICE’s areas of responsibility, and for matching with SRMS data to identify segregated

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<sup>17</sup>As discussed in this report, SRMS underreported the number of detained noncitizens in vulnerable populations. However, we found SRMS to be reliable for the purposes of reporting the number and characteristics of segregated housing placements recorded in the system, including the reasons, locations, and lengths of placements.

housing placements involving detained noncitizens who identified as transgender.

To assess the reliability of vulnerable population tracker data, we 1) performed electronic testing for missing values, obvious errors, and duplicate entries, 2) interviewed ICE officials regarding data entry and limitations, and 3) reviewed ICE guidance documentation for identifying detained noncitizens as belonging to vulnerable populations. We determined the vulnerable population tracker data was sufficiently reliable for matching with SRMS data to identify segregated housing placements, including those involving members of vulnerable populations.

To determine the extent to which ICE receives and addresses segregated housing-related complaints, we reviewed relevant processes used by ICE's Detention Reporting and Information Line and Office of Professional Responsibility Joint Intake Center, and the ICE Health Service Corps. We reviewed documentation, including ICE guidance and manuals regarding how these offices are to receive, refer, investigate, resolve, and record detention-related complaints. Further, we reviewed ICE detention standards that establish requirements for complaint processes at detention facilities.<sup>18</sup> We also reviewed our previous work that examined detention-related complaints and identified associated processes.<sup>19</sup>

We analyzed complaint data for fiscal years 2017 through 2021—the most recent 5 fiscal years of data maintained by ICE entities' data systems at the time of our review—to determine the number of segregated housing-related complaints each office received and the resolution of the complaints, if available. We identified segregated housing-related complaints out of detention-related complaints by identifying which complaints the relevant complaint office categorized as segregated housing-related, if applicable. For those complaints that the relevant complaint office did not specifically categorize as segregated housing-related, we searched key terms to identify if the complaint had a

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<sup>18</sup>ICE detention standards establish requirements for complaint processes at detention facilities in various areas. These areas include, among others, providing information to detained noncitizens about complaint processes, access to telephones through which they can call complaint hotlines, and access to translation services for making complaints.

<sup>19</sup>GAO, *Immigration Detention: ICE Should Enhance Its Use of Facility Oversight Data and Management of Detainee Complaints*, [GAO-20-596](#), (Washington, D.C.: Aug, 19, 2020).

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segregated housing component.<sup>20</sup> To determine the reliability of ICE entities' complaint data, we reviewed manuals and guidance; interviewed agency officials; and conducted electronic testing. We determined that the data were sufficiently reliable for the purposes of describing characteristics and trends associated with complaint data.

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<sup>20</sup>The key terms that we searched included: 'segregat', 'solitary', 'isolat', 'special management', 'special housing', 'SMU', 'SHU', and 'the SHU'.

# Appendix II: Segregated Housing Placements for Detained Noncitizens Placed Multiple Times from FY 2017 through 2021

This appendix provides additional detail on detained noncitizens whom U.S. Immigration and Customs Enforcement (ICE) placed in segregated housing multiple times. We used available Segregation Review Management System data to determine the frequency with which ICE placed individual detained noncitizens multiple times in segregated housing, as well as the cumulative duration of those placements. See table 13.

**Table 13: Number and Duration of U.S. Immigration and Customs Enforcement Segregation Placements Involving Detained Noncitizens Placed in Segregated Housing Multiple Times from Fiscal Years 2017 through 2021**

Number of Placements	Detained Noncitizens	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
1	8,931	1	1,338	29	19
2	1,300	2	1,122	68	46
3	401	5	1,638	118	76
4	149	13	1,295	159	108
5	94	16	1,510	212	147
6	39	32	1,880	235	166
7	18	59	404	206	179
8	10	112	436	251	257
9	8	43	815	277	175
10	2	71	466	269	269
11	4	118	318	220	221
13	2	150	629	390	390
14	1	261	261	261	261
15	1	135	135	135	135
16	1	244	244	244	244
18	1	166	166	166	166
19	2	630	659	645	645
23	1	135	135	135	135
27	1	385	385	385	385
28	1	521	521	521	521
<b>Total</b>	<b>10,967</b>	<b>1</b>	<b>1,880</b>	<b>42</b>	<b>22</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

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# Appendix III: Segregated Housing Placement Reasons and Durations from Fiscal Years 2017 through 2021

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This appendix provides additional detail on segregated housing placements, reasons, and durations, broken out by the general segregated housing population from fiscal years 2017 through 2021. U.S. Immigration and Customs Enforcement (ICE) Enforcement and Removal Operations field offices enter data on segregated housing placements into ICE's Segregation Review Management System (SRMS).

ICE policy states that detention facilities can place detained noncitizens in segregated housing for disciplinary reasons or administrative reasons. ICE policy directs detention facilities to use disciplinary segregated housing for high-level offenses, such as fighting, assault, or disrupting facility operations, and to use administrative segregated housing for medical, facility security threats, protective custody, hunger strike, suicide risk, and pending investigation reasons, among others.<sup>1</sup>

The following tables include information on all segregated housing placements from fiscal years 2017 through 2021, including placement reasons and durations. In particular, we include information on the number of instances in which ICE placed a detained noncitizen in segregated housing for a given reason, the shortest and longest durations an individual was in segregated housing for that reason, and the average and median duration an individual was in segregated housing for that reason. See tables 14 through 18.

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<sup>1</sup>Our analysis identified instances in which ICE segregated housing data in SRMS did not identify all placements involving detained noncitizens included in vulnerable population trackers outside of SRMS. However, we found available data in SRMS sufficiently reliable for reporting on aspects of segregated housing placements, such as the number of placements, reasons for placements, durations of placements, and certain demographic information of detained noncitizens placed in segregated housing.

**Appendix III: Segregated Housing Placement  
Reasons and Durations from Fiscal Years 2017  
through 2021**

**Table 14: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2017**

Placement Reason	Number of Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	1,189	41	1	304	25	22
Pending Investigation of Disciplinary Violation	156	5	1	288	8	5
Protective Custody	808	28	1	461	55	34
Facility Security Threat	260	9	2	500	52	35
Medical	131	5	1	113	13	7
Mental Health Condition	67	2	1	165	25	13
Hunger Strike and Suicide Risk	251	9	1	220	7	5
Other	15	1	2	59	26	24
<b>Total</b>	<b>2,877</b>	<b>100</b>	<b>1</b>	<b>500</b>	<b>33</b>	<b>21</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 15: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	1,317	42	1	240	25	22
Pending Investigation of Disciplinary Violation	169	5	1	147	9	5
Protective Custody	734	24	1	1,428	81	35
Facility Security Threat	327	11	1	1,166	73	36
Medical	103	3	1	92	15	8

**Appendix III: Segregated Housing Placement  
Reasons and Durations from Fiscal Years 2017  
through 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Mental Health Condition	103	3	1	1150	34	9
Hunger Strike and Suicide Risk	300	10	1	114	9	6
Other	57	2	2	244	52	31
<b>Total</b>	<b>3,110</b>	<b>100</b>	<b>1</b>	<b>1,428</b>	<b>41</b>	<b>22</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 16: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	1,255	42	1	211	25	22
Pending Investigation of Disciplinary Violation	174	6	1	180	12	8
Protective Custody	684	23	1	568	58	33
Facility Security Threat	256	9	1	395	56	33
Medical	230	8	1	112	14	10
Mental Health Condition	76	3	1	143	18	9
Hunger Strike and Suicide Risk	219	7	1	131	9	6
Other	85	3	1	479	69	35
<b>Total</b>	<b>2,979</b>	<b>100</b>	<b>1</b>	<b>568</b>	<b>34</b>	<b>21</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing



**Appendix III: Segregated Housing Placement  
Reasons and Durations from Fiscal Years 2017  
through 2021**

placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 17: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2020**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	1,364	40	1	159	24	23
Pending Investigation of Disciplinary Violation	108	3	1	58	10	6
Protective Custody	234	7	1	527	46	32
Facility Security Threat	179	5	1	520	63	40
Medical	832	25	1	299	15	14
Mental Health Condition	74	2	1	115	17	15
Hunger Strike and Suicide Risk	257	8	1	147	11	8
Other	342	10	1	434	57	29
<b>Total</b>	<b>3,390</b>	<b>100</b>	<b>1</b>	<b>527</b>	<b>27</b>	<b>17</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Appendix III: Segregated Housing Placement  
Reasons and Durations from Fiscal Years 2017  
through 2021**

**Table 18: U.S. Immigration and Customs Enforcement Segregated Housing Placements by Placement Reason, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	781	35	2	224	22	20
Pending Investigation of Disciplinary Violation	93	4	1	129	12	7
Protective Custody	272	12	1	242	41	27
Facility Security Threat	121	5	2	193	49	33
Medical	346	16	1	166	13	14
Mental Health Condition	363	16	1	232	12	13
Hunger Strike and Suicide Risk	83	4	1	84	11	6
Other	166	8	2	235	27	17
<b>Total</b>	<b>2,225</b>	<b>100</b>	<b>1</b>	<b>242</b>	<b>22</b>	<b>16</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

# Appendix IV: Segregated Housing Placements by U.S. Immigration and Customs Enforcement (ICE) Areas of Responsibility from Fiscal Years 2017 through 2021

This appendix provides additional detail on the areas of responsibility where ICE placed detained noncitizens in segregated housing. We used available Segregation Review Management System data alongside the ICE Integrated Data System, which maintains detention data, to determine the locations of segregated housing placements as well as the number of overall detentions in those areas of responsibility.<sup>1</sup> In particular, the following table contains the number of times ICE placed detained noncitizens into segregated housing in that specific ICE area of responsibility, as well as the number of total detentions in that area of responsibility. See table 19.

**Table 19: Segregated Housing Placements and Total Detentions by U.S. Immigration and Customs Enforcement Areas of Responsibility from Fiscal Years 2017 through 2021**

Area of responsibility	Number of Placements	Percentage of Placements	Detentions	Percentage of Total Detentions
Atlanta	1,340	9	58,870	4
Baltimore	97	1	5,841	0
Boston	195	1	11,755	1
Buffalo	563	4	8,580	1
Chicago	174	1	34,191	2
Dallas	283	2	78,645	5
Denver	219	2	11,990	1
Detroit	427	3	19,596	1
El Paso	389	3	248,566	16
Harlingen	1	0	N/A	N/A
Houston	529	4	71,094	4
Los Angeles	2,333	16	30,033	2
Miami	441	3	48,697	3
Newark	88	1	15,461	1
New Orleans	1,571	11	54,631	3
New York City	117	1	13,728	1
Philadelphia	961	7	19,440	1
Phoenix	784	5	247,575	15
Seattle	386	3	15,211	1
San Francisco	160	1	25,757	2

<sup>1</sup>The ICE Integrated Decision Support system is ICE's database of information related to the investigation, arrest, detention, and removal of persons encountered during immigration and criminal law enforcement investigations and operations conducted by certain Department of Homeland Security components.

**Appendix IV: Segregated Housing Placements  
by U.S. Immigration and Customs Enforcement  
(ICE) Areas of Responsibility from Fiscal Years  
2017 through 2021**

Area of responsibility	Number of Placements	Percentage of Placements	Detentions	Percentage of Total Detentions
Salt Lake City	197	1	22,380	1
San Antonio	915	6	409,044	26
San Diego	1,144	8	120,243	8
Saint Paul	625	4	19,072	1
Washington	642	4	16,697	1
<b>Total</b>	<b>14,581</b>	<b>100</b>	<b>1,607,097</b>	<b>100</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Data on detentions was not available for one area of responsibility, Harlingen, which split from the San Antonio area of responsibility in 2021. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

# Appendix V: Segregated Housing Placements by Detained Noncitizen Citizenship from Fiscal Years 2017 through 2021

This appendix provides additional detail on the countries of citizenship associated with detained individuals that U.S. Immigration and Customs Enforcement (ICE) placed in segregated housing. We used available Segregation Review Management System (SRMS) data alongside the ICE Integrated Data System, which maintains detention data, to determine the countries of citizenship represented in segregated housing alongside the overall countries of citizenship in ICE detention.<sup>1</sup> In particular, the following table includes the total number of instances in which ICE placed detained noncitizens from a specific country into segregated housing, as well as the total number of detentions of detained noncitizens from that country from fiscal years 2017 through 2021.<sup>2</sup> See table 20.

**Table 20: ICE Segregated Housing Placements and Detentions by Detained Individual Country of Citizenship from Fiscal Years 2017 through 2021**

Country of Citizenship	Number of Segregated Housing Placements	Percentage of Segregated Housing Placements	Number of Detentions	Percentage of Total Detentions
Afghanistan	22	0	372	0
Albania	16	0	439	0
Algeria	5	0	136	0
Angola	18	0	489	0
Antigua-Barbuda	3	0	84	0
Argentina	15	0	673	0
Armenia	64	0	1,475	0
Aruba	1	0	6	0
Australia	13	0	149	0
Austria	1	0	45	0

<sup>1</sup>The ICE Integrated Decision Support system is ICE's database of information related to the investigation, arrest, detention, and removal of persons encountered during immigration and criminal law enforcement investigations and operations conducted by certain Department of Homeland Security components

<sup>2</sup>According to ICE officials, ICE obtains country of citizenship data for SRMS from multiple sources, including the ICE Integrated Decision Support system, the detained noncitizen's detention file, birth certificates, and detained noncitizen self-reporting according to ICE officials. According to ICE officials, detained noncitizens generally self-report country of citizenship information during initial encounters with ICE. However, we previously reported that ICE officers are not always required to update country of citizenship data in the ICE Integrated Decision Support system. GAO, *Immigration Enforcement: Actions Needed to Better Track Cases Involving U.S. Citizenship Investigations*, GAO-21-487, (Washington, D.C.: July 20, 2021).

**Appendix V: Segregated Housing Placements  
by Detained Noncitizen Citizenship from Fiscal  
Years 2017 through 2021**

<b>Country of Citizenship</b>	<b>Number of Segregated Housing Placements</b>	<b>Percentage of Segregated Housing Placements</b>	<b>Number of Detentions</b>	<b>Percentage of Total Detentions</b>
Azerbaijan	9	0	146	0
Bahamas	36	0	664	0
Bahrain	1	0	9	0
Bangladesh	65	0	4,548	0
Barbados	6	0	100	0
Belarus	10	0	198	0
Belgium	2	0	66	0
Belize	42	0	706	0
Benin	4	0	97	0
Bermuda	2	0	17	0
Bhutan	7	0	88	0
Bolivia	17	0	554	0
Bosnia- Herzegovina	20	0	320	0
Botswana	1	0	14	0
Brazil	113	1	47,349	3
Bulgaria	2	0	154	0
Burkina Faso	13	0	245	0
Burma	34	0	288	0
Burundi	13	0	93	0
Cambodia	37	0	558	0
Cameroon	80	1	4,302	0
Canada	65	0	1,356	0
Cape Verde	30	0	252	0
Central African Republic	4	0	43	0
Chad	3	0	46	0
Chile	28	0	1,831	0
China, Peoples Republic Of	163	1	10,241	1
Colombia	112	1	8,824	1
Congo, Democratic Republic	93	1	964	0
Costa Rica	19	0	1,075	0
Cote d'Ivoire	35	0	314	0
Croatia	2	0	62	0

**Appendix V: Segregated Housing Placements  
by Detained Noncitizen Citizenship from Fiscal  
Years 2017 through 2021**

<b>Country of Citizenship</b>	<b>Number of Segregated Housing Placements</b>	<b>Percentage of Segregated Housing Placements</b>	<b>Number of Detentions</b>	<b>Percentage of Total Detentions</b>
Cuba	770	5	58,479	4
Czech Republic	5	0	215	0
Denmark	8	0	35	0
Djibouti	3	0	20	0
Dominica	2	0	103	0
Dominican Republic	241	2	11,560	1
Ecuador	91	1	28,950	2
Egypt	47	0	656	0
El Salvador	1,476	10	134,868	8
Equatorial Guinea	2	0	48	0
Eritrea	32	0	1,883	0
Estonia	5	0	63	0
Ethiopia	69	1	468	0
Fiji	11	0	72	0
Finland	1	0	25	0
France	15	0	471	0
Gabon	7	0	52	0
Gambia	39	0	491	0
Georgia	14	0	690	0
Germany	18	0	438	0
Ghana	97	1	1,519	0
Greece	11	0	154	0
Grenada	6	0	66	0
Guatemala	830	6	355,160	22
Guinea	68	1	894	0
Guinea-Bissau	5	0	24	0
Guyana	46	0	799	0
Haiti	365	3	29,738	2
Honduras	1,496	10	239,190	15
Hong Kong	1	0	55	0
Hungary	4	0	437	0
India	389	3	24,896	2
Indonesia	8	0	394	0
Iran	60	0	545	0

**Appendix V: Segregated Housing Placements  
by Detained Noncitizen Citizenship from Fiscal  
Years 2017 through 2021**

<b>Country of Citizenship</b>	<b>Number of Segregated Housing Placements</b>	<b>Percentage of Segregated Housing Placements</b>	<b>Number of Detentions</b>	<b>Percentage of Total Detentions</b>
Iraq	179	1	912	0
Ireland	3	0	203	0
Israel	30	0	601	0
Italy	9	0	721	0
Jamaica	314	2	5,062	0
Japan	11	0	167	0
Jordan	73	1	934	0
Kazakhstan	10	0	246	0
Kenya	56	0	819	0
Korea	13	0	227	0
Kosovo	10	0	213	0
Kuwait	11	0	97	0
Kyrgyzstan	3	0	279	0
Laos	33	0	735	0
Lebanon	32	0	260	0
Liberia	263	2	854	0
Libya	3	0	48	0
Lithuania	3	0	185	0
Luxembourg	1	0	1	0
Macedonia	7	0	63	0
Malaysia	2	0	68	0
Mali	10	0	279	0
Marshall Islands	34	0	167	0
Mauritania	3	0	305	0
Mexico	3,806	26	497,713	31
Micronesia, Federated States	19	0	425	0
Moldova	6	0	208	0
Mongolia	12	0	138	0
Montenegro	1	0	90	0
Montserrat	2	0	N/A	N/A
Morocco	30	0	315	0
Nepal	26	0	2,350	0
Netherlands	4	0	182	0



**Appendix V: Segregated Housing Placements  
by Detained Noncitizen Citizenship from Fiscal  
Years 2017 through 2021**

<b>Country of Citizenship</b>	<b>Number of Segregated Housing Placements</b>	<b>Percentage of Segregated Housing Placements</b>	<b>Number of Detentions</b>	<b>Percentage of Total Detentions</b>
Netherlands Antilles	2	0	18	0
New Zealand	4	0	91	0
Nicaragua	196	1	40,861	3
Niger	10	0	143	0
Nigeria	161	1	2,993	0
North Korea	1	0	3	0
Northern Ireland	1	0	N/A	N/A
Norway	5	0	49	0
Oman	1	0	6	0
Pakistan	59	0	1,780	0
Palau	3	0	51	0
Panama	15	0	432	0
Peru	78	1	4,466	0
Philippines	50	0	1,141	0
Poland	13	0	724	0
Portugal	7	0	409	0
Romania	37	0	4,075	0
Russia	97	1	2,206	0
Rwanda	12	0	102	0
Samoa	7	0	93	0
Saudi Arabia	25	0	565	0
Senegal	43	0	919	0
Serbia	1	0	187	0
Sierra Leone	68	1	467	0
Singapore	2	0	26	0
Slovakia	6	0	139	0
Somalia	310	2	1,165	0
South Africa	16	0	265	0
South Korea	17	0	814	0
South Sudan	36	0	273	0
Soviet Union, Former	7	0	73	0
Spain	4	0	1,082	0
Sri Lanka	16	0	1,191	0
St. Kitts-Nevis	6	0	55	0

**Appendix V: Segregated Housing Placements  
by Detained Noncitizen Citizenship from Fiscal  
Years 2017 through 2021**

<b>Country of Citizenship</b>	<b>Number of Segregated Housing Placements</b>	<b>Percentage of Segregated Housing Placements</b>	<b>Number of Detentions</b>	<b>Percentage of Total Detentions</b>
St. Lucia	26	0	138	0
St. Vincent And The Grenadines	7	0	91	0
Stateless	2	0	N/A	N/A
Sudan	66	1	415	0
Suriname	10	0	64	0
Syria	11	0	221	0
Taiwan	3	0	173	0
Tajikistan	3	0	86	0
Tanzania	9	0	149	0
Thailand	21	0	346	0
Togo	9	0	216	0
Tonga	8	0	97	0
Trinidad And Tobago	52	0	703	0
Tunisia	9	0	123	0
Turkey	16	0	2,191	0
Turks And Caicos Islands	6	0	29	0
Uganda	13	0	285	0
Ukraine	59	0	1,048	0
United Kingdom	42	0	1,041	0
Uruguay	2	0	299	0
Uzbekistan	14	0	1,275	0
Venezuela	122	1	29,068	2
Vietnam	70	1	2,591	0
Western Samoa	1	0	N/A	N/A
Yemen	24	0	307	0
Yugoslavia	3	0	35	0
Zambia	5	0	93	0
Zimbabwe	2	0	153	0
<b>Total</b>	<b>14,581</b>	<b>100</b>	<b>1,607,097</b>	<b>100</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. This table contains only countries of citizenship associated with detained noncitizens who ICE placed in segregated housing, not all countries of citizenship represented in ICE detention. U.S Immigration and Customs Enforcement (ICE) data included 163 segregated housing placements of detained noncitizens with no listed country of citizenship. According to ICE officials, the Segregation Review Management System

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**Appendix V: Segregated Housing Placements  
by Detained Noncitizen Citizenship from Fiscal  
Years 2017 through 2021**

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(SRMS), which tracks segregated housing placements, has a more updated list of countries of citizenship than the ICE Integrated Decision Support system, which tracks and records detentions. Countries of citizenship listed in SRMS but not in the ICE Integrated Decision Support system included Montserrat, Northern Ireland, Western Samoa, and a 'Stateless' category. According to ICE officials, detained noncitizen self-reporting of citizenship generally occurs during initial encounters with ICE, and country of citizenship entries in SRMS are generally derived from other sources, such as the detention file, birth certificates, or other verifiable documentation. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

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# Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021

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This appendix provides additional detail on segregated housing placements, reasons, and durations, broken out by vulnerable populations from fiscal years 2017 through 2021. U.S. Immigration and Customs Enforcement (ICE) Enforcement and Removal Operations field offices enter data on segregated housing placements into ICE's Segregation Review Management System (SRMS). ICE segregated housing policy defines vulnerable populations as detained noncitizens with mental health conditions, serious medical illnesses, or disabilities; who are elderly, pregnant, or nursing; who are susceptible to harm in the general population due to their sexual orientation or gender identity; or who have been victims of sexual assault, torture, trafficking, or abuse.

ICE policy states that detention facilities can place detained noncitizens in segregated housing for disciplinary reasons or administrative reasons. ICE policy directs detention facilities to use disciplinary segregated housing for high-level offenses, such as fighting, assault, or disrupting facility operations, and to use administrative segregated housing for medical, facility security threats, protective custody, hunger strike, suicide risk, and pending investigation reasons, among others.<sup>1</sup>

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## Detained Noncitizens with a Mental Health Condition

The following tables include the number of segregated housing placements involving detained noncitizens with mental health conditions and various characteristics of those placements from fiscal years 2017 through 2021, based on available SRMS data. This information includes the number of placements by placement reason, as well as information on the duration of placements, including the minimum, maximum, average, and median lengths of stay in segregated housing. See tables 21 through 25.

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<sup>1</sup>Our analysis identified instances in which ICE segregated housing data in SRMS did not identify all placements involving detained noncitizens included in vulnerable population trackers outside of SRMS. However, we found available data in SRMS sufficiently reliable for reporting on aspects of segregated housing placements, such as the number of placements, reasons for placements, durations of placements, and certain demographic information of detained noncitizens placed in segregated housing. Aside from the data on sexual assault, the data in the below tables is based on information contained in SRMS.

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

**Table 21: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2017**

Placement Reason	Number of Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	349	31	2	239	19	14
Pending Investigation of Disciplinary Violation	147	13	1	288	8	5
Protective Custody	386	34	1	461	50	26
Facility Security Threat	72	6	2	331	56	36
Medical	36	3	1	49	12	8
Mental Health Condition	55	5	1	165	25	13
Hunger Strike and Suicide Risk	87	8	1	220	9	4
Other	6	1	2	39	14	11
<b>Total</b>	<b>1,138</b>	<b>100</b>	<b>1</b>	<b>461</b>	<b>30</b>	<b>12</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 22: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	356	32	1	187	19	13
Pending Investigation of Disciplinary Violation	141	13	1	147	8	4
Protective Custody	313	28	1	1,166	80	29
Facility Security Threat	79	7	1	1,162	101	32

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Medical	28	3	2	92	15	7
Mental Health Condition	93	8	1	1,150	36	10
Hunger Strike and Suicide Risk	96	9	1	114	10	6
Other	8	1	2	141	29	12
<b>Total</b>	<b>1,114</b>	<b>100</b>	<b>1</b>	<b>1,166</b>	<b>41</b>	<b>13</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 23: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	335	31	1	211	20	15
Pending Investigation of Disciplinary Violation	123	12	1	180	10	6
Protective Custody	321	30	1	356	48	25
Facility Security Threat	82	8	1	300	52	22
Medical	36	3	3	79	20	9
Mental Health Condition	64	6	1	143	18	8
Hunger Strike and Suicide Risk	91	9	1	49	11	8
Other	16	2	2	328	74	15
<b>Total</b>	<b>1,068</b>	<b>100</b>	<b>1</b>	<b>356</b>	<b>30</b>	<b>13</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 24: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2020**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	290	39	3	139	15	11
Pending Investigation of Disciplinary Violation	83	11	1	34	6	4
Protective Custody	54	7	1	150	30	20
Facility Security Threat	44	6	1	520	82	31
Medical	86	12	1	299	22	15
Mental Health Condition	35	5	2	115	24	18
Hunger Strike and Suicide Risk	76	10	1	88	13	8
Other	69	9	1	434	84	50
<b>Total</b>	<b>737</b>	<b>100</b>	<b>1</b>	<b>520</b>	<b>27</b>	<b>11</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

**Table 25: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Mental Health Condition by Placement Reason, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	180	44	2	133	15	11
Pending Investigation of Disciplinary Violation	27	7	1	21	7	6
Protective Custody	45	11	2	224	49	29
Facility Security Threat	19	5	2	151	33	14
Medical	40	10	1	22	11	12
Mental Health Condition	45	11	2	55	14	7
Hunger Strike and Suicide Risk	38	9	3	61	12	8
Other	20	5	2	90	22	16
<b>Total</b>	<b>414</b>	<b>100</b>	<b>1</b>	<b>224</b>	<b>19</b>	<b>11</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a mental health condition in ICE’s Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Detained Noncitizens with a Serious Mental Health Condition**

The following tables include the number of segregated housing placements involving detained noncitizens with serious mental health conditions and various characteristics of those placements from fiscal years 2017 through 2021, based on available SRMS data.<sup>2</sup> This information includes the number of placements involving serious mental health conditions by placement reason, as well as information on the

<sup>2</sup>ICE policy defines a serious mental health condition if a detailed noncitizen has: 1) a mental health condition that is causing serious limitations in communication, memory, or impaired intellectual functions; 2) one or more active psychiatric symptoms, such as active hallucinations, severe depressive symptoms, or suicidal ideation, among others; or 3) a diagnosis of one of six specific disorders, including a psychotic disorder, bipolar disorder, or dementia.



**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

duration of placements, including the minimum, maximum, average, and median lengths of stay in segregated housing. See tables 26 through 30.

**Table 26: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2017**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	30	20	3	239	27	18
Pending Investigation of Disciplinary Violation	11	7	2	288	33	8
Protective Custody	59	40	1	321	71	52
Facility Security Threat	10	7	8	331	92	47
Medical	7	5	9	49	23	14
Mental Health Condition	8	5	2	88	23	13
Hunger Strike and Suicide Risk	23	15	1	46	6	3
Other	1	1	14	14	14	14
<b>Total</b>	<b>149</b>	<b>100</b>	<b>1</b>	<b>331</b>	<b>46</b>	<b>18</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

**Table 27: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	26	31	1	108	25	17
Pending Investigation of Disciplinary Violation	4	5	3	41	18	14
Protective Custody	23	27	2	1,112	87	26
Facility Security Threat	3	4	43	405	195	138
Medical	7	8	2	11	6	4
Mental Health Condition	11	13	1	122	30	8
Hunger Strike and Suicide Risk	9	11	3	15	7	6
Other	1	1	13	13	13	13
<b>Total</b>	<b>84</b>	<b>100</b>	<b>1</b>	<b>1,112</b>	<b>45</b>	<b>14</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 28: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	24	25	3	52	18	14
Pending Investigation of Disciplinary Violation	2	2	2	3	3	3
Protective Custody	45	47	2	148	32	20
Facility Security Threat	4	4	15	170	96	100

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Medical	5	5	4	52	25	23
Mental Health Condition	8	8	2	39	15	16
Hunger Strike and Suicide Risk	6	6	2	15	8	7
Other	2	2	28	211	120	120
<b>Total</b>	<b>96</b>	<b>100</b>	<b>2</b>	<b>211</b>	<b>29</b>	<b>15</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious mental health condition in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 29: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2020**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	25	23	4	46	17	12
Pending Investigation of Disciplinary Violation	18	16	1	16	5	3
Protective Custody	13	12	2	85	27	16
Facility Security Threat	13	12	1	244	71	28
Medical	6	6	15	156	58	37
Mental Health Condition	6	6	3	98	36	27
Hunger Strike and Suicide Risk	9	8	4	70	23	17
Other	20	18	1	434	93	38
<b>Total</b>	<b>110</b>	<b>100</b>	<b>1</b>	<b>434</b>	<b>40</b>	<b>17</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious mental health condition in ICE's Segregation Review Management System. Segregated housing placements

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 30: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Mental Health Condition by Placement Reason, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	2	5	5	46	26	26
Pending Investigation of Disciplinary Violation	1	3	2	2	2	2
Protective Custody	10	27	4	98	38	33
Facility Security Threat	7	19	2	151	43	14
Medical	4	11	5	16	11	12
Mental Health Condition	4	11	4	7	5	5
Hunger Strike and Suicide Risk	2	5	3	29	16	16
Other	7	19	2	56	22	16
<b>Total</b>	<b>37</b>	<b>100</b>	<b>2</b>	<b>151</b>	<b>27</b>	<b>14</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious mental health condition in ICE’s Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Detained Noncitizens with a Disability**

The following tables include the number of segregated housing placements involving detained noncitizens with disabilities and various characteristics of those placements from fiscal years 2017 through 2021, based on available SRMS data. This information includes the number of placements associated with disabilities by placement reason, as well as

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

information on the duration of placements, including the minimum, maximum, average, and median lengths of stay in segregated housing. See tables 31 through 35.

**Table 31: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2017**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	6	23	3	26	11	12
Pending Investigation of Disciplinary Violation	2	8	1	11	6	6
Protective Custody	10	39	2	117	28	17
Facility Security Threat	0	0	0	0	0	0
Medical	6	23	1	26	9	7
Mental Health Condition	0	0	0	0	0	0
Hunger Strike and Suicide Risk	2	8	11	15	13	13
Other	0	0	0	0	0	0
<b>Total</b>	<b>26</b>	<b>100</b>	<b>1</b>	<b>117</b>	<b>17</b>	<b>11</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a disability in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

**Table 32: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	7	27	7	69	19	8
Pending Investigation of Disciplinary Violation	2	8	3	5	4	4
Protective Custody	8	31	4	88	34	21
Facility Security Threat	4	15	1	9	5	5
Medical	4	15	1	7	4	5
Mental Health Condition	0	0	0	0	0	0
Hunger Strike and Suicide Risk	1	4	5	5	5	5
Other	0	0	0	0	0	0
<b>Total</b>	<b>26</b>	<b>100</b>	<b>1</b>	<b>88</b>	<b>17</b>	<b>8</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a disability in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 33: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	7	24	6	32	15	15
Pending Investigation of Disciplinary Violation	3	10	1	15	8	8
Protective Custody	11	38	5	107	29	23
Facility Security Threat	1	3	30	30	30	30

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Medical	2	7	2	15	9	9
Mental Health Condition	3	10	5	74	38	36
Hunger Strike and Suicide Risk	2	7	1	2	2	2
Other	0	0	0	0	0	0
<b>Total</b>	<b>29</b>	<b>100</b>	<b>1</b>	<b>107</b>	<b>21</b>	<b>15</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a disability in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 34: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2020**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	11	39	2	31	12	11
Pending Investigation of Disciplinary Violation	3	11	4	14	9	9
Protective Custody	2	7	7	96	52	52
Facility Security Threat	1	4	30	30	30	30
Medical	4	14	9	41	25	24
Mental Health Condition	0	0	0	0	0	0
Hunger Strike and Suicide Risk	3	11	7	8	8	8
Other	4	14	8	77	43	43
<b>Total</b>	<b>28</b>	<b>100</b>	<b>2</b>	<b>96</b>	<b>21</b>	<b>10</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a disability in ICE's Segregation Review Management System. Segregated housing placements reflect the number of

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 35: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Disability by Placement Reason, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	3	33	5	11	7	6
Pending Investigation of Disciplinary Violation	2	22	2	7	5	5
Protective Custody	1	11	16	16	16	16
Facility Security Threat	0	0	0	0	0	0
Medical	2	22	5	10	8	8
Mental Health Condition	1	11	8	8	8	8
Hunger Strike and Suicide Risk	0	0	0	0	0	0
Other	0	0	0	0	0	0
<b>Total</b>	<b>9</b>	<b>100</b>	<b>2</b>	<b>16</b>	<b>8</b>	<b>7</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a disability in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Detained Noncitizens with a Serious Medical Illness**

The following tables include the number of segregated housing placements involving detained noncitizens with serious medical illnesses and various characteristics of those placements from fiscal years 2017 through 2021, based on available SRMS data. This information includes the number of placements by placement reason, as well as information on



**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

the duration of placements, including the minimum, maximum, average, and median lengths of stay in segregated housing. See tables 36 through 40.

**Table 36: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2017**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	44	30	3	98	20	18
Pending Investigation of Disciplinary Violation	15	10	1	13	8	8
Protective Custody	32	22	1	118	26	14
Facility Security Threat	9	6	3	154	57	39
Medical	27	18	2	113	18	11
Mental Health Condition	5	3	10	52	31	35
Hunger Strike and Suicide Risk	15	10	1	15	6	4
Other	1	1	14	14	14	14
<b>Total</b>	<b>148</b>	<b>100</b>	<b>1</b>	<b>154</b>	<b>21</b>	<b>12</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious medical illness in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

**Table 37: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	28	30	5	122	25	16
Pending Investigation of Disciplinary Violation	6	7	3	25	9	6
Protective Custody	11	12	5	146	37	21
Facility Security Threat	8	9	9	1145	167	28
Medical	7	8	2	74	20	11
Mental Health Condition	18	20	2	122	28	15
Hunger Strike and Suicide Risk	13	14	1	15	7	7
Other	1	1	13	13	13	13
<b>Total</b>	<b>92</b>	<b>100</b>	<b>1</b>	<b>1145</b>	<b>35</b>	<b>14</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious medical illness in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 38: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	33	28	2	185	24	15
Pending Investigation of Disciplinary Violation	3	3	7	15	10	9
Protective Custody	26	22	4	322	57	27
Facility Security Threat	3	3	30	163	88	70

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Medical	31	26	2	78	16	10
Mental Health Condition	13	11	1	143	22	4
Hunger Strike and Suicide Risk	8	7	1	35	9	3
Other	2	2	3	7	5	5
<b>Total</b>	<b>119</b>	<b>100</b>	<b>1</b>	<b>322</b>	<b>29</b>	<b>14</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious medical illness in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 39: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2020**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	16	13	3	45	16	14
Pending Investigation of Disciplinary Violation	4	3	2	10	7	8
Protective Custody	5	4	1	96	34	24
Facility Security Threat	3	2	5	244	145	187
Medical	65	53	2	156	19	14
Mental Health Condition	5	4	6	38	21	18
Hunger Strike and Suicide Risk	14	11	3	29	14	14
Other	11	9	5	154	62	79
<b>Total</b>	<b>123</b>	<b>100</b>	<b>1</b>	<b>244</b>	<b>25</b>	<b>15</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious medical illness in ICE's Segregation Review Management System. Segregated housing placements reflect

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 40: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens with a Serious Medical Illness by Placement Reason, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	17	20	2	34	16	11
Pending Investigation of Disciplinary Violation	3	3	7	14	11	13
Protective Custody	11	13	4	66	24	12
Facility Security Threat	4	5	7	151	51	23
Medical	28	32	3	17	10	11
Mental Health Condition	22	25	1	232	25	15
Hunger Strike and Suicide Risk	2	2	9	10	10	10
Other	0	0	0	0	0	0
<b>Total</b>	<b>87</b>	<b>100</b>	<b>1</b>	<b>232</b>	<b>19</b>	<b>13</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen with a serious medical illness in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of placements. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Detained Noncitizens Identifying as LGBTI**

The following tables include the number of segregated housing placements involving detained noncitizens who identify as Lesbian, Gay, Bisexual, Transgender, or Intersex (LGBTI) and various characteristics of those placements from fiscal years 2017 through 2021, based on available SRMS data. This information includes the number of

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

placements including detained noncitizens who identify as LGBTI by placement reason, as well as information on the duration of placements, including the minimum, maximum, average, and median lengths of stay in segregated housing. See tables 41 through 45.

**Table 41: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2017**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	12	14	5	304	47	26
Pending Investigation of Disciplinary Violation	2	2	7	9	8	8
Protective Custody	65	77	1	273	40	23
Facility Security Threat	3	4	6	86	45	44
Medical	0	0	0	0	0	0
Mental Health Condition	0	0	0	0	0	0
Hunger Strike and Suicide Risk	3	4	4	6	5	6
Other	0	0	0	0	0	0
<b>Total</b>	<b>85</b>	<b>100</b>	<b>1</b>	<b>304</b>	<b>39</b>	<b>19</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen identifying as lesbian, gay, bisexual, transgender, or intersex in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

**Table 42: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	29	23	7	56	20	16
Pending Investigation of Disciplinary Violation	12	9	2	12	6	6
Protective Custody	69	54	1	241	39	22
Facility Security Threat	12	9	2	213	45	34
Medical	0	0	0	0	0	0
Mental Health Condition	1	1	8	8	8	8
Hunger Strike and Suicide Risk	3	2	4	79	30	7
Other	1	1	37	37	37	37
<b>Total</b>	<b>127</b>	<b>100</b>	<b>1</b>	<b>241</b>	<b>32</b>	<b>17</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen identifying as lesbian, gay, bisexual, transgender, or intersex in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 43: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	22	17	4	85	25	24
Pending Investigation of Disciplinary Violation	21	16	2	180	18	8
Protective Custody	55	43	3	287	47	27
Facility Security Threat	17	13	3	200	37	25

**Appendix VI: Segregated Housing Placement  
Reasons and Durations for Vulnerable  
Populations from Fiscal Years 2017 through  
2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Medical	1	1	4	4	4	4
Mental Health Condition	0	0	0	0	0	0
Hunger Strike and Suicide Risk	2	2	2	5	4	4
Other	10	8	3	39	13	8
<b>Total</b>	<b>128</b>	<b>100</b>	<b>2</b>	<b>287</b>	<b>34</b>	<b>19</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen identifying as lesbian, gay, bisexual, transgender, or intersex in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 44: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2020**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	24	37	5	45	20	18
Pending Investigation of Disciplinary Violation	2	3	3	10	7	7
Protective Custody	22	39	2	110	35	27
Facility Security Threat	3	5	34	111	62	42
Medical	2	3	8	10	9	9
Mental Health Condition	0	0	0	0	0	0
Hunger Strike and Suicide Risk	3	5	5	18	10	7
Other	9	14	5	404	81	39
<b>Total</b>	<b>65</b>	<b>100</b>	<b>2</b>	<b>404</b>	<b>34</b>	<b>21</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen identifying as lesbian, gay, bisexual, transgender, or intersex in ICE's Segregation Review Management System.

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Table 45: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens Identifying as Lesbian, Gay, Bisexual, Transgender, or Intersex by Reason Category, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total	Minimum Duration of Placement (days)	Maximum Duration of Placement (days)	Average Duration of Placement (days)	Median Duration of Placement (days)
Disciplinary	1	6	21	21	21	21
Pending Investigation of Disciplinary Violation	4	22	9	27	18	17
Protective Custody	9	50	5	92	32	22
Facility Security Threat	0	0	0	0	0	0
Medical	1	6	15	15	15	15
Mental Health Condition	1	6	2	2	2	2
Hunger Strike and Suicide Risk	1	6	2	2	2	2
Other	1	6	13	13	13	13
<b>Total</b>	<b>18</b>	<b>100</b>	<b>2</b>	<b>92</b>	<b>23</b>	<b>17</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on segregated housing placements identified as involving a detained noncitizen identifying as lesbian, gay, bisexual, transgender, or intersex in ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year. The average number of days is the sum of all durations divided by the total number of durations. The median number of days is the middle value of the ordered set of durations of segregated housing placements; if there is no one middle duration, it is the average of the two middle durations. The minimum number of days is the lowest number of days a detained noncitizen was in segregated housing, while the maximum number of days is the highest number of days a detained noncitizen was in segregated housing.

**Victims of Sexual Assault or Abuse**

The following tables contain the number of segregated housing placements ICE made involving detained noncitizens who are victims of sexual assault or abuse from fiscal years 2017 through 2021, as well as reasons for placements. We identified these segregated housing



**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

placements by matching ICE’s Sexual Abuse and Assault Prevention and Intervention Tracker to SRMS. See tables 46 through 50.

**Table 46: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2017**

Placement Reason	Placements	Percentage of Total Placements
Disciplinary	64	38
Pending Investigation of Disciplinary Violation	14	8
Protective Custody	63	37
Facility Security Threat	12	7
Medical	2	1
Mental Health Condition	2	1
Hunger Strike and Suicide Risk	11	7
Other	1	1
<b>Total</b>	<b>169</b>	<b>100</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on matching detained noncitizens identified in ICE’s sexual abuse and assault prevention and intervention tracker to ICE’s Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

**Table 47: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2018**

Placement Reason	Placements	Percentage of Total Placements
Disciplinary	68	33
Pending Investigation of Disciplinary Violation	12	6
Protective Custody	76	37
Facility Security Threat	33	16
Medical	3	2
Mental Health Condition	3	2
Hunger Strike and Suicide Risk	7	3
Other	3	2
<b>Total</b>	<b>205</b>	<b>100</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on matching detained noncitizens identified in ICE's sexual abuse and assault prevention and intervention tracker to ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

**Table 48: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2019**

Placement Reason	Placements	Percentage of Total Placements
Disciplinary	66	29
Pending Investigation of Disciplinary Violation	22	10
Protective Custody	71	31
Facility Security Threat	29	13
Medical	3	1
Mental Health Condition	5	2
Hunger Strike and Suicide Risk	14	6
Other	16	7
<b>Total</b>	<b>226</b>	<b>100</b>

Source: GAO analysis of U.S. Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on matching detained noncitizens identified in ICE's sexual abuse and assault prevention and intervention tracker to ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

**Table 49: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2020**

Placement Reason	Number of Placements	Percentage of Total Placements
Disciplinary	97	45
Pending Investigation of Disciplinary Violation	15	7
Protective Custody	22	10
Facility Security Threat	17	8
Medical	27	13
Mental Health Condition	3	1

**Appendix VI: Segregated Housing Placement Reasons and Durations for Vulnerable Populations from Fiscal Years 2017 through 2021**

Placement Reason	Number of Placements	Percentage of Total Placements
Hunger Strike and Suicide Risk	10	5
Other	25	12
<b>Total</b>	<b>216</b>	<b>100</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on matching detained noncitizens identified in ICE's sexual abuse and assault prevention and intervention tracker to ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

**Table 50: U.S. Immigration and Customs Enforcement Segregated Housing Placements Involving Detained Noncitizens who are Alleged Victims of Sexual Assault or Abuse by Reason Category, Fiscal Year 2021**

Placement Reason	Placements	Percentage of Total Placements
Disciplinary	61	44
Pending Investigation of Disciplinary Violation	10	7
Protective Custody	20	14
Facility Security Threat	12	9
Medical	8	6
Mental Health Condition	8	6
Hunger Strike and Suicide Risk	9	7
Other	11	8
<b>Total</b>	<b>139</b>	<b>100</b>

Source: GAO analysis of U.S Immigration and Customs Enforcement data. | GAO-23-105366

Note: Percentages may not add to 100 percent due to rounding. Information in this table is based on matching detained noncitizens identified in ICE's sexual abuse and assault prevention and intervention tracker to ICE's Segregation Review Management System. Segregated housing placements reflect the number of instances in which ICE placed a detained noncitizen into segregated housing, rather than the number of individual detained noncitizens placed in segregated housing. ICE placed some detained noncitizens in segregated housing on more than one occasion in a single fiscal year.

# Appendix VII: Comments from the Department of Homeland Security

U.S. Department of Homeland Security  
Washington, DC 20528



**Homeland  
Security**

October 12, 2022

Rebecca Gambler  
Director, Homeland Security and Justice  
U.S. Government Accountability Office  
441 G Street, NW  
Washington, DC 20548

Re: Management Response to Draft Report GAO-23-105366, "IMMIGRATION  
DETENTION: Actions Needed to Collect Consistent Information for Segregated  
Housing Oversight"

Dear Ms. Gambler:

Thank you for the opportunity to comment on this draft report. The U.S. Department of Homeland Security (DHS or the Department) appreciates the U.S. Government Accountability Office's (GAO) work in planning and conducting its review and issuing this report.

DHS leadership is pleased to note GAO's recognition that U.S. Immigration and Customs Enforcement's (ICE) established detention standards and policy for placing detained noncitizens in segregated housing, as well as processes for managing and overseeing detention facilities' use of segregated housing. Since the issuance of ICE Policy 11065.1, "Review of the Use of Segregation for ICE Detainees," dated September 4, 2013,<sup>1</sup> ICE has continued to improve the agency's use and oversight of its special management units (SMU), which are designed to ensure the safety of all parties. As such, facility personnel are required to offer detained noncitizens placed into an SMU with, generally, the same privileges as individuals housed in general population, including recreation, visitation, access to the law library and telephones, clergy, and legal visits. Facility personnel are also required to provide appropriate accommodations and professional assistance for disabilities and/or other special needs (e.g., medical, therapeutic, or mental health treatment) on an equal basis as detained noncitizens in the general population.

ICE is committed to ensuring the careful consideration of alternative housing placements, and that administrative segregation placements involving a noncitizen with a special vulnerability is used only as a last resort. Placement of detainees in segregated housing is

<sup>1</sup> [https://www.ice.gov/doclib/detention-reform/pdf/segregation\\_directive.pdf](https://www.ice.gov/doclib/detention-reform/pdf/segregation_directive.pdf)

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**Appendix VII: Comments from the Department  
of Homeland Security**

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a serious step to which ICE and detention facilities personnel apply careful consideration of all alternatives prior to its use, as appropriate. ICE remains committed to ensuring detained noncitizens in its custody reside in safe, secure, and humane environments, and under appropriate conditions of confinement.

The draft report contained two recommendations with which the Department concurs. Enclosed find our detailed response to each recommendation. DHS previously submitted technical comments addressing several accuracy, contextual, and other issues under a separate cover for GAO's consideration.

Again, thank you for the opportunity to review and comment on this draft report. Please feel free to contact me if you have any questions. We look forward to working with you again in the future.

Sincerely,

JIM H CRUMPACKER Digitally signed by JIM H  
CRUMPACKER  
Date: 2022.10.12 07:43:14 -0400'

JIM H. CRUMPACKER, CIA, CFE  
Director  
Departmental GAO-OIG Liaison Office

Enclosure

**Enclosure: Management Response to Recommendations  
Contained in GAO-23-105366**

GAO recommended the Director of ICE:

**Recommendation 1:** Provide specific guidance to ERO [Enforcement and Removal Operations] field offices on the level of detail needed in the documentation supporting segregated housing placements.

**Response:** Concur. The ICE ERO Directorate is currently in the process of updating ICE Policy 11065.1, which will provide field office personnel with more detailed guidance on the information that should be included in the Segregation Review Management System (SRMS), as well as the appropriate level of detail justifying the segregation placement and documentation of any alternative placements considered prior to placing the noncitizen in the SMU. Estimated Completion Date (ECD): October 31, 2023.

**Recommendation 2:** Identify in the agency's data system for segregated housing placements all known detained noncitizens ICE considers vulnerable in its segregated housing policy.

**Response:** Concur. In September 2021, ICE ERO awarded a contract to migrate disparate data systems onto a shared ServiceNow platform to improve Custody Management's overall data quality and reporting capabilities. Specifically, ICE ERO is including requirements that the new system automatically identify and flag when a noncitizen is identified in another portfolio system/tracker as having one or more special vulnerabilities. The migration of Custody Management data systems is scheduled for a phased deployment that will include: (1) requirements gathering and analysis; (2) code development; (3) testing; (4) configuration; and (5) deployment. As the SRMS is not included in the first phase of the overall migration of multiple Custody Management data systems, it is too early to tell when each of these activities will be completed; however, the overall effort should be completed in early fiscal year 2024. ECD: January 31, 2024.

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# Appendix VIII: GAO Contact and Staff Acknowledgments

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## GAO Contact

Rebecca Gambler, at (202) 512-8777 or [gablerr@gao.gov](mailto:gablerr@gao.gov)

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## Staff Acknowledgments

In addition to the contact named above, Meg Ullengren (Assistant Director), Isabel Band (Analyst-in-Charge), Hiwotte Amare, Justin Bolivar, Ben Crossley, Dominick Dale, Karen Doran, Sasan J. “Jon” Najmi, Jean Recklau, Terry Richardson, and Carolyn Yocom made key contributions to this report.

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