

Immigration Enforcement Actions: 2021

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INTRODUCTION

The Department of Homeland Security (DHS) engages in immigration enforcement actions to prevent unlawful entry into the United States and to apprehend and repatriate noncitizens who are removable pursuant to U.S. immigration laws. The primary responsibility for the enforcement of immigration law within DHS rests with U.S. Customs and Border Protection (CBP) and U.S. Immigration and Customs Enforcement (ICE). CBP primarily enforces immigration laws along the borders at and between ports of entry (POEs) and ICE is responsible for interior enforcement and most detention and removal operations. U.S. Citizenship and Immigration Services (USCIS) adjudicates applications and petitions for immigration and naturalization benefits.

This *Immigration Enforcement Actions Annual Flow Report*, authored by the DHS Office of Immigration Statistics (OIS), presents information on DHS immigration enforcement actions during 2021.¹ This information includes determinations of inadmissibility by CBP Office of Field Operations (OFO) officers; apprehensions by CBP U.S. Border Patrol (USBP) agents; ICE administrative arrests and intakes into immigration detention; and DHS-wide initiations of removal proceedings, repatriations, and expulsions.²

In addition to key findings below, new trends, challenges, and changes in operations emerged during March 2020 in response to the COVID-19 pandemic that affected immigration enforcement, including a worldwide reduction in travel; the application of U.S. Code Title 42 to immediately expel certain noncitizens to their country of last transit;³ and reductions in ICE interior arrests and detention space, the number of DHS removals, and processing of Notices to Appear (NTAs).

The pandemic persisted beyond the end of 2021 and continued to affect immigration enforcement.

Key findings:

- The numbers of total CBP initial encounters, NTAs, detentions, and returns all showed increases between 2020 and 2021, in part reflecting the elevated number of USBP encounters in 2021, resumption of travel by migrants after the initial impacts of the COVID-19 pandemic in 2020, and changes to immigration enforcement practices (Figure 1).
- The majority of USBP encounters, starting on March 20, 2020, and continuing through 2021, resulted in expulsions on public health grounds as part of the U.S. Government's efforts to assist in the implementation of the CDC's Title 42 order. These "Title 42 expulsions" were an important tool for managing the spread of COVID-19 but also contributed to growing numbers of repeat encounters of the same individuals. Forty-five percent of CBP enforcement encounters between April 2020 and September 2020 and 36 percent of enforcement encounters in 2021 were of persons previously encountered during the prior 12 months, compared to an average of 13 percent from 2014 to 2019.
- As in 2020, Mexico was the leading country for DHS apprehensions and detention book-ins in 2021, reversing a steady trend from 2010 to 2019 of nationals from the Northern Central American (NCA) countries of El Salvador, Guatemala, and Honduras accounting for growing shares of these enforcement populations. Mexico was also the leading country for determinations of inadmissibility and removals in

¹ In this report, "years" refer to fiscal years, which run from October 1 to September 30. This report also covers CBP encounters which resulted in persons expelled or prevented from entering the United States under Title 42 of the U.S. Code. Although Title 42 is not an immigration authority, Title 42 encounters were a significant portion of all encounters and coincided with other notable changes in immigration enforcement trends, as discussed further in the report.

² Data in this report are event-based rather than person-centric, meaning a person may be counted more than once within a table if that person has been subject to an action more than once. For this reason, this report discusses numbers of actions performed rather than numbers of people subject to such actions (unless otherwise noted).

³ On March 20, 2020, the U.S. Centers for Disease Control and Prevention (CDC), in response to the COVID-19 pandemic, issued an order suspending the introduction of certain noncitizens into the United States under Title 42 of the U.S. Code § 265. This provision allows the CDC to suspend the right of introduction of persons to prevent spread of communicable diseases.

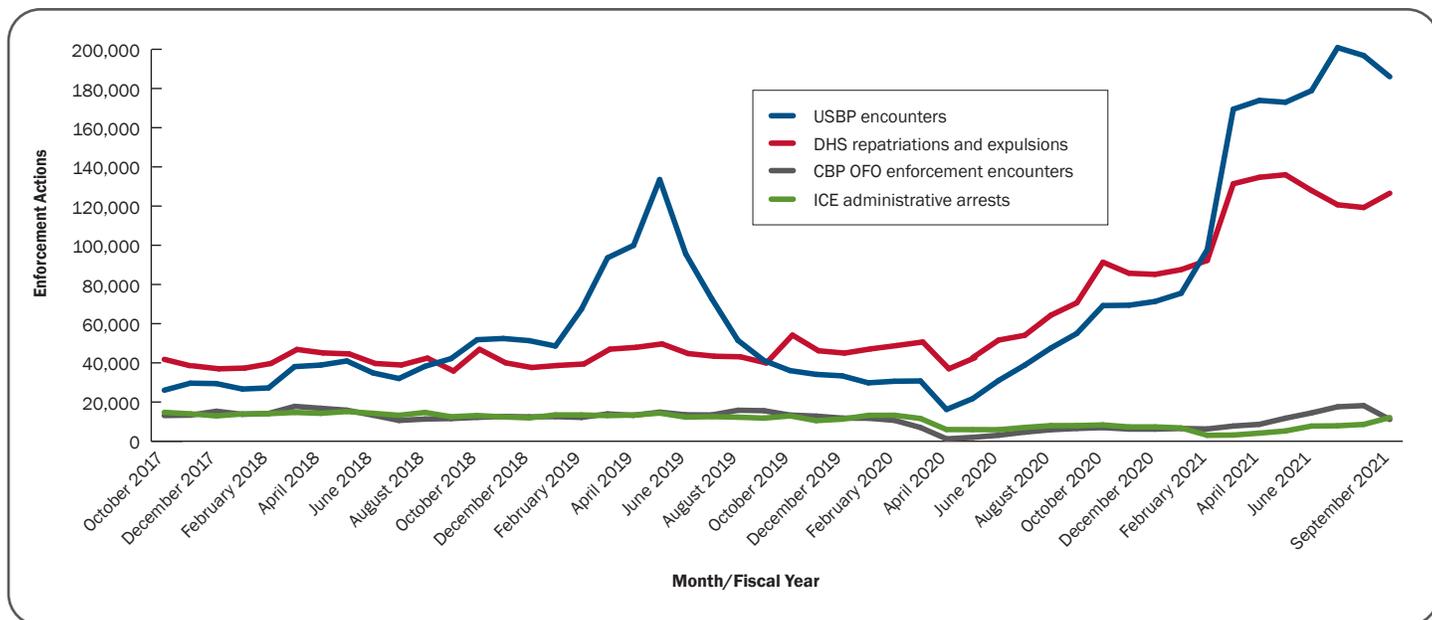


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Figure 1.

Enforcement Actions by Month: Fiscal Years 2018 to 2021



Notes: Data for USBP encounters, CBP OFO encounters, and repatriations and expulsions for March 2020 onward include encounters resulting in Title 42 expulsions. Title 42 expulsions began on March 20, 2020 for USBP encounters and on March 27, 2020 for CBP OFO encounters. OFO enforcement encounters exclude determinations of inadmissibility for withdrawals of application for admission that are terminated without prejudice, crew members of foreign vessels required to remain aboard their ships, persons paroled into the United States at POEs, and inadmissible children accompanied by an admissible adult (accompanied minors). Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

2021. For the second time since data have been available, the Philippines surpassed Mexico as the leading country for noncitizen returns; most Filipino nationals were crew members detained on board their vessels.

- Single Adults (SAs) accounted for 64 percent of Southwest Border encounters in 2021, down from 77 percent in 2020 but otherwise higher than any recent year since 2013, when individuals in family units (FMs) and unaccompanied children (UCs) began accounting for growing shares of encounters.

ENFORCEMENT ACTIONS PROCESSES

DHS Initial Encounters

DHS initial encounters of noncitizens include 1) USBP apprehensions and ICE administrative arrests of noncitizens for immigration violations, 2) CBP OFO determinations of inadmissibility, and 3) Title 42 expulsions by CBP. CBP OFO determinations of inadmissibility and USBP apprehensions together comprise “CBP encounters.” In response to the COVID-19 pandemic, CBP began assisting in the enforcement of the CDC’s Title 42 order on March 20, 2020 (for USBP) and March 27, 2020 (for OFO) by expelling certain noncitizens from the United States under that order; this effort continued into 2021. Unless otherwise specified, this report includes Title 42 expulsions as part of the numbers for DHS initial encounters and CBP encounters (as well as the subtotals of CBP OFO and USBP encounters) and discusses them in more detail under the appropriate sections below.

Beginning with this report, CBP OFO encounters are divided into “administrative encounters” and “enforcement encounters.” Administrative (i.e., non-enforcement) encounters are actions

which do not involve OFO placing someone in immigration proceedings, including determinations of inadmissibility for withdrawals of application for admission that are terminated without prejudice, crew members of foreign vessels required to remain aboard their ships, persons paroled into the United States at POEs, and unauthorized minors accompanied by U.S. citizen or lawful permanent resident parents (“accompanied minors”) (see [Determinations of Inadmissibility](#)). All other determinations of inadmissibility by CBP OFO along with all USBP apprehensions are categorized as enforcement encounters, reflecting an attempted unlawful entry or unlawful presence within the United States. CBP enforcement encounters (including Title 42 expulsions unless otherwise specified) and ICE administrative arrests together comprise “DHS initial enforcement actions.”⁴

CBP and ICE Agents and Officers also refer individuals for criminal prosecution in certain circumstances. While criminal arrests are beyond the scope of this report, noncitizens who are arrested (by any law enforcement agency) and convicted of criminal activity also may be potentially removable and subject to administrative arrest when released from criminal custody.

⁴ CBP encounters and ICE arrests are “initial enforcement actions” in the sense that they initiate a process that may lead to a repatriation, an expulsion, or to relief/protection from removal. Certain noncitizens are encountered or arrested more than once in their lives; those individuals are subject to more than one initial action.

The Application of Title 42

Since the implementation of the CDC's March 20, 2020 Title 42 Order (the Order), CBP has, consistent with the requirements of that Order, expelled covered noncitizens encountered between POEs and prevented covered noncitizens from entering the United States at POEs. Single adults and family units encountered at the land border between POEs are subject to expulsion unless they cannot be expelled, or they are excepted from the Order. Single adults and family units who attempt to enter at a POE can be prevented from entering at the international boundary line under the Order. Persons subject to the Order were immediately expelled to their country of last transit, or held for the shortest time possible for expulsion to the person's country of origin if the noncitizen cannot be returned to the country of last transit. Some noncitizens are excepted on a case-by-case basis from Title 42 processing and expulsion. These exceptions include UCs, noncitizens with the requisite claim of torture or persecution in the country to which they will be sent, and other noncitizens based on considerations of law enforcement, officer and public safety, humanitarian, or public health interests. Noncitizens not processed under Title 42 continued to be processed under provisions of immigration law of Title 8 of the U.S. Code. This report includes data on Title 42 expulsions occurring at and between POEs, but CBP does not collect data on persons who are prevented from entering the United States because of Title 42.

USBP Apprehensions

Persons whom USBP apprehends entering without inspection between POEs are generally subject to immigration removal proceedings. Adults and members of family units may be permitted to voluntarily return to their country of origin, removed administratively, processed for expedited removal (ER) or reinstatement of a removal order, and referred to an asylum officer if they express a fear of persecution or torture in their country of origin, or placed in removal proceedings before an immigration judge (IJ) (i.e., issued an NTA). Adults who are not expelled or repatriated directly from CBP custody are generally transferred to ICE for a custody determination. UCs from contiguous countries to the United States may be permitted to voluntarily return to their country of origin under certain circumstances, while other UCs (as well as contiguous country UCs who do not voluntarily return) are transferred to the custody of the U.S. Department of Health and Human Services' (HHS) Office of Refugee Resettlement (ORR). Historically, DHS has separated minors from adults claiming to be a parent or legal guardian only in certain limited circumstances, such as if DHS is unable to confirm a custodial relationship, when DHS determines the minor may be at risk with the adult, for urgent medical issues, or when the adult is transferred to criminal detention as the result of a criminal charge or conviction. Under current DHS and CBP policy, family units can

only be separated consistent with the preliminary injunction in *Ms. L v. ICE (Ms. L)*.⁵

Beginning in 2012, USBP implemented the Consequence Delivery System (CDS) in order to impede and deter further violations of immigration law. The CDS guides USBP Agents through a process designed to uniquely evaluate each subject and identify the most effective and efficient consequences to deliver. Examples of CDS consequences include expedited removal, repatriation to the interior of Mexico through the Interior Flight Program, and immigration-related criminal charges.

Beginning in January 2019, under the Migrant Protection Protocols (MPP), certain noncitizens other than Mexican nationals entering or seeking admission to the United States from Mexico illegally or without proper documentation were returned to Mexico to wait outside of the United States for the duration of their removal proceedings. About 68,000 apprehended individuals were enrolled in MPP between January 2019 and January 20, 2021, when President Biden halted new enrollments, including about 6,000 during 2021. On June 1, 2021, the Secretary of Homeland Security determined that MPP should be terminated and issued a memorandum to that effect. On August 13, 2021, the U.S. District Court for the Northern District of Texas determined in *Texas v. Biden* that the June 1, 2021, memorandum was not issued in compliance with the Administrative Procedure Act and Immigration and Nationality Act (INA) and ordered DHS to "enforce and implement MPP in good faith." Under the August 13 court order, the Department resumed MPP enrollments on December 6, 2021, after the period covered by this report. On October 29, 2021, after an extensive and comprehensive review, the Secretary issued a new memorandum terminating MPP that was to be implemented as soon as practicable, pending the issuance of a final judicial decision to vacate the injunction resulting from *Texas v. Biden*. The district court lifted its injunction on August 8, 2022, following the Supreme Court's decision in *Biden v. Texas*. The Department ceased enrolling people in MPP on August 9, 2022, and individuals in MPP in Mexico are being disenrolled upon return for their next scheduled court date.

Determinations of Inadmissibility

All persons seeking admission at a POE are subject to inspection. CBP OFO Officers conduct these inspections at designated POEs and at preclearance locations at certain foreign ports. Historically, most noncitizens seeking to apply for admission who are ultimately found to be inadmissible have this determination made for having missing, invalid, or expired documents, for having intentions prohibited by the visa (e.g., presenting a tourist visa but intending to seek employment), or for national security reasons. Applicants for admission who are determined to be inadmissible may be permitted to voluntarily withdraw their application for

⁵ *Ms. L v. U.S. Immigration and Customs Enforcement*, 310 F. Supp. 3d 1133 (S.D. Cal. June 26, 2018), also referred to as "*Ms. L.*" On June 26, 2018, the U.S. District Court for the Southern District of California in *Ms. L* issued a preliminary injunction generally prohibiting DHS from separating noncitizen parents from their children, absent a determination that the parent is unfit or presents a danger to the child and requiring the reunification of certain previously separated parents and children. The class excluded those parents with criminal histories, those with communicable diseases, or those encountered in the interior. Since the issuance of the preliminary injunction in *Ms. L*, family separations by DHS have been consistent with the injunction. For a more detailed discussion of family separations and related issues see *DHS Family Unit Actions Report*, July 2021.

admission and return to their home country, processed for some form of administrative removal, processed for a visa waiver refusal, referred to an IJ for removal proceedings, and/or paroled into the United States.⁶

As noted in the previous section, CBP OFO determinations of inadmissibility include “administrative encounters” and “enforcement encounters.” Determinations of inadmissibility for withdrawals of application for admission that are terminated without prejudice, crew members of foreign vessels required to remain aboard their ships, persons paroled into the United States at POEs, and unauthorized minors accompanied by U.S. citizen or lawful permanent resident parents (“accompanied minors”) are considered administrative actions. Crew members and parolees constitute the majority of this type of encounters, and leading source countries of nationality of administrative encounters often differ from those of enforcement encounters. Noncitizens who are subjects of administrative encounters are inadmissible but are not considered to have attempted to enter the United States unlawfully. For example, cargo operations can require visits to multiple ports, or multiple docks within a single port, and can take longer than the 29 days permitted by a D-1 nonimmigrant crewmember visa. Additionally, crew members of foreign vessels initially granted shore leave may be required to remain aboard their ships and re-coded as inadmissible once the visa expires, regardless of whether the crew members intended or attempted to disembark the vessel. Absent further developments, noncitizens who are subjects of administrative encounters may be denied admission as voluntary returns but they are not generally subject to removal (see [Repatriation Process](#)).

When an inadmissible applicant for admission is ordered removed pursuant to an ER order or a visa waiver refusal, and the individual does not desire to apply for asylum nor express a fear of return, the individual is immediately removed from the United States. In addition, those individuals who withdraw their application for admission in lieu of either ER or INA § 240 removal proceedings also immediately depart the United States. If the applicant for admission expresses a fear of return or a desire to apply for asylum, the individual is referred to an asylum officer for a determination of eligibility for some form of humanitarian relief or protection, such as asylum, withholding of removal, or protection under the regulations implementing the United Nations Convention Against Torture (CAT). For noncitizens processed for ER and found to have a credible fear or noncitizens initially placed in removal proceedings under INA § 240, CBP OFO officers issue a Form I-862, *Notice to Appear*, to initiate removal

⁶ This report does not include data on inadmissibility determinations made by Department of State with input from ICE through the visa security program.

proceedings under INA § 240. Noncitizens referred to INA § 240 proceedings are typically transferred to ICE custody.⁷

ICE Administrative Arrests

Noncitizens unlawfully present in the United States and those lawfully present but who are subject to removal may be identified and arrested by ICE within the interior of the United States. ICE usually identifies potentially removable persons in the interior by working with federal, state, and local law enforcement agencies to verify the immigration status of arrested or incarcerated individuals, as well as by conducting operations to detain certain at-large removable persons. Noncitizens arrested by ICE may be permitted to depart voluntarily, removed administratively, or referred to an IJ for removal proceedings.

ICE Enforcement Priorities

On January 20, 2021, President Biden issued an executive order directing the Department to establish enforcement priorities focused on protecting national and border security, addressing the humanitarian challenges at the southern border, and ensuring public health and safety.⁸ As a result of the order, on January 20, 2021, the Department established interim civil immigration enforcement priorities that imposed a 100-day moratorium on removals of certain noncitizens within the United States.⁹ On February 18, 2021, ICE issued interim enforcement and removal guidance that directed ICE officers and agents to focus ICE’s limited civil immigration enforcement and removal resources on cases presumed to be national security, public safety, and border security priorities.¹⁰ The removal moratorium was blocked by a judicial order and the civil immigration enforcement priorities were also the subject of litigation in *State of Texas et al. v. United States et al.*, but the interim guidance was generally in effect and covered ICE arrests and removals for most of the period from February 2021 through the end of the fiscal year. On September 30, 2021, DHS Secretary Mayorkas announced new permanent enforcement guidance which went into effect November 29, 2021, after the period covered by this report.¹¹

⁷ In March 2022, after the period covered by this report, DHS and Department of Justice (DOJ) published an interim final rule entitled “Procedures for Credible Fear Screening and Consideration of Asylum, Withholding of Removal, and CAT Protection Claims by Asylum Officers.” Under this rule, certain individuals in ER proceedings who indicate an intention to apply for asylum, express a fear of persecution or torture, or express a fear of return to their country, will be referred to USCIS for a credible fear screening. A USCIS asylum officer will conduct a credible fear interview to determine whether the noncitizen(s) has a credible fear of persecution or torture. If an asylum officer finds the noncitizen(s) has a credible fear of persecution or torture, USCIS may either: 1) retain the application for asylum and schedule a second interview, known as an Asylum Merits Interview; or 2) issue a NTA before an IJ with the DOJ’s Executive Office for Immigration Review (EOIR) for consideration of any asylum, withholding of removal, and CAT protection claims.

⁸ Executive Order 13993, “Revision of Civil Immigration Enforcement Policies and Priorities,” 86 Federal Register 7051.

⁹ Acting Secretary David Pekoske, “Review of and Interim Revision to Civil Immigration Enforcement and Removal Policies and Priorities,” January 20, 2021, https://www.dhs.gov/sites/default/files/publications/21_0120_enforcement-memo_signed.pdf.

¹⁰ Acting Director Tae Johnson, “Interim Guidance: Civil Immigration Enforcement Priorities,” February 18, 2021, https://www.ice.gov/doclib/news/releases/2021/021821_civil-immigration-enforcement-interim-guidance.pdf.

¹¹ Secretary Alejandro N. Mayorkas, “Guidelines for the Enforcement of Civil Immigration Law,” September 30, 2021, <https://www.ice.gov/doclib/news/guidelines-civilimmigrationlaw.pdf>. In June 2022, a federal judge in the Southern District of Texas vacated the memorandum.

Benefit Denial

USCIS may issue an NTA upon determining that the noncitizen beneficiary of an application for an immigration or naturalization benefit is inadmissible under INA § 212 or removable under INA § 237. USCIS will also issue an NTA when required by statute or regulation (e.g., upon termination of conditional permanent resident status, referral of an asylum application, termination of asylum or refugee status, or following a positive credible fear determination) or, in certain cases, upon the subject's request.¹²

Detention Process

ICE Enforcement and Removal Operations (ERO) makes a custody determination for noncitizens whom ICE arrests or CBP apprehends and transfers to ICE. ICE Officers base determinations on whether the person is subject to mandatory detention, the person's risk to public safety, the effort to promote compliance with removal proceedings or removal orders (i.e., reducing flight risk), and the availability and prioritization of resources. Options available to ICE include immigration detention, release on bond, release on parole, or release on the individual's own recognizance. ICE may impose conditions on some forms of release including supervised alternatives to detention. ICE may redetermine custody at any point while the person is in removal proceedings.

Repatriation Process

Inadmissible and deportable persons may be subject to repatriation. Repatriations include execution of removal orders, which carry penalties such as bars to reentry, and returns, which generally do not carry such penalties. Types of removal orders include removal orders issued pursuant to proceedings in immigration court, expedited removal, reinstatement of a previous removal order, and administrative removal. Depending upon the individual circumstances of the case, penalties associated with removal may include a bar of between 5 years and life from future admission into the United States. Noncitizens who unlawfully reenter the United States following removal may also be subject to criminal charges and imprisonment for up to 20 years.

Returns

Certain noncitizens found inadmissible at a POE or apprehended near the border, or who are otherwise determined to be removable, may be offered the opportunity to *withdraw* their application for admission or *voluntarily return* to their home country in lieu of immigration removal proceedings. Generally, individuals withdrawing an application for admission or accepting an offer of voluntary return waive their right to a hearing, remain in custody until their departure from the country, and, if applicable, agree to depart the United States under supervision. Some noncitizens apprehended within the United States or placed in removal proceedings before an IJ may have the opportunity to agree to *voluntarily depart* (also a form of "return"). Certain DHS officials may grant voluntary departure prior to an immigration hearing, or an IJ may do so during or at the conclusion of an immigration hearing. Returns are considered a form of discretion since returnees

¹² Individuals may request that USCIS issue an NTA allowing them to seek relief in removal proceedings. If USCIS determines that a person has not established a credible fear or reasonable fear, the subject may request an appearance before an IJ for reconsideration of that determination.

are exempted from certain administrative penalties associated with removal; but despite the "voluntary" label all three forms of return involve *mandatory* repatriation from the United States.

Removal Proceedings

Noncitizens issued an NTA are provided an immigration hearing pursuant to INA § 240 under the jurisdiction of EOIR. Removal hearings before an immigration court are administrative proceedings during which potentially removable persons may present evidence before an IJ that they are not removable from the United States and/or eligible for relief or protection from removal. IJs may issue an order of removal, grant voluntary departure at the individual's expense (a form of "return"), terminate, dismiss, or administratively close proceedings, or grant relief or protection from removal. Forms of relief or protection from removal may include the grant of an application for asylum, adjustment of status, or cancellation of removal. Noncitizens ordered removed by an IJ generally can appeal the order to the Board of Immigration Appeals (BIA) and may petition to have certain unfavorable BIA decisions reviewed by the U.S. Courts of Appeals.

Expedited Removal

ER is a process wherein DHS may remove certain noncitizens from the United States administratively pursuant to INA § 235(b)(1)(A)(i). Under ER provisions, noncitizens meeting certain criteria may be removed without appearing before an IJ. Three groups of noncitizens who are without proper documentation or who attempt to gain entry through fraud or misrepresentation may be processed for ER:

- 1) certain noncitizens who arrive at a POE;¹³
- 2) certain noncitizens who entered the United States by sea without being admitted or paroled and who have been in the country for less than 2 years;¹⁴ and
- 3) certain noncitizens apprehended between POEs and within 100 miles of the U.S. land border who cannot establish to the officer's satisfaction that they have been continuously physically present in the United States for the 14-day period immediately prior to the date of encounter.¹⁵

On July 23, 2019, DHS published a notice in the Federal Register announcing an expansion of ER to potentially apply to noncitizens (other than UCs) present in the United States who were not covered under previous ER designations, who were inadmissible because they lacked valid entry documents or had entered through fraud or misrepresentation, who had not been admitted or paroled, and who had been in the United States for less than 2 years. The 2019 Designation was challenged in federal court, and its implementation was subject to a preliminary injunction on September 27, 2019. The Washington, D.C. Circuit Court of Appeals reversed the injunction on June 23, 2020, and DHS was permitted to implement the Designation, pending the outcome of

¹³ See "Inspection and Expedited Removal of Aliens; Detention and Removal of Aliens; Conduct of Removal Proceedings; Asylum Procedures," 62 Fed. Reg. 10,312 (Mar. 6, 1997).

¹⁴ See DOJ, "Notice Designating Aliens Subject to Expedited Removal Under § 235(b)(1)(A)(iii) of the Immigration and Nationality Act," *Federal Register*, Vol. 67, No. 219, p. 68924-68926, Nov. 13, 2002.

¹⁵ See DHS CBP, "Designating Aliens for Expedited Removal," *Federal Register*, Vol. 69, No. 154, p. 48877-48881, Aug. 11, 2004.

Table 1.

DHS Initial Enforcement Encounters of Noncitizens by Agency and Country of Nationality: Fiscal Years 2012 to 2021

(Countries ranked by 2021 initial enforcement encounters)

Agency and country of nationality	2012		2013		2014		2015		2016		2017		2018		2019		2020 ^a		2021 ^a		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent													
AGENCY																					
Total	795,735	100.0	786,223	100.0	805,334	100.0	596,560	100.0	683,782	100.0	607,677	100.0	739,486	100.0	1,175,841	100.0	609,265	100.0	1,865,379	100.0	
CBP USBP	364,768	45.8	420,789	53.5	486,651	60.4	337,117	56.5	415,816	60.8	310,531	51.1	404,142	54.7	859,501	73.1	405,020	66.5	1,662,167	89.1	
Southwest Sectors (subtotal)	356,873	44.8	414,397	52.7	479,371	59.5	331,333	55.5	408,870	59.8	303,916	50.0	396,579	53.6	851,508	72.4	400,635	65.8	1,659,206	88.9	
CBP OFO	124,408	15.6	123,740	15.7	125,338	15.6	134,172	22.5	153,532	22.5	146,137	24.0	166,920	22.6	162,302	13.8	90,668	14.9	121,577	6.5	
Southwest land border (subtotal)	61,332	7.7	63,062	8.0	65,297	8.1	72,140	12.1	96,216	14.1	81,276	13.4	101,805	13.8	105,901	9.0	48,582	8.0	67,741	3.6	
ICE ERO	290,622	36.5	229,698	29.2	181,719	22.6	117,983	19.8	110,104	16.1	143,470	23.6	158,581	21.4	143,099	12.2	103,603	17.0	74,082	4.0	
ICE HSI	15,937	2.0	11,996	1.5	11,626	1.4	7,288	1.2	4,330	0.6	7,539	1.2	9,843	1.3	10,939	0.9	9,974	1.6	7,553	0.4	
COUNTRY OF NATIONALITY																					
Total	795,735	100.0	786,223	100.0	805,334	100.0	596,560	100.0	683,782	100.0	607,677	100.0	739,486	100.0	1,175,841	100.0	609,265	100.0	1,865,379	100.0	
Mexico	519,852	65.3	472,720	60.1	405,844	50.4	330,921	55.5	325,348	47.6	264,716	43.6	307,535	41.6	312,130	26.5	362,105	59.4	695,582	37.3	
Honduras	51,871	6.5	65,965	8.4	112,530	14.0	45,228	7.6	68,778	10.1	67,225	11.1	103,533	14.0	276,805	23.5	52,920	8.7	331,397	17.8	
Guatemala	59,068	7.4	75,041	9.5	101,695	12.6	73,111	12.3	97,967	14.3	93,519	15.4	153,814	20.8	292,022	24.8	62,848	10.3	293,954	15.8	
El Salvador	39,856	5.0	52,389	6.7	81,651	10.1	53,336	8.9	88,097	12.9	67,500	11.1	47,993	6.5	102,484	8.7	23,887	3.9	104,586	5.6	
Ecuador	4,721	0.6	6,032	0.8	6,640	0.8	3,995	0.7	4,222	0.6	3,308	0.5	3,277	0.4	15,451	1.3	13,808	2.3	102,575	5.5	
Brazil	3,099	0.4	2,416	0.3	2,353	0.3	2,877	0.5	6,112	0.9	6,643	1.1	8,555	1.2	22,198	1.9	9,228	1.5	58,151	3.1	
Nicaragua	2,746	0.3	2,968	0.4	3,228	0.4	1,900	0.3	2,086	0.3	2,005	0.3	4,547	0.6	15,641	1.3	3,123	0.5	52,633	2.8	
Venezuela	852	0.1	679	0.1	640	0.1	683	0.1	1,333	0.2	2,383	0.4	4,210	0.6	10,465	0.9	4,265	0.7	52,590	2.8	
Haiti	2,838	0.4	3,435	0.4	2,796	0.3	1,907	0.3	7,840	1.1	10,793	1.8	1,478	0.2	4,148	0.4	6,316	1.0	50,608	2.7	
Cuba	16,117	2.0	15,432	2.0	3,724	0.5	3,014	0.5	3,739	0.5	5,076	0.8	10,065	1.4	36,082	3.1	15,048	2.5	40,549	2.2	
All other countries, including unknown	94,715	11.9	89,146	11.3	84,233	10.5	79,588	13.3	78,260	11.4	84,509	13.9	94,479	12.8	88,415	7.5	55,717	9.1	82,754	4.4	

^a CBP data for 2020 and 2021 include CBP encounters resulting in Title 42 expulsions.
 Note: Statistics reported by OIS, CBP OFO, and ICE may vary slightly due to differences in methodology and reporting date.
 Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

litigation. In February 2021, President Biden directed DHS to reconsider the expansion, and in March 2022 Secretary Mayorkas formally rescinded the ER expansion.

Reinstatement of Final Removal Orders

DHS may administratively reinstate final removal orders pursuant to INA § 241(a)(5) without further hearing or review for noncitizens who unlawfully reenter the United States after DHS has previously removed them or after they have departed voluntarily under an order of removal. In cases in which DHS reinstates the prior order of removal, the order is reinstated from its original date, and the person is generally ineligible and may not apply for relief from removal except under certain conditions described below.

Administrative Removal

Pursuant to INA § 238(b), DHS may administratively remove noncitizens who have been convicted of an aggravated felony and who did not have U.S. lawful permanent resident status at the commencement of removal proceedings.¹⁶

Fear Claims and Consideration of Relief from Administrative Forms of Removal

Noncitizens subject to expedited removal, reinstatement of a prior order of removal, or administrative removal generally are not entitled to proceedings before an IJ or consideration for relief or protection from removal. However, if a person expresses a fear of persecution or torture upon return to his or her country of nationality or makes a claim to certain forms of legal status in the United

States, the individual is referred to USCIS for a determination of their potential eligibility for seeking protection. In some cases, the individual may then be referred to an IJ. The specific procedures for establishing the right for review by an IJ differ for each administrative removal process.

TRENDS AND CHARACTERISTICS OF ENFORCEMENT ACTIONS

DHS Initial Encounters

In 2021, DHS made a total of 2,038,000 initial enforcement actions, which included 173,000 CBP OFO administrative encounters, 1,783,000 CBP enforcement encounters (USBP encounters and CBP OFO enforcement encounters), and 82,000 ICE administrative arrests (Tables 1 and 2).¹⁷ From 2020 to 2021, the number initial enforcement actions increased by 206 percent, mainly due to the larger numbers of USBP apprehensions and Title 42 encounters in 2021. Mexico was the leading country of nationality in 2021 when encounters of Mexicans increased 92 percent from 362,000 in 2020 to 696,000 in 2021, partly due to an increase in repeated encounters of the same individuals. Nationals from the NCA countries numbered 730,000 in 2021, a 423 percent increase from 140,000 in 2020. Large numeric and percentage increases between 2020 and 2021 were not limited to Mexico and the NCA countries but occurred among “extra-regional” countries of nationality as well. The percentage of

¹⁷ Data in this report are rounded for readability; refer to accompanying data tables and the Yearbook of Immigration Statistics for precise counts.

¹⁶ See also INA § 101(a)(43) (defining “aggravated felony”).

Table 2.

Noncitizen Inadmissibility Determinations by Type of Encounter and Mode of Travel: Fiscal Years 2012 to 2021

Characteristic	2012		2013		2014		2015		2016		2017		2018 ¹		2019		2020 ²		2021 ²	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total all encounters	195,804	100.0	205,623	100.0	225,016	100.0	254,714	100.0	274,617	100.0	216,257	100.0	281,928	100.0	287,977	100.0	241,763	100.0	294,351	100.0
Air	41,438	21.2	49,655	24.1	53,659	23.8	65,158	25.6	64,422	23.5	59,803	27.7	53,456	19.0	53,237	18.5	42,951	17.8	52,959	18.0
Land	100,592	51.4	103,642	50.4	118,662	52.7	139,790	54.9	174,868	63.7	136,477	63.1	156,431	55.5	157,153	54.6	87,742	36.3	101,742	34.6
Sea	53,774	27.5	52,326	25.4	52,695	23.4	49,672	19.5	35,327	12.9	19,778	9.1	71,935	25.5	77,575	26.9	111,057	45.9	139,648	47.4
Unknown	-	-	-	-	-	-	94	-	-	-	199	0.1	106	-	12	-	13	-	2	-
Enforcement encounters	124,408	63.5	123,740	60.2	125,338	55.7	134,172	52.7	153,532	55.9	146,137	67.6	166,920	59.2	162,302	56.4	90,668	37.5	121,577	41.3
Air	33,633	17.2	34,910	17.0	35,831	15.9	38,840	15.2	35,152	12.8	41,457	19.2	NA	NA	41,223	14.3	32,050	13.3	41,714	14.2
Land	89,565	45.7	86,387	42.0	87,747	39.0	94,039	36.9	117,310	42.7	103,505	47.9	NA	NA	120,025	41.7	58,100	24.0	79,444	27.0
Sea	1,210	0.6	2,443	1.2	1,760	0.8	1,245	0.5	1,070	0.4	994	0.5	NA	NA	1,046	0.4	516	0.2	418	0.1
Unknown	-	-	-	-	-	-	48	-	-	-	181	0.1	NA	NA	8	-	2	-	1	-
Administrative encounters	71,396	36.5	81,883	39.8	99,678	44.3	120,542	47.3	121,085	44.1	70,120	32.4	115,008	40.8	125,675	43.6	151,095	62.5	172,774	58.7
Air	7,805	4.0	14,745	7.2	17,82 ³	7.9	26,318	10.3	29,270	10.7	18,346	8.5	NA	NA	12,014	4.2	10,901	4.5	11,245	3.8
Land	11,027	5.6	17,255	8.4	30,915	13.7	45,751	18.0	57,558	21.0	32,972	15.2	NA	NA	37,128	12.9	29,642	12.3	22,298	7.6
Sea	52,564	26.8	49,883	24.3	50,935	22.6	48,427	19.0	34,257	12.5	18,784	8.7	NA	NA	76,529	26.6	110,541	45.7	139,230	47.3
Unknown	-	-	-	-	-	-	46	-	-	-	18	-	NA	NA	4	-	11	-	1	-

NA Not available.

- Represents zero or rounds to zero.

¹ Data by mode of travel and type of encounter for 2018 unavailable.

² Data for 2020 and 2021 include CBP OFO encounters resulting in Title 42 expulsions.

Note: Statistics reported by OIS and CBP OFO may vary slightly due to differences in methodology.

Source: DHS Office of Immigration Statistics analysis of CBP data.

noncitizens from countries other than Mexico and NCA as a share of initial enforcement actions increased from 18 percent in 2020 to 24 percent in 2021.

CBP Encounters

In 2021, CBP made a total of 1,957,000 encounters (the total of USBP apprehensions, OFO inadmissibility determinations, and Title 42 expulsions), an increase of 202 percent from the 647,000 encounters in 2020, including 173,000 OFO administrative encounters, an increase of 14 percent from 151,000 administrative encounters in 2020 (Table 2). In 2021, 47 percent of CBP OFO encounters occurred at seaports,

35 percent at land ports, and 18 percent at airports. While nearly all CBP OFO enforcement encounters (more than 99 percent) occurred at air or land ports, the majority of administrative encounters (81 percent) were at seaports, reflecting the large number of crewmen required to stay on board their ships docked at seaports. These proportions were similar to those for 2020 and may not be comparable to previous years due to the effects of the COVID-19 pandemic on international travel. The Philippines was the leading country of nationality for administrative encounters with over 45,000 encounters in both 2020 and 2021; among the other leading countries of nationality, most experienced an increase from 2020 to 2021, with the largest percentage increases during this period for Russia (73 percent), India (54 percent), and Turkey (47 percent) (Table 3).

CBP made 1,784,000 enforcement encounters (i.e., excluding OFO administrative encounters) in 2021, an increase of 260 percent from the 496,000 enforcement encounters in 2020 (Table 3.1) and the focus for the remainder of this section.

Table 3.

Noncitizen Inadmissibility Determinations for Administrative Reasons (Administrative Encounters) by Country of Nationality: Fiscal Years 2012 to 2021

(Ranked by 2021 noncitizen inadmissibility determinations)

Country of nationality	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	71,396	100.0	81,883	100.0	99,678	100.0	120,542	100.0	121,085	100.0	70,120	100.0	115,008	100.0	125,675	100.0	151,095	100.0	172,774	100.0
Philippines	22,120	31.0	22,872	27.9	23,515	23.6	22,047	18.3	15,208	12.6	8,208	11.7	30,394	26.4	30,156	24.0	45,264	30.0	45,647	26.4
India	5,481	7.7	8,098	9.9	6,770	6.8	5,492	4.6	4,783	4.0	3,636	5.2	5,828	5.1	6,623	5.3	16,959	11.2	26,076	15.1
China, People's Republic	11,639	16.3	11,744	14.3	12,061	12.1	12,809	10.6	9,714	8.0	5,173	7.4	15,543	13.5	17,192	13.7	15,265	10.1	22,355	12.9
Canada	3,259	4.6	4,989	6.1	4,439	4.5	3,516	2.9	3,345	2.8	3,452	4.9	8,683	7.5	13,163	10.5	12,374	8.2	13,025	7.5
Mexico	7,859	11.0	8,762	10.7	8,138	8.2	11,437	9.5	13,737	11.3	17,861	25.5	22,302	19.4	21,353	17.0	10,986	7.3	10,630	6.2
Russia	2,600	3.6	2,191	2.7	2,082	2.1	1,761	1.5	1,161	1.0	601	0.9	2,899	2.5	2,660	2.1	5,183	3.4	8,970	5.2
Ukraine	2,796	3.9	2,752	3.4	3,209	3.2	2,745	2.3	2,169	1.8	936	1.3	3,941	3.4	4,542	3.6	7,438	4.9	8,574	5.0
Burma	2,517	3.5	2,035	2.5	1,987	2.0	2,045	1.7	1,525	1.3	667	1.0	2,707	2.4	3,179	2.5	3,034	2.0	3,830	2.2
Turkey	1,177	1.6	1,010	1.2	1,118	1.1	1,037	0.9	965	0.8	348	0.5	2,209	1.9	2,177	1.7	2,302	1.5	3,389	2.0
Korea, South	520	0.7	626	0.8	561	0.6	692	0.6	700	0.6	428	0.6	1,032	0.9	1,209	1.0	1,726	1.1	2,421	1.4
All other countries, including unknown	11,428	16.0	16,804	20.5	35,798	35.9	56,961	47.3	67,778	56.0	28,810	41.1	19,470	16.9	23,421	18.6	30,564	20.2	27,857	16.1

Note: Statistics reported by OIS and CBP OFO may vary slightly due to differences in methodology.

Source: DHS Office of Immigration Statistics analysis of CBP data.

Table 3.1.

CBP Enforcement Encounters of Noncitizens by Selected Countries of Nationality: Fiscal Years 2012 to 2021

(Countries ranked by 2021 enforcement encounters)

Country of nationality	2012		2013		2014		2015		2016		2017		2018		2019		2020 ¹		2021 ¹	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent												
CBP Total	489,176	100.0	544,529	100.0	611,989	100.0	471,289	100.0	569,348	100.0	456,668	100.0	571,062	100.0	1,021,803	100.0	495,688	100.0	1,783,744	100.0
Mexico.....	316,841	64.8	315,476	57.9	284,845	46.5	251,158	53.3	252,570	44.4	175,032	38.3	210,720	36.9	227,071	22.2	298,222	60.2	664,107	37.2
Honduras.....	32,053	6.6	48,673	8.9	97,077	15.9	36,643	7.8	60,958	10.7	54,956	12.0	89,520	15.7	262,374	25.7	42,385	8.6	320,079	17.9
Guatemala.....	36,786	7.5	56,525	10.4	85,660	14.0	63,289	13.4	88,564	15.6	78,417	17.2	135,268	23.7	272,084	26.6	49,294	9.9	284,049	15.9
El Salvador.....	23,038	4.7	38,312	7.0	68,968	11.3	45,700	9.7	81,132	14.2	57,824	12.7	37,497	6.6	92,819	9.1	17,463	3.5	99,079	5.6
Extra-regional countries ²	80,458	16.4	85,543	15.7	75,439	12.3	74,499	15.8	86,124	15.1	90,439	19.8	98,057	17.2	167,455	16.4	88,324	17.8	416,430	23.3
USBP Total	364,768	100.0	420,789	100.0	486,651	100.0	337,117	100.0	415,816	100.0	310,531	100.0	404,142	100.0	859,501	100.0	405,020	100.0	1,662,167	100.0
Mexico.....	265,755	72.9	267,734	63.6	229,178	47.1	188,122	55.8	192,969	46.4	130,454	42.0	155,452	38.5	169,536	19.7	254,633	62.9	608,502	36.6
Honduras.....	30,953	8.5	46,865	11.1	91,475	18.8	33,848	10.0	53,402	12.8	47,900	15.4	77,128	19.1	254,561	29.6	40,476	10.0	309,164	18.6
Guatemala.....	35,204	9.7	54,692	13.0	81,116	16.7	57,160	17.0	75,246	18.1	66,807	21.5	116,808	28.9	265,129	30.8	47,828	11.8	279,280	16.8
El Salvador.....	22,158	6.1	37,149	8.8	66,638	13.7	43,564	12.9	72,018	17.3	50,011	16.1	31,636	7.8	90,085	10.5	16,627	4.1	96,001	5.8
Extra-regional countries ²	10,698	2.9	14,349	3.4	18,244	3.7	14,423	4.3	22,181	5.3	15,359	4.9	23,118	5.7	80,190	9.3	45,456	11.2	369,220	22.2
CBP OFO Total ..	124,408	100.0	123,740	100.0	125,338	100.0	134,172	100.0	153,532	100.0	146,137	100.0	166,920	100.0	162,302	100.0	90,668	100.0	121,577	100.0
Mexico.....	51,086	41.1	47,742	38.6	55,667	44.4	63,036	47.0	59,601	38.8	44,578	30.5	55,268	33.1	57,535	35.4	43,589	48.1	55,605	45.7
Honduras.....	1,100	0.9	1,808	1.5	5,602	4.5	2,795	2.1	7,556	4.9	7,056	4.8	12,392	7.4	7,813	4.8	1,909	2.1	10,915	9.0
Guatemala.....	1,582	1.3	1,833	1.5	4,544	3.6	6,129	4.6	13,318	8.7	11,610	7.9	18,460	11.1	6,955	4.3	1,466	1.6	4,769	3.9
El Salvador.....	880	0.7	1,163	0.9	2,330	1.9	2,136	1.6	9,114	5.9	7,813	5.3	5,861	3.5	2,734	1.7	836	0.9	3,078	2.5
Extra-regional countries ²	69,760	56.1	71,194	57.5	57,195	45.6	60,076	44.8	63,943	41.6	75,080	51.4	74,939	44.9	87,265	53.8	42,868	47.3	47,210	38.8

¹ Data for 2020 and 2021 include CBP encounters resulting in Title 42 expulsions.

² "Extra-regional countries" includes unknown.

Note: Table excludes OFO administrative encounters.

Source: DHS Office of Immigration Statistics analysis of CBP data.

USBP encounters comprised 93 percent of CBP enforcement encounters in 2021, up from 82 percent in 2020. Since 2013, the Rio Grande Valley, TX USBP sector has had the largest number of encounters, accounting for 33 percent of encounters in 2021 (Table 3.2). CBP OFO enforcement encounters increased by

34 percent from 91,000 in 2020 to 122,000 in 2021 (Table 3.3). The leading country of origin for these encounters was Mexico with 46 percent of the total, followed by Honduras (9.0 percent), Canada (7.5 percent), and Guatemala (3.9 percent). The San Diego, CA field office led in the number of OFO enforcement

Table 3.2.

USBP Encounters of Noncitizens by Country of Nationality and Border Patrol Sector: Fiscal Years 2012 to 2021

(Countries and sectors ranked by USBP encounters)

Characteristic	2012		2013		2014		2015		2016		2017		2018		2019		2020 ¹		2021 ¹	
	Number	Percent	Number	Percent	Number	Percent														
COUNTRY																				
Total.....	364,768	100.0	420,789	100.0	486,651	100.0	337,117	100.0	415,816	100.0	310,531	100.0	404,142	100.0	859,501	100.0	405,020	100.0	1,662,167	100.0
Mexico.....	265,755	72.9	267,734	63.6	229,178	47.1	188,122	55.8	192,969	46.4	130,454	42.0	155,452	38.5	169,536	19.7	254,633	62.9	608,502	36.6
Honduras.....	30,953	8.5	46,865	11.1	91,475	18.8	33,848	10.0	53,402	12.8	47,900	15.4	77,128	19.1	254,561	29.6	40,476	10.0	309,164	18.6
Guatemala.....	35,204	9.7	54,692	13.0	81,116	16.7	57,160	17.0	75,246	18.1	66,807	21.5	116,808	28.9	265,129	30.8	47,828	11.8	279,280	16.8
El Salvador.....	22,158	6.1	37,149	8.8	66,638	13.7	43,564	12.9	72,018	17.3	50,011	16.1	31,636	7.8	90,085	10.5	16,627	4.1	96,001	5.8
Ecuador.....	2,289	0.6	4,027	1.0	4,819	1.0	2,593	0.8	2,768	0.7	1,513	0.5	1,613	0.4	13,198	1.5	11,952	3.0	95,743	5.8
Brazil.....	310	0.1	355	0.1	647	0.1	1,344	0.4	3,252	0.8	2,745	0.9	1,634	0.4	18,012	2.1	7,022	1.7	56,766	3.4
Nicaragua.....	926	0.3	1,435	0.3	1,862	0.4	1,034	0.3	1,326	0.3	1,098	0.4	3,337	0.8	13,373	1.6	2,156	0.5	49,854	3.0
Venezuela.....	44	-	45	-	30	-	28	-	48	-	95	-	126	-	2,257	0.3	1,262	0.3	47,762	2.9
Haiti.....	177	-	786	0.2	1,044	0.2	379	0.1	167	-	163	0.1	166	-	2,237	0.3	4,531	1.1	46,163	2.8
Cuba.....	606	0.2	624	0.1	1,061	0.2	1,153	0.3	1,930	0.5	702	0.2	194	-	11,798	1.4	9,907	2.4	38,390	2.3
All other countries, including unknown....	6,346	1.7	7,077	1.7	8,781	1.8	7,892	2.3	12,690	3.1	9,043	2.9	16,048	4.0	19,315	2.2	8,626	2.1	34,542	2.1
BORDER PATROL SECTOR																				
Total.....	364,768	100.0	420,789	100.0	486,651	100.0	337,117	100.0	415,816	100.0	310,531	100.0	404,142	100.0	859,501	100.0	405,020	100.0	1,662,167	100.0
Rio Grande Valley, TX.....	97,762	26.8	154,453	36.7	256,393	52.7	147,257	43.7	186,830	44.9	137,562	44.3	162,262	40.1	339,135	39.5	90,203	22.3	549,077	33.0
Del Rio, TX.....	21,720	6.0	23,510	5.6	24,255	5.0	19,013	5.6	23,078	5.6	13,476	4.3	15,833	3.9	57,269	6.7	40,342	10.0	259,294	15.6
El Paso, TX.....	9,678	2.7	11,154	2.7	12,339	2.5	14,495	4.3	25,634	6.2	25,193	8.1	31,561	7.8	182,143	21.2	54,396	13.4	193,918	11.7
Tucson, AZ.....	120,000	32.9	120,939	28.7	87,915	18.1	63,397	18.8	64,891	15.6	38,657	12.4	52,172	12.9	63,490	7.4	66,074	16.3	191,232	11.5
San Diego, CA.....	28,461	7.8	27,496	6.5	29,911	6.1	26,290	7.8	31,891	7.7	26,086	8.4	38,591	9.5	58,049	6.8	53,277	13.2	142,459	8.6
Yuma, AZ.....	6,500	1.8	6,106	1.5	5,902	1.2	7,142	2.1	14,170	3.4	12,847	4.1	26,244	6.5	68,269	7.9	8,804	2.2	114,488	6.9
Laredo, TX.....	44,872	12.3	50,749	12.1	44,049	9.1	35,888	10.6	36,562	8.8	25,460	8.2	32,641	8.1	38,378	4.5	51,425	12.7	112,241	6.8
El Centro, CA.....	23,916	6.6	16,306	3.9	14,511	3.0	12,820	3.8	19,448	4.7	18,633	6.0	29,230	7.2	35,138	4.1	27,487	6.8	59,231	3.6
Big Bend, TX.....	3,964	1.1	3,684	0.9	4,096	0.8	5,031	1.5	6,366	1.5	6,002	1.9	8,045	2.0	9,637	1.1	8,627	2.1	37,266	2.2
All other Sectors.....	7,895	2.2	6,392	1.5	7,280	1.5	5,784	1.7	6,946	1.7	6,615	2.1	7,563	1.9	7,993	0.9	4,385	1.1	2,961	0.2

- Represents zero or rounds to zero.

¹ Data for 2020 and 2021 include USBP encounters resulting in Title 42 expulsions.

Source: DHS Office of Immigration Statistics analysis of CBP data.

Table 3.3.

Noncitizen Inadmissibility Determinations for Administrative Reasons (Administrative Encounters) by Country of Nationality and Field Office: Fiscal Years 2012 to 2021

(Countries and Field Offices ranked by 2021 noncitizen inadmissibility determinations)

Characteristic	2012		2013		2014		2015		2016		2017		2018		2019		2020 ¹		2021 ¹		
	Number	Percent	Number	Percent	Number	Percent															
COUNTRY																					
Total	124,408	100.0	123,740	100.0	125,338	100.0	134,172	100.0	153,532	100.0	146,137	100.0	166,920	100.0	162,302	100.0	90,668	100.0	121,577	100.0	
Mexico	51,086	41.1	47,742	38.6	55,667	44.4	63,036	47.0	59,601	38.8	44,578	30.5	55,268	33.1	57,535	35.4	43,589	48.1	55,605	45.7	
Honduras	1,100	0.9	1,808	1.5	5,602	4.5	2,795	2.1	7,556	4.9	7,056	4.8	12,392	7.4	7,813	4.8	1,909	2.1	10,915	9.0	
Canada	27,527	22.1	24,414	19.7	23,661	18.9	22,831	17.0	18,775	12.2	18,901	12.9	15,234	9.1	11,533	7.1	8,202	9.0	9,140	7.5	
Guatemala	1,582	1.3	1,833	1.5	4,544	3.6	6,129	4.6	13,318	8.7	11,610	7.9	18,460	11.1	6,955	4.3	1,466	1.6	4,769	3.9	
Colombia	764	0.6	1,020	0.8	1,046	0.8	1,456	1.1	2,047	1.3	2,156	1.5	2,660	1.6	3,101	1.9	1,771	2.0	3,845	3.2	
Russia	280	0.2	252	0.2	249	0.2	336	0.3	322	0.2	481	0.3	908	0.5	1,250	0.8	734	0.8	3,759	3.1	
El Salvador	880	0.7	1,163	0.9	2,330	1.9	2,136	1.6	9,114	5.9	7,813	5.3	5,861	3.5	2,734	1.7	836	0.9	3,078	2.5	
Haiti	1,346	1.1	1,443	1.2	986	0.8	783	0.6	6,727	4.4	9,582	6.6	660	0.4	1,318	0.8	496	0.5	2,249	1.8	
Venezuela	305	0.2	313	0.3	360	0.3	503	0.4	1,143	0.7	1,846	1.3	3,666	2.2	7,701	4.7	2,626	2.9	2,210	1.8	
India	1,466	1.2	3,766	3.0	1,815	1.4	1,715	1.3	2,332	1.5	2,008	1.4	2,769	1.7	1,908	1.2	1,696	1.9	1,988	1.6	
All other countries, including unknown...	38,072	30.6	39,986	32.3	29,078	23.2	32,452	24.2	32,597	21.2	40,106	27.4	49,042	29.4	60,454	37.2	27,343	30.2	24,019	19.8	
FIELD OFFICE																					
Total	124,408	100.0	123,740	100.0	125,338	100.0	134,172	100.0	153,532	100.0	146,137	100.0	166,920	100.0	162,302	100.0	90,668	100.0	121,577	100.0	
San Diego, CA	23,615	19.0	22,795	18.4	29,035	23.2	36,847	27.5	44,841	29.2	29,157	20.0	32,418	19.4	29,877	18.4	16,881	18.6	33,608	27.6	
Laredo, TX	25,756	20.7	26,053	21.1	20,569	16.4	18,117	13.5	24,617	16.0	25,033	17.1	33,129	19.8	36,962	22.8	16,774	18.5	20,040	16.5	
El Paso, TX	5,290	4.3	5,818	4.7	8,264	6.6	9,664	7.2	16,734	10.9	15,814	10.8	22,484	13.5	25,385	15.6	8,973	9.9	8,804	7.2	
Los Angeles, CA	2,739	2.2	2,773	2.2	3,331	2.7	4,349	3.2	4,141	2.7	5,147	3.5	4,424	2.7	5,135	3.2	4,883	5.4	7,174	5.9	
Houston, TX	2,912	2.3	2,972	2.4	3,442	2.7	4,182	3.1	4,672	3.0	4,481	3.1	4,678	2.8	4,262	2.6	3,842	4.2	7,037	5.8	
Buffalo, NY	12,558	10.1	10,697	8.6	9,697	7.7	9,023	6.7	9,812	6.4	10,124	6.9	8,688	5.2	6,335	3.9	4,550	5.0	5,780	4.8	
Tucson, AZ	6,972	5.6	8,558	6.9	7,578	6.0	7,685	5.7	10,136	6.6	11,563	7.9	14,819	8.9	13,865	8.5	6,057	6.7	5,504	4.5	
Miami, FL	5,242	4.2	5,295	4.3	3,869	3.1	3,926	2.9	4,377	2.9	4,869	3.3	5,819	3.5	6,327	3.9	4,664	5.1	5,483	4.5	
Seattle, WA	8,461	6.8	7,844	6.3	7,599	6.1	6,804	5.1	6,268	4.1	6,419	4.4	5,219	3.1	4,424	2.7	3,236	3.6	4,638	3.8	
Chicago, IL	2,320	1.9	2,050	1.7	2,122	1.7	3,895	2.9	2,819	1.8	5,200	3.6	4,577	2.7	4,047	2.5	2,777	3.1	3,598	3.0	
All other Field Offices, including unknown...	28,543	22.9	28,885	23.3	29,832	23.8	29,680	22.1	25,115	16.4	28,330	19.4	30,665	18.4	25,683	15.8	18,031	19.9	19,911	16.4	

¹ Data for 2020 and 2021 include CBP OFO encounters at ports of entry resulting in Title 42 expulsions; data do not include persons who were expelled from the border line under Title 42 authority before entering a port of entry.

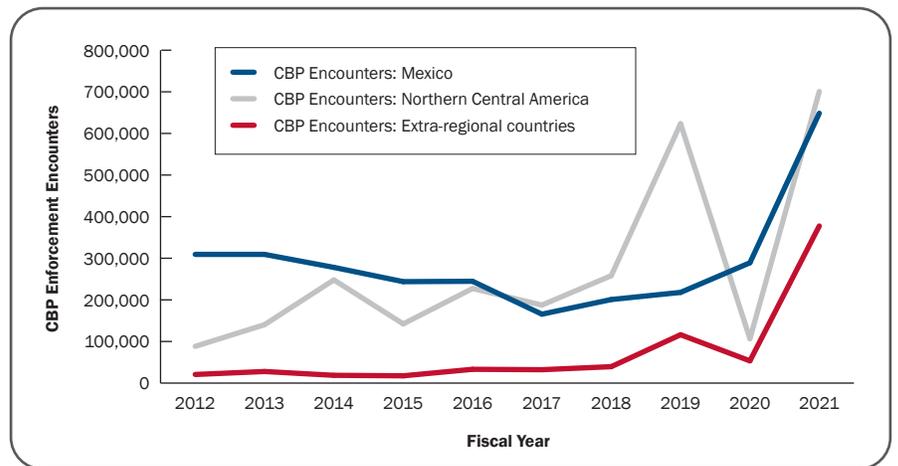
Note: Statistics reported by OIS and CBP OFO may vary slightly due to differences in methodology.
 Source: DHS Office of Immigration Statistics analysis of CBP data.

encounters with 28 percent of the total, followed by Laredo, TX (17 percent) and El Paso, TX (7.2 percent).

Historically, single adults from Mexico arriving via the Southwest Border were the largest group of USBP encounters, but in recent years, increasingly more noncitizens from the NCA countries of El Salvador, Guatemala, and Honduras have been apprehended, along with growing numbers of extra-regional nationals from other countries (Figure 2). Mexican nationals accounted for an average of 96 percent of apprehensions between 1970 and 2009, but their share declined to 20 percent in 2019 (a historical low in recent decades) before increasing to 63 percent of all USBP encounters in 2020 and then decreasing again to 37 percent in 2021. The proportion of apprehensions of nationals from NCA countries increased from 24 percent in 2012 to a record high of 71 percent in 2019. NCA encounters comprised only 26 percent of the total in 2020 but increased to 41 percent of the total in 2021. The share of USBP encounters from extra-regional countries grew from 11 percent in 2020 to 22 percent in 2021 as the

Figure 2.

CBP Enforcement Encounters on the Southwest Border by Selected Countries: Fiscal Years 2012 to 2021



Note: Data for 2020 and 2021 include CBP encounters resulting in Title 42 expulsions.
 Source: DHS Office of Immigration Statistics analysis of CBP data.

number of these encounters rose by more than 700 percent. Among the leading extra-regional countries of origin, encounters of nationals of Venezuela increased the most from 2020 to 2021 (3,685 percent), followed by Nicaragua (2,212 percent) and Haiti (919 percent).

CBP encounters at the Southwest Border increased for all family statuses, driven primarily by the increase in USBP encounters (Figure 3). SAs accounted for almost two-thirds (64 percent) of encounters, down from 77 percent in 2020 but otherwise the highest share since 2013 when the recent trend toward growing numbers of FM and UC encounters began.¹⁸

Title 8 vs. Title 42 Encounters¹⁹

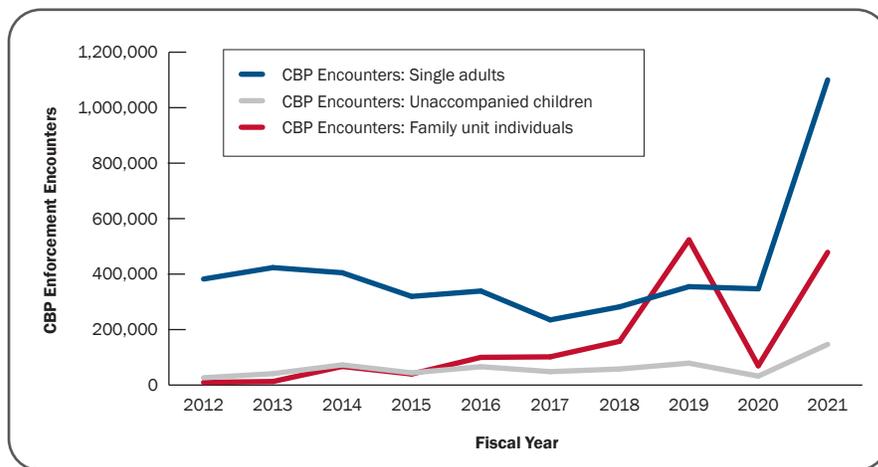
After DHS began Title 42 expulsions in March 2020, approximately 90 percent of CBP enforcement encounters (205,000 encounters) in the remainder of 2020 resulted in Title 42 expulsions, including 93 percent of Mexican encounters and 91 percent of NCA encounters. In 2021, 62 percent of all CBP enforcement encounters (1,064,000 encounters) were expelled under Title 42 authority, including

¹⁸ For a fuller discussion of trends at the Southwest Border, see FY 2021 Border Enforcement Report, available at <https://www.dhs.gov/immigration-statistics/border-security/southwest-border-enforcement-report>.

¹⁹ This report includes data on Title 42 expulsions occurring at and between POEs, but CBP does not collect data on persons who are expelled from the border line under Title 42 authority before entering a POE and who therefore never apply for admission to the United States.

Figure 3.

CBP Enforcement Encounters on the Southwest Border by Family Unit Status: Fiscal Years 2012 to 2021



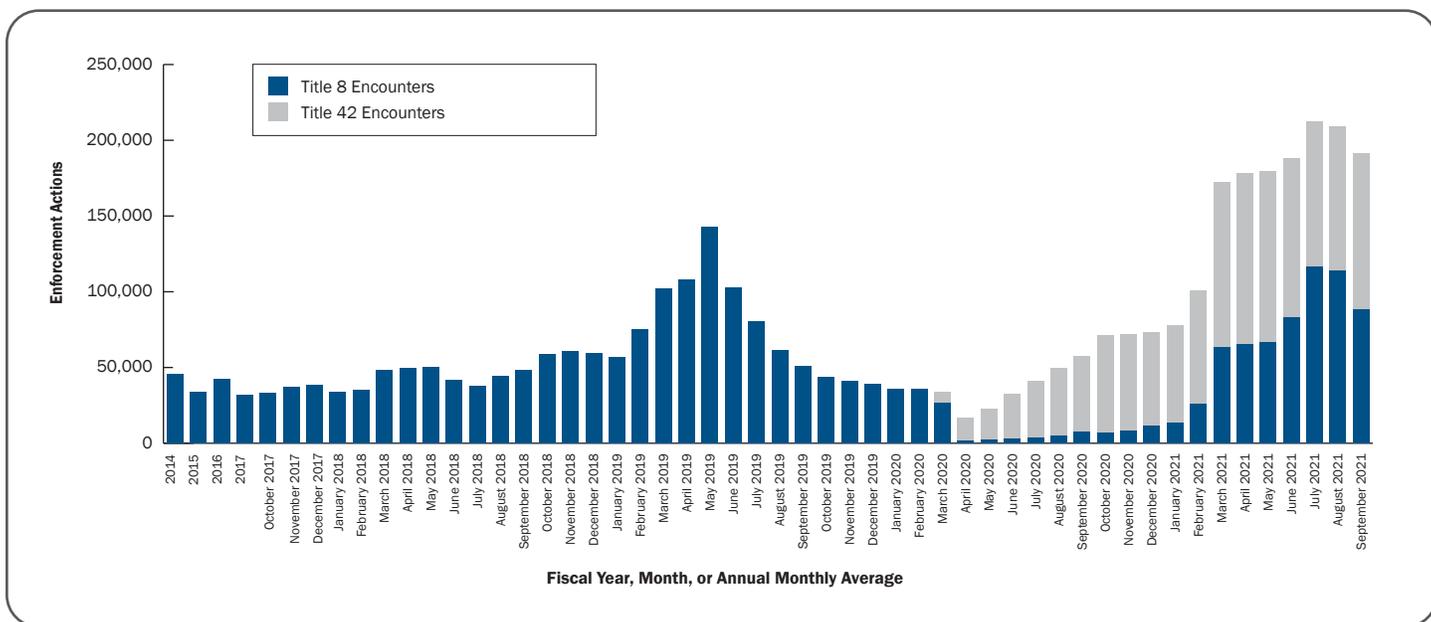
Notes: USBP started tracking individuals in family units in 2012 and OFO started tracking individuals in family units in 2016. Data for 2020 and 2021 include CBP encounters resulting in Title 42 expulsions. Source: DHS Office of Immigration Statistics analysis of CBP data.

90 percent of Mexican encounters and 57 percent of NCA encounters (Figure 4). Eighty-five percent of SA enforcement encounters were processed under Title 42 authority, compared to 27 percent of FMs and 3 percent of UCs, with almost no UCs processed under Title 42 authority after November 2020.²⁰ The drop in Title 42 expulsions was largely driven by the growing numbers of extra-regional nationals encountered, as the United States had limited agreements in place to permit

²⁰ On November 18, 2020, the U.S. District Court for the District of Columbia issued an injunction that prevented DHS from expelling UCs under Title 42 authority. Subsequently, the CDC issued orders exempting UCs from expulsion under Title 42 in 2021, and ultimately terminated the Title 42 orders as applied to UCs. OIS estimates that 30 UCs were inadvertently processed under Title 42 authority between December 2020 and September 2021.

Figure 4.

CBP Enforcement Encounters by Title Authority and Month or Annual Monthly Average: Fiscal Years 2014 to 2021



Notes: Data include CBP encounters resulting in Title 42 expulsions. Title 42 expulsions began on March 20, 2020 for USBP encounters. Data are valid as of May 31, 2022. Source: DHS Office of Immigration Statistics analysis of CBP data.

expulsions directly to non-Mexican, non-NCA countries and as Mexico likewise permitted limited Title 42 expulsions of extra-regional nationals to its territory.

Repeat vs. Unique Encounters

The increase in total encounters in 2021 was further amplified by growth in CBP's repeat encounter rate, defined as the proportion of encounters with at least one previous encounter during the prior year (the 1-year repeat encounter rate) or the prior 30 days (the 30-day rate). Overall, the 1-year re-encounter rate for Southwest Border encounters in 2021 was 35 percent, up from 15 percent from 2014 through February 2020, though the repeat encounter rate was highest in the first months of the year (Figure 5). The 30-day repeat encounter rate in 2021 was 27 percent, up from a 30-day re-encounter rate of 7.0 percent in the previous period. Thus, while CBP made 1,735,000 Southwest Border encounters in 2021, they included just 1,112,000 unique 1-year encounters.

The higher re-encounter rates largely coincided with the start of the pandemic and CBP's implementation of Title 42 authority. The use of Title 42 authority was considered a vital tool for preventing the spread of COVID-19 by limiting enforcement processing time and the numbers of noncitizens held in close quarters in temporary CBP custody. Its use streamlined Title 42 processing and the fact that large numbers of non-Mexicans were expelled to the border area rather than their home countries appear to have encouraged many noncitizens expelled under Title 42 to make repeated entry attempts. Since the start of the pandemic, OIS estimates that 51 percent of Title 42 expulsions were followed by re-encounters of the

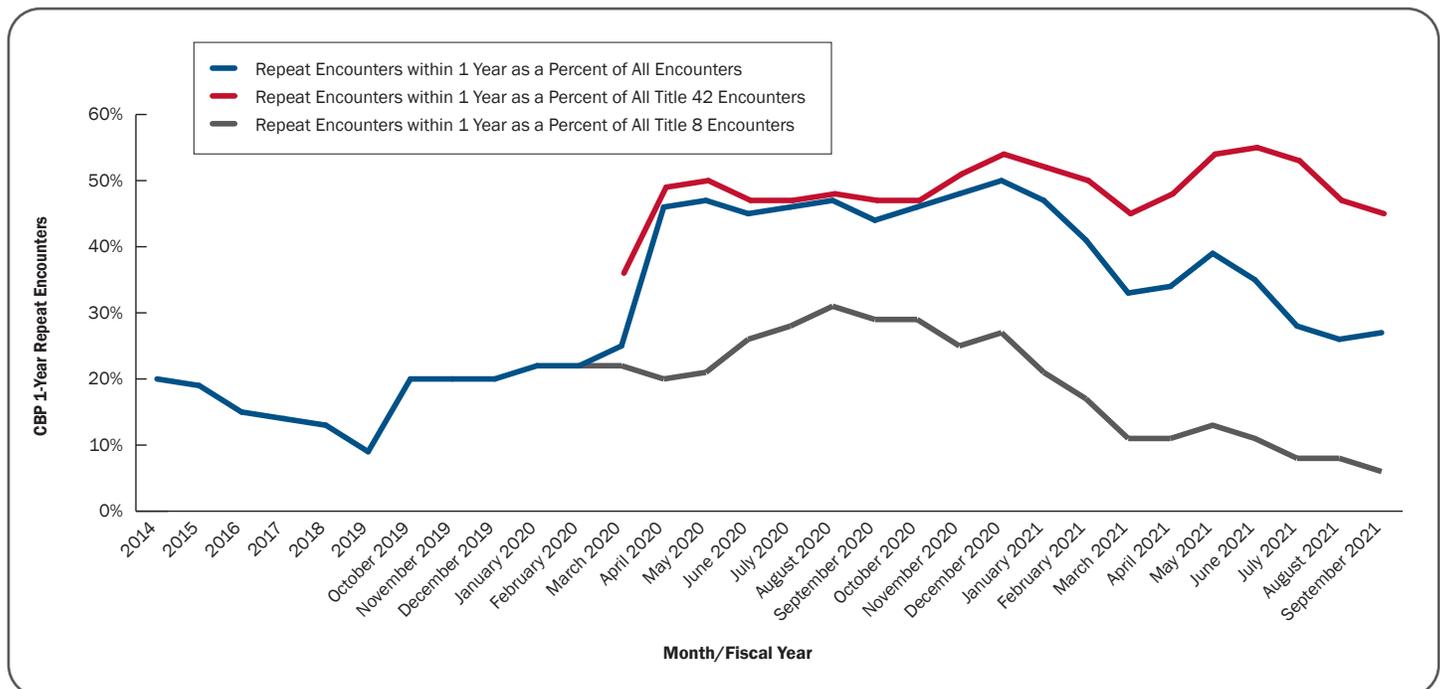
same individuals within 12 months as of June 30, 2022, compared to 19 percent of Title 8 repatriations. The 30-day re-encounter rates were 39 percent for Title 42 expulsions and 7.9 percent for Title 8 repatriations. Notably, even when limiting the analysis to Mexican nationals, almost all of whom are expelled or repatriated to the border region, 1-year re-encounter rates were still more than twice as high for Title 42 expulsions (54 percent) as for Title 8 repatriations (25 percent), reinforcing the finding that the streamlined processing *per se* contributed to higher than usual repeat entry attempts.

ICE Administrative Arrests

ICE ERO and ICE Homeland Security Investigations (HSI) made a total of 82,000 administrative arrests in 2021, down 28 percent from 114,000 in 2020 and down 55 percent from the pre-pandemic average of 182,000 in 2012–2019 (Figure 6). ICE ERO administrative arrests decreased 28 percent from 104,000 in 2020 to 74,000 in 2021. ICE HSI administrative arrests decreased 24 percent from 10,000 in 2020 to 7,600 in 2021. Mexico was the leading country of nationality for ICE administrative arrests in 2021 with 31,000, a decrease of 51 percent from 2020 (Table 3.4). Arrests of nationals from NCA countries decreased by 12 percent from 31,000 in 2020 to 27,000 in 2021. Several other top 10 countries, such as Ecuador, Haiti, Nicaragua, and Venezuela had large percentage increases between 2020 and 2021. As a result, Mexicans and NCA nationals as a share of total ICE administrative arrests decreased from 83 percent in 2020 to 71 percent in 2021.

Figure 5.

CBP Repeat Encounters within 1 Year as a Percent of Encounters by Title Authority: Fiscal Years 2014 to 2021



Notes: Data for 2020 and 2021 include USBP encounters resulting in Title 42 expulsions. Title 42 expulsions began on March 20, 2020 for USBP encounters. All encounters prior to this date are Title 8 encounters. Data are valid as of May 31, 2022.

Source: DHS Office of Immigration Statistics analysis of CBP data.

Notices to Appear

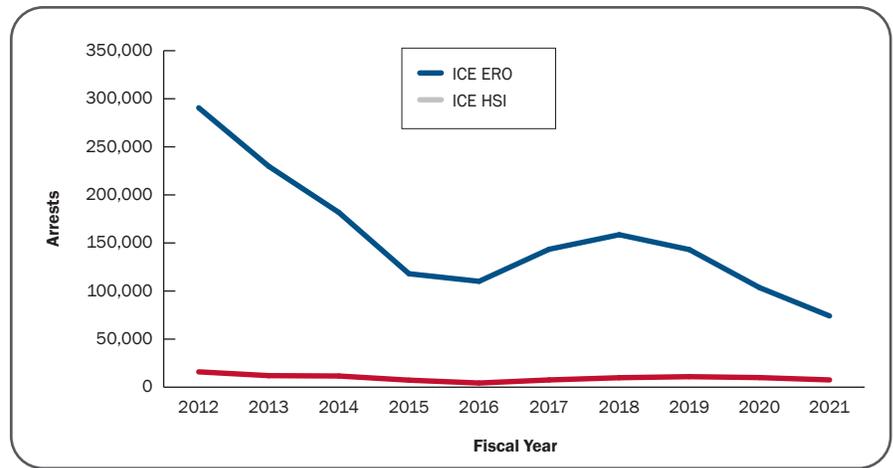
DHS issued 514,000 NTAs to initiate removal proceedings before an IJ in 2021, a 145 percent increase from 2020 and a 54 percent increase over the pre-pandemic average from 2012 to 2019, a change largely driven by the much higher numbers of CBP encounters in 2021 (Table 4). In three of the four agencies issuing NTAs, the numbers increased in 2021 from 2020 (all except USCIS). USBP issued 354,000 NTAs in 2021, a 511 percent increase from 2020 and a 163 percent increase from 2012–2019. CBP OFO issued 41,000 NTAs in 2021, a 111 percent increase from 2020 and a 19 percent increase from the 2012–2019 average. ICE ERO issued 57,000 in 2021, up 16 percent from 2020 and down 30 percent from the 2012–2019 average. USCIS issued 62,000 NTAs in 2021, a 25 percent decrease from 2020 and a 26 percent decrease from the 2012–2019 average.

Detentions

ICE ERO, the agency responsible for immigration detention, initiated 211,000 detention book-ins in 2021, a 16 percent increase from 2020 but a 47 percent decrease from the pre-pandemic average for 2012–2019 (Table 5 and Figure 7). Detentions of Mexican nationals decreased 62 percent to 33,000 in 2021 (down

Figure 6.

ICE Administrative Arrests by Agency: Fiscal Years 2012 to 2021



Source: DHS Office of Immigration Statistics analysis of ICE data.

81 percent from the 2012–2019 average).²¹ Although Mexico was still the leading country of nationality for book-ins during 2021, Mexican nationals only accounted for 16 percent of ICE detentions. Detentions of noncitizens from NCA countries

²¹ In part, the reduced detention population in 2021 was a function of injunctions or other court orders limiting or prohibiting intakes, imposing population limits, and/or mandating releases. See, e.g., *Hernandez Roman v. Wolf*, No. 20-00768 (C.D. Cal. filed Apr. 4, 2020) (imposing a maximum capacity of 475, prohibiting new intakes at the Adelanto ICE Processing Facility, and requiring mitigation measures); *Fraihat v. U.S. Immigr. and Customs Enf't.*, No. 19-1546 (C.D. Cal. filed August 19, 2019), 445 F. Supp. 3d 709 (C.D. Cal. 2020) (requiring custody redeterminations nationwide and imposing extensive mitigation measures), *rev'd* 16 F.4th 613 (9th Cir. 2021); *Favela-Avendano v. Asher*, No. 20-700 (W.D. Wash. filed May 8, 2020) (prohibiting transfers to the Northwest ICE Processing Center of any detainee who had not received COVID-19 testing prior to transfer and/or was not transferred in a manner that reasonably protected against cross-exposure between COVID-19 positive and negative detainees).

Table 3.4.

ICE Administrative Arrests by Country of Nationality: Fiscal Years 2012 to 2021

(Countries ranked by 2021 administrative arrests)

Characteristic	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021		
	Number	Percent	Number	Percent																	
COUNTRY																					
Total	306,559	100.0	241,694	100.0	193,345	100.0	125,271	100.0	114,434	100.0	151,009	100.0	168,424	100.0	154,038	100.0	113,577	100.0	81,635	100.0	
Mexico	203,011	66.2	157,244	65.1	120,999	62.6	79,763	63.7	72,778	63.6	89,684	59.4	96,815	57.5	85,059	55.2	63,883	56.2	31,475	38.6	
Honduras	19,818	6.5	17,292	7.2	15,453	8.0	8,585	6.9	7,820	6.8	12,269	8.1	14,013	8.3	14,431	9.4	10,535	9.3	11,318	13.9	
Guatemala	22,282	7.3	18,516	7.7	16,035	8.3	9,822	7.8	9,403	8.2	15,102	10.0	18,546	11.0	19,938	12.9	13,554	11.9	9,905	12.1	
Ecuador	2,085	0.7	1,653	0.7	1,457	0.8	845	0.7	704	0.6	1,055	0.7	1,095	0.7	1,305	0.8	1,076	0.9	5,670	6.9	
El Salvador	16,818	5.5	14,077	5.8	12,683	6.6	7,636	6.1	6,965	6.1	9,676	6.4	10,496	6.2	9,665	6.3	6,424	5.7	5,507	6.7	
Venezuela	503	0.2	321	0.1	250	0.1	152	0.1	142	0.1	442	0.3	418	0.2	507	0.3	377	0.3	2,618	3.2	
Nicaragua	1,606	0.5	1,277	0.5	1,050	0.5	543	0.4	430	0.4	623	0.4	677	0.4	875	0.6	583	0.5	2,249	2.8	
Haiti	1,315	0.4	1,206	0.5	766	0.4	745	0.6	946	0.8	1,048	0.7	652	0.4	593	0.4	1,289	1.1	2,196	2.7	
Cuba	3,515	1.1	2,185	0.9	1,811	0.9	1,128	0.9	1,131	1.0	1,730	1.1	2,127	1.3	2,338	1.5	1,320	1.2	1,495	1.8	
Dominican Republic	3,462	1.1	3,126	1.3	2,632	1.4	2,137	1.7	1,915	1.7	2,178	1.4	2,089	1.2	2,040	1.3	1,615	1.4	1,150	1.4	
All other countries, including unknown	32,144	10.5	24,797	10.3	20,209	10.5	13,915	11.1	12,200	10.7	17,202	11.4	21,496	12.8	17,287	11.2	12,921	11.4	8,052	9.9	

Source: DHS Office of Immigration Statistics analysis of ICE data.

Table 4.

Notices to Appear Issued by DHS Agency: Fiscal Years 2012 to 2021

(Ranked by 2021 Notices to Appear)

Component	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021	
	Number	Percent																		
Total	241,788	100.0	228,398	100.0	277,085	100.0	194,392	100.0	273,901	100.0	281,413	100.0	385,942	100.0	793,912	100.0	209,688	100.0	513,841	100.0
USBP	31,506	13.0	42,078	18.4	118,753	42.9	64,775	33.3	93,146	34.0	88,315	31.4	116,428	30.2	521,894	65.7	57,928	27.6	353,911	68.9
USCIS	41,778	17.3	56,896	24.9	56,684	20.5	56,835	29.2	92,229	33.7	91,711	32.6	140,246	36.3	140,396	17.7	83,732	39.9	62,451	12.2
ICE ERO	146,808	60.7	105,791	46.3	82,111	29.6	46,274	23.8	45,980	16.8	69,910	24.8	81,332	21.1	69,730	8.8	48,664	23.2	56,636	11.0
CBP OFO	21,696	9.0	23,633	10.3	19,537	7.1	26,508	13.6	42,546	15.5	31,477	11.2	47,936	12.4	61,892	7.8	19,364	9.2	40,843	7.9

Source: DHS Office of Immigration Statistics analysis of CBP, ICE, and USCIS data.

Table 5.

Initial Admissions to ICE Detention Facilities by Country of Nationality: Fiscal Years 2012 to 2021

(Countries ranked by 2021 initial admissions to ICE detention facilities)

Country of Nationality	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Total	464,190	440,540	425,728	307,342	352,882	323,591	396,448	510,854	182,869	211,450
Mexico	298,973	244,532	172,560	143,834	134,546	121,405	139,967	121,258	86,685	32,895
Nicaragua	2,055	2,323	2,382	1,469	1,544	1,514	3,428	7,893	1,467	26,920
Venezuela	374	295	270	265	463	666	1,128	3,252	1,246	23,482
Brazil	1,920	1,423	1,376	1,802	4,056	4,791	5,477	10,093	5,833	21,413
Haiti	1,390	2,382	2,056	1,190	5,832	9,929	951	1,181	1,314	20,269
Cuba	1,904	1,455	1,111	1,132	1,271	3,755	8,514	23,706	4,693	18,125
Ecuador	3,811	4,717	5,351	3,097	3,196	2,455	2,548	6,710	3,913	17,402
Honduras	39,859	50,622	76,708	34,899	46,753	43,411	62,461	104,166	16,860	13,106
Guatemala	50,068	59,212	74,543	52,562	65,757	62,741	99,746	152,249	30,722	10,493
El Salvador	30,808	40,258	59,933	40,263	57,953	42,457	33,169	43,408	11,108	5,137
All other countries, including unknown	33,028	33,321	29,438	26,829	31,511	30,467	39,059	36,938	19,028	22,208

Notes: Excludes HHS ORR and Mexican Interior Repatriation Program facilities. Statistics reported by OIS and ICE may vary slightly due to differences in methodology and reporting date. Source: DHS Office of Immigration Statistics analysis of ICE data.

decreased from 59,000 in 2020 to 29,000 in 2021, down 84 percent from the pre-pandemic average of 178,000 per year. Nationals of Mexico and NCA together comprised 29 percent of total detention admissions, compared to an average of 87 percent in the pre-pandemic period. This shift resulted from large increases of book-ins of nationals of the remaining top countries for detention in 2021: Brazil, Cuba, Ecuador, Haiti, Nicaragua, and Venezuela. These six countries comprised 60 percent of total detention admissions in 2021 compared to 5 percent in 2012–2019.

Repatriations and Expulsions

DHS completed a total of 1,338,000 repatriations and expulsions in 2021, an increase of 119 percent from 2020 (the only other year for which expulsion data are available) (Figure 8).²² The high numbers of expulsions in 2021 contributed to lower numbers of removals and returns as many fewer border encounters were processed under Title 8 authority.

Title 42 Expulsions

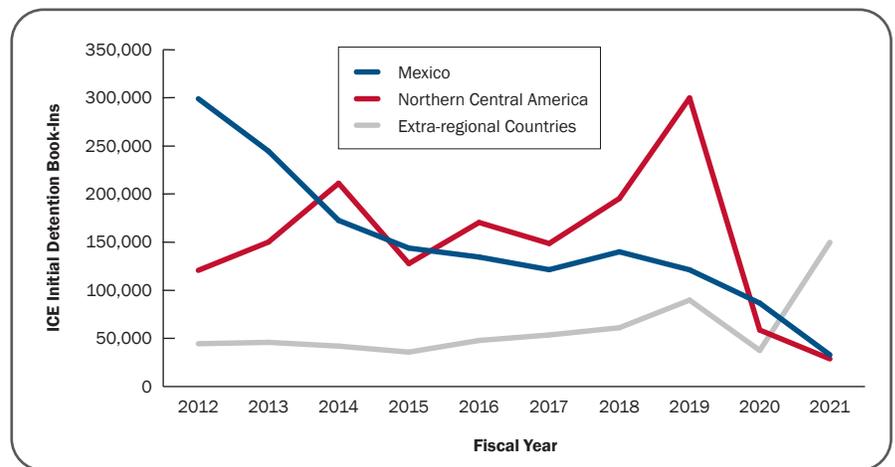
CBP completed 1,071,000 expulsions under Title 42 authority in 2021, including more than 1,041,000 by USBP and more than 30,000 by OFO. Mexico was the leading country for Title 42 expulsions (583,000 or 54 percent of all Title 42 expulsions), followed by Guatemala (174,000 or 16 percent) and Honduras (167,000 or 16 percent). Most Title 42 expulsions were of SAs (937,000 or 87 percent), followed by FMs (127,000 or 12 percent).²³

²² As previously noted, many people expelled under Title 42 authority were encountered on multiple occasions, so the total count of expulsions exceeds the number of unique individuals expelled.

²³ As previously noted, UCs became exempt from expulsion under Title 42 beginning in 2021.

Figure 7.

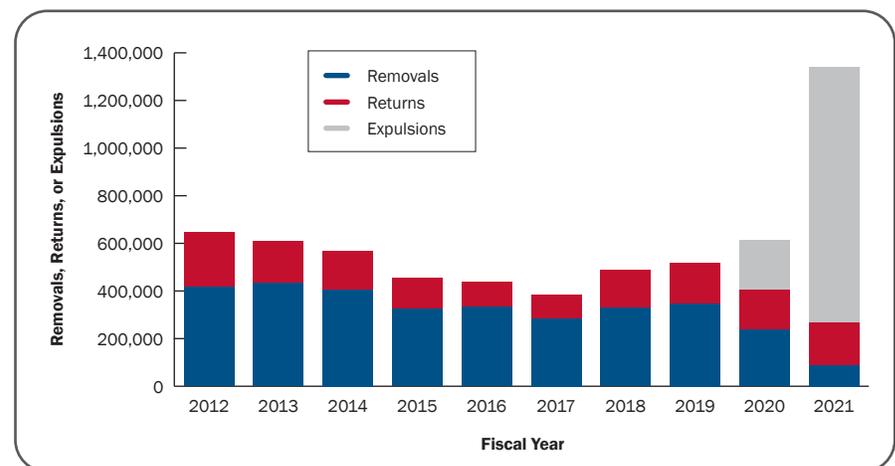
ICE Initial Detention Book-ins by Selected Countries: Fiscal Years 2012 to 2021



Source: DHS Office of Immigration Statistics analysis of ICE data.

Figure 8.

Noncitizen Removals, Returns, and Expulsions: Fiscal Years 2012 to 2021



Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

Removals

DHS completed 89,000 removals of noncitizens in 2021, a 63 percent decrease from 2020 (Table 6). Approximately 40 percent of all removals resulted from a USBP apprehension in 2021. ICE administrative arrests led to the next largest share of removals (32 percent), and CBP OFO determinations of inadmissibility led to 28 percent. USBP completed 16 percent of DHS removals, ICE ERO accounted for 60 percent, and CBP OFO completed the remaining 24 percent. ERs accounted for 42 percent of all removals while 35 percent were based on the reinstatement of prior removal orders. Removals of nationals from Mexico made up 61 percent of removals while removals of persons from the NCA countries made up 17 percent.

Seventy-one percent of removals in 2021 were of noncitizens with prior criminal convictions, compared to an average criminal

removal rate of 43 percent for the pre-pandemic 2012–2019 period.²⁴ Seventy-four percent of the removals of Mexican nationals, 62 percent of the removals of those from the NCA countries, and 69 percent of removals of nationals from other countries involved those with prior criminal convictions (Table 7). The combination of immigration violations, traffic offenses, and drug offenses accounted for just 33 percent of criminal removals' prior offenses, down from a pre-pandemic average of 61 percent of criminal offenses falling in these three categories. Immigration offenses alone accounted for 12 percent of 2021 criminal removal previous offenses, down from an average of 30 percent for the pre-pandemic period (Table 8).

²⁴ Excludes criminal removals by CBP as CBP Enforcement Integrated Database (EID) does not identify if noncitizens removed have criminal convictions. OIS estimates the resulting undercount is very small as CBP refers most noncitizens with criminal convictions to ICE.

Table 6.
Noncitizen Removals by Agency and Removal Type: Fiscal Years 2012 to 2021

Agency and removal type	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021		
	Number	Percent	Number	Percent																	
APPREHENDING AGENCY																					
Total	415,579	100.0	432,201	100.0	405,026	100.0	324,303	100.0	332,263	100.0	284,298	100.0	327,554	100.0	347,183	100.0	237,861	100.0	89,191	100.0	
ICE	152,949	36.8	115,262	26.7	93,916	23.2	65,735	20.3	62,071	18.7	74,133	26.1	83,979	25.6	74,967	21.6	54,962	23.1	28,565	32.0	
USBP	230,994	55.6	288,931	66.9	283,469	70.0	227,532	70.2	236,271	71.1	171,509	60.3	206,012	62.9	234,077	67.4	152,735	64.2	35,675	40.0	
CBP OFO	31,636	7.6	28,008	6.5	27,641	6.8	31,036	9.6	33,921	10.2	38,656	13.6	37,563	11.5	38,139	11.0	30,164	12.7	24,951	28.0	
REMOVING AGENCY																					
Total	415,579	100.0	432,201	100.0	405,026	100.0	324,303	100.0	332,263	100.0	284,298	100.0	327,554	100.0	347,183	100.0	237,861	100.0	89,191	100.0	
ICE	345,608	83.2	332,028	76.8	301,914	74.5	227,783	70.2	233,240	70.2	211,606	74.4	238,957	73.0	247,835	71.4	173,849	73.1	53,485	60.0	
USBP	48,300	11.6	78,822	18.2	82,460	20.4	73,761	22.7	73,517	22.1	48,284	17.0	62,617	19.1	71,674	20.6	44,463	18.7	14,227	16.0	
CBP OFO	21,671	5.2	21,351	4.9	20,652	5.1	22,759	7.0	25,506	7.7	24,408	8.6	25,980	7.9	27,674	8.0	19,549	8.2	21,479	24.1	
REMOVAL TYPE																					
Total	415,579	100.0	432,201	100.0	405,026	100.0	324,303	100.0	332,263	100.0	284,298	100.0	327,554	100.0	347,183	100.0	237,861	100.0	89,191	100.0	
Expedited Removals ..	165,601	39.8	197,598	45.7	188,399	46.5	152,607	47.1	155,770	46.9	121,507	42.7	143,712	43.9	163,106	47.0	99,752	41.9	37,241	41.8	
Reinstatements	143,067	34.4	162,357	37.6	158,443	39.1	128,414	39.6	134,577	40.5	111,128	39.1	123,021	37.6	127,883	36.8	92,855	39.0	31,000	34.8	
All other removals ...	106,911	25.7	72,246	16.7	58,184	14.4	43,282	13.3	41,916	12.6	51,663	18.2	60,821	18.6	56,194	16.2	45,254	19.0	20,950	23.5	

Note: Statistics reported by OIS and ICE may vary slightly due to differences in methodology.
Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

Table 7.
Noncitizen Removals by Criminal Status and Country of Nationality: Fiscal Years 2012 to 2021
(Ranked by 2021 noncitizen removals)

Country of nationality	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021		
	Total	Percent Criminal ¹	Total	Percent Criminal ¹																	
COUNTRY																					
Total	415,579	48.1	432,201	45.9	405,026	42.6	324,303	37.9	332,263	35.1	284,298	38.2	327,554	45.2	347,183	48.9	237,861	50.1	89,191	70.9	
Mexico	300,469	50.4	306,875	47.6	265,022	47.6	232,415	38.2	236,593	35.1	181,994	40.3	208,123	43.3	202,810	48.5	149,309	52.6	54,138	74.2	
Guatemala	38,885	34.7	47,013	32.8	54,405	25.2	33,343	31.4	33,863	31.3	32,827	33.6	49,132	40.3	53,309	43.3	28,337	36.2	7,701	57.0	
Honduras	31,724	43.6	36,635	45.3	40,877	34.4	20,240	42.1	22,073	39.1	22,055	41.8	28,384	44.7	40,637	44.3	20,557	46.7	5,038	63.3	
Colombia	1,607	65.8	1,468	63.3	1,375	63.7	1,585	50.0	2,097	36.5	2,027	30.3	2,666	86.5	2,876	89.1	1,947	82.1	3,024	90.0	
El Salvador	18,910	45.8	21,130	44.8	26,671	33.6	21,821	32.9	20,341	33.2	18,332	35.0	14,921	47.2	18,030	48.8	12,162	41.4	2,778	72.9	
Brazil	2,738	15.6	1,573	23.8	980	28.7	1,010	28.0	1,507	22.2	1,715	23.6	2,131	55.5	2,396	61.8	2,286	58.0	1,962	22.7	
Ecuador	1,766	40.1	1,509	38.4	1,569	36.4	1,425	34.2	1,432	32.5	1,375	36.3	1,427	62.2	2,483	59.6	3,117	48.3	1,857	42.4	
Dominican Republic ..	2,896	75.5	2,322	78.4	2,072	79.2	1,881	80.8	1,981	75.1	2,021	74.7	1,870	80.2	2,195	73.6	1,919	77.5	1,726	79.3	
Jamaica	1,327	87.2	1,112	89.8	1,043	80.0	865	73.8	1,084	57.5	1,096	60.8	1,085	91.4	1,340	92.6	1,243	94.2	1,295	94.4	
Nicaragua	1,426	51.1	1,339	51.7	1,318	48.8	929	47.4	883	44.4	903	41.7	962	58.9	2,262	46.7	1,456	42.9	1,033	39.1	
All other countries, including unknown ...	13,831	46.6	11,225	48.3	9,694	48.2	8,789	41.0	10,409	34.5	19,953	22.2	16,853	65.2	18,845	64.7	15,528	51.7	8,639	75.8	

¹ Refers to removals of persons who have a prior criminal conviction.

Notes: Criminals removed by CBP are excluded; CBP EID does not identify if persons removed were criminals. Statistics reported by OIS and ICE may vary slightly due to differences in methodology.
Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

Table 8.

Criminal Noncitizen Removals by Crime Category: Fiscal Years 2012 to 2021

(Ranked by 2021 crime category)

Crime category	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021	
	Total	Percent	Total	Percent																
Total	200,039	100.0	198,488	100.0	172,395	100.0	122,820	100.0	116,740	100.0	108,530	100.0	148,115	100.0	169,821	100.0	119,131	100.0	63,267	100.0
Dangerous Drugs ¹	42,738	21.4	30,692	15.5	28,199	16.4	22,445	18.3	21,689	18.6	19,639	18.1	18,094	12.2	16,726	9.8	13,268	11.1	9,019	14.3
Immigration ²	47,559	23.8	62,033	31.3	54,645	31.7	37,624	30.6	37,130	31.8	28,537	26.3	41,844	28.3	63,077	37.1	40,006	33.6	7,875	12.4
Assault	12,993	6.5	20,192	10.2	17,719	10.3	13,361	10.9	12,168	10.4	12,335	11.4	12,286	8.3	12,465	7.3	9,486	8.0	5,898	9.3
Traffic Offenses ³	46,141	23.1	29,966	15.1	24,725	14.3	16,090	13.1	15,111	12.9	15,668	14.4	17,439	11.8	18,449	10.9	12,375	10.4	4,235	6.7
Sexual Assault	3,363	1.7	3,168	1.6	2,953	1.7	2,505	2.0	2,495	2.1	2,439	2.2	2,429	1.6	2,362	1.4	2,079	1.7	1,986	3.1
Weapon Offenses	2,510	1.3	5,277	2.7	4,588	2.7	3,524	2.9	3,477	3.0	3,222	3.0	3,201	2.2	3,004	1.8	2,504	2.1	1,769	2.8
Sex Offenses	2,063	1.0	2,594	1.3	2,423	1.4	1,959	1.6	1,978	1.7	2,113	1.9	2,084	1.4	1,897	1.1	1,683	1.4	1,502	2.4
Burglary	3,557	1.8	5,504	2.8	4,749	2.8	3,463	2.8	3,126	2.7	3,033	2.8	2,781	1.9	2,594	1.5	1,978	1.7	1,173	1.9
Robbery	3,598	1.8	2,597	1.3	2,400	1.4	2,034	1.7	1,917	1.6	2,014	1.9	1,857	1.3	1,634	1.0	1,317	1.1	1,097	1.7
Homicide	1,196	0.6	1,080	0.5	1,061	0.6	1,030	0.8	1,049	0.9	956	0.9	1,031	0.7	1,020	0.6	890	0.7	864	1.4
All other categories, including unknown	34,321	17.2	35,385	17.8	28,933	16.8	18,785	15.3	16,600	14.2	18,574	17.1	45,069	30.4	46,593	27.4	33,545	28.2	27,849	44.0

¹ Including the manufacturing, distribution, sale, and possession of illegal drugs.² Including entry and reentry false claims to citizenship, and human smuggling.³ Including hit and run and driving under the influence.

Notes: Data refer to removal of persons who have a prior criminal conviction. Criminals removed by CBP are excluded; CBP EID does not identify if persons removed were criminals. Statistics reported by OIS and ICE may vary slightly due to differences in methodology.

Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

Returns

DHS completed 178,000 returns of noncitizens to their home countries in 2021, a 6.4 percent increase from 2020 (Table 9). USBP returns increased by 120 percent, ICE ERO returns dropped by 67 percent, and CBP OFO returns (the largest share of returns) increased by 6.1 percent from 2020 to 2021. Twenty-seven percent of returns in 2021 involved Mexican or Canadian nationals, but the Philippines was the leading country with 21 percent. 2020

and 2021 were the first years since OIS started reporting noncitizen returns by nationality that Mexico was not the leading country for noncitizen returns; the proportion of returns who were Mexican nationals has generally declined in recent years. Crew members detained on board their vessels made up 66 percent of returns, while withdrawals of applications for admission, voluntary returns, and voluntary departures made up 16 percent, 14 percent, and 1.9 percent of total returns, respectively.

Table 9.

Noncitizen Returns by Agency, Country of Nationality, and Type: Fiscal Years 2012 to 2021

(Countries ranked by 2021 noncitizen returns)

Characteristic	2012		2013		2014		2015		2016		2017		2018		2019		2020		2021	
	Number	Percent																		
COMPONENT																				
Total	231,105	100.0	178,973	100.0	163,836	100.0	129,636	100.0	106,479	100.0	100,454	100.0	159,960	100.0	171,125	100.0	167,453	100.0	178,227	100.0
ICE	63,507	27.5	36,070	20.2	14,797	9.0	8,442	6.5	7,808	7.3	11,950	11.9	17,419	10.9	19,041	11.1	14,765	8.8	4,911	2.8
USBP	58,159	25.2	38,669	21.6	40,323	24.6	16,158	12.5	16,023	15.0	13,057	13.0	14,000	8.8	21,488	12.6	9,958	5.9	21,861	12.3
CBP OFO	109,439	47.4	104,234	58.2	108,716	66.4	105,036	81.0	82,648	77.6	75,447	75.1	128,541	80.4	130,596	76.3	142,730	85.2	151,455	85.0
COUNTRY OF NATIONALITY																				
Total	231,105	100.0	178,973	100.0	163,836	100.0	129,636	100.0	106,479	100.0	100,454	100.0	159,960	100.0	171,125	100.0	167,453	100.0	178,227	100.0
Philippines	20,904	9.0	21,533	12.0	22,164	13.5	20,434	15.8	13,604	12.8	6,564	6.5	28,274	17.7	27,618	16.1	37,767	22.6	37,863	21.2
Mexico	132,446	57.3	88,382	49.4	72,718	44.4	40,646	31.4	37,314	35.0	39,630	39.5	42,202	26.4	49,517	28.9	32,176	19.2	36,269	20.3
India	3,288	1.4	2,480	1.4	2,806	1.7	2,391	1.8	2,426	2.3	2,348	2.3	5,444	3.4	5,434	3.2	14,185	8.5	21,493	12.1
China, People's Republic	11,854	5.1	11,753	6.6	12,324	7.5	12,865	9.9	8,693	8.2	5,243	5.2	16,543	10.3	17,844	10.4	15,016	9.0	21,256	11.9
Canada	27,041	11.7	23,962	13.4	23,268	14.2	22,542	17.4	18,415	17.3	18,534	18.5	18,144	11.3	18,522	10.8	14,047	8.4	11,984	6.7
Russia	2,444	1.1	1,994	1.1	1,908	1.2	1,492	1.2	886	0.8	515	0.5	2,816	1.8	2,617	1.5	4,565	2.7	8,158	4.6
Ukraine	2,589	1.1	2,606	1.5	3,052	1.9	2,660	2.1	2,062	1.9	890	0.9	3,893	2.4	4,366	2.6	6,255	3.7	7,210	4.0
Burma	2,337	1.0	1,920	1.1	1,888	1.2	2,012	1.6	1,444	1.4	625	0.6	2,603	1.6	3,122	1.8	2,808	1.7	3,500	2.0
Turkey	1,229	0.5	1,036	0.6	1,096	0.7	1,097	0.8	982	0.9	437	0.4	2,234	1.4	2,124	1.2	2,047	1.2	2,959	1.7
Korea, South	1,195	0.5	1,265	0.7	1,241	0.8	1,186	0.9	899	0.8	915	0.9	1,788	1.1	1,880	1.1	2,407	1.4	2,811	1.6
All other countries, including unknown	25,778	11.2	22,042	12.3	21,371	13.0	22,311	17.2	19,754	18.6	24,753	24.6	36,019	22.5	38,081	22.3	36,180	21.6	24,724	13.9
RETURN TYPE																				
Total	231,105	100.0	178,973	100.0	163,836	100.0	129,636	100.0	106,479	100.0	100,454	100.0	159,960	100.0	171,125	100.0	167,453	100.0	178,227	100.0
Crew member detained	47,373	20.5	44,716	25.0	45,670	27.9	43,242	33.4	30,347	28.5	15,075	15.0	65,055	40.7	69,331	40.5	91,731	54.8	117,190	65.8
Withdrawal	55,259	23.9	51,649	28.9	55,437	33.8	54,170	41.8	46,321	43.5	51,901	51.7	54,047	33.8	51,139	29.9	43,938	26.2	29,147	16.4
Voluntary Return	103,245	44.7	64,534	36.1	48,766	29.8	20,226	15.6	19,114	18.0	17,397	17.3	18,812	11.8	25,898	15.1	14,355	8.6	24,520	13.8
Voluntary Departure	19,593	8.5	11,905	6.7	8,084	4.9	5,794	4.5	5,481	5.1	8,376	8.3	13,906	8.7	15,547	9.1	11,768	7.0	3,402	1.9
All other returns, including unknown	5,635	2.4	6,169	3.4	5,879	3.6	6,204	4.8	5,216	4.9	7,705	7.7	8,140	5.1	9,210	5.4	5,661	3.4	3,968	2.2

Notes: Statistics reported by OIS and ICE may vary slightly due to differences in methodology and reporting date.

Source: DHS Office of Immigration Statistics analysis of CBP and ICE data.

DATA AND METHODS

This report uses administrative record data processed according to a set of defined rules. To the extent possible, these rules group events into time periods according to when the event took place, rather than the date of case completion, closure, or update.

The removal and return numbers included here are estimates due to the absence of explicit records on CBP-performed removals and because a return cannot be confirmed for noncitizens who are returned without supervision until the noncitizen verifies their departure with a U.S. consulate. OIS updates previously reported estimates as new data become available.

Apprehension and inadmissibility data are collected in the EID using Form I-213, *Record of Deportable-Inadmissible Alien*, and EID Arrest Graphical User Interface for Law Enforcement (EAGLE). Data on detained individuals are collected through the ICE ENFORCE Alien Detention Module (EADM) and the ENFORCE Alien Removal

Module (EARM). Data on USCIS NTAs are collected using the USCIS NTA Database. Data on individuals removed or returned are collected through both EARM and EID. OIS' and ICE's methodologies for reporting immigration enforcement statistics differed slightly prior to 2016, resulting in small discrepancies between historic ICE and OIS numbers.

FOR MORE INFORMATION

For more information about immigration and immigration statistics, visit the OIS website at www.dhs.gov/immigration-statistics.

REFERENCES

U.S. Department of Homeland Security, forthcoming. "2021 Yearbook of Immigration Statistics," Office of Immigration Statistics, U.S. Department of Homeland Security, <https://www.dhs.gov/immigration-statistics/yearbook/2021>.