Annexes I-IV

1. Annex 1: Human Rights Watch email communication with ICE officials
2. Annex 2: Human Rights Watch letter to ICE Director Sarah Saldaña
3. Annex 3: Contract modification between ICE and the city of Santa Ana, California – establishment of segregated unit for gay men and transgender women at the Santa Ana City Jail
4. Annex 4: Contract modification between ICE and the city of Santa Ana, California – implementation of ICE sexual assault standards
Good afternoon Adam:

Please find responses to your remaining questions below. We look forward to reading your report.

1. How many transgender women in ICE custody are currently housed in the protective custody unit at the Santa Ana City Jail?
   - As you may know, Santa Ana City Jail currently places all transgender women detainees in a separate housing unit capable of housing 62 individuals in single and double rooms. As of February 2, 2016, there are 26 transgender women in this unit; of course, the number of detainees fluctuates depending on the number of transfers and/or release.

2. How many transgender women in ICE custody are currently housed in facilities other than the dedicated unit at Santa Ana? How many and in which facilities are they being held?
   - At this time, ICE is not able to provide such cumulative data. As part of the implementation of its Transgender Care Memorandum, ICE recently updated electronic data systems to capture a detainee’s self-identification as Transgender. ICE is continuing to work on the next phase of implementation, which would allow for the generation of a report detailing the number of transgender individuals in ICE custody nationwide.

3. What housing arrangements are provided to transgender women who are held outside of the protective custody unit at Santa Ana? Are any of these transgender women being housed among general male population? If so, how many?
   - The decision of where to place a particular detainee is made on a case-by-case-basis, taking into account several factors, including the transgender woman’s preference and the safety and well-being of the detainee. Other than dedicated housing units, transgender women detainees may be housed in any areas where general population detainees are held.

4. Is the Santa Ana City Jail the only facility which currently operates a protective custody unit for transgender women? Does ICE plan to establish protective custody units at any other facilities?
   - Santa Ana City Jail is the only facility that currently operates a dedicated housing unit for transgender women detainees.
   - ICE is working with several facilities to accept the voluntary contract modification contained in the Transgender Care Memorandum. The contract modification requires the facility to create a Transgender Care Classification Committee, responsible for determining best housing for each transgender detainee. Housing options would include: general housing consistent with the detainee’s biological sex, general housing consistent with the detainee’s gender identity, a protective custody unit, and medical or administrative segregation.
   - ICE anticipates Santa Ana City Jail will accept the contract modification soon.
In order to reduce the number of cross-country transfers, ICE is also working on identifying an appropriate East Coast or Central United States facility to adopt these modifications.

5. Does ICE ultimately plan to house all transgender women in protective custody units? When do you estimate that all transgender women will be housed in protective custody units and what are the remaining steps to reach this point?

* The decision of where to house a transgender detainee is made on a case-by-case basis, taking into account several factors.
* ICE is working with some facilities to accept the voluntary contract modification contained in the Transgender Care Memorandum. The contract modification requires the facility to create a Transgender Care Classification Committee, responsible for determining best housing for each transgender detainee. Housing options would include: general housing consistent with the detainee’s biological sex, general housing consistent with the detainee’s gender identity, a protective custody unit, and medical or administrative segregation.
* ICE hopes to have at least two facilities adopt the contract modification in 2016.

Feel free to reach out if you have additional questions.

Sincerely,

Lana Khoury
Senior Advisor for LGBTI Care, and
ERO Language Access Coordinator
Custody Programs
DHS/ICE/ERO

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From: Adam Frankel [mailto:frankea@hrw.org]
Sent: Wednesday, January 27, 2016 9:38 AM
To: Khoury, Lana
Cc: Rocha, Richard A
Subject: HRW questions re: transgender women

Dear Lana,

I hope this e-mail finds you well.

I am writing to you with a few background questions as I finalize the forthcoming Human Rights Watch report on transgender women in US immigration detention.

We plan to release the report in early March. Prior to publication, I will share a letter with you and Andrew, outlining our findings and inviting comment.

I would appreciate your prompt response to these important questions. Would it be possible to please get back to me by Wednesday, February 3?

I look forward to hearing from you and please feel free to contact me if you need any further clarification.

Thank you for your assistance.

Best,

Adam
1. How many transgender women in ICE custody are currently housed in the protective custody unit at the Santa Ana City Jail?

2. How many transgender women in ICE custody are currently housed in facilities other than the dedicated unit at Santa Ana? How many and in which facilities are they being held?

3. What housing arrangements are provided to transgender women who are held outside of the protective custody unit at Santa Ana? Are any of these transgender women being housed among general male population? If so, how many?

4. Is the Santa Ana City Jail the only facility which currently operates a protective custody unit for transgender women? Does ICE plan to establish protective custody units at any other facilities?

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Adam Frankel  
Coordinator, LGBT Rights Program  
Human Rights Watch  
350 Fifth Avenue, 34th Floor  
New York, NY 10118  
tel: (212) 216-1842  
franke@hrw.org | www.hrw.org
Dear Director Saldaña:

In March, Human Rights Watch will be releasing a report on abuse and maltreatment of transgender women in US immigration detention. As you know, in June 2015, US Immigration and Customs Enforcement (ICE) released the Transgender Care Memorandum, containing a new set of guidelines for the detention of transgender individuals in ICE custody. The guidelines recognize the vulnerability of transgender people in detention and instruct immigration officials to “consider whether the use of detention resources is warranted” and to assess “on a case by case basis, all relevant factors in this determination, including whether an individual identifies as transgender.” While these guidelines are an important step toward improving the treatment of transgender women in detention, they fall short of the necessary steps to ensure that these uniquely vulnerable individuals are held in a setting that is free of abuse and respectful of their specific medical and mental health needs.

For this report, Human Rights Watch interviewed 28 transgender women who were held in US immigration detention at various points in time from 2011-2015, including three transgender women who were then being held at men’s detention centers in Texas, and 12 transgender women who were either then or had recently been held in the protective custody unit used exclusively to house transgender women at the Santa Ana City Jail in Santa Ana, California. We also interviewed 13 transgender women who had been held in men’s immigration detention facilities at various points in time between

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In 2011 and 2015, one transgender woman who was detained in Virginia in 2010, and one transgender man who was detained in Texas in 2013.

We remain deeply concerned that ICE policy continues to permit placements of transgender women in US immigration detention among the general population in men’s facilities, or in solitary confinement for indefinite periods of time. This was confirmed to Human Rights Watch by Lana Khoury, ICE’s senior advisor for LGBTI care, who explained in an email dated February 2, 2016 that placements for transgender women in ICE custody may include “general housing consistent with the detainee’s biological sex, general housing consistent with the detainee’s gender identity, a protective custody unit, and medical or administrative segregation.” In light of all this, it is particularly troubling that ICE is unable to identify the number or locations of transgender women being held outside of the protective custody unit at Santa Ana, and have failed to monitor the conditions under which they are being held elsewhere. Khoury’s email to Human Rights Watch stated that, “At this time, ICE is not able to provide such cumulative data.”

For many or perhaps even all of the transgender women who are held outside of the Santa Ana facility, it appears their only options of detention are to be housed among the general male population or to be placed in indefinite solitary confinement. ICE officials stated to Human Rights Watch that the “decision of where to place a particular detainee is made on a case-by-case-basis,” but the reality is that many facilities may have no capacity to hold transgender women in safe and humane conditions. More than half of the transgender women interviewed by Human Rights Watch said that they had either been held in solitary confinement or among the general male population at some point while they were in detention. In some of these cases, transgender women were held in solitary confinement for prolonged periods of time simply because authorities could not or would not devise a way to house them safely and humanely.

Human Rights Watch research found that transgender women housed in men’s facilities face an extremely high risk of sexual assault and other forms of violence by both guards and male detainees. Those interviewed by Human Rights Watch who were placed in solitary confinement had experienced severe psychological impacts resulting from their isolation. In several instances, these placements exceeded a period of fifteen days and lasted as long as three to six months, therefore constituting prolonged solitary confinement.

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1 Ibid, “Attachment 1: ICE Detention Facility Contract Modification for Transgender Care,” sections 3(e).
2 Human Rights Watch email communication with Lana Khoury, ICE senior advisor for LGBTI care, February 2, 2016.
3 Ibid.
4 Ibid.
5 Ibid.
We also remain concerned that transgender women held in the protective custody unit at the Santa Ana City Jail, in Santa Ana, California, continue to face abusive and humiliating treatment at that facility. Despite having established a protective unit for transgender women, which has been used to house detained transgender women and gay and bisexual men since April 2012, the facility has not yet modified its operating agreement with ICE in order to formally adhere to the requirements of the June 2015 Transgender Care Memorandum.

Transgender women interviewed by Human Rights Watch who were held at Santa Ana alleged that they had been subjected to degrading strip searches by male guards; that they were unable to access necessary medical and mental health care services, including hormone replacement therapy; and that they had been subjected to frequent “lockdowns” for mostly minor disciplinary infractions, where they were confined to their cells for 22 to 24 hours per day.

Human Rights Watch urges ICE to promptly investigate the alleged patterns of abuse and maltreatment of people in immigration detention at the Santa Ana City Jail, and to ensure that any responsible parties are held accountable. Moreover, Human Rights Watch recommends that ICE prioritize the development and expansion of alternatives to detention for transgender women and other non-citizens considered members of vulnerable populations, including those who are subject to mandatory detention. In addition, Human Rights Watch urges ICE to take immediate and proactive measures to ensure that no transgender women in immigration detention are held in men’s facilities, or in indefinite solitary confinement, anywhere in the United States.

In June 2015, 35 members of Congress urged US Secretary of Homeland Security Jeh Johnson to develop community-based alternatives for transgender women and others who are uniquely vulnerable to abuse in detention. Ultimately, if the US government is unable or unwilling to take all of the aforementioned necessary steps to ensure that transgender women are detained in a setting that is free of abuse and respectful of their specific medical and mental health needs, Human Rights Watch recommends that it should no longer hold transgender women in immigration detention at all.

We would greatly appreciate if you could respond in writing by February 24, 2016, in order to allow us to integrate your response into our forthcoming report. Lastly, we welcome an opportunity to meet with you in person to discuss the extent to which

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your agency has considered releasing transgender women from detention, as well as other possible steps your agency could take to expand the use of alternatives to detention for this uniquely vulnerable population.

We look forward to meeting with you and your relevant staff, preferably between the dates of March 3 and March 7. Please share with us your availability during those dates.

Best regards,

Antonio Ginatta
US Advocacy Director
Human Rights Watch

Cc: Andrew Lorenzen-Strait, Deputy Assistant Director, Custody Programs Division, Enforcement and Removal Operations; Lana Khoury, Senior Advisor for LGBTI Care, Enforcement and Removal Operations; Richard Rocha, Communications Advisor, Enforcement and Removal Operations
Annex 3: Contract modification between ICE and the city of Santa Ana, California - establishment of segregated unit for gay men and transgender women at the Santa Ana City Jail

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<td>2 EFFECTIVE DATE</td>
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ICE/Detent Mgmt/Detent Contract - LAG
Immigration and Customs Enforcement
Office of Acquisition Management
24000 Avila Road, Room 3104
Attn: Natasha Nguyen, (949) 425-7030
Laguna Niguel CA 92677

7 NAME AND ADDRESS OF CONTRACTOR (First, street, city, State and ZIP Code)

SANTA ANA CITY OF
20 CIVIC CENTER PLAZA M-87
SANTA ANA CA 92701-0458

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FACILITY CODE 07/03/2006

11. THIS ITEM ONLY APPLIES TO AMENDMENTS OF SOLICITATIONS

- The above numbered solicitation is amended as set forth in item 14. The hour and date specified for receipt of offers is extended, not extended

Offers must acknowledge receipt of this amendment prior to the hour and date specified in the solicitation or as amended, by one of the following methods: (a) By completing forms 8 and 15, and returning copies of the amendment, (b) By acknowledging receipt of this amendment on each copy of the offer submitted, or (c) By separate letter or telegram which indicates a reference to the solicitation and amendment number.

Failure of your acknowledgement to be received at the place designated for the receipt of offers prior to the hour and date specified may result in rejection of your offer.

12. ACCOUNTING AND APPROPRIATION DATA (If required)

13. THIS ITEM ONLY APPLIES TO MODIFICATION OF CONTRACT/SERVICES. IT MODIFIES THE CONTRACT ORDER NO. AS DESCRIBED IN ITEM 14.

A THIS CHANGE ORDER IS ISSUED PURSUANT TO (Specify authority). THE CHANGES SET FORTH IN ITEM 14 ARE MADE IN THE CONTRACT ORDER NO. IN ITEM 14A.

B THE ABOVE NUMBERED CONTRACT/SERVICES IS MODIFIED TO REFLECT THE ADMINISTRATIVE CHANGES (such as changes in pricing, office, description, etc.) SET FORTH IN ITEM 14. PURSUANT TO THE AUTHORITY OF FAR 43.103(b).

C THIS SUPPLEMENTAL AGREEMENT IS ENTERED INTO PURSUANT TO AUTHORITY OF Bilateral Agreement in Accordance with IGSA

D OTHER (Specify type of modification and authority)

E IMPORTANT: Contractor is required to sign this document and return copies to the issuing office

14. DESCRIPTION OF AMENDMENT/MODIFICATION (Organized by UCF section headings including solicitation/contract subject matter where feasible)

DUNS Number: 083153247

COR POC: Daniel Pomplun, (661) 940-3555
Finance/Program POC: Tina Komats, (213) 830-7984

This modification is issued to add provisions to separate and dedicate 1 POD (64 bed spaces) for Lesbian, Gay, Bisexual and Transgender (LGBT) to the Inter-Governmental Service Agreement (IGSA). See Attached Provisions.

LIST OF CHANGES:
Continued...

NSN 7540-01-7828370
Preceded addition unavailable

15A NAME AND TITLE OF CONTRACTING OFFICER (Type or print)

[Signature of Contracting Officer] Roberta J Halls

15B CONTRACT/BID OPENING DATE

16C DATE SIGNED 3-11-10

16A UNITED STATES OF AMERICA

STANDARD FORM 30 (REV 10-83) Printed by IGSA
FAR 48 CFR 53.243
Annex 4: Contract modification between ICE and the city of Santa Ana, California

I. CONTRACT ID CODE

2. AMENDMENT/MODIFICATION NO.
P
3. EFFECTIVE DATE
See Block 16

4. REQUISITION/PURCHASE REQ. NO.

5. PROJECT NO. (If applicable)

6. ISSUED BY CODE
Immigration and Customs Enforcement
Office of Acquisition Management
24000 Avila Road, Room 3104
Laguna Niguel CA 92677

7. ADMINISTERED BY (IF OTHER THAN ITEM 6) CODE
Immigration and Customs Enforcement
Office of Acquisition Management
24000 Avila Road, Room 3104
Laguna Niguel CA 92677

8. NAME AND ADDRESS OF CONTRACTOR (No., Street, County, State, and Zip Code)
SANTA ANA CITY OF
20 CIVIC CENTER PLAZA M-17
SANTA ANA CA 927014058

9A. AMENDMENT OF SOLICITATION NO.

9B. DATED (SEE ITEM 11)

10A. MODIFICATION OF CONTRACT/ORDER NO.
DROIGSA-06-0003

10B. DATED (SEE ITEM 11) 07/03/2006

11. THIS ITEM ONLY APPLIES TO AMENDMENTS OF SOLICITATIONS

☐ The above numbered solicitation is amended as set forth in item 14. The hour and date specified for receipt of offers ☐ is extended ☐ is not extended.

Offers must acknowledge receipt of this amendment prior to the hour and date specified in the solicitation or as amended by one of the following methods:

(a) By completing Items 8 and 15, and returning copies of the amendment; (b) By acknowledging receipt of this amendment on each copy of the offer submitted; or (c) By separate letter or telegram which includes a reference to the solicitation and amendment numbers, FAILURE OF YOUR ACKNOWLEDGMENT TO BE RECEIVED AT THE PLACE DESIGNATED FOR THE RECEIPT OF OFFERS PRIOR TO THE HOUR AND DATE SPECIFIED MAY RESULT IN REJECTION OF YOUR OFFER. If by virtue of this amendment you desire to change an offer already submitted, such change may be made by telegram or letter, provided each telegram or letter makes reference to the solicitation and this amendment, and is received prior to the opening hour and date specified.

12. ACCOUNTING AND APPROPRIATION DATA (If Required)

N/A

13. THIS ITEM APPLIES ONLY TO MODIFICATIONS OF CONTRACTS/ORDERS, IT MODIFIES THE CONTRACT/ORDER NO., AS DESCRIBED IN ITEM 14

☐ A. THIS CHANGE ORDER IS ISSUED PURSUANT TO: (Specify Authority) THE CHANGES SET FORTH IN ITEM 14 ARE MADE IN THE CONTRACT ORDER NO. IN ITEM 10A.

☐ B. THE ABOVE NUMBERED CONTRACT/ORDER IS MODIFIED TO REFLECT THE ADMINISTRATIVE CHANGES (such as changes in paying office, appropriation date, etc.) SET FORTH IN ITEM 14, PURSUANT TO THE AUTHORITY OF FAR 43,103 (b).

☐ C. THIS SUPPLEMENTAL AGREEMENT IS ENTERED INTO PURSUANT TO AUTHORITY OF:

☐ D. OTHER (Specify type of modification and authority)
Mutual Agreement of the Parties

E. IMPORTANT: Contractor ☐ is NOT ☒ is required to sign this document and return 1 copies to the issuing office.

14. DESCRIPTION OF AMENDMENT/MODIFICATION (Organized by UCF section headings, including solicitation/contract subject matter where feasible.

The purpose of this modification is to incorporate ICE 2011 Performance Based Detention Standard 2.11 - Sexual Abuse and Assault Prevention and Intervention.

Should there be a conflict with between this standard and any other term and condition of the agreement identified in Block 10A on this modification, you are to contact the Contracting Officer for clarification.

All other terms and conditions remain unchanged.

Except as provided herein, all terms and conditions of the document referenced in Item 9A or 10A, as heretofore changed, remains unchanged and in full force and effect.

15A. NAME AND TITLE OF SIGNER

15B. CONTRACTOR OFFEROR

15C. DATE SIGNED 13/04/2005

16A. NAME AND TITLE OF CONTRACTING OFFICER
Roberta J Halls

16B. UNITED STATES OF AMERICA

16C. DATE SIGNED

STANDARD FORM 30 (REV. 10-83)
Previous Edition Unusable

SSN 7540-01-152-8070

Prescribed by GSA FAR (48 CFR) 53.243
INSTRUCTIONS
Instructions for items other than those that are self-explanatory, are as follows:

(a) Item 1 (Contract ID Code). Insert the contract type identification code that appears in the title block of the contract being modified.

Item 3 (Effective date)
(1) For a solicitation amendment, change order, or administrative change, the effective date shall be the issue date of the amendment, change order, or administrative change.
(2) For a supplemental agreement, the effective date shall be the date agreed to by the contracting parties.
(3) For a modification issued as an initial or confirming notice of termination for the convenience of the Government, the effective date and modification number of the confirming notice shall be the same as the effective date and modification number of the initial notice.
(4) For a modification converting a termination for default to a termination for the convenience of the Government, the effective date shall be the same as the effective date of the termination for default.
(5) For a modification confirming the contracting officer's determination of the amount due in settlement of a contract termination, the effective date shall be the same as the effective date of the initial decision.

Item 6 (Issued By). Insert the name and address of the issuing office. If applicable, insert the appropriate issuing office code in the code block.

Item 8 (Name and Address of Contractor). For modifications to a contract or order, enter the contractor's name, address, and code as shown in the original contract or order, unless changed by this or a previous modification.

Item 9. (Amendment of Solicitation No. - Dated) and 10. (Modification of Contract/Order No.-Dated). Check the appropriate box and in the corresponding blanks insert the number and date of the original solicitation, contract, or order.

Item 12 (Accounting and Appropriation Date). When appropriate, indicate the impact of the modification on each affected accounting classification by inserting one of the following entries.

(1) Accounting classification
   Net Increase $……...
(2) Accounting classification
   Net Decrease $……...

NOTE: If there are changes to multiple accounting classifications that cannot be placed in block 12, insert an asterisk and the words “See continuation sheet.”

Item 13. Check the appropriate box to indicate the type of modification. Insert in the corresponding blank the authority under which the modification is issued. Check whether or not contractor must sign this document. (See FAR 43.103).

Item 14 (Description of Amendment/Modification).

(1) Organize amendments or modifications under the appropriate Uniform Contract Format (UCF) section headings from the applicable solicitation or contract. The UCF table of contents, however, shall not be set forth in this document.

(2) Indicate the impact of the modification on the overall total contract price by inserting one of the following entries:
   (i) Total contract price increased by $……...
   (ii) Total contract price decreased by $……...
   (iii) Total contract price unchanged.

(3) State reason for modification.

(4) When removing, reinstating, or adding funds, identify the contract items and accounting classifications.

(5) When the SF 30 is used to reflect a determination by the contracting officer of the amount due in settlement of a contract terminated for the convenience of the Government, the entry in Item 14 of the modification may be limited-
   (i) A reference to the letter determination; and
   (ii) A statement of the net amount determined to be due in settlement of the contract.

(6) Include subject matter or short title of solicitation/contract where feasible.

Item 16B. The contracting officer's signature is not required on solicitation amendments. The contracting officer's signature is normally affixed last on supplemental agreements.