

Legal Case Study Summary Report

April 6, 2017

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I. Introduction

The Department of Justice's Executive Office for Immigration Review (DOJ EOIR) faces a growing number of pending cases due to the ever-changing nature of the United States immigration review system. As of March 20, 2017, EOIR had more than 564,000 pending cases, which is an increase of 89 percent since the end of Fiscal Year (FY) 2011. This document summarizes the process of the Legal Case Study, the key products developed in the study, and the resulting recommendations that can improve the organization for the staff and the process for respondents.

In response to DOJ EOIR's Request for Quotation (RFQ) 1030354, Booz Allen Hamilton with support from the National Center for State Courts ("the study team", or "the team") conducted a year-long Legal Case Study. The study team found that immigration courts struggle with inefficient practices and case processing due to understaffing, issues relating to workforce culture and careers, deficient or ineffective processes, and external dependencies. Although the agency has recently taken steps to increase its staffing and improve its

Figure 1. Legal Case Study Final Deliverables

Time Study Data Process Maps Actions, decision points, Data on the daily and sub-processes operations of OCIJ involved in immigration personnel proceedings **Legal Case Study** Final Deliverables Capability to forecast staffing Process changes to help needs and court performance based on Complete cases more efficiently without customized caseload scenarios compromising due process **AMICUS** Recommendations

operations, this was the first comprehensive study based on data analytics.

Summarized in Figure 1, the team delivered the Allocation Model for Immigration Court Staffing (AMICUS), data collected during a time study of all EOIR staff, process maps, and the recommendations outlined in this document. In these deliverables, the team identified an objective and standard measure of judicial and court staff workload, created workforce staffing requirements, and provided recommendations to reengineer inefficient processes associated with immigration adjudication.

EOIR must make organizational changes to effectively meet its mission and address the large volume of pending cases. EOIR should create a staffing strategy using AMICUS and implement process optimization efforts informed by the recommendations

Table 1, on the following page, outlines how the study team has answered each item in Call #1 on the "Case Processing study for EOIR" Blanket Purchase Agreement (BPA).¹ The methodology to address each item in the BPA call is found in the column "Operational Definition." The "Deliverable" column denotes the section in this document (e.g., Section II) or the accompanying deliverable (e.g., AMICUS, Process Map) that addresses each BPA call specification.

¹ Roman Numerals in Table 1 denote section numbers in this document.

Table 1: Deliverables Mapping

BPA CALL SPECIFICIATION	OPERATIONAL DEFINITION	DELIVERABLE
	Determine an objective measure of judicial	9
Objective and standardized measure of judicial workload	workload using the output from the time study, AMICUS, and EOIR's completion goals, and criteria to effectively manage the pending caseload	AMICUS
Objective and standardized measure of court staff workload	Determine an objective measure of court staff workload using the output from the time study, AMICUS, and EOIR's completion goals,	9
	and criteria to effectively manage the pending caseload	AMICUS
3. Method/formula to allow for an objective and standardized way to assess	Schedule-centric model utilizing EOIR historic data on receipts and completions;	9
need for additional judicial and staff resources	and 2) Workload-centric model determining staffing needs by time spent on activities	AMICUS
4. Identify the "constants" in immigration	Identify required processes involved in	III
adjudications at EOIR	immigration adjudication	Process Maps
5. Identify variables and a method for	Identify bottlenecks that could stymie the	≡
determining when variables overwhelm constants	required processes involved in immigration adjudication	Process Maps
6. Assess the judicial personnel needed to	Determine the appropriate number of Immigration Judge(s) (IJ) for each court	9
complete a case	location	AMICUS
7. Assess the staff personnel needed to	Determine the appropriate number of Supervisory Legal Assistants (SLAs), Legal	9
complete a case	Assistants (LAs), IJs, and Judicial Law Clerks (JLCs) for each court location	AMICUS
8. Assess the amount of time for court staff to process a case (including different	Time study data table that explicates the average amount of time it takes for court	9
times for cases of various types)	staff to process a typical case, accounting for differences in docket-type and court size	AMICUS
9. Identify the volume of judicial and staff resources necessary to clear the backlog	Determine number of Us and court staff needed to effectively manage EOIR's pending	9
of pending immigration cases	caseload, allowing for potential technological and policy changes	AMICUS
10. Identify the volume of judicial and staff resources necessary to allow EOIR to	AMICUS scenario tool that allows EOIR to determine number of IJs, court staff, and resources needed to fulfill EOIR's desired	9
better fulfill its mission of timely adjudication	case completion goals (e.g. reducing pending caseload by 25 percent in two years, etc.)	AMICUS
11. Identify process changes that would allow EOIR to complete cases more efficiently without compromising fairness	Identify non-adjudicatory processes that EOIR and other stakeholders could implement that would improve efficiency in case processing	IV
12. Produce a staffing model for the immigration court system under the	AMCIUS scenario tool and accompanying user guide that is flexible enough to account	9
guidance of which EOIR could introduce efficiencies in its case processing	for potential technological and policy changes	AMICUS

BPA CALL SPECIFICIATION	OPERATIONAL DEFINITION	DELIVERABLE		
13. Identify types of employees best suited to accomplish the tasks that fall under the immigration court's responsibility	Identify employee types and roles for each immigration court	IV		
14. Identify all tasks associated with	Identify all tasks associated with completing	IV		
completing immigration cases	immigration cases	Process Maps		
15. Identify the time necessary to	Summary of time study data that quantifies the number of required processes for each	9		
complete each task	case time associated with each of those tasks	AMICUS		
16. Identify the employee grade necessary and/or best suited to complete each task	Identify employee grade best suited to complete each task	IV		
CONTRACT MODIFICATION				
Requirements documentation to identify priority status EOIR cases according to DHS/ICE ERO priorities Methodology to identify priority status EOIR cases according to DHS/ICE/ERO priorities Standard operations procedures that enable EOIR to produce cases with priority status on a recurring basis	Research, interview, define, and document EOIR priorities. Develop ways to measure this population from both DHS/ICE/ERO and EOIR data sources. Identify and quantify discrepancies between previous methodologies and reiterations of prioritizations.	Case Processing SOP and After Action Report		

The study team also created and delivered products outside the scope of the statement of work to exceed the capability requirements in a way beneficial to the Government, which are outlined in Table 2.

Table 2: Additional Work Products

	PRODUCT	VALUE
*	AMICUS Prototype Demonstration	 The team demonstrated AMICUS use to OCIJ in planning for certain staffing-related scenarios, including but not limited to current and future anticipated executive orders The team received feedback on the interface and look of AMICUS from EOIR HQ stakeholders
	AMICUS User Guide	 The guide explicates model usage so that appropriate parties in EOIR Headquarters (HQ) can easily create staffing plans The guide explains model engines and underlying data, so that a member of EOIR HQ with some knowledge of data management can make edits if necessary
**	Austin Working Sessions	 The team hosted EOIR at a Booz Allen Innovation Hub to receive feedback on the four key final deliverables from stakeholders with diverse backgrounds and from a spread of geographic locations The team addressed said feedback to enhance final deliverables

	PRODUCT	VALUE
#	Court Administrator (CA) and IJ Conference Presentations	 The team answered questions from Us and CAs, some of whom did not fully understand the objectives of the Legal Case Study The team presented the mechanism of the time study portal and worksheets to the CAs, who could then assist court staff back at their courts during the time study phase
<u>~</u>	Court Site Visits and Trip Report	 The team validated findings from the environmental scan and interviews with first-hand observations and qualitative datagathering Data gathered from court site visits resulted in a more thorough and substantiated set of final recommendations Team members developed strong relationships with court staff around the country, resulting in crucial "buy-in" from court staff, some of whom were skeptical, for the time study and workforce staff modeling
##	Courtroom of the Future	 The Design Thinking exercise allowed members of EOIR HQ, Assistant Chief Immigration Judges (ACIJs), IJs, and court staff to cross-pollinate their expertise and insights in developing ideas for future agency strategy The Courtroom of the Future that the study team developed visualizes the final recommendations listed in this document
€	Process Maps	 The maps visualize the required processes, and potential bottlenecks, in immigration adjudication in a clear format that can be used to identify potential process improvements The process maps could be expanded with case processing and time study data to quantify the operational effects of changes to court procedures The maps can be used to create future training materials for judges and court staff The maps can be used to create graphics for distribution to non-EOIR stakeholders, to communicate the immigration lifecycle
49	Staff Survey and Analysis	EOIR Time Study follow up survey, with 95 percent participation, quantified and confirmed ancedotal evidence collected during court visits from observations and interviews
٣	Staffing Committee Meeting	 Stakeholders with expertise to shape strategic planning for staffing in the future shared insights with the study team The study team provided messaging and talking points to the committee to communicate clearly the purpose of the role that AMICUS plays in developing staffing plans
di	Time Study Data Dashboard	 The dashboard, built in Microsoft PowerBI,² allows the user to parse and analyze the time study information with ease A "Court Dashboard" tab in AMICUS allows the user to compare court data and easily identify trends

² PowerBI is a suite of business analytics tools from Microsoft used to analyze data through interactive dashboards.

I. DATA COLLECTION METHODOLOGY

The team completed a four-part data collection process for the project, outlined in Figure 2. The team 1) analyzed official literature through an environmental scan; 2) requested aggregated and analyzed DOJ data; 3) visited a deliberate sample of immigration courts; and 4) conducted a caseload-weighted time study.

Figure 2: Data Collection Phases



1. ENVIRONMENTAL SCAN

During the environmental scan, the study team conducted initial analyses that shaped subsequent phases' focus and activities. Members of the study team analyzed official documents provided by EOIR HQ, reviewed media reports and notable journal articles, and dissected publicly available information. The study team consistently verified findings with the EOIR team during working sessions to sharpen the data collection scope for the subsequent phases. The team corroborated all assumptions and findings by cross-referencing multiple environmental scan documents. During this stage, the team developed a perfunctory understanding of the following to inform the case study process and strategy: the immigration court system, the surge of immigrants across the southwest border, the impact of hiring freezes on EOIR's staffing initiatives, unique initiatives (or "pilot programs") implemented by individual courts to reduce pending caseload, and the public's perception of the agency.

2. DATA REQUEST

The team refined its initial hypotheses by analyzing data from the Fiscal Year (FY) 2000 to FY 2015 Statistics Yearbooks. After identifying data gaps from the publicly available data, the team requested data for relevant case processing data from the Office of Planning, Analysis and Statistics (OPAS).³ The OPAS dataset includes data from FY 2004, the year EOIR transitioned from the Automated Nationwide System for Immigration Review (ANSIR) to the Case Access System for EOIR (CASE), through FY 2016. With this data, the team discerned trends regarding caseload, case completion rates, case type, changes of venue, transfers, and bond hearings. The team based its selection of court site visit locations on this analysis. The OPAS data regarding case processing, judicial staffing levels, and case inflow also fed into the schedule-centric model used in the development of AMICUS (see "AMICUS – The Workforce Staffing Model" below).

³ Cohort data are data for any individual who had a case initiated within the requested time frame. Qualitative data includes other data that would inform the study (e.g., staffing counts, contractor information).

3. COURT VISITS

The team visited 18 immigration courts between June and September 2016 to 1) gain a qualitative understanding of the immigration court system that would be impossible to glean from numbers and narrative alone; and 2) ascertain and define data elements to be captured during the time study collection phase. The visited courts covered a wide range of characteristics and geography and included the following: Arlington, Baltimore, Batavia, Buffalo, Eloy, Florence, Hartford, Houston, Houston Special Processing Center (SPC), Los Angeles, New York City, Pearsall, Philadelphia, Phoenix, San Francisco, Tucson, Varick Street, and York.

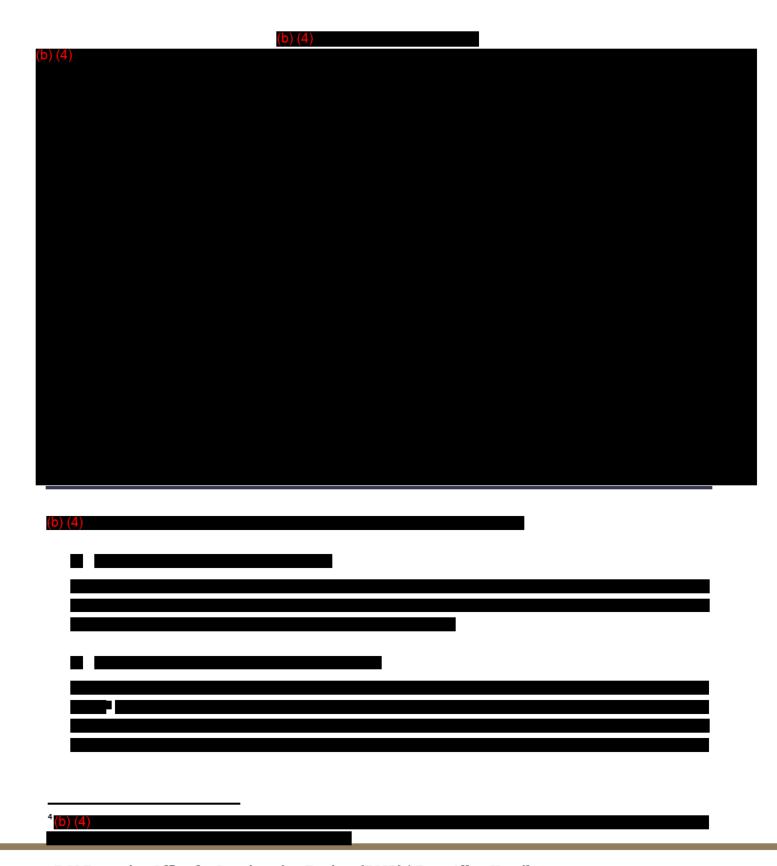
During the court visits, the team conducted approximately 150 interviews with court personnel and external stakeholders (e.g. Department of Homeland Security (DHS) Office of Chief Council (OCC), Enforcement and Removal Operations (ERO) community-based organizations, American Immigration Lawyers Association (AILA), bar associations, etc.); toured EOIR, DHS OCC, DHS ERO facilities, and state prisons; and observed approximately 50 master calendars and individual calendar hearings. The team also observed and recorded the daily tasks of IJs and court staff to inform the time study design, documenting all activities associated with completing a case and administrative activities necessary in the maintenance of the court.

4. TIME STUDY

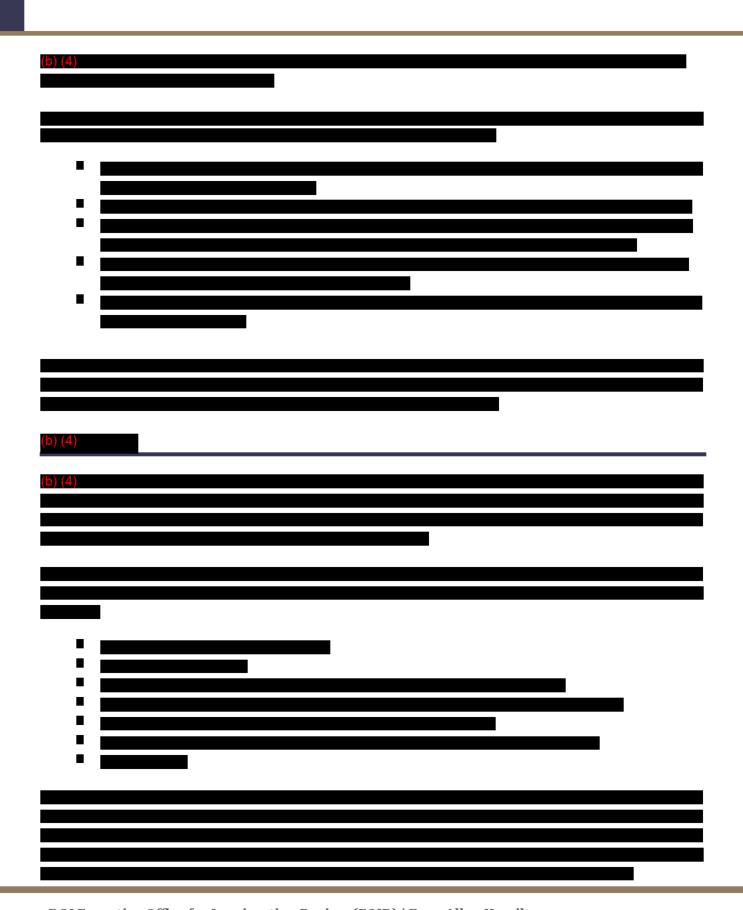
All Office of the Chief Immigration Judge (OCIJ) judicial and court staff participated in a five-week time study, which involved personnel recording specific daily activities in a web-based portal. The team gathered qualitative data during court site visits and created a list of daily activities to be recorded during the time study. Four working groups consisting of CAs, Legal Assistants (LAs), IJs, and interpreters (INTs) amended these activities to most accurately and comprehensively capture the daily activities of OCIJ staff. Staff also communicated with the study team via an e-mail-based help desk. Overall, 59 courts and 92 percent of the staff participated in the time study, with a total of 11,055,062 minutes (or 21 years) recorded. This exceeded the participation goal set by the study team (90 percent). The team merged the time study data with case processing data including expected completions and receipts, then harnessed this data in the development of AMICUS (see "AMICUS – The Workforce Staffing Model" below).

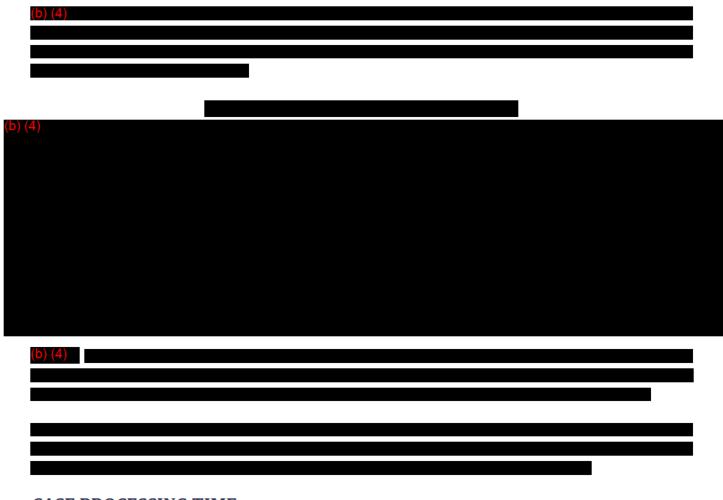
Next, the team deployed a full-staff survey to collect information to validate and quality-control the collected time study data. Specifically, the court staff indicated how much time they felt they had each day to complete their daily activities. The team used this data to amend the workforce staffing model accordingly, so that its output would not result in an "overworked' workforce. Other data points gathered about human resources, technology, hiring, onboarding, and training informed the final recommendations.

II. AMICUS – THE WORKFORCE STAFFING MODEL
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CASE PROCESSING TIME

Time study data collected in November and December 2016 allowed the study team to calculate the average amount of time court staff spends processing a typical case, accounting for differences in docket-type and court site, see Table 4. To provide as detailed and explicate an answer as possible, the study team incorporated a "Court Dashboard" tab in AMICUS which allows the user to compare a single court's processing time against its court type's national average.

Table 4. OCIJ Average Case Processing Times by Court-type

COURT TYPE	AVERAGE CASE PROCESSING TIME (MINUTES)				
COURT TIPE	IJ	JLC	Court Staff	Total	
Detained	115	54	330	499	
Hybrid	117	71	292	480	
Non-Detained	99	57	302	458	
Average	110	61	308	479	

The study team further broken out the case processing time for the court-staff by their specific job titles. Note that supervisory positions like Court Administrators still contribute to case processing time.

Table 5. Court Staff Average Case Processing Times by Court-type

COURT TYPE			AVERAGE C	ASE PROCES	SSING TIME	(MINUTES)	
COURT TIPE	CA	SINT	SLA	LA	CS	INT	Total
Detained	34	*	28	164	40	64	330
Hybrid	23	28	33	176	28	32	292
Non-Detained	29	*	38	131	43	61	302
Average	29	*	33	157	37	52	308

^{*-}denotes insufficient data to calculate average accurately

The time study data captured a picture of how the courts were operating during a specific five-week period. This data has been adjusted to account for staff who were absent during the study, took leave, or were involved in other non-work-related activities. After adjusting the data, the team found slight variation in processing time between the courts for the total time required to complete a case.

The AMICUS Court Dashboard allows the user to further examine the distribution of time spent completing a case. This provides insight regarding the activities which consume the most time in case completion. The user can combine case processing time with the activity distribution to quantify the benefits of pursuing process changes.

As an example, Table 6: Court Staff Activity DistributionTable 6 displays the activity distribution for each court type. This table highlights that case preparation and completion – largely activities relating to EOIR's filing system – consumes nearly twice the amount of time as the next most common activity, in-court time.

Table 6: Court Staff Activity Distribution

ACTIVITY	ACTIVITY DISTRUBITON TO COMPLETE AVERAGE CASE - COURT STAFF				
ACTIVITY	Detained	Hybrid	Non-Detained	Total	
Preparation & Completion	39%	44%	34%	39%	
In-Court	22%	16%	28%	22%	
Overhead	23%	21%	21%	22%	
Communication & Customer Service	10.5%	13%	11%	12%	
Training	3%	3%	3%	3%	
Post-Completion	2%	2%	1%	2%	

^{**-}excludes SINT

Troubleshooting	0.5%	1%	1%	1%

Note that IJs and JLCs in the time study were required to document activities across different case-types processed, across multiple dimensions including docket-types, priority, hearing/case details including types of relief applications. Court Staff were required to track only activities and not case-type. Due to the nature of court staff's work, and with validation from advisory committees, many responsibilities did not require knowledge of the case-type (e.g., processing mail and filing). Case-related data captured from the IJ and JLC time study data can be used to inform further workforce decisions.

III. PROCESS MAPS

The team produced and delivered Microsoft Visio-based process maps to EOIR, with the aim of delineating all immigration processes and associated administrative work in a clear medium. The source material from the maps include, but is not limited to, the Immigration Court Practice Manual, the Uniform Docketing Manual, documents from the Environmental scan, and literature provided by court staff during the court visit phase. The maps were subsequently validated by stakeholders at EOIR HQ and members of the Austin working sessions.

The maps consist of eight proceeding-types (i.e. detained and non-detained removal proceedings, claimed status review, etc.) and 10 sub-processes (i.e. detailed administrative procedures involved in processing a case):

Proceedings

- 1. Non-detained Removal Proceedings
- 2. Detained Removal Proceedings
- 3. Credible/Reasonable Fear Review
- 4. Asylum-Only Proceedings
- Withholding-Only Proceedings
- 6. Claimed Status Review
- 7. Rescission Proceedings
- 8. Bond Proceedings

Processes

- 1. Pre-Hearing
- 2. Applications Review
- 3. Reopen/Reconsider
- 4. Asylum Process
- Process Charging Documents
- 6. Schedule Master Calendar
- 7. Schedule Individual Calendar
- 8. Appeals Administrative Process
- 9. Recalendar
- 10. Interpreters

The process maps allow the viewer to identify the series of required steps, taken by DHS, EOIR, or the respondent, to progress through particular proceedings and areas for process improvement.

In these maps, the team identified **constants**, or required processes involved in immigration adjudication. In the process maps, constants are depicted by rectangular icons that represent actions or sub-processes. Although the time required to conduct these actions may be shortened or eliminated by introducing process reengineering mechanisms, they are fundamental steps taken in the adjudication process. Table 7 summarizes the constants for removal and limited proceedings.

Table 7. Removal and Limited Proceedings Constants

Serve Notice to Appear (Form I-862) to respondent Serve Notice to Appear (Form I-862) with EOIR Process newly-filed Notice To Appear documents (NTAs) File appropriate motions or documents Any necessary pre-hearing activities occur Schedule Master Calendar Respondent, DHS Arrange for an interpreter Conduct Master Calendar Adjudicate removability File for relief Review applications Facilitate collection of biometric information Set DHS biometrics deadlines Schedule Individual Calendar Conduct Individual Calendar Set DHS biometrics deadlines Respondent, DHS EOIR OCIJ DHS Schedule Individual Calendar Conduct Individual Calendar Copening statements, testimony, cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal Submit motion to recalendar Respondent, DHS	REMOVAL PROCEEDINGS				
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information Set DHS biometrics deadlines Schedule Individual Calendar Conduct Individual Calendar Opening statements, testimony, cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Residence EOIR OCIJ Review appeal EOIR OCIJ Respondent Respondent, DHS Respondent, DHS Respondent, DHS Respondent, DHS	Review applications	EOIR OCIJ			
information Set DHS biometrics deadlines Schedule Individual Calendar Conduct Individual Calendar Opening statements, testimony, cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal EOIR OCIJ Reolr OCIJ Respondent Respondent, DHS Respondent, DHS Respondent, DHS Respondent, DHS Respondent, DHS Respondent, DHS	Facilitate collection of biometric	DUE			
Schedule Individual Calendar Conduct Individual Calendar Opening statements, testimony, cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal EOIR OCIJ Respondent Respondent, DHS Respondent, DHS Respondent, DHS Respondent, DHS Respondent, DHS	information	DHS			
Conduct Individual Calendar Opening statements, testimony, cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal EOIR OCIJ EOIR OCIJ EOIR BIA	Set DHS biometrics deadlines	EOIR OCIJ			
Opening statements, testimony, cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Respondent, DHS EOIR OCIJ Review appeal	Schedule Individual Calendar	EOIR OCIJ			
cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Respondent Respondent, DHS Respondent, DHS Respondent, DHS EOIR OCIJ EOIR BIA	Conduct Individual Calendar	EOIR OCIJ			
cross-examinations, closing statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Respondent Respondent, DHS Respondent, DHS Respondent, DHS EOIR OCIJ EOIR BIA	Opening statements, testimony.				
statements Render a decision Submit motion to reopen Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal EOIR OCIJ EOIR BIA		Respondent, DHS			
Submit motion to reopen Submit motion to reconsider Respondent File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal Respondent, DHS EOIR OCIJ EOIR BIA	statements				
Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal Respondent, DHS EOIR OCIJ EOIR BIA	Render a decision	EOIR OCIJ			
Submit motion to reconsider File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal Respondent, DHS EOIR OCIJ EOIR BIA	Submit motion to reopen	Respondent			
File Notice of Appeal (EOIR-26) with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal EOIR OCIJ EOIR BIA	Submit motion to reconsider				
with Board of Immigration Appeals (BIA) Process BIA ROP Review appeal Respondent, DHS EOIR OCIJ EOIR BIA	File Notice of Appeal (EOIR-26)	-			
Appeals (BIA) Process BIA ROP EOIR OCIJ Review appeal EOIR BIA		Respondent, DHS			
Process BIA ROP EOIR OCIJ Review appeal EOIR BIA	_				
		EOIR OCIJ			
	Review appeal	EOIR BIA			
		Respondent, DHS			

LIMITED PROCEEDINGS			
CONSTANTS	STAKEHOLDER		
Conduct Credible Fear interview	DHS		
Conduct Reasonable Fear interview	DHS		
File Notice of Referral to Immigration Judge (Form I-863)	DHS		
Conduct Credible Fear Review	EOIR OCIJ		
Conduct Reasonable Fear Review	EOIR OCIJ		
Refer respondent to asylum- only proceeding	DHS		
Refer respondent to withholding-only proceeding	DHS		
Consider applications for withholding of removal	EOIR OCIJ		
Complete I-589	Respondent		
Place respondent in removal proceedings	DHS		
Asylum-Only Proceeding	EOIR OCIJ		
Conduct Claimed Status Review	EOIR OCIJ		
Render a decision	EOIR OCIJ		
Make statement	Respondent		
Attempt to verify respondent's claims about status	DHS		

Additionally, the team identified **variables**, or bottlenecks that could stymie the required processes involved in immigration adjudication. Bottlenecks are depicted by diamond icons, which represent decision points. Table 8 below details the list of key bottlenecks identified in the process maps. These variables may overwhelm constants when 1) the stakeholder who has ownership over a decision point (the Respondent, DHS, or EOIR) delays in pursuing a decision; or 2) the stakeholder who has ownership over a constant delays in pursuing the action or sub-process. The process maps are key for EOIR to identify bottlenecks that can be eradicated to optimize process efficiency. In addition to the identification of these bottlenecks, the study team developed methods of quantifying the effect the process has on pending cases or timely adjudication. It should be noted that the accuracy of the method to calculate these bottlenecks is largely dependent on the accuracy of the adjournment code system, which is discussed further in the recommendations tables below.



Table 8: Bottlenecks

BOTTLENECK	STAKEHOLDER	METHOD
Delay in processing NTAs	EOIR OCIJ	CASE entry date minus NTA stamp date
Delay in submitting motions or documents	Respondent, DHS	Adjournment codes that denote delay-based reasons divided by total reset Masters and all Individual Calendars
Delay in scheduling Master Calendar	EOIR OCIJ	Master Calendar date minus NTA stamp date
Filing errors or delays in submitting motions	Respondent, DHS	Adjournment codes that denote filing errors or request for preparation divided by total reset Masters and all Individual Calendars
Failing to catch filing errors and delays in processing motions	EOIR OCIJ	Adjournment codes that denote IJ delay to process motions divided by total reset Masters and all Individual Calendars
Delay in biometrics screening or background investigation	DHS United States Citizenship and Immigration Services (USCIS)	Adjournment code that denotes DHS biometric or background check request divided by total reset Masters and all Individual Calendars
Finding Representation	Respondent	Adjournment code that denotes "finding representation" divided by total reset Masters and all Individual Calendars
Delay in Respondent appearance	Respondent, EOIR OCIIJ	Adjournment code that denotes "delay in respondent appearance" divided by total hearings
Delay in issuing a decision	EOIR OCIJ	Decision date minus the last individual calendar date
Delay in filing appeal	Respondent, DHS ICE OCC, EOIR OCIJ	Date stamp of EOIR-26 minus decision date
Delay in decision certification	EOIR BIA	Certification date minus decision date
Delays caused by motions to reopen and reconsider	Respondent, EOIR OCIJ	Date of decision on motion to reopen/reconsider minus date of filing reopen/reconsider
Delays in appeals review	BIA	Date of BIA decision minus original decision

BOTTLENECK	STAKEHOLDER	METHOD
Re-calendaring an	Respondent, DHS ICE	Sum of re-calendared cases divided by total
administratively closed case	Respondent, Dris ICE	receipts
Unnecessary Continuances	EOIR OCIJ, Respondent, DHS ICE OCC	Sum of above adjournment code metrics
Cancelled due to IJ absence	EOIR OCIJ	Adjournment code that denotes "IJ absence" divided by total hearings
Delay due to re-prioritization	EOIR OCIJ	Adjournment code that denotes "re- prioritization" divided by total hearings

This detailed process of documenting, citing, and organizing the adjudication lifecycle provides EOIR with the capability to produce robust performance and budget models that can analyze the effects procedural changes will have on case processing and completions. Some of these example changes might include quantifying the effect increased representation would have on processing, the effects of instituting magistrate-like positions on clearance rates, and measuring how case prioritization affects pending caseload.

OCIJ can use the process maps to optimize processes in the following ways:

- Preserve: Identify decision points and actions that are necessary to ensure due process and effective case processing and completion. Of these identified process, understand opportunities for OCIJ to enhance them through developing appropriate training and onboarding materials, and standard operating procedures.
- Eliminate: Identify areas of the map which may be removed due to anticipated policy or operational changes, and quantify how such changes will impact case processing and completion.

Streamline and Refine: Time study and CASE data can be incorporated into the Process Maps to simulate the Adjudication Lifecycle. Coupling data-backed process maps with findings from pilot programs and other court initiatives, OCIJ can identify methods that will streamline or refine case processing.

IV. RECOMMENDATIONS

RECOMMENDATIONS TABLES

Through the Legal Case Study, the team identified a series of recommendations for EOIR which could result in significant improvements in the organization's ability to better attain its mission.

These key recommendations fall into four main groups: (1) understaffing, (2) culture and careers, (3) processes; and (4) external dependencies. The team's identified challenges and corresponding recommendations can be found in

Table 9, Table 10, Table

Table 12. In order to and categories, OCIJ must which may involve the

KEY	
Environmental Scan and Data Analysis (E/D)	
Interviews (I)	
Study Team Observations at Courts and HQ (O)	
Time Study Data (TS)	

11

implement these groups assign them owners, creation of new working

groups. Some of these recommendations should be considered with the understanding that they cannot take place with great effect without EOIR HQ concurrently implementing a staffing strategy based on AMICUS output.

Note: highlighted text indicates data pulled from the time study follow-up survey.

Table 9. Understaffing Findings and Recommendations

CATEGORY	FINDINGS		RECOMMENDATIONS
	Many courts of all types and sizes are understaffed, which impacts case processing, court morale, and office culture Staff across all positions indicated that, on average, they have less time than they need to finish their tasks each day	E/D TS I O	 Allocate staffing according to workforce staffing model output Analyze and assess the effect that coordinated court-wide scheduling systems have on timeliness and due process. This could include, but is not limited to a "magistrate"-style court system
Understaffing	Some court staff take on responsibilities not in their job descriptions and work above the standard work week Over 20 percent of staff reported an average work week more than the expected number of hours during the time study	0	 Upon reaching more appropriate staffing levels, implement appropriate personnel-based or team-based rotational systems in all courts to allow staff to cross-train skills and to prepare for backfilling Conduct cost-benefit analysis of temporary duty assignments, weighing
	Court personnel sent on temporary duty assignments often have difficulty catching up with their own work upon returning due to their home court being similarly understaffed	ı	distribution of staffing against the impact on the home and visiting courts Expand JLC responsibilities to possibly include some of the following duties: conducting rights advisals, screening

CATEGORY	FINDINGS		RECOMMENDATIONS
	Los Angeles, San Diego, and San Francisco conducted pilot programs with some success, which involved having some judges conduct solely Masters and others conduct solely Merits akin to a state court magistrate system	-	NTAs, and reclassifying mistakenly- labelled priority cases

Table 10. Culture and Careers Findings and Recommendations

CATEGORY	FINDINGS		RECOMMENDATIONS
		E/D	 Improve existing formal channels of communication between court staff, management, and HQ by utilizing working sessions with the Legal Assistant Advisory Committee (LAAC), Interpreter Advisory Committee
Leadership and	Courts with strong leadership, clear lines of communication, clearly-delineated responsibilities and channels of authority,	_	(INTAC), and the Court Administrator Advisory Committee (CAAC), appointing an official liaison between each court and HQ, disseminating routine emails from OCIJ leadership, and ensuring committees
Communication	and a culture of transparency and mutual respect operate more smoothly than courts lacking in any one of these regards	0	representative of the full OCIJ staff have a voice in important conversations Create innovative forums for exchanging ideas among court staff. For example, a crowdsourcing platform in which teams can submit
		TS	ideas to an online portal, prizes for great ideas, and proper use of staff surveys Formalize leadership and management training for CAs, DCAs, SLAs, and SINTs.
	EOIR job descriptions, posted by Office of Administration, do not accurately represent	E/D	 Coordinate with Office of Administration to update hiring
	responsibilities 76 percent of all non-judicial court staff say their duties do not match their position	TS	process standard operating procedures, conduct periodic internal reviews of job descriptions, and post vacancies more speedily
Hiring	Delays associated with hiring, posting job descriptions, human resources (HR)	E/D	 Work with Office of Security to assess possible mechanisms for Us awaiting
	processes, background investigations, and interviews stymie the hiring cycle, resulting in many qualified candidates withdrawing applications or finding other employment	1	results of clearance process to begin hearing cases Post vacancies with more up-to-date job descriptions to attract
	Having a body of IJs largely composed of lawyers who previously worked for DHS ICE or	E/D	 appropriate candidates Considering typical time-to-hire for IJs and support staff, coordinate more

CATEGORY	FINDINGS			RECOMMENDATIONS
	other DOJ branches limits the diversity of perspectives on the bench • At least 41 percent of IJs previously worked at DHS • Nearly 20 percent of IJs previously worked at other DOJ branches	0 TS	effici- inves hiring Broad progr exper appro Mana	ent timing for IJ Team hiring and stigate means to shorten the g process den hiring pools and outreach rams to increase diversity of rience among IJs, akin to the oach of the "Career agement Recruiting Branding Marketing Services," an OPM ract vehicle for use government-
Performance Expectations	Staff expressed they did not have clear performance expectations and underperforming staff members do not have clear measures to address improvements	TS	line v revie proce high indep Creat impro	ement performance reviews in with a judicial performance w model that emphasizes ess over outcomes and paces priority on judicial integrity and pendence te clear framework for and ove transparency of ormance review systems
	Communication barriers between ACIJs and IJs can prevent the implementation of performance improvement measures	TS	Natio Judge stand	ch dialogue with ACIJs and conal Association for Immigration es (NAIJ) about performance dards and appropriate usage of commance Improvement Plans
Conduct and Professionalism	There is a lack of awareness among the staff, respondents, attorneys, DHS, regarding submitting complaints about IJ conduct and professionalism to the ACIJ for Conduct, Management, and Professionalism (CMP) The ACIJ CMP currently only handles complaints about IJ conduct and professionalism, it may be unclear who has ownership over complaints regarding court staff IJs' supervisory ACIJs are involved in addressing conduct and professionalism complaints, which can create personal tension and worsen working relationships	E/D TS E/D TS E/D TS E/D TS	 Creat complete complete commod processing conditions in the conditions of the conditions	te independent body within EOIR bosed of individuals of diverse grounds outside the chain of mand between IJs and ACIJs that d be responsible for conduct professionalism at all complaints regarding fuct and professionalism to the bendent body, which would be consible for investigating and essing all complaints se interview questions to include ager questions about cultural itivity and judicial temperament
Human Resources	Not all court staff are aware of the function of Human Resources (HR) within the Office of Administration 40 percent of staff stated that they do not know who their HR point of contact is Non-supervisory roles (IJs, LAs, INTs, JLCs) are much less aware of HR than supervisory roles (ACIJs, CAs, DCAs) are 50 percent received HR training in their first three months at EOIR or in the past year	TS	HR tr Point • Cond roles	duct clear, initial, and continuous raining that clarifies the local HR to of Contact duct clear training for supervisory (ACIJs and CAs) to ensure their consibilities do not encroach on role

CATEGORY	FINDINGS		RECOMMENDATIONS
	Some courts have a cultural norm that staff should reach out to HR through their CA or ACIJ and not contact HR directly	TS	
	Court staff, particularly LAs, are provided with little face-to-face or formal training "Informal" job-related training provided at their court is the most common form	E/D	 Review and update the Practice Manual and Uniform Docketing Manual with input from the LAAC, CAAC, INTAC, IJ Committee, and NAIJ
	of initial training received during the first three months at EOIR Job-related video and audio recordings distributed by EOIR HQ were the most	-	Continue development of formal training for all positions and create more and better training opportunities
	common form of training provided in the last year	TS	 Continue to hold annual training seminars during which Us and appropriate staff can receive in-
Training	From anecdotal evidence gathered in observations and interviews, courts that provide training appeared to have better office morale and function more smoothly	E/D I O	person training Hold in-person training for LAs who have recently joined EOIR, which may
	From anecdotal evidence gathered in		 also help boost morale Institute an agency-wide framework and training for report development
	interviews, video- or web-based training, which is more commonplace, appear to be less effective than in-person training	0	 Create standard training literature and guidelines for LAs Institute mandatory continuous training on temperament, asylum adjudication, and updates to immigration law for all IJs
Reporting	ACIJs find it difficult to carry out data reporting without appropriate support staff	E/D I O	 Improve data collection and analysis of court performance by re-assigning duties to appropriate staff and hiring appropriate support staff, if necessary
	LAs and SLAs face barriers to ascend to SLA and CA positions respectively due to grade-level restrictions	1	 Amend grade levels and position
	 Only 23 percent of CAs previously worked as an SLA 70 percent of CAs never worked as an LA 	O TS	duties to provide opportunities for ascension between LA, SLA, DCA, and CA positions (more detail
Career Mobility	Some staff feel they are forced to leave EOIR due to lack of career-building opportunities 28 percent stated they believed they were not able to build a career at EOIR	E/D TS I O	provided in General Schedule Qualification Standards section of this report) Investigate possible expansion of staff attorney positions to allow JLCs to continue working for EOIR post-
	JLCs find it difficult to continue their career in EOIR after their two-year honors program lapses	-	honors program

Table 11. Process Finding and Recommendations

CATEGORY	FINDINGS		RECOMMENDATIONS
	The Case Access System for EOIR (CASE), Video Teleconferencing (VTC) equipment, and INT equipment can be enhanced, improved, or replaced	E/D	
	 Proportions of staff that reported the corresponding technology caused a meaningful delay in their ability to proceed with their daily responsibilities: 48 percent: printers, scanners, fax machines 33 percent: Digital audio recording (AR) 31 percent: telephonic 	0	 Limit the use of VTC to procedural matters Conduct a thorough review of the VTC system to find means to improve performance and provide additional IT support Complete the transition to Electronic
	interpreters 30 percent: internet connectivity 27 percent: CASE	TS	Case and Appeals System (ECAS) with active participation from CAAC, LAAC, INTAC, IJ Committee, NAIJ, and other representative groups.
Technology	The "1-800 telephonic help line" has limited applicability because of difficult interface and limited information it can provide. As a result, court staff spend significant amounts of time providing information to callers	E/D I O TS	 In the interim period before ECAS is fully rolled out, update CASE with input from court staff and the Office of Information and Technology (OIT) to make it more user-friendly, thus helping speed up filing motions and updating cases Review and update INT equipment, and
recrinology	Faulty VTC equipment, especially issues associated with poor video and sound quality, can disrupt cases to the point that due process issues may arise 29 percent of staff reported that VTC caused a meaningful delay in their ability to proceed with their daily responsibilities	E/D I O TS	printers appropriately Expand "1-800 number" to a national telephonic and online help desk with expanded customer service capabilities. Such enhancement will help court staff address other requirements in their daily responsibilities Coordinating with OIT and OPAS, review
	It is difficult for judges to analyze eye contact, nonverbal forms of communication, and body language over VTC	E/D I O	and amend data entry procedures so that EOIR is collecting accurate data. Enhanced data entry enables more powerful analyses for OCIJ to improve processes
	Court staff face difficulty procuring the appropriate quantity and types of printers and scanners due to communication challenges with HQ	0	 Initiate dialogue with other agencies that use VTC in similar adjudicatory settings to learn about their infrastructure, practices, and training Introduce in-court ticketing systems for
	Courts using ticketing systems at master calendar hearings are more efficient than those that do not	0	all Master Calendars
	Court staff technical support needs exceed the current resources available through OIT help desk and regional IT POCs	E/D I O	

CATEGORY	FINDINGS		RECOMMENDATIONS
Furniture	Some court furniture is out-of-date and court staff find the chairs and tables uncomfortable, which negatively affects staff morale	0	 Conduct thorough review of furniture and procure new furniture where necessary that conform with modern ergonomic principles, understanding the limitations imposed on courts that are co-located in DHS detention centers, prisons, and
	Courts lack space for file cabinets and courtrooms, and are ill-equipped to host large Master Calendars, such as those of families with children	0	private facilities Ensure IJs have sufficient time to conduct legal research, administrative activities, and trainings Improve the efficiency of courtroom, probono rooms, and waiting room space,
	Some medium- and large- courts without bailiffs struggle to manage and direct respondents to the proper location, causing delays to hearings	0	especially addressing usage during IJ administrative time and AWS days Assess efficacy of Protective Security Officer (PSO) pilot program Consider implementing a scheduling
Scheduling and Space	Courtroom utilization is not uniform – within one court, some may be overflowing due to a large Master Calendar, while another may be empty due to Alternative Work Schedule (AWS) days or IJ admin time	E/D O	system that involves a larger than 1:1 ratio of judges to courtrooms to increase space utilization Coordinate with ACUs, CAs, and the Organizational Results Unit (ORU) to determine best practices for how
	Courts do not have a standard process for preparing for the arrival of a new IJ, such as docket preparation and hearing schedules	-	dockets are prepared in advance of new Us' arrival at court Ensure there are standard operating procedures for courts to prepare the arrival of new Us Review the implementation of a
	Scheduling practices are non-standard, with some courts using email calendar- based systems to track their cases	0	standard, web-enabled, email calendar- compatible tracking system Assess benefits of instituting a "view- only" version of the former Interactive Scheduling System that would allow DHS to view docket schedules
E-Filling	The lack of an electronic filing system creates room for error; slows down court staff's ability process cases; and results in slow transfers of files between courts, BIA, and storage facilities	0	Continue existing efforts to transition to ECAS
	The usage, medium, content, and length of group advisals vary by court and IJ	0	 Create national standard for function and medium of group advisals, which could include a video-based medium
Group Advisals and Representation Programs	Pro se respondents face difficulty representing themselves and may contribute to delays in court processing	E/D I O	 Provide more "know your rights" information online and on court billboards Train and assign qualified JLCs to conduct group advisals Consider expanding "know your rights" and legal representation programs, such as the Legal Orientation Program,

CATEGORY	FINDINGS		RECOMMENDATIONS
			through data-informed budget requests and justifications Analyze and assess the effect of representation on case processing, including public defender programs like in criminal proceedings
Oral and Written Decisions	Due to time constraints, training, and culture, immigration judges frequently issue oral decisions after short breaks and are sometimes not able to fully deliberate complicated issues that arise in a case Limitations inherent in oral decisions make it difficult for respondents, BIA, and circuit courts to examine the IJ's reasoning upon appeal in complicated cases To assign written decisions and memos to JLCs, IJs either use 1) a "pod" system, whereby JLCs are assigned to help specific	E/D 0 E/D 1 0	 Create a culture in which judges feel comfortable issuing more written decisions for complicated matters by increasing JLC roster and allocating more written decisions to JLCs Institute JLC pool system at medium- and large size courts
Decisions	IJs; or 2) a "pool" system, whereby IJs assign work to a pool that JLCs draw from based on deadlines. Based on interviews, "Pool" system courts better balance JLC workload than those with "pod systems. Many JLCs hesitate to use the current	0	 large-size courts Enhance the Guidance and Publication Page and the JLC decision database so that it is searchable and user-friendly
	national database because it is not easily searchable	1	
	Appropriate usage of simultaneous and consecutive interpretation varies across courts due to lack of proper training for IJs. Some IJs misunderstand the appropriate usage of simultaneous and consecutive translation, causing fatigue among INTs	ı	 Find a technological or logistical solution to simultaneous interpretation over VTC, leveraging and assessing several proposed by interpreters Institute mandatory in-court INT breaks Institute IJ training and dialogue between INTs and IJs regarding interpretation practices
Interpretation Issues	It is difficult to relay multiple lines over VTC, causing issues when the interpreter is not co-located with the respondent	0	 Institute nation-wide standard operating procedures regarding consecutive and simultaneous interpretation that are
	The quality of contracted interpreters varies across courts	0	enforced by ORU Conduct a study of the quality of contracted interpreter services, renegotiate interpreter contract if necessary Conduct a cost-benefit analysis of contract interpreters that includes interpretation quality, contract costs, and value of in-house interpreters

Table 12. External Dependencies and Recommendations

CATEGORY	FINDINGS		RECOMMENDATIONS
External Dependencies	Factors outside EOIR's control, including a ballooning caseload; immigration trends; BIA, circuit courts, and Supreme Court decisions; administration prioritization policies; recent surge in assignments of Us to detained dockets; biometric screening delays; and hiring and budgetary freezes, have impacted the daily functioning of each immigration court	E/D	 Create an EOIR committee whose purpose is to identify means to improve efficiencies and effectiveness in collaboration between DOJ and DHS
		1	 Launch dialogue with DHS to identify policy improvements between DHS and EOIR that would streamline caseload.
		O TS	For example, this could include cross- agency NTA-screening and policy to administratively close cases awaiting adjudication in other agencies or courts Collaborate with BIA to determine efficient ways to rotate BIA and OCIJ staff as part of temporary duty assignments

GENERAL SCHEDULE QUALIFICATION STANDARDS

Currently, there are several avenues for upward mobility at courts. The ladder from LA to SLA is relatively robust, with 80 percent of SLAs having previously held an LA position.⁵ However, due to a grade-level gap between the SLA and CA positions and HR-related restrictions on General Schedule (GS) levels, it is difficult for court staff to ascend to management positions at their court. 67 percent of CAs never held an SLA position and 70 percent of CAs never held an LA position. This has several effects, including "brain drain" of court staff to other agencies, such as DHS, and lowered employee morale. The current GS qualification standards for each EOIR position, provided by EOIR HQ, are listed in Table 13.

GRADE **POSITION** GS-5/6/7/8 Legal Assistant GS-9/10 Supervisory Legal Assistant GS-9/10/11/12 Interpreter GS-13 Supervisory Interpreter GS-7/8 Administrative Support Staff GS-9/10/11/12 Staff Assistant GS-11/12/13/14 Deputy Court Administrator GS-13/14/15 Court Administrator

Table 13. Current Grade Levels

The study team prepared recommended grade levels and positions that are designed to complete all responsibilities of running an immigration court, which are listed in Table 14. The aim is to provide clear avenues for qualified court staff to ascend within the organization. The Legal Assistant position has been broken up into four distinct categories – "Receptionist", "Intake/Outtake", "File Clerk", and "Court Clerk", with the latter category holding a higher GS level. The team also recommends the creation of a Senior Analyst position who would maintain expanded management, public affairs, security, and data analysis responsibilities. These recommendations were based on interviews and observations during court site visits, literature provided by court staff, standard court administrator training literature, current position descriptions, and current performance appraisal documents.

The following recommendations are accompanied by several caveats. The team recognizes that most but not all courts have at least four LAs and that many courts have a limited number of SLAs. Therefore, the following position recommendations can only be pursued with AMICUS outputs and an understanding of the local court dynamics. The team would recommend that the Staffing Committee refer to the Time Study Data to assess the percentage of LAs at each court that would fall into these new buckets. The recommendations also do not preclude instituting rotational systems to promote cross-training, which would be beneficial for court dynamics. The team has outlined positions that can "backfill" for others (e.g. if someone is out of the

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⁵ The statistics from this section were taken from the full-staff survey responses.

office, someone with a different position could take up their duties temporarily). The team also outlined positions that can "fill-in" for other positions if those positions are absent at a particular court. (e.g. if a court does not have an Administrative Support Staff position, a Legal Assistant Court Clerk could carry out their duties). Although the GS distinctions apply only to direct staff, contract staff can fill in for lower GS positions. Finally, the success of these recommendations is predicated on management, namely CAs and ACIJs, adhering to the assigned responsibilities and ensuring all necessary duties are distributed evenly. The study team has included the organizational chart, see Figure 6, necessary to effectively manage these new work streams.

Table 14. Recommended Grade Levels and Responsibilities

GRADE	POSITION	RESPONSIBILITIES
GS-5/6	Receptionist	Backfill for Intake/Outtake and File Clerk on detail/leave Window reception
GS-5/6	Legal Assistant – Intake/Outtake i.e. LAs who mostly participate in "intake" or "outtake" activities	Backfill for Intake/Outtake and Receptionist on detail/leave Window reception Input and calendar new cases Review and process incoming paperwork Process bond-out paperwork and I-830s Process certification requests Pick up/drop off mail Process non-IJ-specific incoming mail Process EOIR-33s Process EOIR-28s Process BIA requests Process BIA requests Process tape/document requests Process incoming Change of Venues from other courts Process NTAs Retire files to be sent to the Federal Records Center (FRC) Process interlocutory appeals Reconstruct ROPs Process transcript requests Maintain logs of callers and sign-in sheets of visitors
GS-5/6	Legal Assistant – File Clerk i.e. LAs who mostly engage in pulling files	Backfill for Intake/Outtake on detail/leave Retrieve and return ROPs Post disciplined attorney list Maintain list of free legal service providers Restock courtroom supplies Prepare courtroom each morning Clean up courtroom at end of each day Answer phone calls Maintain storage rooms Maintain supply of forms Consolidate and eliminate files as necessary Take and deliver messages
GS-7/8	Legal Assistant - Court Clerk	Fill in for Administrative Support Assistant responsibilities Backfill for Receptionist, Intake/Outtake, and File Clerks on detail/leave

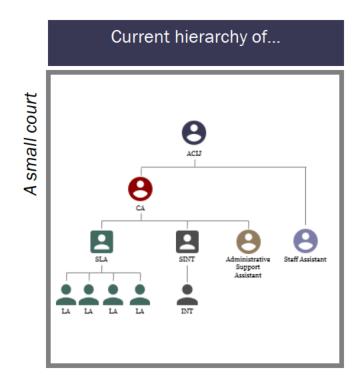
ODADE	DOCUTION	DECDONCIDUATION
GRADE	POSITION i.e. LAs who mostly engage	RESPONSIBILITIES Schedule hearings, meetings, and engagements with
		respondents, IJs, and attorneys
	in court- and case-based	Answer substantive questions regarding cases
	activities	Assemble data for reports
		 Update ROPs and CASE
		Process all mail for assigned IJ
		 Process and calendar bond redetermination requests
		 Process all ROPs post Individual Calendar hearing
		 Support IJ during Master Calendar hearings
		Process all ROPs after Master Calendar hearing
		Process all asylum applications filed in court
		 Process items from IJs' in- and out-boxes Process motions
		Announce IJ when entering court room
		Serve final orders
		Generate call-up report for assigned IJ
		Maintain in-court ticketing system
		 Conduct research related to legal cases, including but not
		limited to searching legal reference files; reviewing
		documents; and collecting decisions, memoranda, statutes,
		and regulations
		Assist in IJ legal research by assembling reports and data, including but not limited to Attend to Construct originals.
		including but not limited to Attorney General opinions,
		Comptroller General decisions, prior IJ decisions, and BIA decisions.
		Prepare rough drafts of legal documents and correspondence
		incorporating legal references
		Coordinate transportation of respondents to and from
		facilities with DHS
		Backfill for all LAs on detail/leave
		 Supervise team(s) of court staff
		 Assign responsibilities, limitations, deadlines, quantities, and
		priorities to LAs
		 Provide instructions on new or unusual assignments Review accuracy and conformance of LAs to procedures
	Supervisory Legal Assistant	 Review accuracy and conformance of LAs to procedures Oversee filing system for all open and closed ROPs
		Manage ROP review process
GS-9/10	i.e. SLAs that mostly engage	Management retirement process of closed files
	in managing a team of LAs	Manage dissemination of hearing calendars
		 Monitor expenses/credit card statements
		Maintain office supplies
		 Arrange travel
		Send emails communicating important information within the
		office
	Senior Analyst	Update court website Fill in for Supervisory Legal Assistant responsibilities
GS-11/12	Sellioi Alidiyst	Backfill for CA/DCA on detail/leave
	i a synarianaed swelffied	Run and analyze key docket reports, including but not limited
	i.e. experienced, qualified	to reports concerning receipts/completions, calendars,
	staff who hold expanded	asylum, aged-cases, off-calendar items, and motions pending
	management, public affairs,	Make recommendations based on analysis of reports
	security, and data analysis	Review calendars to ensure IJs are fully scheduled
	responsibilities	 Hold meetings for LA teams, if applicable

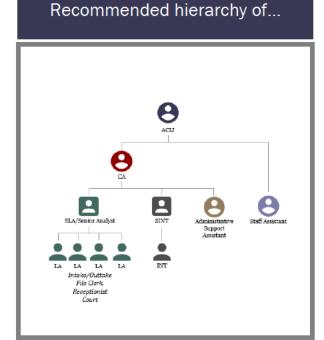
GRADE	POSITION	RESPONSIBILITIES
		Responsible for training court staff
		 Participate in HQ-facilitated working groups
		Participate in agency-wide conference calls
		 Monitor case completion goals
		 Process time and attendance
		 Oversee court's safety and security
		 Allocate court staff responsibilities
		 In-court interpretation
GS-9/11/12	Interpreter	 Maintain interpreter equipment
u3-3/11/12		 Order/cancel interpreters
		 Interpretation-related research
		Backfill for INTs on detail/leave
		 In-court interpretation
GS-13	Supervisory Interpreter	 Review staff and contractor interpretation skills
u3-13	Supervisory interpreter	 Review interpreter orders/cancellations
		 Coordinate training for INTs
		 Participate in working sessions and agency-wide calls
		 Draft correspondence for CAs
		 Ensure personnel, records, and facility are in full
		conformance with security requirements
		 Prepare time and attendance reports
	Administrative Support	 Serve a liaison point between court and HQ
GS-7/8	Assistant	 Maintain office furniture and equipment
	Assistant	 Develop and maintain internal controls to protect against
		waste, fraud, and abuse
		 Assist CA regarding personnel, e.g. setting up training for
		court staff, initiating actions to fill vacancies, screening
		applicants, etc.
		 Provide administrative support to ACIJs in the planning,
		management, and directional support of the court
		 Create reports for ACIJs
	Staff Assistant	 Review and prepare analyses and summaries of EOIR
		directives and documents for ACIJs
GS-		 Draft talking points, documents, position papers, speeches,
9/10/11/12		and correspondence for ACIJs
3, 23, 22, 22		 Relay information regarding priorities to ACIJs
		 Arrange travel for ACIJs
		Prepare agenda items for staff meetings
		Develop and guide project plans
		Provide program management support
		Arrange meetings on behalf of ACIJs
	Deputy Court Administrator	Fill in for SLA and Senior Analyst responsibilities
GS-		Backfill for CA on detail/leave
11/12/13/14		Maintain all office SOPs
		Manage all accountable property
		Manage the IJs' agenda Conduct recourse planning and identify aget agying managers.
GS-13/14 and GS-15	Court Administrator	Conduct resource planning and identify cost-saving measures Fill in far Deputy Court Administrator responsibilities Fill i
		Fill in for Deputy Court Administrator responsibilities
		Backfill where necessary
		Liaise with ACIJs and HQ
		 Liaise with DHS, AILA, other external stakeholders
		 Liaise with IJs

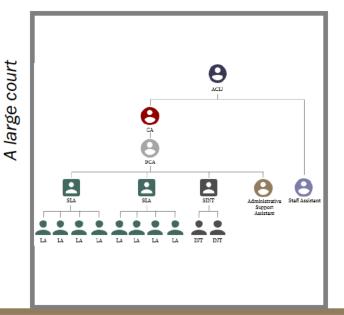
GRADE	POSITION	RESPONSIBILITIES
		 Provide information to court staff via email, newsletters, and
		memos
		 Host staff meetings
		 Ensure all staff has received appropriate training
		 Manage and supervise daily operations of the court
		 Monitor case completion goals
		 Procurement
		 Set goals for court staff
		 Identify areas to improve performance
		 Resolve conflicts and recommend training where necessary

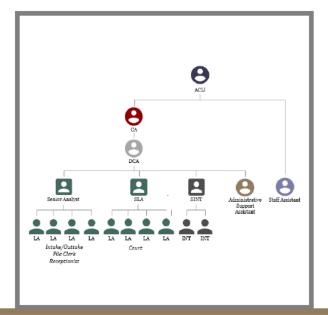
Figure 5 contains an illustration of representative organization charts at a small and large court, moving from the current state to the proposed hierarchy with the newly-created staff positions.

Figure 5. Current and Recommended Court Organization Charts









V. NEXT STEPS

The Legal Case Study is OCIJ's first step towards more effectively staffing its courts to better meet its mission of timely immigration adjudication. Enhanced out-reach to the immigration courts, through court visits, the time study, and follow-up surveys established the agency's direction towards workforce analytics. This extensive data collection resulted in the development of EOIR's first workforce staffing model, AMICUS.

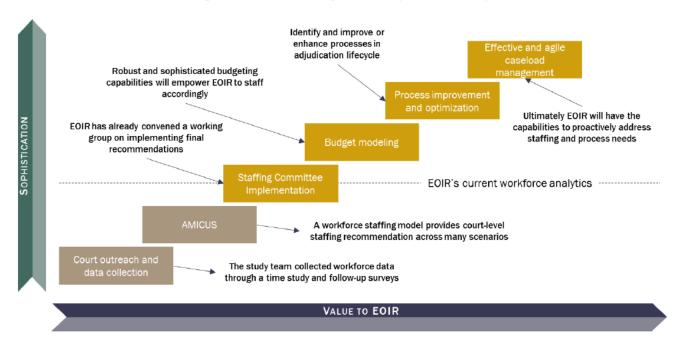


Figure 6. EOIR's Workforce Analytics Roadmap

Figure 6 provides the study team's suggested roadmap for EOIR's implementation of Workforce Analytics. Following this approach, EOIR and OCIJ can continue down a path of more effectively meeting its mission of timely case adjudication. With a vetted and validated staffing model, the study team recommends the following next steps for EOIR and OCIJ to attain data-informed staffing decisions in the future:

- Implementation: the newly convened Court Staffing Committee will play a key role in AMICUS's scenario development, model output validation, and implementation and ownership of this paper's recommendations.
- Budget and Resource Planning: OCIJ can expand AMICUS's capabilities to formulate effective budget tools and conduct resource planning.
- Data-Informed Decisions: future applications of the process maps, time study data, and survey analysis will enable OCIJ to incorporate comprehensive data analytics into management's decisionmaking.