

IGSA Expansion



DETENTION
WATCH NETWORK

INTRODUCTION

On the first day of the second Trump administration, a series of executive orders placed immigration detention front and center of the administration's broader mass deportation agenda. The directives ordered resources to be allocated to the [expansion](#) of immigration detention and the arrest of [all non-citizens](#). Trump's campaign promised to, "carry out the largest domestic deportation operation in American history." This promise is now being enacted through a proliferation of contracts with local, state, federal, and private entities and the reopening of once shuttered facilities. By the summer of 2025, reports revealed the administration's plans to add [125 new or expanded facilities](#) to the detention system by the end of the year. Here, we discuss plans to expand ICE detention through Intergovernmental Service Agreements (IGSAs).

The Trump administration has used IGSA's as a key tool to expand immigration detention. IGSAs are contracts between ICE and state or local governments that authorize facilities—[usually county jails](#)—to detain people under civil immigration custody. Local governments often subcontract the operation of facilities to private prison companies. These complex arrangements provide profit incentives to both local governments and private companies, obscure accountability and oversight, and allow ICE to bypass the direct federal bidding process, making it more difficult to know exactly how many of these contracts exist. It is estimated that ICE's use of county jails since President Trump's inauguration has at least [doubled](#).

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LATEST DEVELOPMENTS: Plans to lower standards

Intergovernmental Service Agreements (IGSAs).



FEBRUARY
2025



In February 2025, Tom Homan, currently serving as the so-called White House Border Czar, attended the annual meeting of the National Sheriff's Association where he [announced the Trump](#) administration's goal to lower its detention standards to encourage sheriffs to provide jail space for immigration detention. The proposed reduction in standards would allow ICE to detain immigrants in jails using much lower state standards versus the already insufficient federal immigration detention standards. The changes would also decrease the frequency of federal inspections which leads to inhumane and poor detention conditions.

The administration has turned to Florida, Nebraska, Louisiana, and many other states to quickly expand detention capacity using their existing jails and prisons, and newly constructed tent cities. In 2025, ICE detained people in [136 new or reopened facilities](#) that were previously dormant or shuttered due to long documented abuse. Many of these new and reopened facilities are IGSAs or facilities directly operated by an individual state under the guise of a 287 (g) agreement which later became a formal IGSA. Below are a handful of examples of IGSAs and agreements with states that are key to understanding these contracts and detention capacity changes.

Etowah County Jail, Alabama (February 2025):



FEBRUARY
2025



For more than two decades, people imprisoned in immigration detention in Etowah were subjected to poor conditions including medical neglect and [punitive conditions](#). This IGSA came to an end in March 2022 after more than a decade of organizing by local advocates and people detained in the facility, documenting abuse and other inhumane conditions. That same year ICE also [ended contracts with](#) the Winn Correctional Center in Winnfield, Louisiana and Alamance County Detention Facility in Graham, North Carolina due to similar accounts of abuse and failures to correct them. In February 2025, at the National Sheriffs' Association's annual conference Sheriff Horton [announced](#) that the notorious Etowah County Jail would soon begin detaining people in ICE custody disregarding its history of abuse and poor conditions.

LATEST DEVELOPMENTS: ACTIVE BOP FACILITIES

Irwin County Detention Center, Georgia (October 2025):



Four years ago, ICE terminated its IGSA with Irwin County Detention Center following testimony and evidence that immigrants detained were subjected to medical abuse including gynecological procedures without informed consent. Initial complaints were reported in 2020, and in November 2022 a bipartisan [report](#) by the United States Senate Permanent Subcommittee on Investigations found these claims to be true. On October 2025, [ICE announced](#) that it would begin to detain individuals once again at the Irwin County Detention Center.

CoreCivic Portfolio Expansion (November 2025):



In the third quarter of 2025, CoreCivic expanded their portfolio acquiring three IGSA's. CoreCivic entered into agreements with Farmville Detention Center in Farmville, Virginia, Western Tennessee Detention Facility in Mason, Tennessee, and Diamondback Correctional Facility in Watonga, Oklahoma. When these facilities are fully operational their detention capacity is [3,496](#) people and CoreCivic's annual revenue from these three contracts increases by approximately [\\$170 million](#).

Glades County Jail, Florida (April 2025):



Despite a [documented history](#) of pepper-spray assaults, toxic chemical exposure, and at least 15 civil-rights complaints filed between 2021-2022, the Glades County Jail is back in operation for immigration detention. ICE paused operations at the facility in 2022 due to [the history of abuse](#).

Rural Missouri Jails (May 2025):



An investigation by [The Marshall Project](#) revealed ICE's expansion into several rural Missouri jails including Ste. Genevieve, Phelps, Greene, and Ozark County facilities. Tragically in October 2025, a person detained in ICE custody at the Ste. Genevieve County Jail [died](#).

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LATEST DEVELOPMENTS: FORMER BOP FACILITIES

Expansion of IGSAs in Ohio (February and March 2025):



In February 2025, ICE signed a new IGSA to increase the capacity at Butler County Jail by 300 individuals. The new agreement will pay the sheriff's office [54 percent](#) more per individual that is detained in the facility, jumping the daily cost from \$68 per day to \$105 per day. In March 2025 a multi-county jail authority board established another IGSA with ICE for the Corrections Center of Northwest Ohio located in Williams County. The board had been in negotiations with ICE since 2023.

Expansion of detention facilities through “state agreements” (July 2025)



In July 2025, Florida opened a camp facility—Everglades, referred to by ICE as “Alligator Alcatraz.” This facility was unlike other immigration detention facilities given that it lacked an IGSA. The State of Florida argued that if fully owned and operated this immigration facility in accordance with 287(g) agreements. ICE claimed that they did not authorized the construction of Everglades despite cooperation with state officials. Ultimately, the State of Florida continues to operate the facility in coordination with ICE. This new state agreement model for detention was duplicated by the Miami Correctional Facility in Indiana, referred to by ICE as the Speedway Slammer, where Indiana state officials lead the conversion of a shuttered state prison into an ICE detention facility. Once the conversion was complete, DHS formalized the partnership with Indiana for Miami Correctional through an IGSA.

DHS has cited that this facility was made possible with [additional funding](#) from Congress through the reconciliation bill. These facilities create a dangerous new precedent that allows states to act unilaterally to create immigration detention facilities, helping ICE circumvent the usual federal procurement requirements.

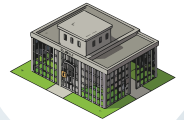
PLAYERS

To reach its expansion goals, the administration has relied on a variety of actors, including both internal and external stakeholders. ICE Enforcement & Removal Operations (ERO) manages contract placement decisions and modifications. ERO lacks basic written procedures for negotiating or monitoring IGSAs, according to DHS Office of Inspector General [audits](#).

County sheriffs and local governments control local jail space, collect per diems, and often divert local resources to assist federal agents conduct immigration enforcement in their communities. They act as intermediaries that allow ICE to bypass federal procurement rules. Although often motivated by potential revenue streams for local budgets, decades of [research](#) have shown that prisons do not foster local economic growth.



LOCAL JAILS



Private prison companies such as CoreCivic, GEO Group, LaSalle, and MTC operate the majority of IGSA sites by subcontracting with host counties and capturing profit, while the public entity acts as a legal shield.

HISTORICAL CONTEXT

For decades, a variety of stakeholders including government oversight agencies, directly-impacted individuals, and advocates have all [documented](#) inhumane conditions, abuse, and mistreatment in immigration detention centers nationwide, regardless of the facility or contracting structure. In particular, the financial structure of IGSA's has been tied to deplorable conditions, preventable deaths, and systematic abuse, as oversight becomes nearly impossible when ICE contracts through local government intermediaries.

Perverse financial incentives

The IGSA system is a profit-driven pipeline that links federal immigration enforcement to local fiscal interests, even though [studies](#) show that prisons do not foster economic growth. Many IGSA contracts include guaranteed minimums or "lock-up quotas" that assure counties or private operators are paid, whether the space is occupied or not, with additional payments made if detention numbers exceed the guaranteed minimums, directly [incentivizes](#) mass arrests and deplorable conditions.

IGSAs proliferated after the Immigration and Naturalization Service dissolved in 2003 and ICE inherited its network of jail contracts. Detention through IGSA's expanded during the "War on Terror" as immigration enforcement became increasingly criminalized and militarized. Currently, IGSA's are ICE's most used detention contract vehicle.

A System Shielded from Consequence

Over the past decades, ICE has repeatedly signed and extended contracts with minimal transparency or oversight. Repeated federal audits by the Department of Homeland Security Office of Inspector General and the United States Government Accountability Office have documented ICE's inability to hold IGSA facilities accountable. A [2018](#) audit found ICE improperly modified contracts, lacked basic monitoring procedures, and rarely enforced penalties, despite documented abuse and deaths. IGSA's continue to provide the Trump administration a mechanism to rapidly scale up detention capacity while avoiding accountability and transparency.

TAKE ACTION

- Sign the petition: [Tell your members of Congress to stop ICE expansion](#)
- [Communities Not Cages toolkit](#)
- Visit detentionwatchnetwork.org for up to date calls to action



LEARN MORE

- [Cut the Contracts: It's Time to End ICE's Corrupt Detention Management System](#)
- [Resisting Authoritarianism: Our Collective Struggle Against Trump's Escalating Attacks on Immigrant Communities](#)
- [State Legislation Bans on Immigration Detention](#)
- [Banking on Detention: local lockup quotas & the immigrant dragnet](#)
- [Communities not Cages: A Just Transition from Immigration Detention Economies](#)

Reach out to program@detentionwatchnetwork.org with questions, to get involved, or to view our recent webinar on this topic.