



July 2025 Update Report

The Jail-to-Deportation Pipeline in Wisconsin

How Sheriffs Continue to Cooperate with the ICE Deportation Machine

ACLU
Wisconsin

Contents

.....

<i>Introduction and Executive Summary</i>	<i>1</i>
<i>287(g) Agreements.....</i>	<i>2</i>
<i>SCAAP Program.....</i>	<i>3</i>
<i>Immigration Detainers.....</i>	<i>5</i>
<i>Detention and Transportation.....</i>	<i>6</i>
<i>Assembly Bill 24.....</i>	<i>6</i>
<i>Action Steps for Concerned Wisconsinites</i>	<i>8</i>

Key Takeaways

Being booked into a county jail in Wisconsin very often starts a process that can end in deportation, even for minor violations, and even before conviction of a crime.

As of July 2025, according to ICE, **thirteen** Wisconsin law enforcement agencies have formalized partnerships with ICE through active 287(g) agreements.

From Federal Fiscal Year 2021-24, the Wisconsin Department of Corrections and 29 counties received over **\$7 million** in federal funds through the State Criminal Alien Assistance Program (SCAAP) in exchange for data sharing with ICE.

From October 2021 through June 2025, ICE sent more than **3,300** immigration detainers — requests for local jails to hold individuals for up to 48 hours beyond their scheduled release without a judicial warrant or state law basis to hold them. Recent open records requests also found that at least **three** Wisconsin counties get paid to detain and transport individuals for ICE.

Legislative proposals, such as 2025 Assembly Bill 24 (Senate Bill 57), further threaten to mandate and expand sheriff-ICE cooperation, forcing local law enforcement into roles that undermine community trust and safety.

Wisconsinites concerned about the jail-to-deportation pipeline can demand transparency from their sheriffs, advocate for immigrant-friendly policies, support immigrants' rights organizations, and engage with elected officials.

Introduction and Executive Summary

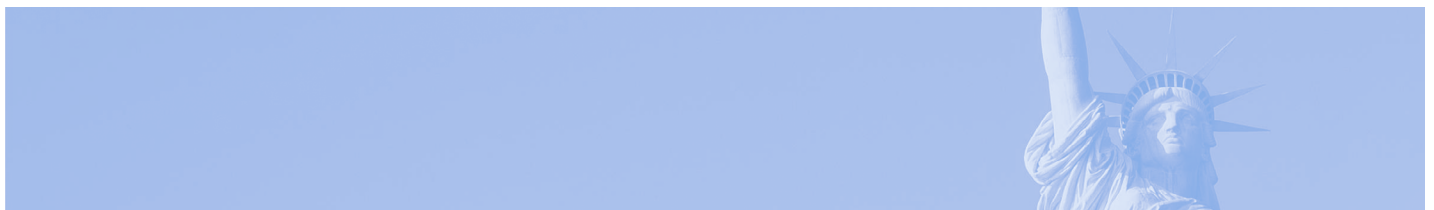
.....

There are roughly 162,000 immigrants living in Wisconsin who are not yet U.S. citizens—many have been living here for years or even decades. Their immigration status runs from permanent resident, DREAMER, and refugee, to holders of work and student visas, as well as those who are undocumented. They work in a wide variety of jobs, including being the backbone of the state’s dairy industry. They live in communities throughout Wisconsin and are our neighbors, friends, and family members. **And all of them run the risk of being deported through some contact with the criminal justice system.**

Being booked into a county jail in Wisconsin very often starts a process that can end in deportation, even for minor violations, and even before conviction of a crime. Our 2022 report, “[The Jail-to-Deportation Pipeline in Wisconsin](#),” highlighted how U.S. Immigration and Customs Enforcement (ICE) has consistently sought to deport immigrants living in Wisconsin after picking them up from jails and prisons across the state. This report serves as an update to our 2022 findings, examining trends in local law enforcement cooperation with ICE from 2022 through early 2025.

Our continued research demonstrates that the jail-to-deportation pipeline remains deeply entrenched in Wisconsin. Despite ongoing advocacy and public awareness efforts, a concerning number of sheriffs have formalized partnerships with ICE through 287(g) agreements, accept federal funds through the State Criminal Alien Assistance Program (SCAAP) in exchange for data sharing, and honor ICE detainer requests that lack judicial warrants. Recent legislative proposals, such as [2025 Assembly Bill 24](#) (Senate Bill 57), further threaten to mandate and expand this cooperation, forcing local law enforcement into roles that undermine community trust and safety.

The data indicates that the underlying mechanisms enabling the deportation machine in Wisconsin have persisted and grown. **This report aims to shed light on the continued entanglements between local sheriffs’ offices and federal immigration enforcement and reiterate our urgent call for systemic changes that prioritize community well-being over the perpetuation of this harmful pipeline.**



Sheriff's Office Collaboration with ICE

Many more sheriffs have signed 287(g) agreements.

The 287(g) program, which delegates certain immigration enforcement responsibilities to state and local law enforcement, continues to be a contentious tool for ICE. Our 2022 report noted that eight Wisconsin sheriffs had signed formal 287(g) agreements. **As of July 2025, according to ICE, the number of Wisconsin law enforcement agencies with active 287(g) agreements has increased to 13.** All of the growth occurred in 2025 during the second Trump administration. One agency listed in our 2022 report, the Lafayette County Sheriff, ended its 287(g) agreement in 2023.

These agreements primarily take two forms: the Jail Enforcement Model and the Warrant Service Officer (WSO) model. Waukesha County continues to utilize the Jail Enforcement Model, which purports to grant deputized local officers broad authority to interrogate individuals about their immigration status, issue detainers, and initiate deportation proceedings directly within the jail setting.* The remaining agencies operate under the WSO model, which purports to authorize local officers to serve administrative warrants and detain immigrants on behalf of ICE.

The expansion of these agreements enables ICE to further embed its enforcement presence within local jurisdictions, often circumventing community-driven policies against immigration enforcement. These partnerships not only divert local resources from community safety initiatives but also significantly heighten the risk of racial profiling and erode trust between law enforcement and immigrant communities. A growing number of Wisconsin sheriffs continue to opt into this program, actively contributing to the jail-to-deportation pipeline.

Here are the 13 Wisconsin county sheriffs currently involved in 287(g) agreements:

Sheriff	Date Entered
Brown	10/16/2020
Fond du Lac	6/5/2020
Kewaunee	6/12/2025
Manitowoc	6/5/2020
Marquette	5/21/2020
Outagamie	5/8/2025
Sheboygan	2/27/2020
Washington	3/3/2025
Waukesha	6/10/2020*
Waupaca	4/2/2025
Waushara	6/8/2020
Winnebago	3/3/2025
Wood	3/17/2025

*Waukesha County also signed a Warrant Service Officer agreement on May 13, 2025.

Sheriffs continue to send data to ICE in return for SCAAP funds.

The State Criminal Alien Assistance Program (SCAAP) continues to provide a significant financial incentive for law enforcement agencies to share information with ICE.

This federal grant program partially reimburses state and local governments for the costs of incarcerating certain non-citizens. In exchange for these funds, agencies submit data on individuals they have incarcerated who are or are believed to be undocumented. This information is then shared with ICE, further strengthening its data-driven deportation machine.

From federal Fiscal Year 2021 through Fiscal Year 2024, 29 Wisconsin counties and the Wisconsin Department of Corrections received substantial SCAAP funding. The total amount of SCAAP funds received by these Wisconsin entities from October 2020 through September 2024 (encompassing [FY 2021-2024 data](#)) has reached approximately **\$7,258,616**.

This continued influx of federal funds underscores the financial enticement for local law enforcement to collaborate in immigration enforcement. The sharing of records of incarcerated individuals with ICE through the SCAAP application process creates a direct link in the jail-to-deportation pipeline, allowing ICE to identify and track individuals for potential removal proceedings.

Reported SCAAP Funding During Federal Fiscal Years 2021-24

County/Entity	FY21	FY22	FY23	FY24	Total
Barron Cty	\$2,014	\$4,037	\$1,915	\$1,660	\$9,626
Brown Cty	\$53,800	\$67,665	\$90,222	\$40,422	\$252,109
Calumet Cty	\$25,493	\$58,373	\$43,569	\$16,232	\$143,667
Columbia Cty	\$12,233	\$17,192	\$13,078	\$4,937	\$47,440
Dane Cty**	\$86,817	\$90,524	\$80,924	\$83,523	\$341,788
Door Cty	\$16,550	\$4,295	\$2,392	\$5,452	\$28,689
Eau Claire Cty	\$17,006	\$14,767	\$15,333	\$0	\$47,106
Fond du Lac Cty	\$37,775	\$21,111	\$26,003	\$24,828	\$109,717
Grant Cty	\$26,654	\$30,501	\$41,501	\$23,086	\$121,742
Jefferson Cty	\$3,448	\$4,722	\$1,749	\$759	\$10,678

** The Dane County Sheriff [announced](#) on January 29, 2025 that his office will no longer participate in the SCAAP program.

County/Entity	FY21	FY22	FY23	FY24	Total
Kenosha Cty	\$30,441	\$19,386	\$48,365	\$13,752	\$111,944
La Crosse Cty	\$16,306	\$20,711	\$19,699	\$19,699	\$76,415
Lafayette Cty	\$15,443	\$12,315	\$18,757	\$15,457	\$61,972
Marathon Cty	\$71,776	\$31,948	\$29,380	\$37,764	\$170,868
Monroe Cty	\$14,289	\$4,876	\$5,695	\$4,341	\$29,201
Outagamie Cty	\$36,141	\$14,497	\$20,531	\$28,892	\$100,061
Portage Cty	\$20,031	\$23,970	\$12,282	\$14,720	\$71,003
Racine Cty	\$45,950	\$53,474	\$36,181	\$47,715	\$183,320
Rock Cty	\$26,922	\$8,406	\$21,572	\$13,457	\$70,357
Rusk Cty	\$1,358	\$365	\$559	\$2,571	\$4,853
Sauk Cty	\$7,223	\$30,062	\$7,829	\$15,348	\$60,462
Shawano Cty	\$12,562	\$9,450	\$8,706	\$3,915	\$34,633
Sheboygan Cty	\$27,079	\$32,799	\$28,204	\$20,044	\$108,126
Trempealeau Cty	\$13,072	\$2,217	\$4,639	\$10,473	\$30,401
Walworth Cty	\$69,851	\$32,916	\$43,243	\$19,930	\$165,940
Washington Cty	\$17,268	\$6,805	\$15,637	\$8,891	\$48,601
Waukesha Cty	\$29,177	\$23,550	\$27,733	\$18,963	\$99,423
Waushara Cty	\$4,871	\$7,528	\$0	\$8,325	\$20,724
Winnebago Cty	\$33,351	\$10,593	\$24,274	\$11,058	\$79,276
Dept. of Corrections	\$0	\$1,741,025	\$1,712,111	\$1,162,924	\$4,616,060
TOTAL	\$774,901	\$2,412,570	\$2,392,007	\$1,679,138	\$7,258,616



ICE still sends thousands of detainees to Wisconsin jails.

Immigration detainees, which are requests from ICE for local jails to hold individuals for up to 48 hours beyond their scheduled release, remain a critical component of the jail-to-deportation pipeline. Although these detainees are often not accompanied by a warrant signed by a neutral judicial official and lack legal authority under Wisconsin law, most sheriffs across the state continue to honor them.

From October 2021 through June 2025, ICE sent more than **3,300 detainees** to facilities in Wisconsin. This data reflects a continuing pattern of ICE relying on local jails to facilitate the transfer of individuals into federal immigration custody.

Here is the breakdown of detainees issued during this period:

Time Period	# Detainers
Oct 2021 – Sept 2022	474
Oct 2022 – Sept 2023	853
Jan 1 - Dec 31, 2024	942
Jan 1 - June 10, 2025	1,065

These numbers demonstrate that even without a judge-signed warrant, ICE continues to issue these “requests,” and a significant number of Wisconsin jails continue to comply. This practice is problematic as federal deportation proceedings are civil, not criminal, matters and Wisconsin law does not provide legal authority for law enforcement to act on civil immigration detainees.

While some counties, such as Milwaukee and Dane, have implemented policies to limit or prohibit honoring detainees, many others, including those using problematic boilerplate policies from companies like Lexipol, continue to facilitate these holds. The Milwaukee Journal Sentinel’s **2025 survey of Wisconsin sheriffs** further highlights this disparity, showing that while some sheriffs explicitly state they do not honor detainees without a judicial warrant, many others do, often citing broad interpretations of “cooperation” with federal agencies.

The continued honoring of these administrative detainees by local law enforcement **fundamentally violates Wisconsin law** and increases the risk of wrongful detention and deportation for individuals who have not been convicted of a crime or who may have legal grounds to remain in the U.S.

Sheriffs sign agreements to detain immigrants for ICE.

Beyond the formal 287(g) agreements and SCAAP funding, some Wisconsin sheriffs are entering into **new deals with ICE to house and transport detained immigrants**, increasing detention space for Trump's deportation initiatives. These arrangements provide more direct financial incentives for local sheriffs to collaborate with federal immigration enforcement.

Brown County provides a clear example of such a financial arrangement. An April 2025 modification to an existing agreement (Contract/Order No. 89-02-0116, Modification No. P00001) with ICE details an increase in funding specifically for "Detention and Transportation Services" with a contract value of \$90,000.

- Detention services are reimbursed at a rate of \$70.00 per detainee, per day, with funding for this line item increasing to \$63,000.00.
- Transportation services (escort and stationary guard rates) are reimbursed at \$36.00 per hour, with mileage and funding increasing to \$27,000.00.

Sauk County has also formalized its financial cooperation with ICE through a modification to its Intergovernmental Agreement (IGA No. 90-05-0052, Modification No. 2), effective April 1, 2025. The explicit purpose of this modification is to "Add U.S. Immigration and Customs Enforcement (ICE) as an authorized rider" to the existing agreement.

- Sauk County receives a per-diem rate of \$106.00 for housing individuals for ICE.
- Guard/Transportation services are reimbursed at \$38.45 per hour with mileage reimbursements.

In the six weeks from May 5, 2025, to June 12, 2025, Sauk County has already billed ICE for 45.0 days of detention for various individuals, totaling \$4,770. Its billing report explicitly lists

"Immigration and Customs Enforcement" as the reason for holding these individuals, demonstrating the direct nature of this financial arrangement.

Ozaukee County gave ICE the ability to purchase cell space in the Ozaukee County Jail in March of this year, expanding an existing contract with the United States Marshall Service.

These agreements in Brown, Sauk and Ozaukee counties underscore a concerning trend: local sheriffs are not only passively complying with ICE requests but are actively entering into and benefiting from direct financial arrangements to house and transport immigrants for ICE removal activities. Such agreements further integrate local law enforcement into the federal deportation apparatus, diverting resources and compromising community trust.

"Some Wisconsin sheriffs are entering into *new deals with ICE* to house and transport detained immigrants."

The Wisconsin Legislature is considering bills that require more cooperation with ICE.

Recent legislative efforts aimed at mandating and expanding local law enforcement cooperation with ICE would reinforce the jail-to-deportation pipeline in Wisconsin.

Assembly Bill 24 and its companion bill, Senate Bill 57, introduced in the 2025-2026 legislative session, propose significant changes that would compel county sheriffs into roles they were not intended to play.

Key Provisions of Assembly Bill 24

[AB-24](#), as amended by Assembly Amendment 1, introduces new statutory requirements for county sheriffs, primarily focusing on two mandates:

1. Mandatory Investigation of Citizenship

Status: For any individual confined in jail for an offense punishable as a felony (even before conviction or charge), the sheriff would be required to request proof of lawful presence in the United States. The bill enumerates specific acceptable forms of proof. If the sheriff is unable to verify lawful presence, or if the individual fails to provide proof or invokes their Fifth Amendment right to remain silent, the sheriff “shall immediately” report them to the federal Department of Homeland Security (DHS). This provision effectively forces all individuals, including U.S. citizens, to carry specific identification documents and compels sheriffs to act as immigration agents.

2. Mandatory Compliance with Detainer

Requests: The bill mandates that if a sheriff receives a detainer and administrative warrant from DHS “that reasonably appears to be” for an individual confined in jail for an offense punishable as a felony (even before conviction or charge), the sheriff “shall comply with the requests of the detainer.” This provision explicitly requires sheriffs to honor detainer requests that are not signed by a judge, but rather by an ICE officer, despite current Wisconsin law lacking authority for such holds and the constitutional concerns surrounding these administrative warrants.

The ACLU of Wisconsin strongly opposes AB-24, as it would exacerbate the existing jail-to-deportation pipeline and harm communities across the state.

- **Erosion of Trust and Public Safety:** By forcing local law enforcement to act as

federal immigration agents, the bill would diminish trust between immigrant communities and police. This erosion of trust makes victims and witnesses fearful of reporting crimes or cooperating with law enforcement, jeopardizing the safety of all community members.

- **Increased Racial Profiling and Civil Rights Violations:** The mandatory investigation of citizenship status and compliance with administrative detainers can lead to increased racial profiling. Law enforcement officers, lacking federal immigration training, would be compelled to make complex judgments based on perceived immigration status, potentially leading to pretextual stops and arrests, and an increase in civil rights violations. [ACLU investigations reveal](#) that historically, 287(g) participating agencies have records of racial profiling and other civil rights abuses.
- **Unconstitutional Practices:** The bill’s mandate to honor administrative detainers not signed by a judge is problematic. Such detainers are civil, not criminal, and lack the judicial oversight required for Fourth Amendment purposes. Forcing sheriffs to act on these could expose counties to legal liability.
- **Financial Penalties for Non-Compliance:** AB-24 includes a punitive measure: if a county sheriff fails to certify compliance with these requirements, the Department of Revenue must reduce the county’s shared revenue payments for the next year by 15 percent. This financial threat pressures counties to comply, regardless of local community needs or legal concerns.

In essence, AB-24 represents a significant step towards codifying and expanding the harmful practices that fuel the jail-to-deportation pipeline, transforming local sheriffs into tools of mass deportation and undermining the safety and well-being of Wisconsin communities.

Action Steps for Concerned Wisconsinites

The continued expansion and formalization of local law enforcement's cooperation with ICE pose significant threats to immigrant communities and the foundational principles of justice in Wisconsin. However, **concerned residents have a vital role to play** in advocating for change and working to dismantle the jail-to-deportation pipeline. Here are actionable steps you can take:

Demand Transparency and Accountability from Local Law Enforcement:

Ask Your Local Sheriff or Police Chief

Specific Questions: Engage with your local law enforcement leaders. When meeting with them, demand to know:

- Are people questioned about their immigration status when stopped, pulled over, or arrested, even when not directly relevant to an investigation of a state or local charge? (They should not be).
- Are stops conducted or prolonged solely for the purpose of contacting federal immigration authorities?
- Does the Sheriff's Department honor detainer requests issued by ICE? (They should not unless accompanied by a warrant signed by a judge or magistrate, not just an ICE officer).
- Does the department agree that every person, regardless of country of origin, is entitled to equal respect by personnel?
- Does the department have a written policy regarding its interactions with immigrant community members?

- Does the department contact ICE when booking foreign-born persons into the jail?
- Has the department reviewed the ACLU of Wisconsin's reports surveying policies on interacting with the immigrant community?
- Does the Sheriff's Department have any current agreements to collaborate with ICE (such as 287(g) or Intergovernmental Agreement rider agreements)?

Advocate for Immigrant-Friendly Policies:

Urge Adoption of Model Policies: Encourage your local law enforcement agencies to adopt policies that prioritize community trust and safety over federal immigration enforcement. Advocate for measures that prohibit:

- Inquiring about immigration status unless directly relevant to a criminal investigation.
- Initiating or prolonging stops based on suspicion of undocumented status.
- Complying with administrative warrants or detainers not reviewed by a neutral magistrate.
- Transferring individuals to federal immigration agents without a judicial warrant.

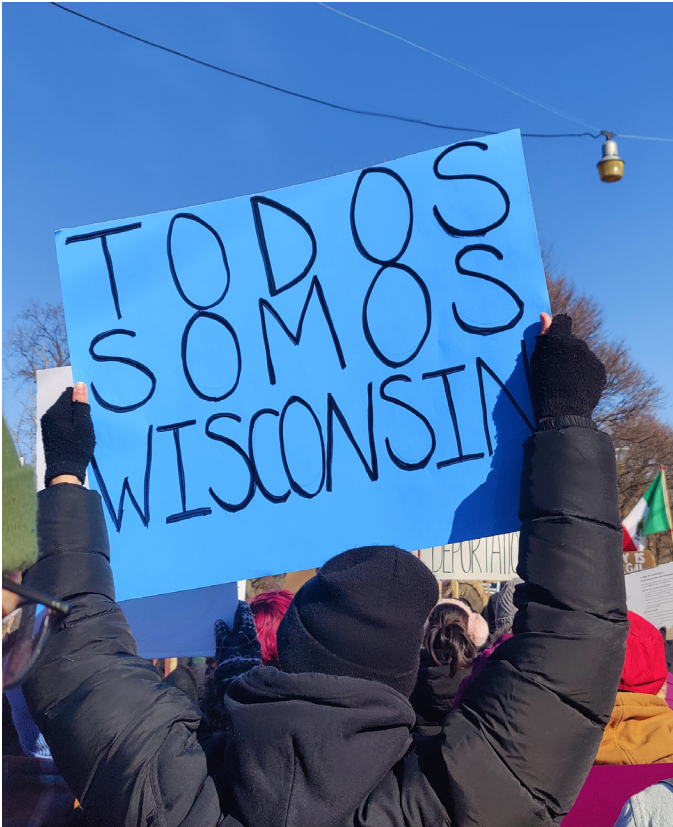
Oppose Bills that Mandate Cooperation:

Actively oppose legislative proposals, such as Assembly Bill 24 (Senate Bill 57), that would force local law enforcement into federal immigration roles, undermine community safety, and lead to increased civil rights violations. [Contact your state legislators](#) and express your opposition.

Support and Amplify Immigrant Rights Organizations:

Join Local Advocacy Efforts: Connect with local immigrant rights groups and civil liberties organizations (like the ACLU of Wisconsin, [Voces de la Frontera](#), and others in your community). These organizations often lead campaigns, organize events, and provide resources for effective advocacy.

Spread Awareness: Educate your friends, family, and neighbors about the jail-to-deportation pipeline and its impact on Wisconsin communities. Share reports, articles, and information from trusted sources.



Engage with Elected Officials:

Contact Your County Board and State Legislators: Express your concerns about local immigration enforcement policies and legislative proposals. Demand that they prioritize community well-being and uphold constitutional protections for all residents, regardless of immigration status.

Participate in Public Hearings: Attend county board meetings, sheriff’s department public forums, or legislative hearings where these issues are discussed. Share your perspective and advocate for policies that build inclusive and safe communities.

.....

By taking these actions, you can contribute to a movement that demands accountability from local law enforcement, protects the rights of all residents, and works towards dismantling the jail-to-deportation pipeline in Wisconsin.

.....

