Repatriation FY 2025 Spend Plan

Authorizing Legislation

The Repatriation Program is authorized by Section 1113 of the Social Security Act, 42 U.S.C. 1313. It is funded from the Child Support Enforcement and Family Services Program appropriation.

Section 1113(a) authorizes the provision of temporary services to destitute U.S. citizens returning from abroad. Section 1113(c) specifically defines the types of activities that may be provided as "temporary assistance" as "money payments, medical care, temporary billeting, transportation, and other goods and services necessary for the health or welfare of individuals (including guidance, counseling, and other welfare services)".

Section 1113(b) authorizes the Secretary to develop plans and make arrangements for the provision of temporary assistance.

Section 1113(d) limits the funding level for the temporary financial assistance received by individuals under that section at $1 million each fiscal year.

The Act of July 5, 1960 (24 U.S.C. Chapter 9) provides for the hospitalization of mentally ill nationals returned from foreign countries and authorizes Health and Human Services to receive any eligible person at any port of entry, temporarily care for and treat at suitable facilities and otherwise render assistance to such person.

Program Background

The Repatriation Program provides temporary assistance to citizens of the United States and to dependents of citizens who are without available resources and have been identified by the Department of State as having returned from a foreign country to the United States because of destitution or illness or because of war, threat of war, invasion, or similar crisis. As of April 2025, ACF has provided temporary assistance to 458 individuals for FY 2025.

Since the 1980s, the Repatriation Program has entered into agreements with states, territories, and other service providers to support the routine arrivals of individual, family/small group repatriates and of mass evacuations/emergency repatriations, such as in the case of natural disasters. The program reimburses the provision of direct services and related planning and administrative costs. Since 2021, the program support administration has occurred through a cooperative agreement with a national private organization to assist the federal government with certain administrative and financial management activities. All individuals receiving assistance are expected to repay the cost of such assistance.

The Repatriation Program also serves mentally ill nationals returned from foreign countries under 24 U.S.C. Chapter 9, Hospitalization of Mentally Ill Nationals Returned from Foreign Countries. These costs are not subject to the limit in Section 1113(d). In FY 2025, the program provided repatriation assistance for reasons of mental illness to approximately 34 individuals.

Prior to FY 2018, ACF's Office of Refugee Resettlement (ORR) administered the Repatriation Program. At the end of FY 2018, ACF's Assistant Secretary re-delegated authority for administration of the program to ACF's Office of Human Services Emergency Preparedness and Response (OHSEPR), and the program was officially moved, as reported through a Federal Register Notice. This move was designed to bring the Repatriation

Program, with its core human services emergency response mission, into the ACF emergency management office.

Repatriation Program Funding

Traditionally, ACF has paid for the Repatriation Program's costs from two sources. Program administration and overhead costs have been paid from ACF's Federal Administration funds, which is part of ACF's Children and Families Services account. Temporary assistance costs are paid from ACF's Child Support Services and Family Support Programs account. While the Child Support account is an open-ended entitlement, Repatriation temporary assistance costs are subject to a $1 million statutory limit. The program is subject to sequestration.

Congress has historically increased this limit temporarily in response to emergencies. This was done in FY 2017 and FY 2018 in response to hurricane emergencies in the Caribbean, in FY 2020 to $10 million in response to COVID-19, and $10 million each year FY 2021 and FY 2022 at the conclusion of military operations in Afghanistan as part of Operation Allies Refugee and Operation Allies Welcome.

In FY 2018 and FY 2019, ACF worked with HHS's Office of General Counsel (OGC) to confirm a new legal interpretation that the statutory limit in Section 1113(d) only applies to "temporary assistance," as defined in the statute. This interpretation means that planning activities related to repatriation under Section 1113(b) supporting program development, management, and administration are not subject to the statutory $1 million cap on temporary assistance. The funds from this account are not available to fund federal program personnel. The account is subject to sequestration.

FY 2024 Accomplishments

Funding provided in FY 2024 contributed significantly to the development of baseline capability within the program and its ability to successfully manage large-scale emergency repatriation operations. ACF reached several important milestones in program improvement, including:

- plans for managing federal activities – within OHSEPR and across the federal interagency – for emergency repatriation;
- development of additional guidance and the launch of the website for the Repatriation Training and Technical Assistance Center;
- multiple internal drills and exercises to validate newly created roles and responsibilities with contract support teams;
- the development of a data strategy to inform the scoping of a new repatriation program database; and
- the implementation of and ongoing implementation of emergency repatriation planning grants for five states serving as critical domestic entry points.

The program instituted a process for tracking the resolution of findings from the program evaluation in FY 2022. This review continues to inform processes and products to improve program components necessary to address capability and capacity gaps identified in recent mission operations and identify a continuous cycle of performance improvement through program evaluation reports and recommendations.

During FY 2024, OHSEPR continued to enhance its readiness posture to enable the execution of emergency repatriation activities. As evidenced by the ongoing war between Israel and Hamas, and political instability in Haiti, OHSEPR remains postured to provide support to American citizens and their families requiring repatriation services. To that end, ensuring the connection between the routine and emergency programs is essential to executing a seamless service experience for repatriates and the ability for community agencies to support them. As repatriates and their families transitioned to life back in the United States in FY 2024, planning funds enabled ongoing coordination between emergency temporary assistance and routine response phases and enhanced collaboration between OHSEPR and State Repatriation Coordinators.

Over the FY 2024 period, activities implemented through the funding categories continue to enhance overall program performance and management processes to improve service delivery and coordination and identify opportunities for improvements in data collection processes. The program continues to work with the grantee to implement management practices to improve the service delivery and financial accounting practices that will enable the program to provide the most effective services to enable returning Americans quickly reach self-sufficiency while appropriately and efficiently utilizing federal funds.

FY 2025 Use of Funds

To improve the Repatriation Program's operational capabilities across federal, state, and local jurisdictions, as defined in Section 1113(b), ACF continues implementing deliberate planning activities in addition to moving ahead with program adjustments as indicated by the ongoing program evaluation of routine and emergency operations. Continuing actions underway to enhance OHSEPR's partnership with states, jurisdictions, and federal partners across the global threat landscape include:

- continuing implementation agreements with jurisdictions through a risk-based assessment process for emergency repatriation planning, training, and exercising activities. Five original jurisdiction cooperative agreements will be completed. Five new jurisdictions will begin a new cycle of cooperative agreements.
- an OHSEPR-led design lab where jurisdictions can plan collaboratively and provide mutual aid to an emergency response.
- continuing to develop internal reviews, systems, process and procedural controls transition the program to direct federal management.
- conducting training and technical assistance and promulgating topical information memoranda (e.g., unaccompanied minors, wrongfully detained repatriates) to provide more technical assistance and policy guidance to jurisdictional program managers on regular processes and exceptional cases, and
- exercising new planning documents at the federal and jurisdictional level to ensure a common orientation to the roles and responsibilities associated with federal, state, and jurisdictional authorities.

OHSEPR continues execution of activities as part of ongoing, routine program management. The estimated and actual costs indicated in this plan are for activities designed to address needs in identified areas to ensure quality and consistency of product development over the course of a multi-year performance period. The activities are stepwise and iterative, with the expectation that the overall progression of the program relies on a multi-year, deliberate approach necessary to support the best possible outcomes for repatriates from routine and emergency repatriations. Activities include:

- training, education, and exercising of contracted surge resource support for emergency repatriation and
- training rotating State Department Consular Affairs officials on the process for interacting with and referring cases to the U.S. Repatriation Program.

The funding allocation table outlines budgeted allocations for FY 2025. ACF will continue to utilize existing threat risk assessments from federal intelligence sources to aid in prioritizing jurisdictions in the planning efforts and, through a tiered approach, appropriately sort and structure engagement with jurisdictions attendant to their current capability level. Through FY 2025, ACF will continue to develop plans and procedures to support the incident management, emergency response team, and occupational health and safety of deploying personnel. OHSEPR continues working towards a primary program goal of developing a national network of capability across states over a multi-year period – including peer-to-peer knowledge exchange, collaboration, and support – mirroring best practices in national program development for consequence risk management. In addition, OHSEPR remains committed to leading and enabling federal interagency readiness for domestic repatriation operations through ongoing training, testing, equipping, and preparing systems and educating personnel for potential future missions and improve key performance indicators for ongoing routine program support and service delivery.

By the fourth quarter of FY 2025, OHSEPR will begin the process of transferring program support from an existing grantee to a vendor contracted to support OHSEPR's administration of the routine repatriation program. This will enable more timely program oversight for case management and financial administration and reimbursement of jurisdictions. The current grantee will continue to provide the primary support until a proper transition is achieved.

In FY 2025, OHSEPR also intends to use the resources outlined in the spend plan to award grants to states for temporary assistance based upon historical trends in reimbursement rates for service provision to repatriates. This will ensure that states have resources in hand to provide timely services to repatriates.

Cost components listed below, such as federal planning support and jurisdictional planning, are not expected to decline over time. This is due to the need to support continuous planning and readiness for jurisdictions across the nation and improving overall mission execution by sharing and integrating data sources and systems with federal and state partner agencies. The repatriation program is required to be operationally ready across all 50 states and US territories, to receive and support Americans repatriated from around the world. As reflected in the program evaluation, planning and emergency management require ongoing investment to develop and maintain any capability for optimal performance in a "high consequence" operating environment. Future costs for jurisdictional maintenance will be evaluated through ongoing evaluation of provider maturation as plans, knowledge, and training are developed and tested to define their obligations within incident operations. The planning cost estimates provided in this table are for FY 2025. ACF expects an annual cost increase commensurate with the CPIU over the 10-year budget window with additional targeted investments to buttress identified capability or capacity deficits at the federal or jurisdictional level.

In FY 2024, ACF executed a contract for case management system, as the current system achieved functional and operational obsolescence and will be retired by the vendor in 2025. This has enabled a reexamination of legacy and emerging requirements and will result in a system delivered in FY 2025 that will encompass the current functionality with some process improvements (at minimum), with a look ahead to future development to enable OHSEPR, State Department, and jurisdictional to collaborate on cases in a secure, virtual location. This also includes further security reviews to enable system enhancements and interoperability, and other data sharing and collaboration agreements and pathways for direct services. Up-front and on-going categories for expenses indicated below. These activities will carry-forward through implementation over the contract period of performance.

FY 2025 Spend Plan

Category	FY 2025 Total (As of August 2024)	FY 2025 Revised Total	Category Description
Temporary Assistance (Sections 1113(a) and (c))	$1,000,000	$1,000,000	Temporary assistance to repatriates subject to $1,000,000 statutory limit. In late FY 2025, OHSEPR will begin issuing grants to states consistent with their historical trend expenses for their case load.
Temporary Assistance to Mentally Ill Nationals (24 U.S.C. 9)	$164,282	$164,122	Temporary assistance to mentally ill nationals
Planning (Section 1113(b))			
Cooperative Agreement Administration: Routine Repatriation	$3,050,000	$3,000,000	Funding for current grantee (ISS-USA) to conduct case management and support coordination activities for repatriates. Costs cover management and administrative overhead. NOFO awarded in FY23 and FY25 will be the final year of three-year Cooperative Agreements with ISS-USA. Estimate includes transition of current program support services from cooperative agreement to a new contract vehicle for future support to the routine program administration, including transition period from current grantee. (New contractor is to be determined.) Additional support for federal program management actions.
Cooperative Agreement Administration: Emergency Repatriation		$1,101,790	Funding for emergency repatriation contingency surge support.
State Direct Costs for Administration of Temporary Assistance Services	$1,000,000	$1,000,000	Estimated costs for administrative personnel within states providing temporary assistance to repatriates. HHS OGC indicated that this expense falls within the category of program planning and administration.
Federal Planning Support	$4,656,775	$6,397,244	Contracts, IAAs, and direct spending to provide targeted planning support to OHSEPR. Fixed costs based on providing planning support to federal efforts via contract (current vendor – Peers & Partners) and option year four of federal planning support (current vendor – Deloitte). Funding to support OHSEPR start-up expenses in an emergency repatriation for case management and logistics surge support task orders. (New vendor to be awarded in FY 2025.)

Category	FY 2025 Total (As of August 2024)	FY 2025 Revised Total	Category Description
Jurisdictional Planning	$1,000,000	$1,200,000	Direct planning support to jurisdictions via cooperative agreements. Fixed cost based on estimates for plans and exercises developed at state level. Will fund five new jurisdictions and complete original cycle of the three-year pilot cooperative agreements with the current five states (AZ, CA, VA, WA, OR). Award amounts for the final year were reduced to align with scope of work expected for five new grantees.
OHSEPR Travel and Virtual Alternatives	$51,114	$100,000	Travel for routine program administration and for emergency travel for federal personnel. Additional travel funding may be required, pending emergency activations and locations.
Repatriation Equipment and Information Technology	$4,064,538	$3,750,913	Database for repatriation coordination and IT systems management, governance, and technical support. Fixed cost based on scope of requirements for new repatriation database requirements to replace legacy system (current vendor – Koniag Data Systems. LLC). Also includes costs for "in-house" program management and systems maintenance. Development and maintenance of situational awareness and analysis tools for emergency repatriation incident management and resource allocation. Cost decrease represents refined cost estimates.
Training & Technical Assistance Center & QA program monitoring	$5,186,141	$3,205,384	Direct TA to support jurisdictional (state, tribal, territorial, local) planning, program management, performance evaluation, for emergency repatriation planning (current vendor - ICF). Price reduction reflects potential consolidation of training and technical assistance support and efficiencies that may be achieved through the program. Also includes federal program quality improvement and quality assurance (current vendor – Deloitte).
Planning, Subtotal	*$19,008,568*	*$19,755,331*	
Repatriation Total	**$20,172,850**	**$20,919,453**	
Sequestration*	**-$1,291,400**	**-$1,291,400**	
Post-Sequestration Total	**$18,881,450**	**$19,628,053**	

*Sequestration is based on 5.7% of Repatriation program spending estimate prepared December 2023 for the FY 2025 President's Budget.