



Parole Requests

Fiscal Year 2022

July 12, 2023

Fiscal Year 2022 Report to Congress



**Homeland
Security**

U.S. Customs and Border Protection

Message from the Acting Deputy Commissioner of CBP

July 12, 2023

I am pleased to present the following report, “Parole Requests,” for Fiscal Year (FY) 2022, prepared by U.S. Customs and Border Protection (CBP).

The report was compiled pursuant to direction set forth in the Joint Explanatory Statement accompanying the FY 2022 Department of Homeland Security (DHS) Appropriations Act (P.L. 117-103).

The report provides quarterly breakdowns of the number of parole requests received and granted, and for those granted, the rationale for each grant and its duration.



Pursuant to congressional requirements, this report is provided to the following Members of Congress:

The Honorable David Joyce
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Henry Cuellar
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Chris Murphy
Chair, Senate Appropriations Subcommittee on Homeland Security

The Honorable Katie Britt
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

I am pleased to respond to any questions you may have. Please do not hesitate to contact my office at (202) 344-2001.

Sincerely,

Pete Flores

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Flores
Date: 2023.07.12
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Pete R. Flores
Acting Deputy Commissioner
U.S. Customs and Border Protection

Executive Summary

Section 212(d)(5)(A) of the Immigration and Nationality Act authorizes the Secretary of Homeland Security, at his or her discretion, to “parole into the United States temporarily under such conditions as he [or she] may prescribe only on a case-by-case basis for urgent humanitarian reasons or significant public benefit any alien applying for admission to the United States.” Parole allows a noncitizen, who may be inadmissible, to enter the United States for a temporary period and for a specific purpose. A noncitizen who is present in the United States without inspection and admission or inspection and parole is an applicant for admission. DHS can exercise discretion to parole such a person into the United States. An individual who was paroled has not been admitted to the United States and remains an “applicant for admission” even while paroled. In general, an individual must file a Form I-131, Application for Travel Document, when requesting parole from U.S. Citizenship and Immigration Services or U.S. Immigration and Customs Enforcement. Additionally, advance travel authorization requests can be made for noncitizens outside the United States who seek to travel to the United States on a temporary basis but who cannot obtain visas or other proper travel documents. Advance travel authorization requests are required under the Uniting for Ukraine parole process and similar processes for nationals of Cuba, Haiti, Nicaragua, and Venezuela. Individuals participating in these processes must have a supporter in the United States who agrees to provide them with financial support for the duration of their parole in the United States. The first step in the process is for the U.S.-based supporter to file a Form I-134A, Online Request to be a Supporter and Declaration of Financial Support. DHS may authorize parole and issue a travel document to permit a noncitizen to travel to appear at a port of entry (POE) to seek parole into the United States or may authorize the Department of State to issue a travel document on DHS’s behalf. The travel document does not entitle the noncitizen to be paroled into the United States; CBP makes a discretionary decision as to whether parole is appropriate when the noncitizen arrives at a POE.



Parole Requests – Fiscal Year 2022

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I. Legislative Language

This document was compiled pursuant to direction set forth in the Joint Explanatory Statement accompanying the Fiscal Year (FY) 2022 Department of Homeland Security (DHS) Appropriations Act (P.L. 117-103).

The Joint Explanatory Statement states:

Parole Requests.—Beginning within 60 days, the Department shall provide quarterly reports on the number of parole requests received and granted, and for those granted, the rationale for each grant and its duration.

II. Background

Section 212(d)(5)(A) of the Immigration and Nationality Act (INA) authorizes the Secretary of Homeland Security, at his or her discretion, to “parole into the United States temporarily under such conditions as he [or she] may prescribe only on a case-by-case basis for urgent humanitarian reasons or significant public benefit any alien applying for admission into the United States.” Parole under INA Section 212(d)(5)(A) is not an admission to the United States. Parole is an extraordinary measure, by which the Secretary may permit an individual who may be inadmissible to enter or remain in the United States temporarily. Parole is not to be used to circumvent normal visa processes and timelines.

In 2008, then-Secretary of Homeland Security Michael Chertoff delegated parole authority to U.S. Citizenship and Immigration Services (USCIS), U.S. Immigration and Customs Enforcement (ICE), and U.S. Customs and Border Protection (CBP). A memorandum of agreement sets out the division of responsibility for parole of each DHS Component.¹ Although USCIS and ICE review each parole request on a case-by-case basis before authorizing parole and the issuing of a travel document – specifically by USCIS; CBP makes the actual decision, on a case-by-case basis, whether to parole an individual when the individual appears at the port of entry (POE) seeking parole into the United States. This report provides quarterly breakdowns of the total number of parole grants given by the CBP Office of Field Operations (OFO) and U.S. Border Patrol (USBP).

Parole allows a noncitizen to enter the United States for a specific purpose or to remain in the United States. An individual who has been paroled has not been admitted to the United States and remains an “applicant for admission” even while paroled. DHS, as a matter of discretion, may approve a parole request, authorize parole, and issue a travel document to a noncitizen outside the United States to travel to a POE to seek parole into the United States. Additionally, DHS may issue an Advance Parole Document to a noncitizen present in the United States who plans to seek parole back into the U.S. after departure.

A travel document or Advance Parole Document does not entitle the noncitizen to be paroled into the United States; CBP will make a discretionary decision as to whether parole is appropriate when the noncitizen appears at a POE. DHS may revoke or terminate such a document at any time prior to an individual being granted parole by CBP at the POE. If DHS revokes or terminates an Advance Parole Document prior to the noncitizen being granted parole back into the United States by CBP at the POE, noncitizens may be unable to return to the United States unless they have valid visas or other documents that permit them to travel to the

¹ DHS, “Memorandum of Agreement Between United States Citizenship and Immigration Services (USCIS) United States Department of Homeland Security, United States Immigration and Customs Enforcement (ICE) United States Department of Homeland Security, and United States Customs and Border Protection (CBP) United States Department of Homeland Security for the Purpose of Coordinating the Concurrent Exercise By USCIS, ICE, and CBP, of the Secretary’s Parole Authority Under INA § 212(d)(5)(A) With Respect to Certain Aliens Located Outside of the United States,” September 2008. <https://www.ice.gov/doclib/foia/reports/parole-authority-moa-9-08.pdf>

United States and seek admission. DHS may also terminate parole while a parolee is physically present in the United States.

USBP utilized parole during FY 2022, on a case-by-case basis, when USBP Stations and Sectors went over their capacities due to extremely high migration flows. This exercise of parole was done on an individual basis to prevent overcrowding in USBP facilities to protect the welfare, well-being, and health of both the subjects in custody and CBP personnel working at the overcapacity facilities. All subjects who were paroled by the USBP were screened/vetted for criminal history and national security risks, prior to their parole. All subjects who were issued parole were instructed report to a local ICE ERO office near their final destination in the United States. USBP worked closely with non-governmental organizations and ICE ERO in order to ensure an orderly and humane process. Upon arrival at ERO designated locations, individualized case reviews were performed to identify and assign most appropriate levels of case management and/or technology to improve compliance with release conditions.

Different terms may be used to describe different parts of the parole process. Advance travel authorization requests can be made for noncitizens outside the United States who seek to travel to the United States on a temporary basis but who cannot obtain visas or other proper travel documents. Advance travel authorization requests are required under the Uniting for Ukraine parole process and similar processes for nationals of Cuba, Haiti, Nicaragua, and Venezuela where CBP then adjudicates the parole request at the POE. Alternatively, Advance Parole Documents also may be issued to noncitizens inside the United States who seek parole back into the United States after departure. In most cases, USCIS, generally through a USCIS service center or domestic field office, reviews advance parole requests from individuals within the United States. Some advance parole cases are processed by ICE Homeland Security Investigations. Categorizing parole types helps individuals requesting parole direct their requests to the appropriate DHS Component and facilitates DHS tracking.

If parole is granted, DHS will specify the duration for a temporary period to accomplish the purpose of the parole. Regarding the length of a parole grant, the INA provision generally states, “when the purposes of such parole ... have been served [,] the alien shall forthwith return or be returned to the custody from which he was paroled ...” For example, if parole is requested to attend a civil court proceeding between private parties, DHS may authorize parole for the period necessary to attend the proceedings.

Parole automatically terminates on the date the parole period expires, when parole is revoked, or when the parolee departs the United States, whichever occurs first. In some cases, DHS may place conditions on parole, such as reporting or medical requirements. DHS may revoke parole at any time and without notice if it determines that parole no longer is warranted or if the beneficiary fails to comply with any condition of parole.

III. Data Report

This report provides quarterly breakdowns of the total number of parole grants given by OFO and USBP, as well as the rationale for each grant, its duration.

During FY 2022, OFO granted 417,326 paroles. These numbers reflect total paroles processed by OFO, not unique individuals. An individual may be paroled by OFO multiple times. The specific length of parole varies depending upon the case and type.

During FY 2022 Quarter 1 (Q1) – Quarter 4 (Q4) (October 1, 2021 – September 30, 2022):

FY 2022 Q1-Q4 Total Paroles by OFO					
Class of Admission ²	Short Description	Length of Parole ³	Approved by	Granted by	Parole Grants by OFO
CFR	Cuban Family Reunification	2 years	USCIS	OFO	51
CH	Advance Humanitarian	365 days max	ICE/USCIS	OFO/USCIS	9,439
CM	Central American Minors	3 years	USCIS	OFO	709
CMP	Cuban Medical Professional	2 years	USCIS	OFO	27
CP	Significant Public Benefit	1 year	USCIS	OFO	9,662
CP3	Cuban Family-Based	2 years	USCIS	OFO	13
DA	Advance Parole	1 year	ICE/USCIS	OFO	121,507
DE	Deferred Inspection	30 days - 1 year	OFO	OFO	6,936
DT	Parole at a POE	1 year	OFO	OFO	178,465
HP	Haitian Family Reunification	3 years	USCIS	OFO	90
IE	International Entrepreneur	30 months	USCIS	OFO	38
NMI	Northern Mariana Islands Resident	2 years	USCIS	OFO	481
OAR	Operation Allies Refuge/Welcome	2 years	USCIS	OFO	22,842
OP	Overseas Authorization	364 days	USCIS	OFO	374
PAR	Visa Foil	2 years max	USCIS	OFO	404
PFR	Family Reunification Task Force	3 years	USCIS	OFO	2,371
SBP	Significant Public Benefit (Silent)	364 days	ICE/USCIS	OFO	388
UHP	Ukrainian Humanitarian	2 years	USCIS	OFO	63,529
Total					417,326

² Although parole is not an admission, CBP uses this term for the code it puts on entry records. This table provides parole classes of admissions used in 2022.

³ Table refers to OFO lengths of original grant of parole.

During FY 2022 Quarter 1 (Q1) (October 1, 2021 – December 31, 2021):

FY 2022 Q1 Total Paroles by OFO					
Class of Admission ⁴	Short Description	Length of Parole ⁵	Approved by	Granted by	Parole Grants by OFO
CFR	Cuban Family Reunification	2 years	USCIS	OFO	5
CH	Advance Humanitarian	365 days max	ICE/USCIS	OFO/USCIS	1,273
CM	Central American Minors	3 years	USCIS	OFO	159
CMP	Cuban Medical Professional	2 years	USCIS	OFO	2
CP	Significant Public Benefit	1 year	USCIS	OFO	2,240
CP3	Cuban Family-Based	2 years	USCIS	OFO	0
DA	Advance Parole	1 year	ICE/USCIS	OFO	21,025
DE	Deferred Inspection	30 days - 1 year	OFO	OFO	1,488
DT	Parole at a POE	1 year	OFO	OFO	18,337
HP	Haitian Family Reunification	3 years	USCIS	OFO	12
IE	International Entrepreneur	30 months	USCIS	OFO	6
NMI	Northern Mariana Islands Resident	2 years	USCIS	OFO	30
OAR	Operation Allies Refuge/Welcome	2 years	USCIS	OFO	18,064
OP	Overseas Authorization	364 days	USCIS	OFO	134
PAR	Visa Foil	2 years max	USCIS	OFO	74
PFR	Family Reunification Task Force	3 years	USCIS	OFO	192
SBP	Significant Public Benefit (Silent)	364 days	ICE/USCIS	OFO	86
UHP	Ukrainian Humanitarian	2 years	USCIS	OFO	0
Total					63,127

⁴ Although parole is not an admission, CBP uses this term for the code it puts on entry records. This table provides parole classes of admissions used in 2022.

⁵ Table refers to OFO lengths of original grant of parole.

During FY 2022 Quarter 2 (Q2) (January 1, 2022 – March 31, 2022):

FY 2022 Q2 Total Paroles by OFO					
Class of Admission⁶	Short Description	Length of Parole⁷	Approved by	Granted by	Parole Grants by OFO
CFR	Cuban Family Reunification	2 years	USCIS	OFO	4
CH	Advance Humanitarian	365 days max	ICE/USCIS	OFO/USCIS	2,457
CM	Central American Minors	3 years	USCIS	OFO	92
CMP	Cuban Medical Professional	2 years	USCIS	OFO	3
CP	Significant Public Benefit	1 year	USCIS	OFO	2,697
CP3	Cuban Family-Based	2 years	USCIS	OFO	2
DA	Advance Parole	1 year	ICE/USCIS	OFO	27,347
DE	Deferred Inspection	30 days - 1 year	OFO	OFO	1,813
DT	Parole at a POE	1 year	OFO	OFO	29,145
HP	Haitian Family Reunification	3 years	USCIS	OFO	17
IE	International Entrepreneur	30 months	USCIS	OFO	5
NMI	Northern Mariana Islands Resident	2 years	USCIS	OFO	32
OAR	Operation Allies Refuge/Welcome	2 years	USCIS	OFO	1,113
OP	Overseas Authorization	364 days	USCIS	OFO	127
PAR	Visa Foil	2 years max	USCIS	OFO	74
PFR	Family Reunification Task Force	3 years	USCIS	OFO	258
SBP	Significant Public Benefit (Silent)	364 days	ICE/USCIS	OFO	91
UHP	Ukrainian Humanitarian	2 years	USCIS	OFO	1
Total					65,278

⁶ Although parole is not an admission, CBP uses this term for the code it puts on entry records. This table provides parole classes of admissions used in 2022.

⁷ Table refers to OFO lengths of original grant of parole.

During FY 2022 Quarter 3 (Q3) (April 1, 2022 – June 30, 2022), OFO processed:

FY 2022 Q3 Total Paroles by OFO					
Class of Admission ⁸	Short Description	Length of Parole ⁹	Approved by	Granted by	Parole Grants by OFO
CFR	Cuban Family Reunification	2 years	USCIS	OFO	22
CH	Advance Humanitarian	365 days max	ICE/USCIS	OFO/USCIS	3,482
CM	Central American Minors	3 years	USCIS	OFO	139
CMP	Cuban Medical Professional	2 years	USCIS	OFO	10
CP	Significant Public Benefit	1 year	USCIS	OFO	2,524
CP3	Cuban Family-Based	2 years	USCIS	OFO	6
DA	Advance Parole	1 year	ICE/USCIS	OFO	30,837
DE	Deferred Inspection	30 days - 1 year	OFO	OFO	1868
DT	Parole at a POE	1 year	OFO	OFO	68,953
HP	Haitian Family Reunification	3 years	USCIS	OFO	24
IE	International Entrepreneur	30 months	USCIS	OFO	11
NMI	Northern Mariana Islands Resident	2 years	USCIS	OFO	93
OAR	Operation Allies Refuge/Welcome	2 years	USCIS	OFO	2,578
OP	Overseas Authorization	364 days	USCIS	OFO	82
PAR	Visa Foil	2 years max	USCIS	OFO	132
PFR	Family Reunification Task Force	3 years	USCIS	OFO	973
SBP	Significant Public Benefit (Silent)	364 days	ICE/USCIS	OFO	106
UHP	Ukrainian Humanitarian	2 years	USCIS	OFO	18,771
Total					130,611

⁸ Although parole is not an admission, CBP uses this term for the code it puts on entry records. This table provides parole classes of admissions used in 2022.

⁹ Table refers to OFO lengths of original grant of parole.

During FY 2022 Quarter 4 (Q4) (July 1, 2022 – September 30, 2022):

FY 2022 Q4 Total Paroles by OFO					
Class of Admission¹⁰	Short Description	Length of Parole¹¹	Approved by	Granted by	Parole Grants by OFO
CFR	Cuban Family Reunification	2 years	USCIS	OFO	20
CH	Advance Humanitarian	365 days max	ICE/USCIS	OFO/USCIS	2,227
CM	Central American Minors	3 years	USCIS	OFO	319
CMP	Cuban Medical Professional	2 years	USCIS	OFO	12
CP	Significant Public Benefit	1 year	USCIS	OFO	2,201
CP3	Cuban Family-Based	2 years	USCIS	OFO	5
DA	Advance Parole	1 year	ICE/USCIS	OFO	42,298
DE	Deferred Inspection	30 days - 1 year	OFO	OFO	1,767
DT	Parole at a POE	1 year	OFO	OFO	62,030
HP	Haitian Family Reunification	3 years	USCIS	OFO	37
IE	International Entrepreneur	30 months	USCIS	OFO	16
NMI	Northern Mariana Islands Resident	2 years	USCIS	OFO	326
OAR	Operation Allies Refuge/Welcome	2 years	USCIS	OFO	1,087
OP	Overseas Authorization	364 days	USCIS	OFO	31
PAR	Visa Foil	2 years max	USCIS	OFO	124
PFR	Family Reunification Task Force	3 years	USCIS	OFO	948
SBP	Significant Public Benefit (Silent)	364 days	ICE/USCIS	OFO	105
UHP	Ukrainian Humanitarian	2 years	USCIS	OFO	44,757
Total					158,310

During FY 2022, USBP granted 378,235 paroles. The length of parole is 60 days.

FY 2022 Q1-Q4 Total Paroles by USBP	
FY2022 by Quarter	USBP Paroles
Q1 (October 1, 2021 – December 31, 2021)	33,814
Q2 (January 1, 2022 – March 31, 2022)	46,715
Q3 (April 1, 2022 – June 30, 2022)	131,548
Q4 (July 1, 2022 – September 30, 2022)	166,158
FY 2022 Total	378,235

¹⁰ Although parole is not an admission, CBP uses this term for the code it puts on entry records. This table provides parole classes of admissions used in 2022.

¹¹ Table refers to OFO lengths of original grant of parole.

IV. Conclusion

DHS uses its discretion to authorize parole. Parole allows a noncitizen, who may be inadmissible, to be paroled into the United States for a temporary period. Section 212(d)(5)(A) of INA allows the Secretary of Homeland Security to use his or her discretion to parole noncitizens applying for admission into the United States temporarily on a case-by-case basis for urgent humanitarian reasons or significant public benefit. During FY 2022, OFO granted 417,326 paroles and USBP granted 378,235 paroles. These numbers reflect total paroles processed, not unique individuals. An individual may be paroled multiple times. The specific length of parole varies depending upon the case and type. When an individual possessing a travel document arrives at a POE, OFO decides whether to grant parole into the United States. The travel document does not entitle the noncitizen to be paroled into the United States; OFO will make a discretionary decision as to whether parole is appropriate when the noncitizen appears at a POE. Generally, OFO defers to the parole authorization by USCIS or ICE and grants parole, unless new information surfaces during inspection. An individual's parole period begins when OFO grants the parole into the United States at the POE. In addition to granting parole based on USCIS or ICE authorization, CBP also may grant parole at the POE or to those within its custody based on its discretion alone.

USBP utilized parole on a case-by-case basis, when USBP Stations and Sectors went over their capacities due to extremely high migration flows. This exercise of parole was done on an individual basis to prevent overcrowding in USBP facilities to protect the welfare, well-being, and health of both the subjects in custody and CBP personnel working at those facilities.

V. Appendix: List of Abbreviations

Abbreviation	Definition
CBP	U.S. Customs and Border Protection
DHS	Department of Homeland Security
FY	Fiscal Year
ICE	U.S. Immigration and Customs Enforcement
INA	Immigration and Nationality Act
OAW	Operation Allies Welcome
OFO	CBP Office of Field Operations
POE	Port of Entry
Q1	Quarter 1 (October 1 – December 31)
Q2	Quarter 2 (January 1 – March 31)
Q3	Quarter 3 (April 1 – June 30)
Q4	Quarter 4 (July 1 – September 30)
USBP	U.S. Border Patrol
USCIS	U.S. Citizenship and Immigration Services