



Parole Requests

Fiscal Year 2023, First Quarter

July, 13, 2023

Fiscal Year 2023 Report to Congress



**Homeland
Security**

Under Secretary for Management

Message from the Office of the Under Secretary for Management

July 13, 2023

I am pleased to present the following report, “Parole Requests” for Fiscal Year (FY) 2023, First Quarter, which was prepared by the Office of Immigration Statistics.

The report was compiled pursuant to direction set forth in the Joint Explanatory Statement accompanying the FY 2023 Department of Homeland Security (DHS) Appropriations Act (P.L. 117-328).

The report provides 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 the Office of Legislative Affairs at (202) 447-5890.

Sincerely,

RANDOLPH D ALLES Digitally signed by
RANDOLPH D ALLES
Date: 2023.07.13
13:21:19 -04'00'

R.D. Alles
Senior Official Performing the Duties of the Under
Secretary for Management



Executive Summary

Section 212(d)(5)(A) of the Immigration and Nationality Act authorizes the Secretary of Homeland Security, at the Secretary's 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 allows an individual who may be inadmissible to enter, re-enter, or remain in the United States for a temporary period and for a specific purpose.

An individual who was paroled and allowed to physically enter the United States but has not been admitted to the United States, remains an "applicant for admission" even while paroled. As a matter of discretion, 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 a noncitizen to parole into the United States; U.S. Customs and Border Protection (CBP) must make a discretionary decision regarding parole when a noncitizen arrives at a POE. In some circumstances, individuals may also apply for parole and be granted parole from within the United States. For example, U.S. Immigration and Customs Enforcement (ICE) may parole individuals within its custody.

This report provides a quarterly breakdown of parole requests received and granted, and for those granted, the rationale for each grant and its duration. In this report, parole is broken down into three categories: applications, approvals, and grants. Each of these categories represents a stage in the parole process, although not all paroles will require all three stages. Applications are the number of requests for parole submitted. Approvals are the number of parole applications authorized. Grants are the number of paroles bestowed. Note that approvals are distinct from grants; for example, an individual may receive an approval from U.S. Citizenship and Immigration Services (USCIS), but that individual does not receive the grant of parole unless the person appears at a POE and is paroled into the United States by CBP.

During the first quarter of FY 2023, DHS granted 445,367 paroles. CBP granted 419,682 paroles, including 127,877 paroles by the Office of Field Operations and 291,805 paroles by the U.S. Border Patrol. ICE granted 23,682 paroles. USCIS granted 2,003 paroles. DHS received 296,482 parole requests and approved 146,233. ICE received 1,855 applications for parole and approved 1,307. USCIS received 294,627 applications for parole and approved 144,926. These numbers reflect total parole applications and grants processed, not unique individuals. An individual may submit multiple applications for parole and/or be paroled multiple times.

In each of these instances, parole was granted on a case-by-case basis for a duration generally between 30 days and 3 years and was based on significant public benefit and/or urgent humanitarian reasons.



Parole Requests – Fiscal Year 2023, First Quarter

Table of Contents

I.	Legislative Language	1
II.	Background	2
III.	Data Summary	5
IV.	Appendix A - DHS Parole Classes and Details	8
V.	Appendix B: List of Abbreviations	9

I. Legislative Language

This document was compiled pursuant to direction set forth in the Joint Explanatory Statement accompanying the Fiscal Year (FY) 2023 DHS Appropriations Act (P.L. 117-328).

The Joint Explanatory Statement¹ states:

Parole Requests.— Division F of the explanatory statement accompanying Public Law 117-103 directed the Department to provide quarterly reports on the number of parole requests received and granted, and for those granted, the rationale for each grant and its duration. The reports shall delineate requests received and granted by entity, including ICE, CBP, and USCIS. The Department shall continue to work with the Committees to begin providing all the required data in a satisfactory and timely manner.

¹ For the full statement, see Explanatory Statement Submitted by Mr. Leahy, Chair of the Senate Committee on Appropriations, Regarding H.R. 2617, Consolidated Appropriations Act, 2023; Congressional Record Vol. 168, No. 198 (Senate - December 20, 2022) at <https://www.congress.gov/congressional-record/volume-168/issue-198/senate-section/article/S8553-2>.

II. Background

Section 402 of the Homeland Security Act of 2002 (P.L. 107-296) transferred authority for many immigration matters from the Attorney General to the Secretary of Homeland Security, including authorizing parole of a noncitizen into the United States for urgent humanitarian reasons or significant public benefit. Section 212(d)(5)(A) of the Immigration and Nationality Act (INA) authorizes the Secretary of Homeland Security, at the Secretary's 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 § 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 for a specific purpose. An individual who was paroled has been allowed to physically enter the United States but has not been admitted to the United States, and thus remains an "applicant for admission" even while paroled.

The Secretary has 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.² There are typically two main roles in adjudicating parole requests from noncitizens outside the United States: approving and granting. An approval is the authorization of parole, while a grant confers parole.

In this report, parole is broken down into three categories: applications, approvals, and grants. Each of these categories represents a stage in the parole process, although not all paroles will require all three stages. Applications are the number of requests for parole submitted. Approvals are the number of parole applications authorized. Grants are the number of paroles bestowed. Note that approvals are distinct from grants.

USCIS receives the largest number of parole requests, and issues the majority of parole approvals. When USCIS approves parole for an individual outside the United States, it exercises parole authority to adjudicate the parole request, and then issues (or requests the Department of State (DOS) to issue on USCIS's behalf) a travel document that permits the individual to travel to a port of entry (POE) to seek parole from CBP. USCIS conducts a full adjudication of a parole request under section 212(d)(5) and authorizes parole under section 212(d)(5); noncitizens for whom parole is authorized are issued an appropriate document authorizing travel. *See* 8 C.F.R. § 212.5(f).

² DHS, "Memorandum of Agreement Between United States DHS, USCIS, ICE, and CBP 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>.

ICE may also approve parole for certain individuals (e.g., material witnesses, confidential informants) outside of the United States. When ICE approves parole for an individual outside the United States, different entities may complete processing and issue the travel document.³

When an individual possessing a travel document authorized under 8 CFR § 212.5(f) arrives at a POE, the Office of Field Operations (OFO) decides whether to grant parole into the United States. A travel document does not entitle an individual parole into the United States; OFO makes the parole decision pursuant to section 212(d)(5)(A) when an individual appears at a POE. Generally, OFO defers to the parole approval by USCIS or ICE and grants parole, unless new information surfaces during inspection. An individual's parole period begins when OFO grants parole into the United States at a POE. Because OFO makes the final determination to grant parole in these cases, they are counted as OFO parole grants in the data below.

In addition to granting parole based on USCIS or ICE approval, CBP also may grant parole at a POE or to those within its custody based on its discretion alone. For example, in the first quarter of 2023, the U.S. Border Patrol (USBP) paroled individuals from its custody pending the initiation of removal proceedings when certain criteria existed to decompress facilities that might become overcrowded, pursuant to USBP and ICE's *Policy on the Use of Parole Plus Alternatives to Detention to Decompress Border Locations*.⁴ Notably, under the Parole Plus Alternatives to Detention Policy, USBP parole typically lasted 60 days, during which time individuals were required to report to an ICE office near their intended destination in the United States. When OFO issues a Notice to Appear (NTA) with a Form I-94 and subsequently releases individuals at a POE, such release is a parole.⁵

In limited circumstances, individuals may also request parole from within the United States. Generally, these circumstances fall into four categories: re-parole, advance parole, parole in place, and parole from custody. For re-parole, an individual who was previously paroled applies for another period of parole. For advance parole, individuals traveling outside the United States and returning, and whose conditions of stay do not otherwise allow for admission to the United States if they depart, apply for an Advance Parole Document to request parole at a POE upon their return from abroad. Parole in place allows individuals with select circumstances, such as certain family members of the U.S. Armed Forces, to remain within the United States. In cases of re-parole, advance parole, and parole in place, either USCIS or ICE approves parole. Re-parole and parole in place are typically granted by USCIS but can also be granted by ICE. USCIS typically considers advance parole requests, which are then granted by OFO at a POE.

³ USCIS may complete processing and issue the travel document, but USCIS does not process ICE Parole and Law Enforcement Programs Unit (PLEPU) paroles. PLEPU authorizes and processes all paroles under its jurisdiction. The travel document is issued by the ICE representative at the issuing post or the DOS at those posts where there is no ICE representation. PLEPU does not issue its own travel documents. In addition, as noted earlier in this section, DOS may alternatively issue the travel document. CBP may also issue electronic travel authorizations.

⁴ On March 8, 2023, the U.S. District Court for the Northern District of Florida vacated USBP and ICE's parole plus alternatives to detention memorandum, which required the end of USBP and ICE's use of parole plus alternatives to detention. *See Florida v. Biden*, No. 3:21-cv-1066-TKW-ZCB (N.D. Fla. filed Sept. 28, 2021). Litigation on USBP releases without an NTA is ongoing.

⁵ *See* INA § 212(d)(5) and 8 C.F.R. § 235.3(c)(1). Releases occur if OFO refers custody to ICE but receives a declination of custody, and then subsequently releases individuals from custody at a POE; this is also considered parole to attend removal proceedings. Litigation on USBP releases without an NTA is ongoing.

For parole from custody, ICE may approve and grant parole for those within its custody. As noted above, CBP may also parole individuals from its custody.

If parole is granted, DHS will specify the duration of parole for a temporary period to accomplish the purpose of the parole.⁶ For example, if parole is requested to attend a civil court proceeding between private parties, DHS may grant parole for the period necessary to attend the proceedings. Parole generally lasts from 30 days to 3 years.

Parole automatically terminates on the date the parole period expires, when parole is revoked, or when the parolee departs the United States or obtains legal status, 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 if no longer warranted or if the parolee fails to comply with any condition of parole. If DHS terminates advance parole prior to a noncitizen being granted parole into the United States, the noncitizen may be unable to return to the United States unless the noncitizen has a valid visa or other document that permits them to travel to the United States to seek admission.

⁶ See INA § 212(d)(5)(A) and 8 C.F.R. § 212.5(e).

III. Data Summary

This report provides a quarterly breakdown of the number of parole requests received and granted, and for those granted, the rationale for each grant and its duration, and which entity granted the parole.

In this report, parole is broken down into three categories: applications, approvals, and grants. Each of these categories represents a stage in the parole process, although not all paroles will require all three stages. Applications are the number of requests for parole submitted. Approvals are the number of parole applications authorized. Grants are the number of paroles bestowed. Note that approvals are distinct from grants; for example, an individual may receive an approval from USCIS, but that individual does not receive the grant of parole unless the person appears at a POE and is paroled into the United States by CBP.

During FY 2023, Q1, DHS granted 445,367 paroles (Table 1). Of those, CBP granted 419,682 paroles, including 127,877 paroles by OFO and 291,805 paroles by USBP, ICE granted 23,682 paroles, and USCIS granted 2,003 paroles. These numbers reflect total parole grants and applications processed, not unique individuals. An individual may be paroled multiple times.⁷

In each of these instances, parole was determined, on a case-by-case basis, to be for a significant public benefit and/or urgent humanitarian reason.⁸ Table 2 outlines rationale for each parole grant from OFO for FY 2023, Q1. The specific length of parole varies depending upon the case and type; for detailed information on parole lengths, please see Appendix A.

Parole applications do not always match parole grants for several reasons: not all paroles require applications (only ICE and USCIS receive applications); some individuals submit multiple applications; and many individuals who submit an application are not eligible for parole and are therefore not approved. Even when individuals are approved, not all of them travel to the United States.

During FY 2023, Q1, DHS received 296,482 parole requests and approved 146,233 (Table 3). ICE received 1,855 applications for parole and approved 1,307. USCIS received 294,627 applications for parole and approved 144,926.

⁷ Notably, the number of parole grants likely exceeds the number of individuals granted parole; for example, the same individual may receive parole from USBP and then afterwards receive parole from ICE. Similarly, the number of applications likely exceeds the number of individuals applying for parole, as an individual may submit multiple applications.

⁸ Each of these categories encompasses multiple classes – for a list of which classes fall into which categories, please see Appendix A.

Table 1: Parole Grants by Component: FY 2023 Q1

USBP	OFO	ICE	USCIS	Total
291,805	127,877	23,682	2,003	445,367

Notes: Data cover 10/1/2022-12/31/2022.

USBP: Data as of 3/3/2023. All paroles are paroles from USBP custody.

OFO: Data as of 3/6/2023. Paroles include individuals issued NTAs by OFO and released, as well as paroles granted by OFO based on approval from ICE, USCIS, or OFO. Paroles therefore include individuals with a parole disposition and those who are issued an NTA with an I-94 and released.

ICE: Data as of 3/7/2023. Paroles are defined as an ICE final release where the noncitizen has been booked out of ICE custody with a release reason of “paroled” within FY2023 Q1. Paroles do not include individuals granted parole from arrest case actions and decisions, or paroles in place.

USCIS: Data as of 4/6/2023. All paroles are paroles in place, as individuals approved for parole by USCIS who were outside the United States would have had their final parole adjudications done by OFO upon entry. Data does not include re-paroles; re-paroles are a portion of the applications approved in Table 3.

Source: DHS Office of Immigration Statistics analysis of CBP, ICE, and USCIS data.

Table 2: OFO Parole Grants by Type: FY 2023 Q1

Parole Rationale	Short Description	Parole Grants
CH	Advance Humanitarian	203
CP	Significant Public Benefit	413
DA	Advance Parole	1,284
DE	Deferred Inspection	140
DT	Parole at a POE	8,474
DT I-94	Individual issued an I-94 and released	66,999
UHP	Ukrainian Process	38,574
VHP	Venezuelan Process	11,424
Other	Several Categories ¹	366

¹ Central American Minors, Cuban Family Reunification, Cuban Medical Professional, Cuban Family-Based, Operation Allies Refuge/Welcome, Overseas Authorization, Parole for Individuals Abroad, Family Reunification Task Force, Filipino WWII Veterans, Significant Public Benefit (Silent)

Notes: Data cover 10/1/2022-12/31/2022. Data as of 3/6/2023. Paroles include individuals issued NTAs by OFO and released, as well as paroles granted by OFO based on approval from ICE, USCIS, or OFO. Paroles include individuals with a parole disposition and those who are issued an NTA with an I-94 and released. As stated above, all paroles were based on urgent humanitarian reasons or significant public benefit.

Source: DHS Office of Immigration Statistics analysis of OFO data.

Table 3: Parole Requests Received and Approved by Component: FY 2023 Q1

Application Status	ICE	USCIS	Total
Received	1,855	294,627	296,482
Approved	1,307	144,926	146,233

Notes: Data cover 10/1/2022-12/31/2022.

ICE: Received - Parole Request: These are counted for each time a Parole Request or Parole Request Redetermination is documented by the officer in the case actions where the date occurs within 10/1/2022-12/31/2022. Parole requests are counted each time regardless of the parole decision and may include multiple requests per case. The data also includes requests for all cases regardless of whether the case is still active. Data are updated as of 04/20/2023 (IIDS v.2.0 run date 04/21/2023; EID as of 04/20/2023). Data is filtered to Case Actions between 10/01/2022 and 12/31/2022. Paroles also include those received by PLEPU; PLEPU data as of 4/25/2022.

Approved - Parole Granted: Parole grants are counted each time an Agency-Parole Decision and/or Parole Redetermination Decision of Granted is documented by the officer in the case actions where the date occurs within 10/1/2022-12/31/2022, regardless of whether or not the case is still active. Data are updated as of 04/20/2023 (IIDS v.2.0 run date 04/21/2023; EID as of 04/20/2023). Data is filtered to Case Actions between 10/01/2022 and 12/31/2022. Paroles also include those approved by PLEPU; PLEPU data as of 4/25/2022.

USCIS: Data for receipts as of 4/3/2023; data for approvals as of 4/6/2023. Approvals include individuals approved and granted parole inside the United States, and individuals approved for parole but who are outside the United States and will need to be granted parole by OFO upon entry.

Source: DHS Office of Immigration Statistics analysis of ICE and USCIS data.

IV. Appendix A: DHS Parole Classes and Details

Class of Admission ¹	Short Description	Length of Parole ²	Approved by	Granted by
CF3	Cuban Family Reunification (Principal)	2 years	USCIS	OFO
CFD	Cuban Family Reunification (Derivative)	2 years	USCIS	OFO
CFR	Cuban Family Reunification	2 years	USCIS	OFO
CH	Advance Humanitarian	365 days max	ICE/USCIS	OFO
CHP	Cuba Humanitarian	2 years	USCIS	OFO
CM	Central American Minors	3 years	USCIS	OFO
CMP	Cuban Medical Professional	2 years	USCIS	OFO
CP	Significant Public Benefit	1 year	ICE/USCIS	OFO
CP1	Cuban Family Reunification	2 years	USCIS	OFO
CP3	Cuban Family-Based	2 years	USCIS	OFO
CPD	Cuban Family Reunification (Derivative)	2 years	USCIS	OFO
DA	Advance Parole	1 year	ICE/USCIS	OFO
DE	Deferred Inspection	30 days - 1 year	OFO	OFO
DT ³	Parole at a POE	1 year	OFO	OFO
HHP	Haiti Humanitarian	2 years	USCIS	OFO
HP	Haitian Family Reunification	3 years	USCIS	OFO
HP1	Haitian Family Reunification (Principal)	3 years	USCIS	OFO
HPD	Haitian Family Reunification (Derivative)	3 years	USCIS	OFO
IA	Parole from USBP Custody	60 days	USBP	USBP
IE	International Entrepreneur	30 months	USCIS	OFO
NHP	Nicaragua Humanitarian	2 years	USCIS	OFO
NMI	Northern Mariana Islands Resident	2 years	USCIS	OFO
OAR	Operation Allies Refuge/Welcome	2 years	USCIS	OFO
OP	Overseas Authorization	364 days	USCIS	OFO
PAR	Parole for Individuals Abroad	2 years max	USCIS	OFO
PFR	Family Reunification Task Force	3 years	USCIS	OFO
RP	Filipino World War II Veterans	3 years	USCIS	OFO
SBP	Significant Public Benefit (Silent)	364 days	ICE/USCIS	OFO
UHP	Ukrainian Process	2 years	USCIS	OFO
VHP	Venezuelan Process	2 years	USCIS	OFO

¹ Although parole is not an admission, CBP uses this term for the code it enters on entry records. This table provides all possible DHS parole classes of admissions as of 3/21/2023, regardless of whether a class was used in 2023 Q1.

² Table refers to OFO lengths of original grant of parole; USCIS re-parole lengths can vary.

³ This category includes both individuals who are given the disposition of DT and individuals issued an NTA and I-94 and released.

Notes: Table does not include USCIS grants of re-parole or parole in place or ICE grants of parole from custody because these grants do not have associated classes of admission. Similarly, reported lengths of parole apply to initial parole, not re-parole or parole in place. ICE parole from custody typically lasts one year. As stated above, all paroles were based on urgent humanitarian reasons or significant public benefit.

Source: OIS analysis of CBP, ICE, and USCIS data.

V. Appendix B: List of Abbreviations

Abbreviation	Definition
CBP	U.S. Customs and Border Protection
DHS	Department of Homeland Security
DOS	Department of State
FY	Fiscal Year
ICE	U.S. Immigration and Customs Enforcement
INA	Immigration and Nationality Act
NTA	Notice to Appear
OAW	Operation Allies Welcome
OFO	Office of Field Operations
PLEPU	Parole and Law Enforcement Programs Unit
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