

Department of Homeland Security Operation Allies Welcome Afghan Evacuee

Quarterly Status Update 1

April 21, 2022 Fiscal Year 2022 Report to Congress



Message from the Secretary

April 21, 2022

I am pleased to submit the following report, "Department of Homeland Security Operation Allies Welcome Afghan Evacuee," which was prepared by the Department of Homeland Security's (DHS) Office of Strategy, Policy, and Plans.

The report was compiled pursuant to Section 2503 of the Afghanistan Supplemental Appropriations Act, 2022 (P.L. 117-43). The report provides available information on the requested topics and was coordinated with the Department of State, the Department of Defense, the Department of Health and Human Services, and the Office of Management and Budget. The report provides the first quarterly status update, which covers data through January 31, 2022.



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

The Honorable Nancy Pelosi Speaker of the House of Representatives

The Honorable Kamala Harris Vice President of the United States President of the Senate

Inquiries relating to this report may be directed to the DHS Office of Legislative Affairs at (202) 447-5890. Thank you.

Sincerely,

Alejandro N. Mayorkas

Secretary



Department of Homeland Security Operation Allies Welcome Afghan Evacuee Quarterly Status Update 1

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I. Legislative Language

This document was compiled in response to Section 2503 of the Afghanistan Supplemental Appropriations Act, 2022 (P.L. 117-43), signed into law on September 30, 2021, which states:

Not later than 60 days after the date of the enactment of this Act, and quarterly thereafter through September 30, 2023, the Secretary of Homeland Security, in coordination with the head of any other applicable Federal agency, shall submit to Congress a report that includes ... a summary of the status of Afghan evacuees, ... the number of Afghan evacuees who have been interviewed by U.S. Citizenship and Immigration Services in connection with an application or petition for immigration benefits, ... [and] [f]or each Federal department and agency involved in Operation Allies Welcome ... the costs incurred[] and ... source of appropriated or other funds.

P.L. 117-43 defines an Afghan evacuee as "a person whose evacuation from Afghanistan to the United States, or a location overseas controlled by the United States, was facilitated by the United States as part of Operation Allies Refuge" (OAR). For the purposes of this report, the definition of an Afghan evacuee is limited further to non-U.S. citizens who hold Afghan nationality.

¹ OAR was the U.S.-led effort to support relocation flights out of Afghanistan in July and August 2021. For the purposes of this report, Afghan evacuees also include persons whose evacuation from Afghanistan to the United States, or to a location overseas controlled by the United States, was facilitated by the United States as part of Operation Allies Welcome (OAW). OAW was initiated on August 29, 2021.

II. Introduction

On August 29, 2021, President Biden directed the Department of Homeland Security (DHS) to lead and coordinate ongoing efforts across the Federal Government to support vulnerable Afghans, including those who worked in Afghanistan alongside the United States for the past two decades, as they safely resettle in the United States. DHS established a Unified Coordination Group (UCG), which reports directly to the Secretary of Homeland Security, to coordinate the implementation of a broad range of services, including medical services, immigration processing, and resettlement support. The UCG's work is undertaken in close collaboration with partners across every level of government, nongovernmental organizations (NGO), and the private sector. Through OAW, the United States has welcomed more than 79,000 Afghan evacuees to the United States and is prepared to welcome additional Afghan evacuees.

Prior to entering the United States, Afghan evacuees must successfully complete a rigorous and multilayered screening and vetting process that includes biometric and biographic screenings conducted by intelligence, law enforcement, and counterterrorism professionals from multiple federal agencies. Afghan evacuees also receive critical vaccinations—which include measles, mumps, and rubella; varicella; polio; Coronavirus Disease 2019 (COVID-19); and others—as a condition of their humanitarian parole. All OAW arrivals are tested for COVID-19.

This report includes data on a total of **84,829** Afghan evacuees based on DHS Office of Immigration Statistics' (OIS) analysis of data provided by U.S. Customs and Border Protection (CBP), U.S. Citizenship and Immigration Services (USCIS), the Department of State (DOS), and other departments and agencies, including as noted below. Afghan evacuees include non-U.S. citizens whose evacuation from Afghanistan to the United States, or to a location overseas controlled by the United States, was facilitated by the United States.² For the purposes of this report, Afghan evacuees in the United States arrived on OAR and OAW charter flights; some recent arrivals, such as lawful permanent residents and Special Immigrant Visa holders, have had their travel facilitated on commercial flights, and these will be provided in the next edition of this report as available.

As directed by P.L. 117-43, the three main sections of this report provide metrics summarizing: (i) the status of Afghan evacuees; (ii) the number of Afghan evacuees who have been interviewed by USCIS in connection with an application or a petition for immigration benefits; and (iii) costs incurred and funds used by each federal department and agency involved in OAW to support the effort.

Each section of the report includes a summary of available data and a discussion of reporting methodology and data limitations. Evacuations of vulnerable Afghan nationals are highly complex and remain underway. Some data included in the report, such as the number of persons entering the United States on OAW flights, can be calculated with precision as of the date reported. Other metrics, such as the number of Priority 1 (P-1) and Priority 2 (P-2) refugee applicants, are based on preliminary calculations. Future reports will reflect data updates and changes as they occur.

² Evacuation flights also included air carrier crewmembers and North Atlantic Treaty Organization personnel; they are not considered Afghan evacuees for the purposes of this report.

III. Section 2503 Reporting Requirements

§ 2503(b)(1)(A) Summary of the Status of Afghan Evacuees

This section of the report includes data on Afghan evacuees who were in one of the three following situations as of the reporting date: (i) entered the United States on OAR or OAW evacuation flights; (ii) were located at the U.S. military base at Doha, Qatar; or (iii) were located at a third country transit site in Abu Dhabi, United Arab Emirates.³

Data on Afghan evacuees within the United States are based on person-level CBP records of Afghan nationals who entered the United States between July 30, 2021, and January 31, 2022. Data on Afghan evacuees located overseas are based on OAW case management data and on Afghan evacuee lists maintained by DOS and other agencies. Notably, several categories identified in P.L. 117-43 are overlapping. For example, employees of U.S. Government agencies may be counted as Special Immigrant Visa (SIV) holders, SIV applicants, and/or P-1 or P-2 refugee referrals. The sum of different subgroups identified in this section of the report therefore exceeds the total number of Afghan evacuees because some individuals appear in more than one specified category.

(i) The number of Afghan evacuees who are U.S. lawful permanent residents (LPR): 3,595.

NOTES: The reported number includes LPRs admitted to the United States as of January 31, 2022 and located at the U.S. military base in Doha or in the third country transit site in Abu Dhabi as of February 7, 2022. This figure excludes SIV holders who have become LPRs once admitted to the United States.

METHODOLOGY: For Afghan evacuees within the United States, status is based on CBP person-level entry records; less than one percent of CBP records had missing or unknown data on class of admission or parolee status.

(ii) The number of Afghan evacuees who are SIV holders: 3,446.

NOTES: SIV holders are those who worked for or on behalf of the U.S. Government or the International Security Assistance Force or a successor mission in certain capacities in Afghanistan and received a visa under the Afghan SIV program; data include principal visa holders and their immediate family members (i.e., derivative visa holders based on their relationships to the principal SIV). The reported number includes SIV holders admitted to the United States, located at the U.S. military base in Doha, and in the third country transit site in Abu Dhabi as of January 31, 2022.

³ Additional evacuees located at a transit site in Kosovo are discussed in section §2503(b)(1)(B).

⁴ SIV applicants include those who had applied for but had not received an SIV at the time of evacuation; and those who were eligible to do so, but who have not begun the SIV application process yet. These individuals cannot obtain a visa while in the United States, but still may apply for "special immigrant status," which provides a path to lawful permanent residence. Consistent with Section 2503(2)(A)(i)(III) of P.L. 117-s43, this report refers to such persons as "SIV" applicants, although, in fact, such persons will not be granted a visa, but instead the status of "special immigrant."

METHODOLOGY: For Afghan evacuees within the United States, numbers are based on CBP person-level entry records. For evacuees located overseas, DOS person-level records were matched by full name and year of birth or by last name and passport number against U.S. Government databases holding SIV data.

(iii) The number of Afghan evacuees who are SIV applicants: 33,671.

NOTES: For the purposes of this report, principal applicants include Afghan evacuees who have applied to the SIV program on the basis of having been employed by or on behalf of the U.S. Government or the International Security Assistance Force or a successor mission in certain capacities in Afghanistan, as well as Afghan evacuees who are known to be eligible to apply to the SIV program, but who had not applied at the time that this report was produced and are expected to do so. The reported number includes principal applicants and their immediate family members and includes individuals who entered the United States as of January 31, 2022, or who were located at the U.S. military base in Doha or in the third country transit site in Abu Dhabi as of either January 31, 2022 or February 10, 2022. The reported number excludes principal applicants' extended family members, because they would not be eligible as derivative SIV applicants on the principal SIV applicant's case.

METHODOLOGY: DHS OIS, DOS Center for Analytics, and other departments and agencies that previously employed Afghan evacuees matched available data to CBP person-level entry records and DOS person-level case management records. As described above, Afghan evacuees with a previously granted SIV, as well as those admitted as LPRs, were excluded from the count of special immigrant applicants.

(iv) The number of Afghan evacuees in possession of a valid nonimmigrant visa to enter the United States: 38.

NOTES: Data are valid as of January 31, 2022 and are limited to nonimmigrant visa holders (NIV). Family members of a NIV who themselves do not hold an NIV are not included in this figure.

METHODOLOGY: Numbers are based on CBP person-level entry records. DOS identified no NIVs at the U.S. military base in Doha or in the third country transit site in Abu Dhabi as of January 31, 2022.

(v) The number of Afghan evacuees who are employees of a U.S. Government agency: 703.

NOTES: Data are valid as of January 31, 2022 and are limited to evacuees who were employees as of August 1, 2021. Family members of employees who themselves were not employed by a U.S. Government agency are not included in this figure.

METHODOLOGY: The number of U.S. Government employees was provided by DOS and is based on a list of locally employed staff previously employed in Afghanistan who were evacuated. Locally employed staff also may be counted within other categories, including those for SIV holders, special immigrant applicants, and/or P-2 refugee referrals.

(vi) The number of Afghan evacuees who are employees of a U.S.-funded partner organization, media, or nonprofit organization: **See "NOTES" section below**.

NOTES: Afghan evacuees who are employees of a U.S.-funded partner organization, media, or nonprofit organization are eligible to be referred to as the P-2 refugee applicants discussed below. The specific number in this category cannot be identified, however, because P-2 processing was suspended for individuals evacuated from Afghanistan and processed as parolees. See further discussion below.

(vii) The number of Afghan evacuee P-1 refugee referrals: 1,977.

NOTES: The reported number includes referred individuals who entered the United States as of January 31, 2022 or located at the U.S. military base in Doha or in the third country transit site in Abu Dhabi as of February 10, 2022.

This figure includes the number of individuals preliminarily submitted as P-1, along with their family members.⁵ Referrals submitted as either P-1 or P-2 generally undergo an eligibility review to determine whether the applicant is eligible for consideration under the U.S. Refugee Admissions Program. In this case, however, DOS suspended review of the referrals for eligibility of any evacuees identified in this report as P-1 or P-2 who have already entered the United States.

METHODOLOGY: For the purposes of this report, data on P-1 and P-2 refugee referrals are based on data from the DOS Bureau of Population, Refugees, and Migration case management system and other P-1/P-2 lists as matched by DOS's Center for Analytics against CBP person-level entry records and DOS person-level evacuee records.

(viii) The number of Afghan evacuee P-2 refugee referrals: 3,511.

See the **NOTES** and **METHODOLOGY** sections for P-1 refugee referrals.

(ix) The number of Afghan evacuees who have been relocated from the United States to a third country (with countries to which they were relocated identified): **455**.

Data include 15 Afghan evacuees relocated by the International Organization for Migration (IOM) to Australia, 437 Afghan evacuees relocated by IOM to Canada, one additional Afghan evacuee relocated to Canada by IOM in coordination with CBP, one Afghan evacuee who voluntarily withdrew his application for admission to the United States and was relocated to Qatar for onward travel to Turkey, and one Afghan evacuee who voluntarily withdrew his application for admission to the United States and relocated to Qatar for onward travel to another destination.

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⁵ For the purposes of this report, P-1 refugee applicants include individuals referred by a U.S. Embassy. P-2 refugee applicants include groups of special humanitarian concern. On August 2, 2021, DOS announced a P-2 designation for the following three groups of Afghan nationals: (1) Afghans who do not meet the minimum time-in-service for an SIV but who work or worked as employees of contractors, locally employed staff, interpreters/translators for the U.S. government, U.S. Forces Afghanistan, International Security Assistance Force, or Resolute Support; (2) Afghans who work or worked for a U.S. government-funded program or project in Afghanistan, supported through a U.S. government grant or cooperative agreement; and (3) Afghans who are or were employed in Afghanistan by a U.S.-based media organization or NGO.

NOTES: For the purposes of this report, the data are limited to persons who have been relocated permanently to a third country. Data on the 15 IOM relocations to Australia and the 437 relocations to Canada are valid as of January 31, 2022, and represent individuals arriving at their final destination between September 7, 2021, and January 31, 2022. These relocations involved Afghan evacuees who had a nexus to Canada or Australia and who were funded by the countries to which the evacuees were relocated, not by the U.S. Government.

Data on the Afghan evacuee who was relocated to Canada by IOM in coordination with CBP was provided by CBP on December 31, 2021 and remained valid as of January 31, 2022.

Data on the Afghan evacuee who withdrew his application for admission and was relocated for onward travel to Turkey was provided by CBP on December 31, 2021 and remained valid as of January 31, 2022.

Data on the additional Afghan evacuee who withdrew his application for admission and was relocated to Qatar for onward travel was provided by CBP on December 31, 2021 and remained valid as of January 31, 2022.

METHODOLOGY: Subject-level data on IOM relocations were provided by IOM through DOS and include confirmed arrivals in Canada and Australia by location and date. Data on DHS withdrawals of application for admission were provided by U.S. Immigration and Customs Enforcement (ICE) and CBP.

(x) The number of Afghan evacuees who do not fall into any of the above i-vii categories: **38,858**.

NOTES: CBP granted humanitarian parole, on a case-by-case basis, to the vast majority of Afghan evacuees who entered the United States at a U.S. port of entry (see § 2503(b)(1)(C) below). Evacuees who were not identified within any of the above categories include:

- Afghan evacuees who are family members of American citizens or LPRs and who lacked a valid immigrant or nonimmigrant visa;
- Afghan evacuee family members of SIV holders, SIV applicants, and P-1 or P-2 refugee referrals who were not included as derivatives of the principal applicant, including extended family members;
- Afghan evacuees who are eligible to apply for the SIV program but who had not applied yet
 and have not been identified yet by a department or agency as being eligible to apply for the
 SIV program; and,
- Afghan evacuees who would be eligible for a P-1 or P-2 refugee referral, including those who lack the time-in-service requirement for the Afghan SIV program, but who are not being referred because they now are located in the United States or because they have not been identified by their associated department, agency, or outside organization.

METHODOLOGY: This category was calculated by identifying unique individuals in the combined datasets covering Afghan evacuees present in the United States, Afghan evacuees located at the U.S. military base in Doha, or Afghan evacuees located in the third country transit site in Abu Dhabi who were not identified as belonging to any of the subsets of evacuees discussed above.

§ 2503(b)(1)(B) Afghan evacuees at overseas U.S. military bases or other third country transit sites who have been flagged as potential security concerns or risks, or included on the U.S. no-fly list and who were therefore denied clearance to enter the United States

As of January 31, 2022, several hundred Afghan evacuees were prohibited from immediate onward travel to the United States in order to undergo additional screening and vetting outside of the United States. As of this date, 69 Afghan evacuees (along with 94 associated family members) still were undergoing additional screening and vetting outside of the United States prior to a final determination on whether they warrant clearance for onward travel to the United States. This multilayered and rigorous screening and vetting process is conducted by intelligence, law enforcement, and counterterrorism professionals at DHS, DOS, and the Department of Defense (DOD), the Federal Bureau of Investigation, the National Counterterrorism Center, and other Intelligence Community partners.

§ 2503(b)(1)(C) Afghan evacuees paroled into the United States

The number of Afghan evacuees who have been paroled into the United States: 72,552. The number of Afghan evacuees whose parole was terminated: 5. The number of Afghan evacuees whose parole has been extended: 0.

NOTES: Parolee entry data are valid as of January 31, 2022, and cover the period from July 30, 2021, to January 31, 2022. OAW initial parole periods were granted for two years, so no Afghan evacuees have become eligible for an extension of their initial parole period.

Data on parole terminations are valid as of January 31, 2021. Those whose parole was terminated were placed into removal proceedings.

METHODOLOGY: Parolee entry data are based on CBP person-level entry records. Data on parolee terminations were provided by ICE.

§ 2503(b)(2) The number of Afghan evacuees who have been interviewed by USCIS in connection with an application or a petition for immigration benefits

The number of such interviews conducted since the United States withdrawal: 39. The rate at which individuals were granted or refused the benefits that formed the basis for such interviews: 0 granted, 0 denied, 39 pending.

The number of individuals who did not appear at a scheduled interview: 0.

NOTES: Data are valid as of January 31, 2022.

METHODOLOGY: USCIS checked Afghan evacuee person-level identifiers provided by CBP against benefit application and case management data.

§ 2503(b)(2)(D) Description of the procedures for screening for and detecting child marriage, human trafficking, gender-based violence, and marriages entered into or relationships as fiancée or fiancé claimed for the sole purpose of securing evacuation

DHS law enforcement officials at U.S. ports of entry conduct screening and in-person interviews to detect potential concerns, including those related to child marriage, human trafficking, gender-based violence, and fraudulent marriages. The International Rescue Committee (IRC), with funding from DOS, provides training and counseling to its staff conducting resettlement placement and independent departures. The training and counseling help staff to identify and address potential concerns related to trafficking.

USCIS has developed best practices and educational materials (including screening tools, posters, and information sheets) for government personnel to use to identify human trafficking, forced marriage, and other forms of gender-based violence accurately and to address these forms of victimization using a victim-centered approach. USCIS updated its Information for Afghans website to include a Resources for Victims of Abuse, Violence or Exploitation accordion, aimed at providing stakeholders with key Gender-Based Violence definitions and resources. USCIS also updated its USCIS Forced Marriage website to provide the humanitarian immigration options available to victims of forced marriage, and its Information Sheet for Afghan Parolees Departing Safe Havens provides all Afghan evacuees with an overview of gender-based violence, their legal rights in the United States, and resources for individuals at risk of gender-based violence. In consultation with the DHS Office for Civil Rights and Civil Liberties, the UCG also developed training materials that include guidance on gender-based violence, human trafficking, and forced marriage. These materials were provided to all military installations temporarily housing Afghan evacuees across the United States, known as "safe havens." USCIS and UCG training materials were translated into Dari and Pashto.

When staff at safe havens identified potential instances of gender-based violence, local processes were in place to elevate these issues to the Department of Health and Human Services' (HHS) Office of Refugee Resettlement, to ICE Homeland Security Investigations (HSI), DOS, and the U.S. Agency for International Development (USAID) for further review and potential investigation by law enforcement. When these issues are identified, they are also referred to onsite IRC staff for further assessment. In December 2021, the UCG's Gender and Vulnerable Populations Protection Advisory Group issued a national "Guidance on Gender and Vulnerable Populations Protection Standard Operating Procedures," which included standards for key communication pathways and the standup of local protection working groups at each of the safe havens. Further, DOS has funded NGO personnel and has coordinated with private-sector legal organizations to give Afghan evacuees

orientations on their immigration options and basic immigration counseling, which may include legal assistance to apply for asylum, U nonimmigrant status for qualifying victims of criminal activity (U visa) or T nonimmigrant status for qualifying victims of human trafficking (T visa), or a Violence Against Women Act self-petition, depending on the individual's circumstances.

§ 2503(b)(3) Costs incurred and related source of funds for each federal department and agency involved in Operation Allies Welcome

For the purposes of this report, the data for this section is available for the following four federal departments: HHS, DHS, DOD, and DOS. Additional information, including information related to other federal departments and agencies, will be provided in the next edition of this report as available.

As of January 31, 2022, HHS has obligated a total of \$921,958,106 to support Afghan evacuees, using funds from the Administration for Children and Families' Fiscal Year (FY) 2021 Emergency Security Supplemental Appropriations Act (P.L. 117-31), Division C of the Extending Government Funding and Delivering Emergency Assistance Act (P.L. 117-43) appropriations; the Substance Abuse and Mental Health Services Administration's FY 2021 American Rescue Plan Act (P.L. 117-2) appropriation; and the Centers for Disease Control and Prevention's FY 2021 Consolidated Appropriations Act (P.L. 116-260), and Division C of the Extending Government Funding and Emergency Assistance Act appropriations.

As of January 28, 2022, DHS has spent a total of \$77,690,000, with funds from the Operations and Support Appropriations for the Countering Weapons of Mass Destruction Office, the Management Directorate, the Office of the Secretary and Executive Management, ICE, CBP, the Transportation Security Administration, the U.S. Coast Guard, the U.S. Secret Service, the Cybersecurity and Infrastructure Security Agency, the Federal Emergency Management Agency, the Federal Law Enforcement Training Centers, the Science and Technology Directorate, the Office of Intelligence and Analysis, the Office of Operations Coordination, and USCIS.

As of January 15, 2022, DOD obligated \$4.0 billion and expended \$1.3 billion of an available \$8.6 billion in nonmilitary personnel funds received in P.L. 117-31, division C of P.L. 117-43, division B of P.L. 117-70, and several reprogramming actions, to include funds reprogrammed to the Transportation Working Capital Fund for related transportation costs associated with the urgent evacuation response. In addition, DOD obligated \$89.5 million and expended \$85.7 million of an available \$312 million in military personnel funds received in Division B of P.L. 117-70. DOS received \$312,900,000 in Emergencies in the Diplomatic and Consular Service supplemental appropriations to support OAW and related efforts, including additional relocations of individuals at risk because of the situation in Afghanistan. Of these, DOS has committed, obligated, and/or expended \$187,600,000 as of January 31, 2022. In addition, \$37,127,810 has been used to reimburse DOD by DOS for the cost of Kabul evacuation flights. DOS also received \$44,300,000 in a Diplomatic Programs supplemental appropriation, of which \$5,000,000 has been obligated or committed. Finally, as of January 31, 2022, DOS had obligated a total of \$898,565,730 from the President's Emergency Refugee and Migration Assistance Fund, which was authorized in support of OAW and related efforts by DOS, including additional relocations of individuals at risk as a result of the situation in Afghanistan and related expenses.

IV. Conclusion

This report provides the most complete and current data available to respond to the requirements of Section 2503 of P.L. 117-43. DHS will continue to work with its interagency partners to provide updated information about Afghan evacuees in future editions of this report.

Appendix: Abbreviations

Abbreviation	Definition
CBP	U.S. Customs and Border Protection
COVID-19	Coronavirus Disease 2019
DHS	Department of Homeland Security
DOD	Department of Defense
DOS	Department of State
FY	Fiscal Year
HHS	Department of Health and Human Services
HSI	(ICE) Homeland Security Investigations
ICE	U.S. Immigration and Customs Enforcement
IOM	International Organization for Migration
IRC	International Rescue Committee
LPR	Lawful Permanent Resident
NGO	Nongovernmental Organization
NIV	Nonimmigrant Visa
OAR	Operation Allies Refuge
OAW	Operation Allies Welcome
OIS	(DHS) Office of Immigration Statistics
P-1	Priority 1 (U.S. Refugee Admissions Program)
P-2	Priority 2 (U.S. Refugee Admissions Program)
P.L. 116-260	FY 2021 Consolidated Appropriations Act
P.L. 117-2	FY 2021 American Rescue Plan Act
P.L. 117-31	FY 2021 Emergency Security Supplemental Appropriations Act
	Extending Government Funding and Delivering Emergency Assistance Act,
	2022 (which includes Division C – Afghanistan Supplemental
P.L. 117-43	Appropriations Act, 2022)
	Further Extending Government Funding and Emergency Assistance Act,
	2022 (which includes Division B – FY 2022 Additional Afghanistan
P.L. 117-70	Supplemental Appropriations Act, FY 2022)
SIV	Special Immigrant Visa
UCG	Unified Coordination Group
USCIS	U.S. Citizenship and Immigration Services