



Department of Homeland Security Operation Allies Welcome Afghan Evacuee Report

December 2021

Fiscal Year 2022 Report to Congress



**Homeland
Security**

Message from the Secretary

January 28, 2022

I am pleased to submit the following report, “Department of Homeland Security Operation Allies Welcome Afghan Evacuee,” for December 2021. The report was prepared by the Department of Homeland Security (DHS) Office of Strategy, Policy, and Plans.

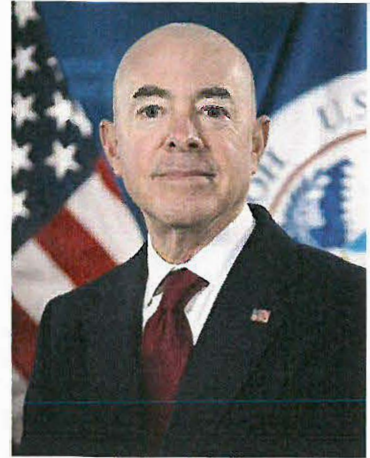
The report was compiled pursuant to the Afghan Supplemental Appropriations Act, 2022 (P.L. 117-43). The report provides available information on the requested topics and was coordinated with the Department of State, the Department of Defense, the Department of Health and Human Services, and the Office of Management and Budget.

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
The 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 for your continued support of the Department of Homeland Security.



Sincerely,

A handwritten signature in blue ink that reads "Alejandro N. Mayorkas".

Alejandro N. Mayorkas
Secretary



Department of Homeland Security Operation Allies Welcome Afghan Evacuee Report December 2021

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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 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] for 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.”¹

¹ Operation Allies Refuge (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 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, when President Biden directed the Department of Homeland Security to stand up and lead a Unified Coordination Group to coordinate ongoing efforts across the Federal Government to resettle vulnerable Afghans, including those who worked alongside us in Afghanistan for the past two decades, in the United States.

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 alongside us in Afghanistan 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 work of the UCG is undertaken in close collaboration with partners across every level of government, nongovernmental organizations, and the private sector. Through OAW, we have welcomed more than 76,000 Afghan evacuees to the United States and are prepared to welcome additional qualifying Afghan evacuees.

Prior to entering the United States, Afghan evacuees must successfully complete a rigorous and multi-layered 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 (MMR); 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 **82,015** 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. For the purposes of this report, 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

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 are in one of the three following situations: (i) entered the United States on Operation Allies Refuge (OAR) or OAW evacuation flights; (ii) are located at the U.S. military base at Doha, Qatar; or (iii) are 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 November 18, 2021. 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 of the categories identified in the Act are overlapping. For example, employees of U.S. Government agencies may be counted as Special Immigrant Visa (SIV) holders, SIV applicants,⁴ 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 since some individuals appear in more than one specified category.

- (i) The number of Afghan evacuees who are U.S. lawful permanent residents: **3,529**.

NOTES: The reported number includes lawful permanent residents (LPR) admitted to the United States as of November 18, 2021; located at the U.S. military base in Doha as of November 30, 2021; and located in the third country transit site in Abu Dhabi as of November 23, 2021. 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. For Afghan evacuees located overseas, DOS person-level records were matched by full name and year of birth or by last name and passport number against known evacuees in DOS's Afghanistan Coordination Task Force Database, which contained LPRs who self-identified via the Kabul Repatriation Assistance form. Their status then was verified through USCIS databases.

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 not yet received a Special Immigrant Visa (SIV) at the time of evacuation; and those who were eligible to do so, but had not yet begun the SIV application process. These individuals cannot obtain a visa while in the United States, but may still apply for "special immigrant status," which provides a path to lawful permanent residence. Consistent with Section 2503(2)(A)(i)(III) of the Afghan Supplemental Appropriations Act, 2022, 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."

- (ii) The number of Afghan evacuees who are SIV holders: **3,290**.

NOTES: SIV holders are those who worked for or on behalf of the U.S. Government or allied forces 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 as of November 18, 2021; SIV holders located at the U.S. military base in Doha as of November 30, 2021; and SIV holders in the third country transit site in Abu Dhabi as of November 23, 2021.

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 government databases holding SIV data.

- (iii) The number of Afghan evacuees who are SIV applicants: **36,821**.

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 by 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, had not yet applied at the time this report was produced, and are expected to do so. Data include principal applicants and their immediate family members and are valid as of December 16, 2021. The reported number excludes principal applicants' extended family members, as they would not be eligible for the SIV program.

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: **21**.

NOTES: Data are valid as of November 18, 2021, and are limited to nonimmigrant visa holders. Family members of a nonimmigrant visa holder (NIV) who do not themselves hold an NIV are not included in this figure.

METHODOLOGY: Numbers are based on CBP person-level entry records.

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

NOTES: Data are valid as of December 13, 2021, and are limited to evacuees who were employees as of August 1, 2021. Family members of employees who were not themselves 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 based on a list of locally employed staff previously employed in Afghanistan who were evacuated. Locally employed staff may also 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 as 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 Priority-1 refugee referrals: **1,941**.

NOTES: Data are valid as of December 13, 2021.

This figure includes the number of individuals preliminarily submitted as Priority 1 (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, all evacuees identified in this report as P-1 or P-2 already have entered the United States or are expected to enter as parolees, so DOS suspended review of their referrals for eligibility.

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.

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, United States 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 nongovernmental organization.

- (viii) The number of Afghan evacuee Priority-2 refugee referrals: **2,109**.

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): **411**.

Data include 15 Afghan evacuees relocated by the International Organization for Migration (IOM) to Australia, 393 Afghan evacuees relocated by IOM to Canada, one Afghan evacuee relocated to Canada by IOM in coordination with CBP, one Afghan evacuee who voluntarily withdrew his application for admission and was relocated to Qatar for onward travel to Turkey, and one Afghan evacuee who voluntarily withdrew his application for admission and relocated to Qatar for onward travel to another destination.

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 are valid as of December 1, 2021, and data on the 393 relocations to Canada are valid as of December 7, 2021, and represent individuals arriving at their final destination between September 7, 2021, and November 15, 2021. These relocations involved Afghan evacuees who had a nexus to Canada or Australia and 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.

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.

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.

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 DHS U.S. Immigration and Customs Enforcement (ICE) and CBP.

- (x) The number of Afghan evacuees who do not fall into any of the above categories: **36,433**.

NOTES: The vast majority of Afghan evacuees who entered the United States were granted humanitarian parole by CBP on a case-by-case basis 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 were 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 had not yet applied and have not yet been identified 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 SIV program, but who are not being referred because they are now 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 currently located at the U.S. military base in Doha, or Afghan evacuees currently 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 16, 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, 88 Afghan evacuees (along with 113 associated family members) are still undergoing additional screening and vetting outside of the United States prior to a final determination whether they are cleared for onward travel to the United States. This multi-layered 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: **70,192.**

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 November 19, 2021, and cover the period July 30, 2021, to November 15, 2021. OAW initial parole periods were granted for 2 years so no Afghan evacuees have become eligible for an extension of their initial parole period.

Data on parole terminations are valid as of December 29, 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

As of November 15, 2021, none of these evacuees had completed processing for an immigration benefit that normally requires an interview, and USCIS had not yet conducted any interviews of evacuees in connection with an application or petition for immigration benefits.

NOTES: Data are valid as of November 15, 2021.

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 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 [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. The UCG also developed training materials in consultation with the DHS Office for Civil Rights and Civil Liberties that include guidance on gender-based violence, human trafficking, and forced marriage. These materials have been provided to all military installations temporarily housing Afghan evacuees across the United States known as “safe havens.” USCIS and UCG training materials have been translated into Dari and Pashto.

When staff at safe havens identify potential instances of gender-based violence, local processes are in place to elevate these issues to the Department of Health and Human Services’ (HHS) Office of Refugee Resettlement (ORR) and/or ICE Homeland Security Investigations (HSI) for further review and potential investigation by law enforcement. When these issues are identified, they also are referred to on-site IRC staff for further assessment. DOS has funded nongovernmental organization personnel and has coordinated with private-sector legal organizations to give Afghan evacuees orientations on their immigration options and basic immigration counseling that may include legal assistance to apply for asylum, a Victims of Criminal Activity (U) or Victims of Human Trafficking (T) visa, or a Violence Against Women Act (VAWA) 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 November 30, 2021, HHS has obligated a total of \$697,859,388.08 to support Afghan evacuees, using funds from the Administration for Children and Families’ Fiscal Year (FY) 2021 Emergency Security Supplemental Appropriations Act and FY 2022 Extending Funding and Emergency Assistance Act; the Substance Abuse and Mental Health Services Administration’s FY 2021 American Rescue Plan Act; and the Centers for Disease Control and Prevention’s FY 2021 Consolidated Appropriations Act, FY 2022 Extending Funding and Emergency Assistance Act, and FY 2022 Extending Funding and Emergency Assistance Act (Division B – Additional Afghanistan Supplemental Appropriations Act, 2022).

As of November 30, 2021, DHS has spent a total of \$42,803,000, 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 October 31, 2021, DOD obligated \$1.8 billion of an available \$4.6 billion in funds received in the Emergency Security Supplemental Appropriations Act, 2021 (P.L. 117-31), the

Afghanistan Supplemental Appropriations Act, 2022 (division C of P.L. 117-43), and several reprogramming actions to include funds reprogrammed to the Air Force Working Capital Fund for related transportation costs associated with the urgent evacuation response.

DOS received \$312,900,000 in Emergencies in the Diplomatic and Consular Service (EDCS K Fund) supplemental appropriations to support OAW and related efforts, including additional relocations of individuals at risk due to the situation in Afghanistan. The Department has committed, obligated, and/or expended \$133,900,000 as of November 15, 2021. In addition, \$37,000,000 has been used to reimburse DOD for the cost of Kabul evacuation flights. DOS also received \$44,300,000 in a Diplomatic Programs supplemental appropriation, of which it has not yet obligated or committed funding. As of November 30, 2021, DOS has obligated a total of \$864,619,955 from the United States Emergency Refugee and Migration Assistance Fund, which the President 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 the Afghan Supplemental Appropriations Act, 2022. DHS will continue to work with its interagency partners to provide updated information about Afghan evacuees in future editions of this report.