

**SUPPORTING STATEMENT FOR  
APPLICATION FOR TRAVEL DOCUMENT  
OMB Control No.: 1615-0013  
COLLECTION INSTRUMENT(S): FORM I-131**

**A. Justification**

- 1. Explain the circumstances that make the collection of information necessary. Identify any legal or administrative requirements that necessitate the collection. Attach a copy of the appropriate section of each statute and regulation mandating or authorizing the collection of information.**

Pursuant to sections 103, 208, 212, 223, and 244 of the Immigration and Nationality Act (the “Act”) certain aliens, principally permanent or conditional residents, refugees or asylees, applicants for adjustment of status, aliens in Temporary Protected Status (TPS) and aliens abroad seeking humanitarian parole, need to apply for a travel document to lawfully enter or reenter the United States. Eligible recipients of deferred action under childhood arrivals (DACA) may now file request for advance parole documents based on humanitarian, educational and employment reasons. The Form I-131 is used for these purposes.

Any individual may be required to submit biometric information if the regulations or form instructions require such information or if requested in accordance with 8 CFR 103.2(b)(9). DHS may collect and store for present or future use, by electronic or other means, the biometric information submitted by an individual. DHS may use this biometric information to conduct background and security checks, adjudicate immigration and naturalization benefits, and perform other functions related to administering and enforcing the immigration and naturalization laws. *See* 8 CFR 103.16. Individuals between the ages of 14 through 79 applying for refugee travel documents or reentry permits have to provide biometrics as part of the current requirements for establishing eligibility for a refugee travel document or reentry permit.

**Authorities:** 8 U.S.C. §§ 1103, 1158, 1182, 1203 and 1204

- 2. Indicate how, by whom, and for what purpose the information is to be used. Except for a new collection, indicate the actual use the agency has made of the information received from the current collection.**

Form I-131 has multiple uses. A permanent or conditional resident may use the form to apply for a Reentry Permit for admission to the U.S. during the document’s validity without having to obtain a returning resident visa from an American Consulate. For example, a permanent resident who has remained outside of the United States for up to 2 years may use a Reentry Permit to reenter the United States. Refugees or asylees, or permanent residents who were formerly refugees or asylees, may use the form to apply for a refugee travel document. The bearer presents the document for readmission to the United States after temporary travel abroad. Aliens abroad who seek to travel to the United States temporarily for emergent business or personal reasons, may use the form to apply for an advance parole document to be paroled into the United States on humanitarian grounds. These cases will be handled on a case by case basis. Aliens granted TPS are also required to obtain an Advance Parole Document if

they wish to leave the United States temporarily and return. The information collected on the form is used to verify the applicant's status and determine his or her eligibility to obtain a travel document, advance parole document or reentry permit.

Not all applicants that submit a Form I-131 to request a travel document will have to provide biometrics as only some of these individuals are subject to required identity, background and security checks in connection with an underlying petition such as an Application for Adjustment of Status to Lawful Permanent Resident, before they may be issued a travel document. Aliens requesting a Refugee Travel Document or Reentry Permit are required to provide biometrics in connection with the application for a travel document. As part of the enhanced procedures for conducting these checks, biometrics collection requirements and guidance are contained in the form instructions for applicants applying for Reentry Permits and Refugee Travel Documents. U.S. Citizenship and Immigration Services (USCIS) conducts background, security and identity checks on applicants for Advance Parole without requiring biometrics collection due to the emergency nature of the requests from applicants for humanitarian and other advance parole circumstances. In addition, individuals seeking an Advance Parole Document who have TPS and those who have pending adjustment of status applications are required to submit biometrics in conjunction with their TPS and adjustment of status applications. USCIS does retain and use its authority to fingerprint individuals, on an as needed, case-by-case basis, who request an Advance Parole Document, including humanitarian parole.

On June 15, 2012, the Secretary of Homeland Security issued a memorandum pursuant section 103 of the Immigration and Nationality Act, 8 U.S.C § 1103 (a) (1). That memorandum outlines guidelines that should be used when considering whether to defer either the initiation of removal proceedings or the execution of removal orders. This is a case-by-case exercise of prosecutorial discretion relating to individuals who were brought to the United States as children and meet certain threshold guidelines. These individuals will be considered for relief from removal from the country or from being placed into removal proceedings, and, if DHS defers action, they may apply for an employment authorization document provided they can establish economic necessity and an advance parole document if they can demonstrate that they have to travel outside of the United States for educational, employment or humanitarian reasons.

If USCIS defers action under DACA, the DACA recipient may request permission to travel outside the United States by applying for advance parole through Form I-131. Advance parole is available to DACA recipients provided they can establish the need for such travel document based on educational, employment or humanitarian reasons. The DACA recipient must file an application with USCIS, show that their Form I-821D, Consideration of Deferred Action for Childhood Arrivals, was approved, or U.S. Immigration and Customs Enforcement (ICE) deferred action in their case under childhood arrival; and document that they are traveling outside the United States for: (a) educational purposes, such as semester abroad programs and academic research; (b) employment purposes, such as overseas assignments, interviews, conferences, training, meetings with clients; or, (c) humanitarian purposes for emergent, compelling or sympathetic circumstances, including travel to obtain medical treatment, attend funeral services for a family member, or visit an ailing relative. Travel for vacation is not a valid purpose. Form I-131 instructions provide examples of acceptable evidence to establish the purpose for traveling outside of the United States.

- 3. Describe whether, and to what extent, the collection of information involves the use of automated, electronic, mechanical, or other technological collection techniques or other forms of information technology, e.g., permitting electronic submission of responses, and the basis for the decision for adopting this means of collection. Also describe any consideration of using information technology to reduce burden.**

The use of this form provides the most efficient means for collecting and processing the required data. This form resides on the USCIS website ([www.uscis.gov](http://www.uscis.gov)) and can be completed electronically and e-filed by logging into USCIS's E-Filing system. The urls are <http://www.uscis.gov/portal/site/uscis/> and <https://efiling.uscis.dhs.gov/efile/>.

- 4. Describe efforts to identify duplication. Show specifically why any similar information already available cannot be used or modified for use for the purposes described in Item 2 above.**

USCIS programs impose no duplication of efforts because no other instrument, form or program can be used to determine eligibility for a travel document. USCIS requires some applicants under this control number to provide passport-style photographs while it requires others to appear at a USCIS Application Support Center (ASC) to provide an electronic photograph and fingerprints. .

USCIS has also investigated the information that may be obtained from other Federal programs and agencies and has determined that the information necessary to determine if the alien is eligible to request a travel document is not available through other Federal sources.

- 5. If the collection of information impacts small businesses or other small entities (Item 5 of OMB Form 83-I), describe any methods used to minimize burden.**

This collection of information does not have an impact on small businesses or other small entities.

- 6. Describe the consequence to Federal program or policy activities if the collection is not conducted or is conducted less frequently, as well as any technical or legal obstacles to reducing burden.**

The collection of this information is required to verify the status of permanent or conditional residents, refugees or asylees, individuals in TPS, applicants for adjustment of status, aliens abroad who apply for either a Reentry Permit, Refugee Travel Document or an Advance Parole Document (including humanitarian parole), or certain DACA recipients, and determine whether the applicant is eligible for the requested travel document. The lack of such documentation will result in aliens who travel abroad not being able to apply for readmission or to be paroled in to the United States, without obtaining visas from an American Consulate. Many aliens abroad seeking to enter the United States for legitimate humanitarian reasons would not be able to apply for and obtain permission to enter the United States to benefit from such relief. DACA recipients will not be able to briefly, temporarily travel abroad to fulfill their educational or employment needs or make a trip based on humanitarian reasons and then return to the United States.

7. **Explain any special circumstances that would cause an information collection to be conducted in a manner:**
- **Requiring respondents to report information to the agency more often than quarterly;**
  - **Requiring respondents to prepare a written response to a collection of information in fewer than 30 days after receipt of it;**
  - **Requiring respondents to submit more than an original and two copies of any document;**
  - **Requiring respondents to retain records, other than health, medical, government contract, grant-in-aid, or tax records for more than three years;**
  - **In connection with a statistical survey, that is not designed to produce valid and reliable results that can be generalized to the universe of study;**
  - **Requiring the use of a statistical data classification that has not been reviewed and approved by OMB;**
  - **That includes a pledge of confidentiality that is not supported by authority established in statute or regulation, that is not supported by disclosure and data security policies that are consistent with the pledge, or which unnecessarily impedes sharing of data with other agencies for compatible confidential use; or**
  - **Requiring respondents to submit proprietary trade secret, or other confidential information unless the agency can demonstrate that it has instituted procedures to protect the information's confidentiality to the extent permitted by law.**

There are no special circumstances applicable to this information collection. This information collection is conducted in a manner consistent with the guidelines in 5 CFR 1320.5(d)(2).

8. **If applicable, provide a copy and identify the data and page number of publication in the Federal Register of the agency's notice, required by 5 CFR 1320.8(d), soliciting comments on the information collection prior to submission to OMB. Summarize public comments received in response to that notice and describe actions taken by the agency in response to these comments. Specifically address comments received on cost and hour burden.**

**Describe efforts to consult with persons outside the agency to obtain their views on the availability of data, frequency of collection, the clarity of instructions and recordkeeping, disclosure, or reporting format (if any), and on the data elements to be recorded, disclosed, or reported.**

**Consultation with representatives of those from whom information is to be obtained or those who must compile records should occur at least once every 3 years -- even if the collection of information activity is the same as in prior periods. There may be circumstances that may preclude consultation in a specific situation. These circumstances should be explained.**

On December 28, 2011, USCIS published a 60-day notice in the Federal Register at 76 FR 81517 informing the public that USCIS will be submitting a request to revise this form to OMB. No comments were received in connection with that publication. On March 16, 2012,

USCIS published a 30-day notice in the Federal Register at 77 FR 15787. No comments were received in connection with that publication. Currently, USCIS has a request to revise this form pending before the Office of Management and Budget (OMB).

On November 30, 2012, USCIS published an amended 30-day information collection notice in the Federal Register at 77 FR 71432, to inform the public that it is proposing to revise form I-131 to make some clarifying changes to the current language in the instructions to this form based on OMB's recommendations and include clear guidance to DACA recipients on how to request travel documents based on humanitarian, employment and educational reasons. The June 15, 2012 memorandum issued guidance that requires updates to some of USCIS information collection tools, to include this form. Comments received in connection with this notice will be addressed if warranted in consultation with OMB and could be adopted by USCIS and OMB during their review of the form and instructions prior to its approval and issuance.

**9. Explain any decision to provide any payment or gift to respondents, other than remuneration of contractors or grantees.**

USCIS does not provide payments or gifts to respondents in exchange for a benefit sought.

**10. Describe any assurance of confidentiality provided to respondents and the basis for the assurance in statute, regulation, or agency policy.**

Refugees and asylees are protected by the confidentiality provisions of 8 CFR 208.6; 8 U.S.C. § 1103. Aliens in TPS status have the confidentiality protections described in 8 CFR 244.16; 8 U.S.C. § 1254a(c)(6). There are no confidentiality assurances for other aliens applying for the benefit. The system of record notice associated with this information collection is USCIS Benefits Information System, which was published in the Federal Register on September 29, 2008 at 73 FR 56596. The privacy impact assessment (PIA) associated with this information collection is USCIS Benefits Processing of Applicants other than Petitions for Naturalization, Refugee Status, and Asylum, dated September 5, 2008. USCIS has recently updated the privacy threshold assessment (PTA) associated with this information collection to account for recent DACA-related changes. The PTA is currently pending. Any system impacted that is identified during the new assessment will be disclosed during the next submission.

**11. Provide additional justification for any questions of a sensitive nature, such as sexual behavior and attitudes, religious beliefs, and other matters that are commonly considered private. This justification should include the reasons why the agency considers the questions necessary, the specific uses to be made of the information, the explanation to be given to person's from whom the information is requested, and any steps to be taken to obtain their consent.**

There are no questions of a sensitive nature.

**12. Provide estimates of the hour burden of the collection of information. The statement should:**

- Indicate the number of respondents, frequency of response, annual hour burden, and an explanation of how the burden was estimated. Unless directed to do so, agencies should not conduct special surveys to obtain information on which to base hour burden estimates. Consultation with a sample (fewer than 10) of potential respondents is desirable. If the hour burden on respondents is expected to vary widely because of differences in activity, size, or complexity, show the range of estimated hour burden, and explain the reasons for the variance. Generally, estimates should not include burden hours for customary and usual business practices.
- If this request for approval covers more than one form, provide separate hour burden estimates for each form and aggregate the hour burdens in Item 13 of OMB Form 83-I.
- Provide estimates of annualized cost to respondents for the hour burdens for collections of information, identifying and using appropriate wage rate categories. The cost of contracting out or paying outside parties for information collection activities should not be included here. Instead, this cost should be included in Item 14

Type of Respondent	Form Name / Form Number	No. of Respondents	No. of Responses per Respondent	Avg. Burden per Response (in hours)	Total Annual Burden (in hours)	Avg. Hourly Wage Rate**	Total Annual Respondent Cost
Individuals or Households	Application for Travel Document, Form I-131	495,090	1	1.9 hours	940,671	\$30.44	\$28,634,025
Individuals or Households	Biometrics ***	71,665	1	1.17 hours	83,847	\$30.44	\$2,552,317
Individuals or Households	Passport-style Photographs ****	293,733	1	.50 hours	146,867	\$30.44	\$4,470,616
Total					1,171,385		\$35,656,958

*\* This figure reflects USCIS's most recent estimate for the total number of I-131 respondents (338,940) and the newly added population of DACA recipients that USCIS estimates might request advance parole documents (156,150).*

*\*\* The above Average Hourly Wage Rate is calculated from the May 2011 Bureau of Labor Statistics average wage for "All Occupations" of \$21.74 times the wage rate benefit multiplier of 1.4 equaling \$30.44.*

*\*\*\* Only respondents requesting refugee travel documents or reentry permits will have to provide biometrics.*

*\*\*\*\* Only applicants requesting refugee travel documents or humanitarian advance paroled documents are required to provide passport-style photographs.*

## **NOTES ON BURDEN:**

*USCIS has sought comments in conjunction with other information collection requests on how the burden the following information collection requirements place on applicants. USCIS will revise its burden estimates for application for travel document requests in its next submission of this supporting statement to OMB based on the results of public comments it receives, its own expert analysis, and information that can be found from other resources.*

*1. Translations. Respondents might incur burden for translations of documents in foreign languages. USCIS will evaluate the burden associated with requiring translations of supporting documents.*

*2. Preparers. Some respondents may hire third parties for form completion so there may be a burden for a preparer to assist in the form completion process.*

*3. Records. Respondents might need to provide some documentation to demonstrate that they are eligible to obtain travel documents. There may be a burden associated with having to gather the required documentation.*

**13. Provide an estimate of the total annual cost burden to respondents or record keepers resulting from the collection of information. (Do not include the cost of any hour burden shown in Items 12 and 14).**

- The cost estimate should be split into two components: (a) a total capital and start-up cost component (annualized over its expected useful life); and, (b) a total operation and maintenance and purchase of services component. The estimates should take into account costs associated with generating, maintaining, and disclosing or providing the information. Include descriptions of methods used to estimate major cost factors including system and technology acquisition, expected useful life of capital equipment, the discount rate(s), and the time period over which costs will be incurred. Capital and start-up costs include, among other items, preparations for collecting information such as purchasing computers and software; monitoring, sampling, drilling and testing equipment; and record storage facilities.
- If cost estimates are expected to vary widely, agencies should present ranges of cost burdens and explain the reasons for the variance. The cost of purchasing or contracting out information collection services should be a part of this cost burden estimate. In developing cost burden estimates, agencies may consult with a sample of respondents (fewer than 10), utilize the 60-day pre-OMB submission public comment process and use existing economic or regulatory impact analysis associated with the rulemaking containing the information collection, as appropriate.
- Generally, estimates should not include purchases of equipment or services, or portions thereof, made: (1) prior to October 1, 1995; (2) to achieve regulatory compliance with requirements not associated with the information collection; (3) for reasons other than to provide information or keep records for the government; or, (4) as part of customary and usual business or private practices.

There is no cost burden to respondents for actually responding to this information collection-start-up, maintenance, and operating costs associated with completing the paperwork. There is a \$360 application fee for all applicants associated with this information collection and a \$85

biometric fee to be paid by respondents requesting refugee travel documents or reentry permits. In addition, USCIS estimates that some respondents pay an estimated \$10 fee to obtain the required passport-style photographs.

This information collection may impose some out-of-pocket costs on respondents in addition to the time burden for the form's preparation. USCIS has sought public comments on these subjects in connection with other information collections and will provide estimates in its next submission to OMB based on the results of public comments received and information that can be found from other resources on these costs:

Translations. Respondents might incur expenses for translations of foreign documents or documents prepared or issued in foreign languages. USCIS is currently evaluating the estimated cost associated with this activity in connection with other information collections.

Preparers. Some respondents may hire third parties to assist in the request process and may incur costs to hire paid preparers for the preparation and submission of this form. USCIS is currently evaluating the estimated cost associated with this activity in connection with other information collection.

- 14. Provide estimates of annualized cost to the Federal government. Also, provide a description of the method used to estimate cost, which should include quantification of hours, operational expenses (such as equipment, overhead, printing, and support staff), and any other expense that would not have been incurred without this collection of information. Agencies also may aggregate cost estimates from Items 12, 13, and 14 in a single table.**

Annualized Cost Analysis

a. Printing Cost	\$ 20,500
b. Collection and Processing Cost	\$ 184,303,425
<b>c. Total Cost to Program</b>	<b>\$ 184,323,925</b>

**Government Cost Analysis**

The estimated cost to the government, which is funded by USCIS user fee collections, is calculated by multiplying the estimated number of respondents (495,090) x the fee charge for the collection and (\$360) and 71,665 respondents x \$85 biometric fee. The total cost includes the suggested hourly rate for clerical, officer and managerial time with benefits, plus a percent for the estimated overhead cost for printing, stocking and distributing and processing of this form.

USCIS is analyzing a more detailed breakdown of the costs to USCIS of this information collection and will provide more cost data in our next submission to OMB following this emergency request.

- 15. Explain the reasons for any program changes or adjustments reporting in Items 13 or 14 of the OMB Form 83-I.**

The current hour inventory approved for this form is 486,884 burden hours, and the requested new total hour burden is 1,171,385, which is an increase of 853,946 burden hours. This change



is the result of an improved analysis of the burden of this collection and an increase in the numbers of respondents that complete and submit this form to USCIS. USCIS previously reported a total of 167,073 respondents. USCIS is now reporting that the number of respondents has increased by 328,017, as it estimates that 495,090 respondents will submit requests, to include certain DACA-recipients who might request advance parole documents based on employment, humanitarian or employment reasons. USCIS is also including the time burden associated with the collection of biometrics from some I-131 applicants and the burden to provide passport-style photographs. See the summary table in question 12.

- 16. For collections of information whose results will be published, outline plans for tabulation, and publication. Address any complex analytical techniques that will be used. Provide the time schedule for the entire project, including beginning and ending dates of the collection of information, completion of report, publication dates, and other actions.**

USCIS does not intend to employ the use of statistics or the publication thereof for this information collection.

- 17. If seeking approval to not display the expiration date for OMB approval of the information collection, explain the reasons that display would be inappropriate.**

USCIS will display the expiration date of OMB approval for this information collection.

- 18. Explain each exception to the certification statement identified in Item 19, “Certification for Paperwork Reduction Act Submission,” of OMB 83-I.**

USCIS does not request an exception to the certification of this information collection.