

**SUPPORTING STATEMENT FOR  
Title 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. Recipients of deferred action for under childhood arrivals (DACA) may now file requests for advance parole documents based on humanitarian, educational and employment reasons. This collection would be used by dependents of individuals who file an application for entrepreneur parole under INA section 212(d)(5)(A) (8 U.S.C. 1182(d)(5)(A)) and proposed new 8 CFR 212.19. Such individuals are subject to biometric collection in connection with the filing of the application. 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 that outlines guidelines that should be used when considering whether to defer removal proceedings or the execution of removal orders. Known as DACA, 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. The instructions for Form I-131 and USCIS policy provides that USCIS will generally grant advance parole to DACA recipients traveling outside the United States for educational purposes, employment purposes, or humanitarian purposes;

- (a)** Educational purposes include but are not limited to semester abroad programs or academic research;
- (b)** Employment purposes include but are not limited to overseas assignments, interviews, conferences, training, or meetings with clients; **or**

(c) Humanitarian purposes include but are not limited to travel to obtain medical treatment, attend funeral services for a family member, or visit an ailing relative.

This collection would be used by dependents of individuals who file an application for entrepreneur parole under INA section 212(d)(5)(A) (8 U.S.C. 1182(d)(5)(A)) and proposed new 8 CFR 212.19. Such individuals are subject to biometric collection in connection with the filing of the application.

- 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.**

Form I-131 is available online at <http://www.uscis.gov/i-131> to access, complete, save and print. The form currently is not able to be filed electronically but USCIS is currently working to establish a new electronic filing platform; future updates will be provided when available.

- 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 similar information that can be used to determine eligibility for a travel document is not collected through other USCIS collections or programs. 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), DACA recipients, or dependents of entrepreneur parolees 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.

**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.**

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 November 14, 2019, USCIS published a Notice of Proposed Rulemaking in the Federal Register at 84 FR 62280.

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

USCIS does not provide any payment for 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 notices associated with this information collection are USCIS Benefits Information System, which was published in the Federal Register on September 29, 2008 at 73 FR 56596 and Alien File Index, and National File Tracking System, which published in the Federal Register on November 21, 2013 at 78 FR 69864. The privacy impact assessment (PIA) associated with this information collection is the Case and Activity Management for International Operations (CAMINO), dated May 26, 2015, and the USCIS Benefits Processing of Applicants other than Petitions for Naturalization, Refugee Status, and Asylum (CLAIMS 3), dated March 25, 2016.

- 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 persons 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.**

		A	B	C (=AxB)	D	E (=Cx D)	F	(=ExF)
Type of Respondent	Form Name / Form Number	#. of Respondents	#. of Responses per Respondent	# of Responses	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*	464,900	1	464,900	1.9	883,310	\$36.72	32,435,142
Individuals or Households	Biometric Processing**	86,000	1	86,000	1.17	100,620	\$36.72	3,694,766
Individuals or Households	Passport-style Photos ***	360,000	1	360,000	0.50	180,000	\$36.72	6,609,600
<b>Total</b>				910,900		1,163,930		42,739,510

The above Average Hourly Wage Rate is the May 2018 Bureau of Labor Statistics average wage for All Occupations of \$24.98 times the wage rate benefit multiplier of 1.47 (to account for benefits provided) equaling \$36.72. The selection of "All Occupations" was chosen as the expected respondents for this collection could be expected to be from any occupation.

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

\*\*\*Only applicants requesting refugee travel documents or humanitarian advance parole.

**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 are no capital, start-up, operational or maintenance costs associated with this collection of information. For informational purposes only, the filing fee for Form I-131 is \$585. Please see the form instructions for more information regarding the filing fee.

This information collection may impose some out-of-pocket costs on respondents in addition to the time burden for the form's preparation. Costs may include payments for document translation and preparation services, attorney and legal fees, postage, and costs associated with gathering documentation. USCIS estimates the average cost of this information collection may vary widely, from as little as \$20 to \$1,000 per respondent. USCIS estimates that the average cost for these activities is \$515.00 and that approximately 60.00 percent of the total respondent population may incur this cost. The estimated out of pocket cost to respondents is 464,900 respondents multiplied by 60.00 percent of the population multiplied by the average cost per response of \$515.00, which equals \$143,654,100.

- 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.**

USCIS establishes its fees using an activity-based costing model to assign costs to an adjudication based on its relative adjudication burden and use of USCIS resources. Fees are established at an amount that is necessary to recover these assigned costs, plus an amount to recover unassigned overhead (which includes the suggested average hourly rate for clerical, officer, and managerial time with benefits) and immigration benefits provided for free. USCIS uses the fee associated with an information collection as a reasonable measure of the collection's costs to USCIS, since these fees are based on resource expenditures related to the benefit in question. In addition, this figure includes the estimated overhead cost for printing, stocking, distributing and processing of this



form.

The estimated cost of the program to the Government is calculated by using the estimated number of respondents (\$464,900) x filing fee charge (\$585). The total cost to the Federal government is \$271,966,500.

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

USCIS modified the fee requirements for requests for Advance Parole (AP) and Refugee Travel Documents (RTDs) filed in connection with a Form I-485, Application to Register Permanent Residence or Adjust Status. Specifically, the filing fee for Form I-131 will be required if the applicant is requesting AP or an RTD and the applicant has a pending Form I-485 that was filed prior to July 30, 2007, or on/after the effective date of the new fee schedule. The instructions are being amended to indicate that individuals who are abroad and have lost their Advance Parole Document will need to file Form I-131A, Application for Travel Document (Carrier Documentation), to request a travel document to return to the United States.

Data collection Activity/Instrument	Program Change (hours currently on OMB Inventory)	Program Change (New)	Difference	Adjustment (hours currently on OMB Inventory)	Adjustment (New)	Difference
Form I-131				919,448	883,310	(36,138)
Biometrics Processing				98,280	100,620	2,340
Passport-style Photos				190,000	180,000	(10,000)
<b>Total(s)</b>				<b>919,448</b>	<b>1,163,930</b>	<b>(43,798)</b>

USCIS is reporting an adjustment to the estimated annual time burden for this collection of information, as a result of a decrease in the estimated number of respondents.

Data collection Activity/Instrument	Program Change (cost currently on OMB Inventory)	Program Change (New)	Difference	Adjustment (cost currently on OMB Inventory)	Adjustment (New)	Difference
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Form I-131				146,072,480	\$143,654,100	(\$2,418,380)
<b>Total(s)</b>				<b>146,072,480</b>	<b>\$143,654,100</b>	<b>(\$2,418,380)</b>

USCIS is reporting an adjustment to the estimated annual cost burden for this collection of information. As a result of a reevaluation of the estimated cost burden to respondents, the total estimated annual cost burden for this collection of information has decreased,

- 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.**

This information collection will not be published for statistical purposes.

- 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 for OMB approval of 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.

- B. Collections of Information Employing Statistical Methods.**

There is no statistical methodology involved with this collection.