



Homeland
Security

Temporary Protected Status (TPS) Applicants in the United States: Lessons learned from development of the Office of Homeland Security Statistics' Immigrant Benefits Lifecycle database

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Introduction

- Office of Homeland Security Statistics (OHSS) is expanding person-centric analysis of migrants as they move through the U.S. immigration system
- Developed PERSIST to conduct longitudinal analysis of the Enforcement Lifecycle
 - Individual outcomes as border encounters move through each stage of the enforcement process
- Developing a similar system to analyze the Immigrant Benefit Lifecycle
 - Follow outcomes as migrants move through the U.S. immigration system's benefits processes, including changes in visa statuses, permission to work and reside in the country, and acquisition of permanent residence status and U.S. citizenship
- DHS person-centric data system
 - U.S. Customs and Border Protection (CBP): Arrival and Departure Information System (ADIS)
 - Test viability of using ADIS to conduct Benefit Lifecycle Analysis
 - Exploratory analysis of the Temporary Protected Status (TPS) population
 - Humanitarian program that allows certain nationals to temporarily stay and work in the United States due to unsafe conditions in their home countries

Immigrant Benefit Lifecycle Project

- Follow immigrants through the benefits system (or until they leave the country) to study migrant integration/adaptation
- Benefits provided by DHS (USCIS)
 - Work authorization, lawful permanent residence status (LPR), and U.S. citizenship
- Longitudinal histories (including pre-migratory experiences/application process) to see what factors impact benefit-related outcomes
 - Cohort analysis to compare different groups over time- if experienced different social, economic, and political conditions, or other period effects-
- Data linkage (matching) more difficult for nonimmigrants due to lack of unique identifiers
 - ADIS, though not created to track immigrant benefits, already has advanced data linking methodologies
 - Can this be leveraged to conduct Benefit Lifecycle Analysis?

Arrival and Departure Information System (ADIS)

- Originally developed by Immigration and Naturalization Services (INS) in 2002 (transferred to CBP in 2014)
 - Automates process of recording arrivals/departures of foreign nationals
 - Identifies individuals who may have violated their terms of admission by staying in the United States beyond their authorized entry period
- Includes biographic information, biometric indicators, and encounter data
- Data from DHS systems (CBP, USCIS, ICE), as well as State Department (DOS) and the Social Security Administration (SSA)
- Match individuals based on biographic (e.g. fingerprint, name, date of birth) and event information (e.g. border crossings, I-94 arrival/departure forms, etc.)
 - Deterministic and Probabilistic Methods
- Known limitations
 - Matching best from 2014 onwards; limited coverage of US to Mexico land border crossings; potential mismatch of individuals (multiple IDs for same person or multiple persons with same ID)

Benefit Lifecycle Analysis

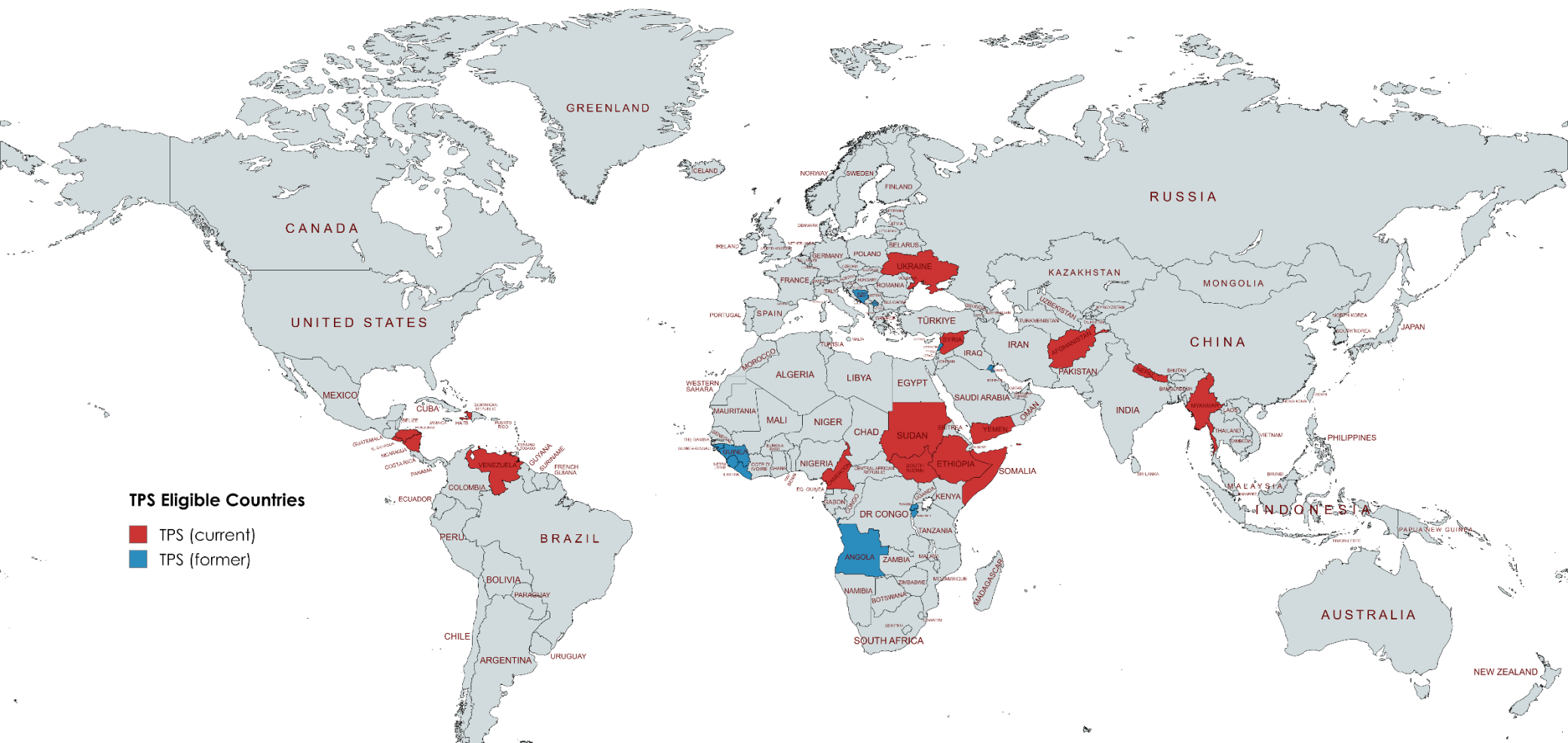
- Initial exploratory research analyzed the F-1 international student population
 - Followed a single cohort of new students and established viability of using ADIS to conduct longitudinal analysis
- This project takes the additional step of merging ADIS to USCIS I-821 (Temporary Protected Status application) data
- Look at all persons who ever applied for TPS
 - Analysis of status at entry and current status, as well as intermediary steps of TPS application and decision
 - Characteristics and geographic distribution of the TPS population
 - What are outcomes for those who applied for TPS?
 - How long in the country before applied, how long before a decision made, what is their current status (still TPS, left US, changed status, naturalized, etc.)?
 - Differences by nationality or other variables?

Temporary Protected Status (TPS)

- TPS created with the Immigration Act of 1990
 - Provides temporary lawful stay and work authorization to nationals of certain countries from which it would be difficult to return (voluntarily or involuntarily) due to armed conflict, environmental disaster, or extraordinary or temporary conditions
- TPS granted to those physically present in the United States at the time TPS designation is made and allows recipients to temporarily work in the United States and protects them from removal
 - Also available to persons without nationality who last habitually resided in the designated country
- Designation for 6, 12, or 18 months at a time
 - “Temporary” is not defined or limited by the law (can be extended)
- Not automatically granted, but must apply during open period
 - Can leave and return to the United States (if apply and permission granted)
- Individual’s immigration status at the time of TPS application does not effect eligibility, nor does the previous issuance of a removal order

Currently TPS eligible countries

- Currently over 800,000 foreign nationals from 16 countries with TPS status. Over 90% from Venezuela, Haiti, El Salvador, Ukraine, and Honduras.
- TPS differs from other parole programs like CHNV and “United for Ukraine” (sponsor not required, most arrivals via land port of entries).



Current and Former TPS countries

Current TPS Countries		Former TPS Countries	
Country	Termination Date	Country	Termination Date
Afghanistan	May 20, 2025	Angola	March 29, 2003
Burma (Myanmar)	November 25, 2025	Bosnia-Herzegovina	February 10, 2001
Cameroon	June 7, 2025	Burundi	May 2, 2009
El Salvador	March 9, 2025	Guinea	May 21, 2017
Ethiopia	December 12, 2025	Guinea-Bissau	September 10, 2000
Haiti	February 3, 2026	Province of Kosovo	December 8, 2000
Honduras	July 5, 2025	Kuwait	March 27, 1992
Nepal	June 24, 2025	Lebanon	April 9, 1993
Nicaragua	July 5, 2025	Liberia	May 21, 2017
Somalia	March 17, 2026	Monsterrat	February 27, 2005
South Sudan	May 3, 2025	Rwanda	December 6, 1997
Sudan	April 19, 2025	Sierra Leone	May 21, 2017
Syria	September 30, 2025		
Ukraine	April 19, 2025		
Venezuela	September 10, 2025		
Yemen	March 3, 2026		

ADIS Universe

- ADIS TPS population only
 - Extract limited to those flagged as “TPS,” meaning they have ever applied for TPS (granted or denied)
 - Analysis further limited to TPS applicants with arrival and departure date records
 - Many TPS entered US undetected/without legal status, thus often no initial entry record (blank or “unknown”)
 - Analysis primarily from FY 2010 (though some initial entries to the United States as early as 2002) to May 2, 2024 (date of ADIS extract)
- ADIS variables: Age, sex, country of citizenship, date of initial and latest entries/exits, first and latest class of admission, current status and state of arrival
 - Additional variables used for matching to USCIS I-821 application forms (unique identifiers like Alien registration number (A#), SSN, first/last name, date of birth, etc.)

I-821 Application Data

- Form I-821 applications submitted to and processed by USCIS to grant or extend (re-register) TPS status
 - Related forms include I-765 (request for an Employment Authorization Document (EAD)) and I-512T (Authorization for Travel by a Noncitizen to the United States)
- Matched ADIS TPS universe to initial I-821 applicants (for FY 2010-2024 (through Jan 31st, 2024))
 - Provides information on TPS decision
 - Date of application
 - Date of decision (accepted/denied/pending))
 - Validity length
 - Limited characteristics (some overlap with ADIS)
 - Gender, age (date of birth), country of birth, countries of citizenship, marital status, ethnicity, race, residence at time of application, immigration status (or lack of status) when last entered the US, current immigration status (or lack of status)
 - Additional matching variables: A #, SSN, Passport #, I-94 #, names (first, last, middle), etc.

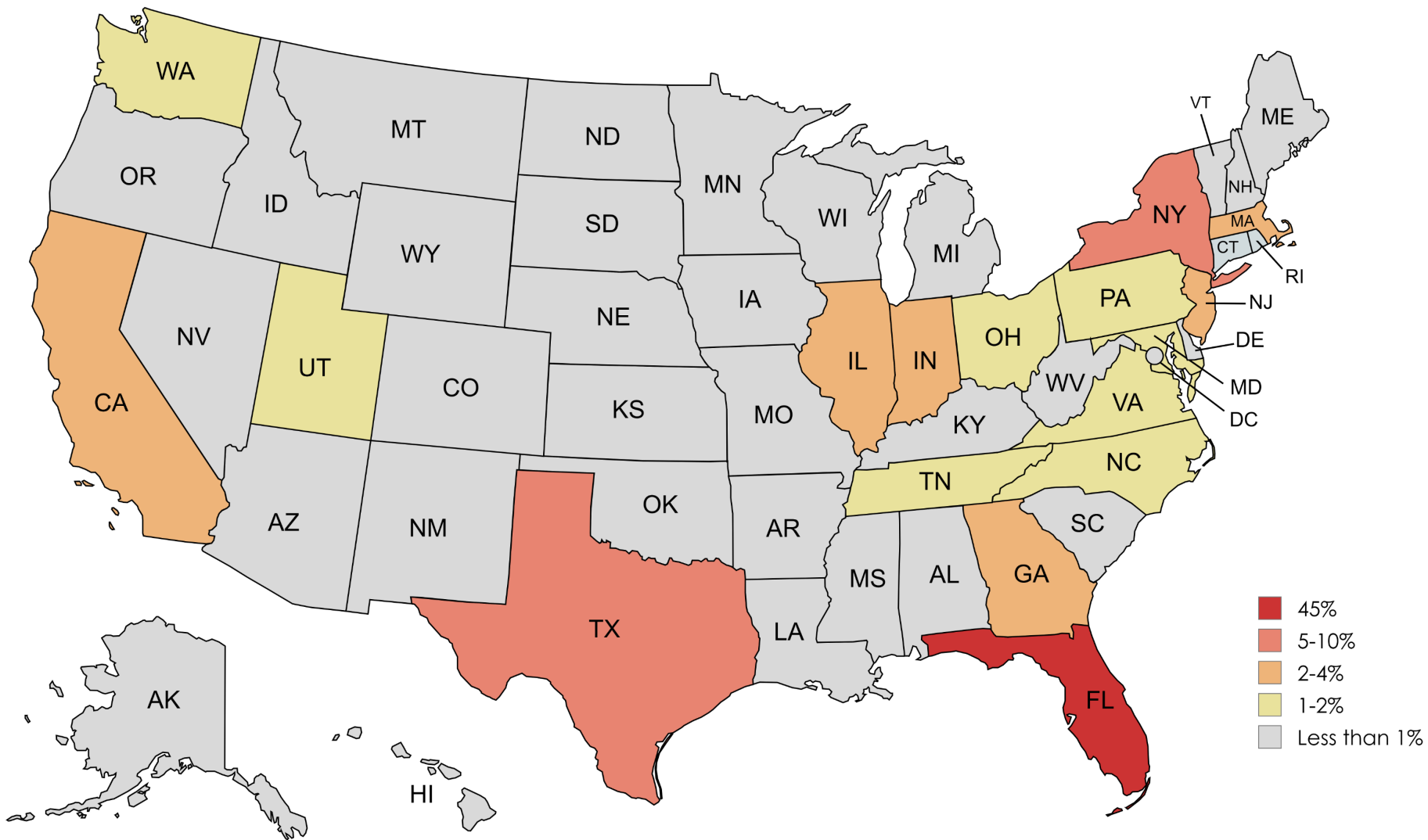
Matching Methodology

- 1st level: Primary matching between ADIS and I-821 based on A #
 - A#s are unique seven-, eight- or nine-digit numbers assigned to a noncitizen by DHS
 - If successfully matched by A# conduct additional variable matches to confirm match
 - SSN, Passport Number, I-94 number or at least two of: first name, last name, date of birth, and country of citizenship
- 2nd level: If no A# linkage attempted to link based on SSN or I-94 number, verified by at least two other variables (see above)
- 3rd level: If no unique identifiers, then attempted to match by First Name, Last Name, Date of Birth, Country of Citizenship, and Class of Admission (at least three matches)
- Overall, 81% match rate
 - 1st level A# linkages most successful
 - 2nd and 3rd level matching algorithms not overly successful
 - Need to readdress 3rd level matching method to better match those without valid A#s on ADIS (about 20% of the file)
 - Inclusion of “middle name” could help improve matches

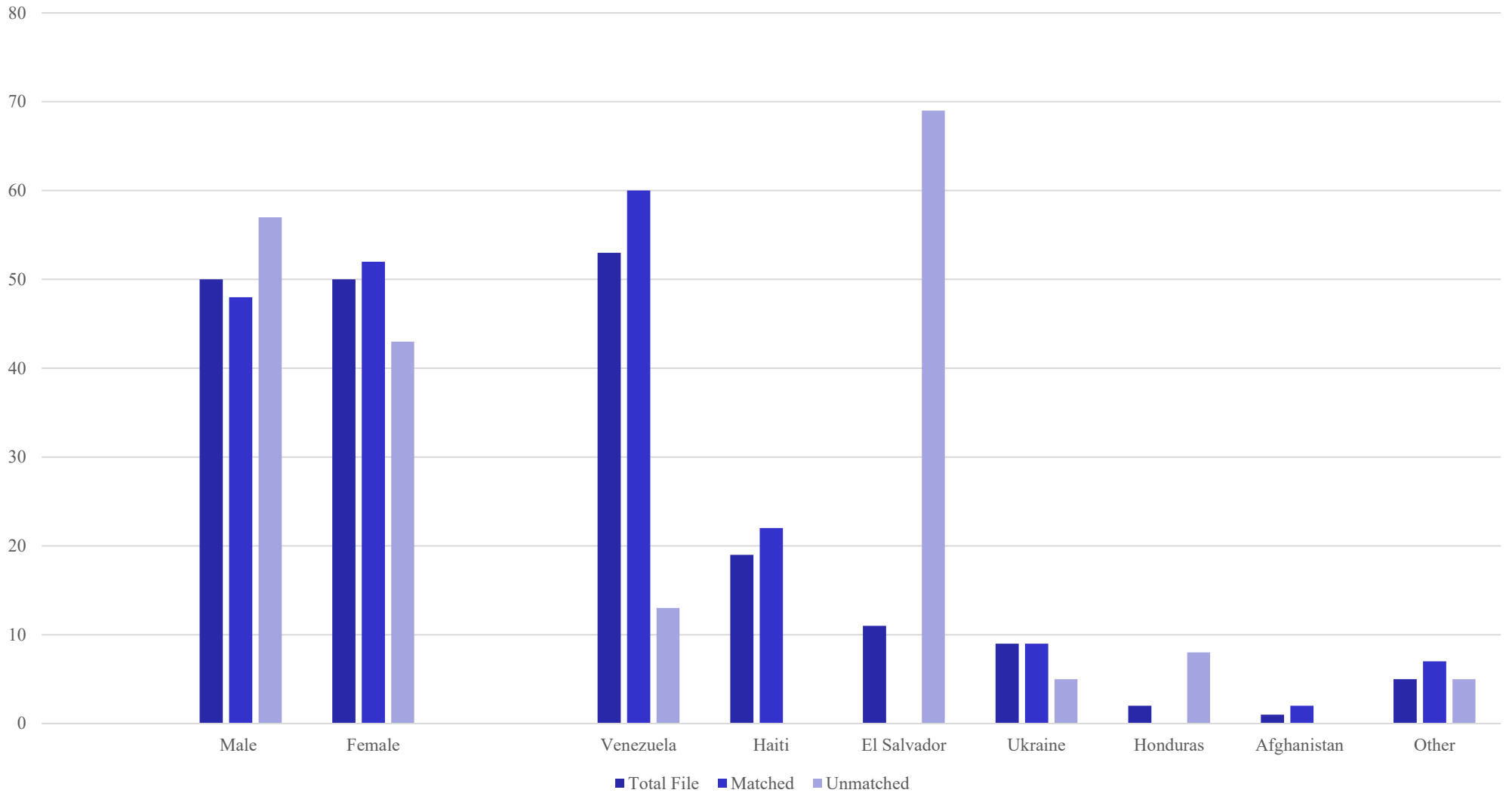
Characteristics of the TPS population

- 1.35 million unique individuals with TPS flags (not have entry/exit information for everyone)
 - Compares to USCIS numbers of 813,000 approved TPS without LPR status, 106,000 TPS with LPR status, and about 260,000 pending initial applications (as of February 13, 2024)
- All TPS flags (includes denied, and not current TPS)
 - 54% Male, 46 % female
 - 40% Venezuela, 18% El Salvador, 16% Haiti, 7% Ukraine, Honduras 4%, 15% other countries
 - Can't disaggregate everyone by age at entry, year of entry and last class of admission (40% missing)
- Reduced to 589,000 TPS flags with entry event histories (first ADIS records from 2002 onwards)
 - 500,000 subsequently matched to I-821 forms

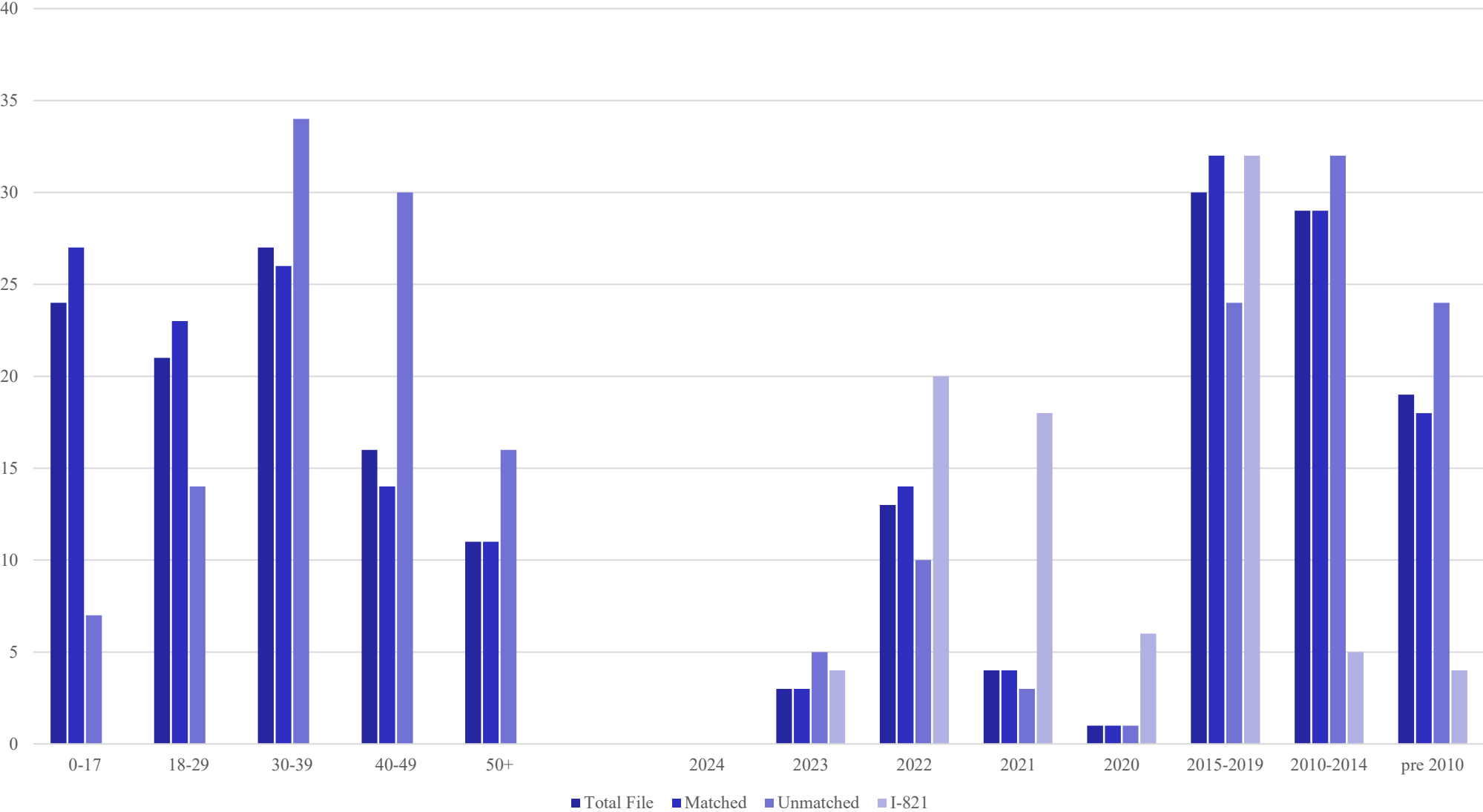
Geographic Distribution of TPS I-821 applicants



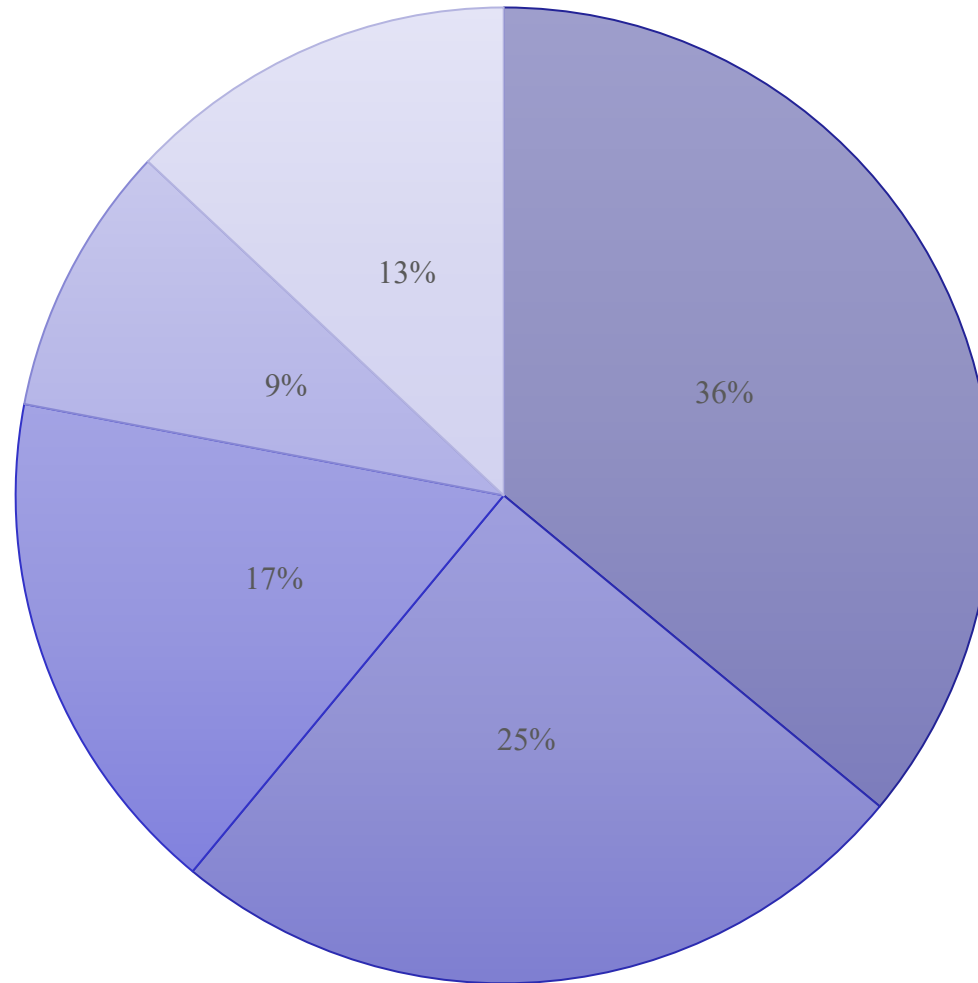
Characteristics of the TPS population (entries/exits) by Sex and Country of Citizenship



Characteristics of the TPS population (entries/exits) by Age at First Arrival and Year of Entry



Class of Admission at First Arrival



■ Unknown or no legal status ■ Tourist visas ■ Asylum ■ Parole program ■ Other

Outcomes: Current Immigration Status

- Difficult to ascertain nonimmigrant outcomes/transitions from ADIS
 - Unclassified/Nonimmigrants (UNC) make up about half of the TPS population
 - Some are pending TPS cases, but only make up 12% of total UNC
 - Imputed current TPS status for some of the UNC population
 - TPS validity date went beyond May 2, 2024
 - Still residing in the United States
 - Left the United States after granted TPS and did not re-enter under a different status
 - Doubled current TPS population
 - Not able to adjust the non-matched TPS population (no TPS validity dates)

Outcomes: Current Immigration Status

- After imputation 44% still have TPS status
- 26% have transitioned to asylum status
 - Most likely for Venezuelans (41%) and Cameroonians (27%)
- About 4% had left the country for at least the past 12 months (continuous absence)
 - 2% emigration rate for those who entered since 2018, but 6% for those who entered earlier than 2013
- TPS less likely to have transitioned to more permanent status
 - Only 5% LPR and 1% naturalized
 - However, for those arrived from 2010 and earlier, 9% LPR and 2% naturalized
 - Expected to see a greater increase over time

TPS Decisions/Timing (matched file)

- Vast majority of applicants are granted TPS status
 - Approved 89%, Pending 10%, Denied LT 1%
 - Denial rate (1%) highest for FY 24 entries (57% of cases still pending)
 - Higher denial rates for El Salvadorans and Hondurans, but missing 99% of cases in matched file
- Able to examine longitudinal dimensions
 - Time from earliest arrival to TPS application
 - Median time to initial application was 6.3 years since earliest arrival
 - Variation by country of citizenship: Venezuelans 7.7 years (among longest), Ukrainians 1.4 years (among shortest)
 - Time from initial application to decision
 - Median time to final decision was 300 days for approved applications and 373 for denied applications
 - Ukraine 123 (among the shortest) and Venezuela 351 days (longest) for approval; Venezuela 553 days for denial decisions.

Discussion about Non-Matches

- Primarily those who did not have valid A#s on ADIS
- Systematic differences between matched and non-matched persons
 - Non-matched more likely to be Male, over the age of 30, from El Salvador or Honduras, and arrive before 2023 or after 2010
 - 26% of those over 40, 98% of El Salvadorians, Hondurans, and Nicaraguans, and 30% of 2023/24 entries did not match
- Possible explanations (for investigation)
 - ADIS records not regularly updated to include A#s (longer to update recent arrivals)
 - Poorer quality data for certain populations
 - Different A# inputs for different populations (e.g. countries of origin)
 - Central American TPS designations came pre-2010, so if expand beyond initial registration to include re-registrations will likely improve matches
- Further investigation to determine differences between missing vs invalid A#s (most cases)
 - Look at I-821 non-matches
 - Improve non-A# matching algorithm

Outcomes: Future Longitudinal Analysis

- Expand longitudinal analysis
 - For matched TPS persons: compare Class of Admission at initial entry to the United States, to status at time of TPS application, to Class of Admission at latest entry to the United States (if later than time of application), to current status (if not emigrated since granted TPS)
 - For some nonimmigrant classes will require additional matching to other USCIS application forms (H1B, F1, etc.)
 - Examine changes in status over time for individuals
 - Would also help fill in missing information for numerous “blank,” “unknown” and “unclassified” results (partially due to high number of irregular migrants in the TPS population?)

“Messy” data

- Many “undocumented” persons included in the TPS population, which stretches capacity of administrative sources to measure (missing entry information (and associated variables), missing status information, etc.)
- Individuals can have multiple applications for multiple statuses, in addition to TPS (e.g. CHNV parole)
- Individuals can have multiple TPS applications submitted at the same time (used initial application)
- ADIS has multiple records for same individuals: for example, up to 7 A#s or 5 countries of citizenship on same record (requires recoding to match or find TPS country)
- ADIS not update all variables on a regular basis (e.g. A#s for recent entries)
 - Need to verify “year at first entry” variable, which could impact age at arrival and year of entry calculations (ADIS skews older than I-821 year of last arrival prior to TPS application)
- Current status difficult to measure for nonimmigrants listed as “unclassified”
 - TPS denied or expired and remain in country with illegal status
 - Left country or deceased

Future TPS Analysis

- Exploratory analysis of TPS applicants with valid travel event records
 - TPS is a complicated group, including high numbers of undocumented migrants
- Expand analysis
 - Further evaluate ADIS and I-821 data quality
 - Better understand invalid A# identifiers (specific to certain characteristics)
 - Link to other USCIS nonimmigrant forms to better measure transitions (and timing) to other statuses
 - Further investigation of “date of first arrival” to verify age and year of entry tabulations
 - Expand longitudinal analysis ability of ADIS and other administrative records
 - Multivariate analysis to better identify strongest predictors of transitioning to other statuses
 - Explore low rates of naturalization and permanent residence
 - Interrelationship between TPS and other humanitarian protected classes

Future Work to Develop Immigrant Benefit Lifecycle Database

• Development of the Immigrant Benefit Lifecycle Database

- Ideally, look at all subsequent events after initial arrival to the United States, as well as events prior to arrival
- OHSS develops its own system, with ADIS as “spine,” and then links USCIS benefit data to individual ADIS records (TPS model)
 - Take advantage of ADIS’ matching and border entry coverage, while OHSS can create its own reporting structure/environment to address specific data analysis needs
- Next steps: create “mini” Benefit Lifecycle by linking a single cohort from ADIS (e.g. FY 2015) and matching to specific USCIS forms (e.g. I-539, I-485, I-129, I-821, I-765)
 - This would provide the simplest version of the BLC to look at transitions to other nonimmigrant statuses, visa overstays, or exits from the United States

Thank you!

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