

Question#:	1
Topic:	Fully Deployed Biometric Exit
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: I'm glad to hear that we are finally making progress on deploying biometric exit. When does DHS expect to have facial recognition technology deployed at the top 10 international airports in the United States?

Response: U.S. Customs and Border Protection (CBP) is accelerating the implementation of a comprehensive biometric entry/exit system. Since receiving the mission in 2013, CBP has advanced an entry/exit strategy by conducting a series of studies which, has developed into the operational system being used at airports today. To date, this system has biometrically verified the departure of over 60,000 travelers at four separate international airports.

In June 2016, CBP launched its first facial biometric demonstration at Hartfield-Jackson Atlanta International Airport for biometric exit in partnership with an airline. This summer, CBP has expanded these demonstrations to flights at Washington Dulles, Houston Intercontinental, Houston Hobby, Chicago O'Hare, Boston Logan, John Kennedy International Airport, and Las Vegas McCarran, and we will roll out biometric exit to additional international airport locations by the end of summer. Industry enthusiasm with airlines is building across the Nation's airports. We are commencing the implementation of a robust biometric exit system in FY 2018 enabling airlines and airports to plug in biometric capture devices at the Nation's high volume airports.

Question: When does DHS expect to have biometric exit fully deployed at all air and sea ports?

Response: CBP is expediting the implementation of biometric exit, and has already begun deploying key components in FY 2017. CBP is accelerating the deployment of a biometric exit system by building upon existing operational platforms and using proven biometric technologies. CBP will have the capability to support biometric exit at all air and sea ports of entry by February 2018 enabling airlines to integrate the biometric capture during boarding process.

Question#:	2
Topic:	Public-Private Partnerships
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: Has DHS considered public-private partnerships to help DHS implement biometric exit at land ports of entry?

Response: CBP is focusing on implementing an interim exit capability while simultaneously investigating innovative technologies required to leverage the biometric platform CBP is using for the air environment and reach the long term goal of a comprehensive biometric exit solution. Unlike in air environment, the land environment will require CBP to develop pieces of the overall solution along different timetables. CBP's initial focus is on pedestrian and vehicle environments, but will also implement capabilities for cargo and rail operations. CBP has made significant progress on land implementation during the past year. Where possible, CBP has been working with private sector partners to help develop these solutions for land ports of entry.

Question#:	3
Topic:	Traffic Staging
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: Has DHS considered "staging" commercial, vehicle, and pedestrian traffic to facilitate biometric exit at land ports of entry?

For example, could CBP set up several advance checkpoints to stagger data collection - first, identification document scanning, then photos, then biometric collection?

Response: CBP is building a biometric exit platform that will not require document scanning. We are exploring novel and innovative approaches to perform biometric exit collection prior to departure that allows for simple photo taking to serve as biometric collection. If successful, there would be no need to stage travelers and add additional processes at the land ports of entry. Unlike air, land presents different logistical challenges and requires new innovative approaches.

Question: What about the use of mobile verification technology?

Response: CBP is evaluating the potential use of a public-facing mobile application to facilitate a self-reporting capability for land border crossers. The challenge will be to ensure the biometric submitted to CBP is actually of the person located outside the U.S. (ensure the application(s) have strong liveness detection and anti-geolocation spoofing measures). If CBP feels confident these measures can provide a proof of departure for low-risk travelers, then the application will be tested in FY 2018.

Question: Could CBP create EZ-pass lanes to automatically capture information like license plates numbers and photographs of exiting vehicle traffic?

Response: The largest challenge with development of a biometric entry/exit system is that the U.S. did not build its transportation infrastructure, to include international airports and land and sea ports of entry, with the same designs at exit, as at entry. Accordingly, CBP has sought innovative ways of collecting biometric departure information that avoid severe disruptions or significant economic costs. Where space is available, CBP does have locations that capture license plate and vehicle information after the point of no return on exit. CBP is looking at solutions that could be added to this infrastructure to include the biometric capture requirement. The challenge is confidently capturing a biometric of all passengers in the vehicle, in front and all rear seats.

Question#:	4
Topic:	Expanding NEXUS
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: Has DHS considered expanding the NEXUS program to allow for travelers to be pre-screened prior to exiting the US?

Response: CBP is implementing interim solutions for travelers to self-report departures while continuing to test innovative solutions to address the land border challenge. Pre-screening travelers ahead of the ports does not guarantee that the traveler actually departed the United States. CBP is building a biometric exit platform that will support new innovative technologies such as a biometric capture within vehicles and biometrically confirming departure at exit, which will provide a high degree of assurance the traveler departed the United States.

Question#:	5
Topic:	Tracking Visa Overstays
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: What measures would help to better track visa overstays while they are in the US?

More frequent check-ins during stays in US that are longer than 6 months?

What about use of technology like GPS or RFID?

Response: In May 2017, U.S. Customs and Border Protection (CBP) began emailing Visa Waiver Program (VWP) visitors who overstayed their period of admission and subsequently departed the United States, notifying them of their overstay violation and the consequences for future visa applications or VWP use. CBP will expand these notifications to include 10-day pre-notifications to VWP travelers at risk of violating their admission periods and, in the future, to visa travelers as well. As VWP and visa travelers become familiar with CBP’s notifications and see consequences applied to overstay violations, compliance with lawful periods of admission should increase.

U.S. Immigration and Customs Enforcement Homeland Security Investigations continues to evaluate its enforcement measures for visa overstays and relies on its previously established prioritization framework. At this time, the prioritization framework does not include GPS or RFID.

Ending the practice of using “Duration of Stay” for foreign students, and most other nonimmigrant categories to which it is currently granted, and replacing it with a specific status termination date would help address the high visa overstay numbers among the student population, for example.

Question#:	6
Topic:	Student Visa Overstays
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: What accounts for the higher rate of student visa overstays, especially students from China and India?

Response: U.S. Immigration and Customs Enforcement (ICE) cannot speculate as to differing rates for student overstays from various countries. However, student records in ICE's Student and Exchange Visitor Information System (SEVIS) indicate that foreign students from China and India account for a large percentage of the overall nonimmigrant student population, ranking first and second among nonimmigrant students studying at certified U.S. institutions.

Question#:	7
Topic:	Canadian and Mexican Overstays
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: What accounts for the higher rate of visa overstays from Canada and Mexico?

Response: U.S. Immigration and Customs Enforcement (ICE) Homeland Security Investigations (HSI) cannot speculate as to the high rate of visa overstays from Canada and Mexico. This arrival and departure information is collected by U.S. Customs and Border Protection (CBP) from land ports of entry. The information is collected upon an alien's application for admission to the United States.

Determining detailed bases for specific overstay rates for citizens and nationals from Mexico and Canada is complicated, due to the wide number of possible reasons that may contribute to an individual staying beyond his/her authorized period of admission to the United States. A more detailed answer requires coordinated participation by multiple agencies, including the Department of Homeland Security, CBP, ICE, and the Department of State, to examine trends spanning overstays over time using several years of overstay data.

However, it can be noted that Canada and Mexico account for the top two countries crossing legally into the United States via air, sea, and land borders, representing 12 million of the 50 million expected departures from the United States each year. Collectively, these overstays by relative volume are on par with other countries' collective populations from a total count and overall rate perspective. Please refer to the Fiscal Year 2016 Entry/Exit Overstay Report released May 22, 2017 for further information.

<https://www.dhs.gov/sites/default/files/publications/Entry%20and%20Exit%20Overstay%20Report%2C%20Fiscal%20Year%202016.pdf>

Question#:	8
Topic:	Inaccurate Passenger Data
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: Which airlines are the worst offenders when it comes to providing inaccurate passenger data?

Response: As part of the Advance Passenger Information System (APIS) Pre-Departure Final Rule Published in the Federal Register on August 23, 2007, carriers were required to transmit APIS data no later than 60 minutes prior to securing the aircraft doors for departure or up to the time of securing the aircraft doors before departure for carriers using interactive communications. As part of the APIS process, passenger data is screened against terrorist watch lists, and if a traveler is not cleared, the airline will not issue a boarding pass and the traveler cannot board the flight. If a carrier does not provide accurate data, for example if the date of birth is missing, the pre-departure checks cannot be completed. In this case, the traveler cannot be cleared and will not be issued a boarding pass. Since passenger data is part of the check-in process, CBP does receive accurate data for nearly 100 percent of travelers from carriers. There are limited circumstances such as system outages, weather events, or flights that were diverted for an emergency which could impact data accuracy. One example of accurate airline submitted APIS data is the 2010 Times Square Bomber who was identified and interdicted while attempting to depart from the United States based on accurate APIS data. In FY 2017 to date, CBP assessed 34 penalties at \$690,000, collecting \$64,000 on 11 penalties. The biggest offenders:

- Air India- 3 Penalties assessed at \$120,000
- Frontier- 3 Penalties assessed at \$85,000
- Spirit- 1 Penalty assessed at \$75,000
- XL Airways- 1 Penalty assessed at \$75,000
- Turkish- 1 Penalty assessed at \$60,000
- Lufthansa- 10 Penalties assessed at \$50,000

Question: What steps is DHS taking to ensure that these airlines correct their data?

Response: CBP Office of Field Operations (OFO) conducts daily audits of APIS data quality at the port, field office, and headquarters levels, and carrier submitted APIS data quality does remain very high. For example, on August 1, 2017, CBP used carrier submitted APIS records to process over 99.5 percent of international arriving airline passengers. Data discrepancies are reviewed and immediately addressed with the carriers and service providers so they can make adjustments to ensure they are transmitting

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compliant data. OFO also works extensively with the CBP Office of Information Technology to enhance CBP systems to ensure all carrier data is correctly processed. Carriers that do not address non-compliance issues are in violation of APIS regulations and are subject to monetary penalties of \$5,000 per passenger and up to \$75,000 per flight.

Question: Does the problem require changes to airline agreements?

Response: Data is not provided under airline agreements. Carriers are mandated to transmit data under regulations in Title 19, Code of Federal Regulations, sections 122.49a-b and 122.75a-b. These regulations have proven very effective for identifying and interdicting travelers that may pose a national security risk, or have admissibility or other law enforcement issues (e.g., active felony warrants).

Question#:	9
Topic:	Visa Overstay Backlog
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: What do you need to eliminate the current backlog of visa overstay cases?

More people?

Better technology?

Response: U.S. Immigration and Customs Enforcement (ICE) is working closely with key stakeholders to reduce the visa overstay backlog by identifying ways to improve data quality and to streamline business processes.

As part of these efforts, ICE is currently conducting continuous batch vetting of data to review departures and adjustments of status in order to eliminate non-viable leads from the backlog. ICE's Counterterrorism and Criminal Exploitation Unit is also exploring technology and staffing solutions that could automate and further accelerate the current vetting process.

ICE is also making progress to modernize the Student and Exchange Visitor Information System to allow for person-centric queries, and thereby improve data matching for overstay vetting. In addition, ICE continues to work closely with U.S. Customs and Border Protection as they implement a biometric entry/exit system for overstay data.

Question#:	10
Topic:	OIG Report
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable John Cornyn
Committee:	JUDICIARY (SENATE)

Question: The DHS IG reported that ICE officers lacked the necessary training, policies, procedures, and access to systems to track visa overstays. What has DHS done to address these issues?

Response: The U.S. Immigration and Customs Enforcement (ICE) Homeland Security Investigations (HSI), National Security Investigations Division (NSID) Counterterrorism and Criminal Exploitation Unit (CTCEU) has taken numerous steps to address concerns identified in the Office of Inspector General (OIG) report.

In May 2017, for example, CTCEU sent out a broadcast message to ICE HSI field offices reminding special agents about CTCEU’s investigative processes and procedures, and provided special agents with the Investigative Handbook as a resource for additional information concerning investigations. The broadcast message also instructed special agents to:

- Conduct additional database queries, if deemed appropriate, and review all available documentation prior to locating a nonimmigrant.
- Conduct a detailed field interview, review any new documentation that the nonimmigrant may provide, and verify the individual’s immigration status.

Additionally, CTCEU has completed outreach trainings at four ICE HIS field offices between June and September 2017. Such trainings are aimed at improving investigative collaboration among the field offices and NSID, mitigating vulnerabilities identified in the OIG audit report. CTCEU plans to continue its field office outreach visits throughout Fiscal Year 2018 and beyond.

Question#:	11
Topic:	Northern Border Biometric Exit
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Amy Klobuchar
Committee:	JUDICIARY (SENATE)

Question: In your joint testimony, you discuss measures that the Department of Homeland Security (DHS) is taking to strengthen existing DHS entry and exit data collection systems. In particular, you state that Canada has reaffirmed its commitment to include all travelers who cross the U.S.-Canada border in our two countries' biographic exchange of traveler records.

How effective have these efforts been in improving security on the Northern border?

Response: These efforts have been very effective in providing CBP with departure records that it previously could not access. CBP is now able to close a significantly higher number of departure records (matching an arrival to a departure) than was possible prior to the U.S./Canada entry/exit data exchange. The program was deployed at virtually no cost and at no impact to the traveler, since the program simply exchanges entry records, making an entry into one country an exit from the other. CBP looks forward to Canada's legislative process allowing for 100 percent data exchange on the Northern border, to include Canadian citizens, and Canada has committed to doing so and implementing the last phase of the project.

Question#:	12
Topic:	Pilot Program
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Amy Klobuchar
Committee:	JUDICIARY (SENATE)

Question: Earlier this month, I had the opportunity to visit the site of a Customs and Border Protection pilot program to simplify the border-crossing process in the Northwest Angle in Minnesota. The program will allow people to check in with Customs on designated iPads, and eventually on their smartphones or at kiosks, after they return from fishing or snowmobiling in Canada. The previous policy required Americans returning from the Canadian side of the lake to self-report at unmanned phone-booths upon their return-which could mean a round-trip of up to 16 miles in sometimes dangerous weather conditions for anglers, boaters, and tourists.

Will you commit to fully implementing this pilot program?

Response: CBP is committed to fully implementing this pilot program. CBP has been developing and testing the mobile application that is integral to the program for the last several months and it is scheduled to be deployed to locations in Northern Minnesota in August 2017. The initial deployment will be comprised of a mobile application that will allow travelers to participate in the required inspection interview with a CBP Officer via 2-way video conference. This application will be accessible by the traveling public on either their own personal mobile device, or in the absence of cellular service, on Wi-Fi-enabled tablets provided by CBP and located at convenient locations including marinas, lodges, and other businesses. This pilot will be deployed to other locations on the Northern Border over the next several months as we continue to enhance and refine the capabilities of the technology.

Question#:	13
Topic:	IT Investment Consolidation
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Mazie Hirono
Committee:	JUDICIARY (SENATE)

Question: DHS does not have a shared and integrated IT environment that promotes collaboration despite federal law requiring the CIO of each department or agency to establish one.

The DHS CIO has various means of ensuring agency IT investment consolidation, however, has not fully execute them for visa IT systems. How does this affect your office's ability to develop strategies and operational plans, and advise the Secretary and Deputy Secretary on immigration policy?

Response: The Department of Homeland Security (DHS) has had major successes integrating the internal DHS Information Technology (IT) environment and, to a lesser degree, integrating DHS IT systems with interagency partners for visa and other immigration and travel benefits. Examples of these successes include:

- All federal officers adjudicating visa, immigration, and other travel benefits have access to both terrorism watchlist data and criminal data, via automated feeds, through their primary screening databases – the Consular Lookout and Support System (the Department of State (DOS)) and TECS (DHS).
- DHS Immigration and Customs Enforcement (ICE) Visa Security Program leverages the Pre-Adjudicated Threat Recognition Intelligence Operations Team (PATRIOT) initiative to pre-screen 100 percent of non-immigrant visa (NIV) applications submitted online before DOS adjudicates applications at 31 designated Visa Security Posts across the globe. PATRIOT provides an interface between DOS and DHS allowing for multi-agency communications and a direct link into DOS' Consolidated Consular Database.
- Since July 2010, DHS receives a synchronized copy of the Terrorist Screening Database (TSDB) through the DHS Watchlist Service (WLS), and disseminates TSDB records to authorized DHS Components in near-real time. The WLS ensures each DHS Component receives the formatted records from the TSDB it is authorized to receive, pursuant to the terms of information sharing agreements with the Federal Bureau of Investigation (FBI) and the Terrorist Screening Center (TSC), legal authorities, and privacy compliance documentation. WLS is a system-to-system secure connection with no direct user interface.

Question#:	13
Topic:	IT Investment Consolidation
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Primary:	The Honorable Mazie Hirono
Committee:	JUDICIARY (SENATE)

- CBP’s Unified Passenger (UPAX) system is an automated targeting system that consolidates multiple internal DHS and Federal Government partner applications into a single user interface to identify travelers, with potential matches to derogatory information, before they board an aircraft for entry into the United States.
- DHS and DOS have also constructed data feeds to Intelligence Community (IC) and law enforcement partners, which allows for applicant data to be automatically screened against IC and law enforcement databases.

DHS is also working towards the integration of internal databases through its Data Framework initiative. The Data Framework is a scalable IT program with built-in capabilities to support advanced data architecture and governance processes. The DHS Data Framework is the Department’s “big data” solution to build in privacy protections while enabling a more controlled, effective, and efficient use of existing homeland security-related information. Through the Framework, DHS provides controlled access to its officers, agents, and analysts based on mission need.

In a completely integrated system within the interagency, all of the immigration databases would be accessible with integrated safeguards as appropriate through a single portal for access by various government offices, to include DHS. Until an integrated system, of all the pertinent databases, is developed, DHS and DOS will work closely to ensure that visa policies are coordinated in furtherance of visa and immigration screening.

Question#:	14
Topic:	Biometric Exit Implementation
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Mazie Hirono
Committee:	JUDICIARY (SENATE)

Question: DHS was required to implement a biometric entry-exit system to track foreign nationals but has yet to complete such a system. The OIG Report states that if completed, this would give CBP the data necessary to determine visitor admissibility and departure.

An estimated one million people cross the southern border into the U.S. every day. How will CBP implement a biometric entry-exit system and collect biometric data at busy ports of entry?

Response: A land border biometric entry/exit system may include a combination of technologies due to modality of exit (pedestrian, vehicle, bus, commercial) and mobile self-reporting. Although there are more travelers in the land environment, the number of travelers subject to biometric exit are far less than in the air environment.

The interim Land Border Biometric Exit strategy will conduct the following:

- Deploy capability for Third Country Nationals (TCN) to self-report their final departure starting in 2018.
- Test vehicle “at speed” technologies for capturing biometrics from passengers in vehicles and matching algorithms at the Port of Anzalduas, Texas, in FY 2018.
- Build upon the interim strategy by inserting innovative technologies once proven viable for the land port environment. For example, a public facing mobile application is being developed for travelers to biometrically self-report their final departure from the U.S. and will be tested in FY 2018.

Question: Would it be necessary to install a biometric system at all ports of entry, or will they only be implemented in major airports, harbors and checkpoints?

Response: CBP is exploring a variety of solutions to meet the 100 percent biometric exit mandate. If an alternative solution where biometrics can be successfully captured without physically installing a biometric system at all ports, then this solution will be used. If the only solution found to confidently meet the 100 percent biometric exit mandate is installation of a biometric system at all ports, then it will be necessary for CBP to install a biometric system at all ports where travelers exit the United States. Ideally, for land border biometric exit, CBP would prefer to use a mobile self-reporting technology due to lack of infrastructure and staffing in the outbound environment.

Question#:	15
Topic:	Colluding With Foreign Countries
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Mazie Hirono
Committee:	JUDICIARY (SENATE)

Question: Will foreign countries have a role in approving biometrics for their citizens when they enter and exit the U.S.?

Response: CBP utilizes CBP, DHS, and U.S. Government systems and solutions for approving biometrics for travelers entering and exiting the United States. Where feasible, CBP will work with foreign countries to determine if there is a possibility of creating a partnership to capture and share biometrics.

Question: Does DHS plan to collaborate with other countries to facilitate a biometric exit system?

Response: For several years, CBP has operated a successful entry/exit biographic exchange program with Canada. As of June 2013, in accordance with the Beyond the Border Action plan of 2011, the United States and Canada began sharing biographic entry data on all third country nationals at our shared land border as a means to assist each country in establishing departure records. The final phase of this plan, which includes the sharing of data for all U.S. and Canadian citizens, has been delayed until the Canadian Border Services Agency (CBSA) acquires the appropriate legislative authorities allowing them to begin sharing data on Canadian citizens with CBP. As an interim step to the final phase, CBSA has agreed to include U.S. citizen arrival data in its transmission to CBP, an activity which began in August 2016. Largely due to the successes of this program, expansion of data exchange to include biometric data will be pursued.

Engagement with Mexico on establishing a similar collection and exchange of entry/exit information is underway. CBP is currently working with Mexican Immigration Authority (INM) on a data share pilot for Mexican citizens with RFID documents and third country nationals at the Puerta East Pedestrian Facility in Tijuana. As rules and regulations permit, CBP may collaborate with other countries to facilitate a biometric exit system.

Question#:	16
Topic:	Port of Entry Pilot Programs
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Mazie Hirono
Committee:	JUDICIARY (SENATE)

Question: How does CBP choose which ports of entry to outbound data collection devices for its biometric system pilot programs?

Response: CBP evaluates a number of variables to determine which locations will pilot a biometric exit system. These include, but are not limited to, specific traveler volume, congestion, space availability, existing port staffing, and infrastructure that would best support a technology deployment as well as potential partnerships.

Question#:	17
Topic:	Vulnerable Access Points
Hearing:	Examining the Problem of Visa Overstays: A Need for Better Tracking and Accountability
Primary:	The Honorable Mazie Hirono
Committee:	JUDICIARY (SENATE)

Question: HSI receives 3,000 overstay leads a day. Based on this information, are you able to determine which ports of entry are vulnerable access points for travelers who intend, and later do, overstay their visas?

Are you able to determine what type of port of entry is the most frequently used by travelers who then overstay their visas?

Response: While U.S. Immigration and Customs Enforcement, Homeland Security Investigations (ICE HSI) can determine the relevant ports of entry of potential overstays from the generated overstay leads provided by U.S. Customs and Border Protection (CBP), there is no correlation between the port of entry and the likelihood that a person will overstay. Through an automated process, CBP provides ICE HSI with information regarding potential overstays to include the specific ports of entry.