U.S. Citizenship and Immigration Services

Controlled Application Review and Resolution Program (CARRP)

National Security Division
Fraud Detection & National Security Directorate

Updated DEC 2015

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*Reminder: This course material is FOUO
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The CARRP process and all materials related to CARRP are FOUO, and should be handled accordingly.

If you don’t know what FOUO means now, you will in another 30 slides or so
• This Presentation is intended solely to provide training and guidance to USCIS personnel in performing their duties relative to the adjudication of immigration benefits. It is not intended to, does not, and may not be relied upon to create or confer any right(s) or benefit(s), substantive or procedural, enforceable at law by any individual or other party in benefit applications before USCIS, in removal proceedings, in litigation with the United States, or in any other form or manner. This Presentation does not have the force of law, or of a DHS directive.
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OCC requires you to read this aloud to the class
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• Please contact the National Security Division, FDNS for additional information.
About this Presentation

- Author: FDNS National Security Division
- Date of last revision: December 2015
- This presentation contains no sensitive Personally Identifiable Information (PII).
- Any references in documents or text, with the exception of case law, relate to fictitious individuals.
Terminal Performance Objective

At the end of this training session, the USCIS Officer will have an understanding of the CARRP process.
- This is more than a simple overview
- By the time we finish you will all be certified CARRP officers
- You will be making determinations about what constitutes a National Security case
- You will be making recommendations about whether to approve or deny case with NS concerns
- The leadership of this agency is investing a substantial amount of trust in you – cases in the CARRP process are some of the most challenging, sensitive, and important work we do as officers
- Emphasize – this is the big picture, HQ down, holistic CARRP process
- This class and this briefing are not tailored toward specific offices, regions, directorates, or positions
- It’s the same material for CARRP ISO’s in a field office, BCU ISO’s in a service center, Asylum supervisors, EB5 FDNS IO’s, etc.
- It’s meant to provide a foundation that the entire agency works off of – it is not meant to be a comprehensive, step-by-step lesson in how to do your specific job
Course Overview

- Module 1: National Security Division Overview
- Module 2: Handling and Protecting Sensitive Information
- Module 3: CARRP Overview
- Module 4: Identifying and Documenting NS Concerns
  - Connecting Individual and NS Ground: Indicators
  - Connecting Individual and NS Ground: Articulable link
  - Sources of KST NS Concerns
  - Sources of non-KST NS Concerns
  - Documenting an NS Concern in FDNS-DS
- Module 5: Determining Eligibility and Vetting National Security Concerns
- Module 6: Adjudicating National Security Concerns
- Module 7: Review and Test

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Stage 1: Identifying NS

- Use all available evidence to identify a potential NS concern.
- Differentiate between indicators and articulable link as the connection between an individual and an NS ground.
- Distinguish between KSTs and non-KSTs.
- Identify sources of information for KST and non-KST determinations.
- Understand the watchlisting process.
CARRP Stage One

IDENTIFYING NS CONCERN

INTERNAL VETTING/ELIGIBILITY ASSESSMENT

DECONFLICTION
Can happen within each phase multiple times.

CONDUCTED BY FIELD OR HQFDNS DEPENDING ON TYPE OF NS CONCERN

EXTERNAL VETTING

CARRP ADJUDICATION

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The first stage of CARRP is identifying a NS concern. Note that deconfliction can happen at any stage.
Identifying NS Concerns

<table>
<thead>
<tr>
<th>Individual / Organization</th>
<th>Connection to</th>
<th>NS ground from INA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Form:</td>
<td></td>
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<tr>
<td>I-485</td>
<td>Based on:</td>
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<tr>
<td>I-589</td>
<td>- Membership</td>
<td>Statutory ground:</td>
</tr>
<tr>
<td>I-924</td>
<td>- Money</td>
<td>- INA § 212(a)(3)(a), (b) or (f)</td>
</tr>
<tr>
<td>N-400</td>
<td>- Employment</td>
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<tr>
<td></td>
<td>- Criminal Activity</td>
<td>- INA § 237(a)(4)(a) or (b)</td>
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National Security Concern

Handled under CARRP

U.S. Citizenship and Immigration Services

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**National Security Concern**

**Handled under CARRP**

- This is our equation that we looked at before
- This is your paradigm for determining if there’s an NS concern based on each individual element
- You need a nexus to one of the statutory NS grounds
- You need a person or organization
- And you need something to link them together
- Our person / org comes from any of our forms that are submitted
- Our NS grounds come from the law
- We’re about to go more in depth on the first and last parts of that equation, but I’m being deliberately kind of vague about the middle part, the connection between them
Identifying NS Co:

- Individuals / Organizations come from forms...
- But policy differentiates between status granting forms and other types of forms and petitions...

<table>
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<th>BENEFIT TYPE</th>
<th>CARRP Stage I?</th>
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<tbody>
<tr>
<td></td>
<td>YES</td>
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<td></td>
<td>YES</td>
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<td></td>
<td>YES</td>
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<td>YES</td>
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</tr>
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</table>

- So, it's time to talk about where the people / organizations come from
- The things that we know about people / orgs. Come from background checks and interviews and the forms they submit
- We use that info to decide if someone is an NS concern
- Except that we don't treat all applications and petitions, and, by extension, all people, the same
- We know some applications - asylum, permanent residence, natz. - get referred to CARRP, but what about other benefit types?
- What's the common link between all the things on this chart?
- Answer: they may not go through ALL of CARRP, but they're all still subject to some part of it
- Which part? - Stage I
- No matter what the form, we identify concerns, and we document them - that's Stage I
- Even if it happens post-adjudication (like I-90's), it's still Stage I
- Even if we don't vet and resolve the NS concern, it's still Stage I, and therefore still CARRP
Identifying NS Concerns

For ALL form types (even if post-adjudication)...

1. Identify an NS concern.
2. Document the NS concerns in FDNS-DS.
3. Deconflict the NS concern.
- So for our ancillary and non-status granting, we talked about how they all go through some part of CARRP.

*(DomOps CARRP Guidance Section VIII contains detailed specific requirements)*

- These types of forms go in to CARRP at least for the purpose of Identifying and Documenting the Concern and then deconflicting

- I-90’s are adjudicated without resolving NS or EPS concerns
  - Feb. 6 2009 “Revised Guidance Pertaining to Adjudication of the Form I-90
  - The NS may not matter for adjudication – if the person is who they say they are, and they’re actually an LPR, we must approve – but you still want to document the concern in DS
  - And you also want to think – does the NS concern affect their LPR status? Are they removable? Do we need to refer to ICE? Even if they are, they are entitled to the I-90 until their LPR status has been rescinded or removed in removal proceedings.

- I-765’s and I-131’s when they are filed concurrently with a primary application are adjudicated without regard to NS or EPS concerns
  - May 11, 2007 “Processing of Applications for Ancillary Benefits
Involving Aliens Who Pose National Security or Egregious Public Safety Concerns

- Do we want to deconflict with law enforcement? YES
- Make sure to let any LEA’s know that the ancillary benefits are going to approved
- USCIS granting a travel document could be highly relevant to an investigation

- What about stand-alone I-131’s or I-765’s?
  - Those are handled differently and require more work in the CARRP process
  - We especially want to consider if action needs to be taken on the underlying benefit
  - Did we know there was a concern when we approved the underlying status? Should we have? Did the applicant misrepresent something to hide the concern from us?

- I-730’s and I-751’s – seem like non-status granting, right?
  - But they are still a priority that need to be fully worked through CARRP
  - Both of them result in a permanent benefit

- CARRP guidance generally only applies to status granting immigrant and non-immigrant applications and petitions
  - We’ll refer I-129 (for non-change or extension of status), I-129F, I-130, I-140, I-360 (for Religious Workers), I-600, I-800, I-824
  - We’ll refer to CARRP in order to document in DS and deconflict, but these really aren’t going to be worked in CARRP
  - The I-526 used to be on the list of non-status granting (and therefore not referred) petitions
  - But remember our policy story from earlier? The EB5 policy memo in 2012 amended this to allow petitions for alien entrepreneurs and the application for a regional center can now be referred for CARRP

- DACA is non-status granting – is it subject to CARRP?
  - Yes, but it looks a little different
  - Policy:

- Our major takeaway: DECONFLECT and document EVERYTHING IN FDNS-DS, no matter the benefit type; however, some benefits must be granted while the NS concern remains.
## Identifying NS Concern

<table>
<thead>
<tr>
<th>Area of National Security Concern Include</th>
<th>Section of the INA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Espionage</td>
<td>§212(a)(3)(A), and</td>
</tr>
<tr>
<td>Sabotage</td>
<td>§237(a)(4)(A)</td>
</tr>
<tr>
<td>Exporting sensitive goods, technology, or information</td>
<td></td>
</tr>
<tr>
<td>Overthrowing the U.S. government by force or violence</td>
<td></td>
</tr>
<tr>
<td>Hijacking or sabotaging transportation</td>
<td></td>
</tr>
<tr>
<td>Hostage-taking</td>
<td></td>
</tr>
<tr>
<td>Attack or assassination of any government official (U.S. or any other government)</td>
<td>§212(a)(3)(B), and §237(a)(4)(B)</td>
</tr>
<tr>
<td>Using biological, chemical, or nuclear weapons</td>
<td></td>
</tr>
<tr>
<td>Using other weapons to harm people or cause damage (other than for personal monetary gain)</td>
<td>§212(a)(3)(B), (a)(3)(F), and §237(a)(4)(B)</td>
</tr>
<tr>
<td>Persons or groups the Secretaries of State and/or Homeland Security have found to be engaged in terrorist activity or associated with a terrorist organization</td>
<td></td>
</tr>
</tbody>
</table>
- We talked about this chart before and emphasized that some bad things—drugs, money laundering, human rights—aren’t on here.

- Let’s add another important point: this chart mostly doesn’t specify targets.

- Bombing a government building in country X is the same as bombing a government building in country Y for the purposes of establishing an NS concern, even when country Y is a state sponsor of terror and country X is an ally.

- Looking at timeframe and intent:
  - 212(a)(3)(A) is contemporaneous, prospective, and retrospective.
    - If you’re planning to commit espionage but haven’t done it yet, it’s still an NS ground.
    - If you have committed sabotage, it’s an NS ground.
    - If you are trying to overthrow the government of the US, it’s an NS ground.
  - 212(a)(3)(B) can be a little different.
    - Using chemical weapons is contemporaneous.
    - Using other weapons is a present-tense statement.
    - If someone used in the past, does that mean they’re not a concern? No—they’re still a concern, but that’s one area.
where we read the statute a little more broadly in terms of identifying CARRP cases

- 212(a)(3)(F) is different yet again – it’s retrospective – you can’t be about to
  be designated – the individual has to have already been designated

- Past, present and future activities can all be part of our analysis, depending on the
  activities committed, in progress, or intended

- Why is that? Remember that priorities and alliances shift over time

- Example

- This is also an area where we see a difference between RAIO and domestic roles
  - RAIO officers tend to have country and group research already, and will
    identify a potential NS issue, leverage their existing background, and
    determine that the concern has been overcome all in one sequence without a
    referral
  - Domestically, in FOD and SCOPS, we tend to have officers who don’t have
    this background, and the way we get country conditions, group histories, etc.,
    are by a referral (yellow traffic signal concept) to CARRP
Handout:

DOS Mantis Tech Alert List
Handout:

DOS Mantis Tech Alert List
Combining the Models

Articulable Link or Indicators

Individual / Organization + Connection to + NS ground from INA =

Non-KST NS Concern

KST NS Concern

Non-KST NS Concern Not Confirmed

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- So this is the chart where it starts to come together
- We've been talking about the equation, and how those three elements make an NS concern
- What was the summation of my equation? If you have all three elements, you have an NS concern
- Did I have another visual model that started with having an NS concern?
- This is how the two heuristics fit together
- Every time, you should think to yourself:
  - Do I have an individual or organization?
  - Do I have an NS ground?
  - Do I have a connection between them?
  - If I do, is my NS concern a KST or non-KST?
  - If it's non-KST, is it confirmed or not confirmed?
- Now, we've covered the individual / organization part
- And we've covered the NS grounds
- But I've left my middle part deliberately vague
- And those of you that have really been paying attention will remember
that when I defined Confirmed and not-Confirmed, I had some different words in the middle box up top

- That connection is really either an articulable link or indicators
- And that's what we're going to talk about a some length in the next two sections
- And please note the placement of my equation – it's BEFORE you determine KST vs. non-KST and BEFORE you determine Confirmed or Not Confirmed
Indicators vs. Articulable Link

- Both ties that connect a person / organization to an NS ground
- Both based on evidence – known facts
- But indicators and articulable link are not in opposition to each other: They’re both intervals on the same spectrum
- Indicators and Articulable link are simply different levels of evidence
- Evidence is nothing more than the facts that we have in the case
- So when we’re talking indicators and articulable link, what we’re really asking is: how good is our evidence?
- What facts are present that are leading us to think there’s a connection between the person and the NS concern?
- And the same as any other evidence, the facts we’re looking for must be relevant and material
- So... when you think of indicators and AL, they are not a two-tiered system of more important and less important concerns
- They’re different levels of evidence on the same spectrum
- If you start out as non-KST NS Not Confirmed, as you move through the stages of CARRP, you can find more information that shows you a clear link and allows you to change to Confirmed
- This applies to both KSTs and non-KSTs
- KSTs require an individual and a nexus to NS – the articulable link is just given to us by law enforcement
- Why is this important?
  - It impacts how we report the NS caseload to leadership
- It affects prioritization of NS cases
- But: in the field, all the vetting is the same for both Confirmed and non Confirmed Non-KSTs
A Practical Example

Consider the following:

You come home from work one day, and...

- There are tire marks in your driveway
- There are also muddy boot prints all over your front walk
- A window is broken in the yard next to your backdoor
- Your plasma TV is missing
Consider the following:

You come home from work one day, and...

- There are tire marks in your driveway
- There are also muddy boot prints all over your front walk
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- Your plasma TV is missing

- We’re all familiar with evidence and evidentiary standards from criminal law
- Everyone has probably seen Law and Order or NCIS or one of these criminal procedurals on TV
- So let’s consider for a moment indicators and AL in a criminal context
- If there are tire marks in your driveway, are you worried about anything being wrong?
- What if there are also muddy boot prints on your front walk?
- Do you think something nefarious has happened?
- Is there any evidence that suggests a criminal activity?
- Are there other plausible explanations?
- What if now you see that the window by your back door is broken?
- Do you think that the totality of the circumstances—all the evidence you can see—is enough to call the police?
- If you’re going to call the police, are you sure that a crime has taken place?
- And now you go in to the house and your plasma TV is gone
- So, at what point did we have sufficient indicators that a crime occurred that we weren’t comfortable just going about business as usual?
- And at what point did these facts add up to an articulable criminal activity?
A Practical Example

Another way of thinking about indicators:

Consider an assembly line...

- Each step in the process of building a car is small enough
- But by the time those little things add up, the end result is significant

Indicators work the same way...

- Each one by itself is small and insubstantial
- But a bunch of them put together can add up to something big
Indicators

DISCLAIMER: NONE OF THESE INDICATORS BY THEMSELVES MEAN SOMEONE IS AN NS CONCERN

Examples of possible indicators:
(a non-exhaustive list)

But: a sufficient amount of indicators (totality of circumstances) may cause us to take a closer look via CARRP

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You have the Public's trust and respect. Use them wisely.
For the purpose of this document, a LE indicator means someone is an NS concern. Any indicator of possible concern, such as LE, does not need to be taken seriously by itself. However, if there is a sufficient amount of indicators or evidence, a closer look via CARRP (Country of Origin, Refugee, Asylum, and Related Programs) may be necessary.

- So what are some examples of indicators?

- None of these things are themselves derogatory or a nexus to NS... but if you look at the entire body of evidence, maybe then it relates to an area of NS concern.

- Can you refer a case to CARRP just based on indicators?

- YES – we do it all the time
- Just because the link between the person and the NS ground does not rise to the evidentiary level of Articulable link, it can still be a CARRP case.
- So think back all the way to my definitions, when I mentioned non-KST NS Confirmed and non-KST NS Not Confirmed.
- What did I say the difference between those two labels was?
- NS Confirmed rises to the level of an articulable link.
- NS Not Confirmed is based on indicators.
Handout:

National Science Foundation Federally Funded Research and Development Centers 2015

LE
Application Exercise 4.1

“Indicators”
Application Exercise 4.1

"Indicators"

- We just considered evidentiary standards in criminal, non-NS example
- Now let's look at weighing evidence in an immigration specific context to see if we can identify an NS concern
Articulable Link

- An articulable link exists when:
  You can describe ...

  in a few simple sentences ...

  a clear connection between a person ...

  and

  an activity that threatens the safety and integrity of the United States or another nation.

- Cases with an articulable link to national security must be handled according to CARRP.
- So now that we’ve covered indicators and talked about the evidentiary standard we’re looking for...
- The next question is when we pass from having indicators to having an articulable link
- So now we’re going to talk about the middle component of our equation: articulable link
- This is the part that is tricky, so we’re about to take you through the structured framework on how to do it
- The framework is designed to provide a consistent means of thinking about articulable links
- We’ll give you the HQ FDNS thought process at the end
- One more note – we are concerned with finding the articulable link primarily with non-KST NS concerns
- Our equation applies to identifying anything that will be handled in CARRP, but we defined KSTs earlier as being on the watchlist
- Well, for KST cases, that’s enough of an articulable link – “Jon Smith is on the watchlist for terrorism.”
- As you’ll see, non-KSTs are a little trickier, because there will not be one piece of information that conclusively tells you this person is an NS concern
- you may have to “link” together a bunch of disparate things
Articulable Link

- A connection may be:
- An articulable link requires more than a “gut feeling.”
- The key is whether you can define the nature of the connection.
- **Caveat:** It is impossible to list all of the ways that an individual might have an “articulable link” to a national security concern. What follows are examples of how subjects can be linked.
- This looks very similar to the indicators slide, right?
- That’s because your evidence for both, the facts that support your determination, are the same kinds of things
- Takes more than a “gut feeling” – and more than indicators!
- Criminal behavior may be an NS concern, but it’s not a prerequisite
- There could be behavior or NS links that are not overtly criminal
Putting the Pieces Together

You have now articulated a link between Bob and the National Security Concern.

Gives Money to

Supports

Helps Conduct

Conducts

Plans

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When determining whether there is an articulable link, you must be able to make a connection between the actions and the terrorist organization or terrorism related grounds.

In this example, there is a subject, Bob
And there is an NS ground – terrorism
The rest of the puzzle pieces can be used to assembly a link between Bob and terrorism
(remainder of slide is animated to demonstrate conducting a link)
• The strongest link comes when the Subject is actively participating in those activities:

- LE

• Here, you can draw a single, direct line between the Subject and the national security activity.
The strongest link comes when the Subject is actively participating in those activities:

Here, you can draw a single, direct line between the Subject and the national security activity.

Now, we all know that real life isn't quite this simple
But the goal of the structured framework is to get every-one thinking in the same way
These simple cases ramp up to more complicated ones, but the method of thinking of them is the same
• If a law enforcement or intelligence agency tells us that their investigation uncovers a threat to national security, we will consider that case a national security concern.
  – This concern could be NS Confirmed or NS Not Confirmed, depending on the specific information provided.

• The opposite, however, is not necessarily true: Even if another agency tells us that an individual does not threaten the national security, USCIS can still handle a case under CARRP.
  – If you identify an area of national security concern, and suspect that the applicant may be involved with it, USCIS can still try to articulate a link.
• If a law enforcement or intelligence agency tells us that their investigation uncovers a threat to national security, we will consider that case a national security concern.
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  - If you identify an area of national security concern, and suspect that the applicant may be involved with it, USCIS can still try to articulate a link.

Similar to law enforcement determinations: country determinations
It doesn’t matter if the country accusing you is credible — if a foreign government designates you a terrorist, than that’s an articulable link
It may be disproven in the course of vetting
We may grant a waiver for the activity because it was on our behalf
But it’s still an articulable link
Studies in National Security:

Articulable Link Writing 101
Application Exercise 4.2
“Articulable Link Writing”
Handout:
Structured Framework for Articulating
Links to National Security
*** Remember – it’s about the sum of the evidence

Articulable Link = NS Confirmed

Indicators of a link = NS Not Confirmed
- We talked about how there was DS entry portion of every activity, so here’s how to document what we just talked about - articulable link and indicators

- A non-KST concern type requires a sub-status selection of either NS Confirmed or NS Not Confirmed when it is initially entered

- Confirmed relates to having enough evidence to make an articulable link

- Not Confirmed is still an NS concern, but corresponds to having only indicators not rising to the level of articulable link
Documenting an Articulable Link:

LE

LE
You must also write out the articulable link
And then you must get someone to agree with you
Why do we make you do this?
Because it's subjective! We've talking in depth about how this is a judgment, and sometimes people just see things different ways
But we're going to view Confirmed and No! Confirmed a little differently at the HQ level, so an accurate distinction is really important to us
Why do we not make you do this with indicators?
Because what are you going to write down? There's no firm, couple of sentences, describable link!
Concern Type: non-KST
- So here's how you write it down
• Classified LHM’s often raise NS concerns
  – Classified information ≠ “NS Confirmed”
  – An articulable link is still required for selecting NS Confirmed

• To base an articulable link on classified information, both officers should write in the comment field of their recommendation:

  “Discussed case with Officer --------. An articulable link is present. The articulable link is based upon classified information in an LHM.”

• You should still discuss the articulable link with a second officer!

Never put classified information in FDNS-DS
• Classified LHM action would not be correct:
  — Classified information ≠ “NS Confirmed”
  — An articulable link is still required for selecting NS Confirmed

• To base an articulable link on classified information, both officers should write in the comment field of their recommendation:
  “Discussed case with Officer ------. An articulable link is present. The articulable link is based upon classified information in an LHM.”

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Never put classified information in FDNS-DS

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Please remember that the presence of classified information doesn’t automatically mean NS Confirmed, or even that there is an NS concern at all...
The Last Word: Ong

- Many times, articulating a link (or determining that no link can be articulated) cannot be done purely from a file review.
- This may require contact with another agency, or research in another system.
- As new information is received, officers should review and determine whether or not the evidence supports an articulable link.
- Until a definitive judgment is reached about whether an articulable link exists, the case must remain open.
Identifying NS Concerns

KSTs & Watchlisting
- We’ve defined what a KST is (someone on the watchlist)
- And we know that it’s handled in CARRP
- There’s a clear individual involved, there’s a clear nexus to an NS concern (terrorism), and there’s an easy articulable link
- But there’s one piece of information we’re missing: what is this watchlist thing and how do we know if someone is on it!? 
What is a KST?

- Known or Suspected Terrorist (KST).

- Has been nominated and accepted for placement in the Terrorist Screening Database (TSDB), \textit{and}...

- Has a KST category code within TSDB, \textit{and}...

- Remains on the Terrorist Watch List until a nomination for removal has been approved.
What is a KST?

- Known or Suspected Terrorist (KST).
- Has been nominated and accepted for placement in the Terrorist Screening Database (TSDB), and...
- Has a KST category code within TSDB, and...
- Remains on the Terrorist Watch List until a nomination for removal has been approved.

- Nominations are made by law enforcement, intelligence, and homeland security entities
Identifying KST NS Concerns

Where do KSTs (and certain non-KSTs) come from?

Nominations to include a subject in the Terrorist Identities Datamart Environment (TIDE) are made by agencies holding derog.

The National Counterterrorism Center (NCTC) evaluates the nominations and enters them in TIDE.

Individuals whose nomination included placement on the watchlist are pushed to the Terrorist Screening Center (TSC).

The TSC reviews and accepts the watchlist nominations into the Terrorist Screening Database (TSDB).

TSDB pushes records to TEGS with the code to indicate that the record came from the TSC.

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Identifying KST Numbers

Where do KSTs (and certain non-KSTs) come from?

- TIDE exports watchlist records to TSDB
- TSDB contains the USG Terrorism Watchlist
- Determinations to put someone on the watchlist follow a similar weighing of the evidence that we use to determine the connection between a person and an activity
- Require factual evidence – “articulable intelligence”
- Give equal credence to past, present, and future actions and associations
- Basically, if there is a reasonable suspicion that a subject did any of
the things listed, they'll be nominated as a KST
- And then things that came in to TSDB from TIDE subsequently flow
downstream again into TECS
- In the same way that nominations flow downhill (you're nominated in TIDE, it
pushes to TSDB, and that pushes to TECS) – if you're nominations is
removed, the information should be pushed in the same way (TIDE – TSDB –
TECS)
- Which means... the [LE] that you're seeing would be removed
How is someone nominated to the watchlist?

- Nominations to the watchlist are made by law enforcement, intelligence, and homeland security agencies.
- There are two categories of watchlist nominations:
  - KST
  - Watchlist exemption
- Nomination as a KST requires a reasonable suspicion that the subject is:
  - Known or suspected of being engaged in terrorist activity;
  - Know or suspected of having previously engaged in terrorist activity;
  - Known or suspected of being a member of a terrorist organization;
  - Known or suspected of having been a member of a terrorist organization;
  - Known or suspected of preparing to engage in terrorist activity.
Identifying KST Noms

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  - Known or suspected of having been a member of a terrorist organization;
  - Known or suspected of preparing to engage in terrorist activity.

Instructors: Emphasize that there are two types of people in the TSDB – those on the watchlist and those who are watchlist exceptions

- KST watchlist nominations require sufficient biographic info AND reasonable suspicion – these are the ones that were named in the funnel chart on the last slide
- The watchlist exception category are people who are exported to TSDB for screening purposes, but are not actually on the watchlist
- Both categories of watchlist nominations result in LE records in TECS
- If the derog doesn’t rise to the reasonable suspicion standard, other category codes (including exemptions) exist
How does USCIS identify KSTs?

- TECS records:
  - LE
  - LE
  - LE

- NCIC records:
  - LE
  - LE
  - LE
How does USCIS identify KSTs?

- TECS records:
  - LE

- NCIC records:
  - LE

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Identifying KST NS Concerns

TECS Hit List:

Example for Training Purposes Only

LE

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Identifying KST NS Concerns

TECS LE Record:

LE
Identifying KST NS Concerns

TECS LE Record, LE code:

Example for Training Purposes Only

LE

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This is an example of a NCIC hit.
Identifying KST NS Concerns

Example for Training Purposes Only

LE

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CAR000840
What does USCIS do (and not do) with KSTs?

- For any suspected match to a TECS record, the Terrorist Screening Center (TSC) must be contacted.

- TSC will:
  - Verify that the subject being vetting by USCIS is a match to the TSDB.
  - Alert the Terrorist Screening Operations Unit (TSOU).
  - TSOU will contact the case agent, who may then contact USCIS.

- Begin vetting with local Joint Terrorism Task Force (JTTF).

- Do not contact the National Targeting Center (NTC) on LE

- Do not externally vet / deconflict with the TSC.
What does USCIS do (and not do) with KSTs?

- For any suspected match to a LE TECS record, the Terrorist Screening Center (TSC) must be contacted.
- TSC will:
  - Verify that the subject being vetted by USCIS is a match to the TSDB.
  - Alert the Terrorist Screening Operations Unit (TSOU).
  - TSOU will contact the case agent, who may then contact USCIS.
- Begin vetting with local Joint Terrorism Task Force (JTTF).
- Do not contact the National Targeting Center (NTC) on LE.
- Do not externally vet/deconflict with the TSC.

Please note that you are to call the TSC to confirm a KST hit, only CBP contacts the NTC, not USCIS.

"Suspected match" in this context means anything that cannot be definitively ruled out.
Identifying KST NS Concerns

What will TSC need to confirm the match?

- TSC Request Form.
- Copy of completed application/petition, including G-325A.
- Photos, including any pictures provided in support of the application.

Contact:

TSDB

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- Contact with the TSC is done by email
- The TSC request form is a generic template
- The TSC request form is posted to your class page under Handouts
Handout:

TSC Request Form
Documenting KST NS Concerns

Concern Type: KST

LE
- There are several unique things that you're going to do for KST concerns in FDNS-DS
- You must identify the case as a KST
- If you identify it as a KST, what is your source of information? TECS!
- If you have a LE TECS record, is a good idea to write down that record somewhere?
- The first somewhere you can write it down is in the LE
Documenting KST NS Concerns

Concern Type: KST

LE
- The other place you can write it down is in
- Just make sure you write your record # (or #s) down
Documenting KST NS Concerns

How do you document TSC confirmation?

- TSC cannot be contacted for deconfliction...
- But the identity verification of a LE record is documented in the LE of FDNS-DS
- What else do we have to do for a KST?
- Very first thing, before we even know a case is a KST NS concern and start our documentation...
- Verify with the TSC!
- TSC verification of a LE record gets documented in the LE of FDNS-DS
Identifying NS Concerns

Sources of Information for non-KSTs
Sources of Information for non-KSTs

- So we've built our equation, and we've talked about articulating links and what activities have a nexus to an NS ground
- But how do you find out about any of those activities?
- How do you know if there's an applicable NS ground?
- How do you know what your person has been up to?
- It is also important to note here – KSTs are definitive
  - Someone is either on the watchlist or they're not
  - And if they're on the watchlist, we don’t question why (as part of identifying a concern up front)
Identifying Non-KST

What is a non-KST NS concern?

• Non-KSTs are NS concerns who have not been nominated to the watchlist as a KST.

• Non-KST NS concerns include:
  
  - LE
    • Associates of a KST, and
    • Insufficient derog.
  
  - Saboteurs;
  
  - Weapons or technology proliferators; or,
  
  - Agents of foreign governments.

• Why is the entire phrase “Non-KST NS Concern” important?
What is a non-KST NS concern?

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    * Insufficient derog.
  
  - Saboteurs;
  
  - Weapons or technology proliferators; or,
  
  - Agents of foreign governments.

* Why is the entire phrase “Non-KST NS Concern” important?

- Answer to why is the entire phrase “Non-KST NS Concern” important?
  
  - It emphasizes that a non-KST is still a National security concern
  
  - Students should not forget that non-KST doesn’t mean its trivial or unimportant – it’s still a national security case
Other Non-KST NS Concerns:

- TECS record indicates an ongoing or closed JTTF investigation/interest.
- NaBISCOP Appendix C - common terms and acronyms related to TECS.
- Association with KSTs
- Indicators of Investigative Hits involving NS Activity.

LE
Identifying Non-KST NS Concerns
Identifying Non-KSI

FBI LHM Classification of Investigations:

- Foreign Counterintelligence;
- Acts of Terrorism (International, Domestic);
- Hostage-Taking – Terrorism;
- Arms Control Treaty Measures;
- Sabotage;
- Actual & Attempted Bombings & Explosive Violations;
- Threaten or Attempt to Use, Possess, Produce or Transport of Weapons of Mass Destruction (WMD); or,
- Use, Possession, Production or Transport of WMD.
Identifying Non-KO:

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These are the classes of LHMs that relate to NS

If you see one of these things, do you think that's enough evidence for CARRP?
FBI LHMs

- LHMs are not always for open concerns
- No NS concern exists if a law enforcement or intelligence agency indicates in an LHM that:
  1. They have completed and closed their investigation, and
  2. They make a **definitive finding** of no nexus to national security in relation to the USCIS subject, and
  3. There is no **other indicator** of a NS concern.
FBI LHMs

- LHMs are not always for open concerns
- No NS concern exists if a law enforcement or intelligence agency indicates in an LHM that:
  1. They have completed and closed their investigation, and
  2. They make a definitive finding of no nexus to national security in relation to the USCIS subject, and
  3. There is no other indicator of a NS concern.

- Just because the FBI says they closed their case, does that necessarily mean they resolved the NS concern? NO
- Just because they don't have a concern, could USCIS find another indicator in some other vetting? YES
Identifying Non-KST NS Concerns

RAP Sheet:

Example for Training Purposes Only

LE

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Identifying Non-KST NS Concerns

- This is a sample of a RAP sheet
- It says known or suspected terrorist on it! – Why is it in the non-KST category?
- Because KSTs don’t come from LHMs – they only come from people who are on the watchlist
Identifying Non-KST NS Concerns

TECS LE Record, LE code:

LE

Example for Training Purposes Only

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Identifying Non-KST NS Concerns

TECS LE Record, LE code:

Example for Training Purposes Only

LE
Identifying Non-KST

What are the non-KST watchlist exceptions?

- LE

- Contacting the TSC is still required... but these exceptions are handled under CARRP as non-KST NS Concerns.
Identifying Non-KST

What are the non-KST watchlist exceptions?

- LE

- Contacting the TSC is still required... but these exceptions are handled under CARRP as non-KST NS Concerns.
Identifying Non-KST NS Concerns
Identifying Non-KST NS Concerns
Identifying Non-KSF

Fun with TECS Codes

- 
- 

LE
- Not all of these are NS Concerns
- And just based on the code, you can’t tell
- You need to consider the nature of the record, the text of the record, the other facts of the case
- And we’re talking about the ending on the person record – the part where you see LE
- How many of these indicate a potential NS concern?
More Fun with TECS Codes!

- 
- 

LE
Identifying Non-KS

More Fun with TECS Codes!

LE

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Identifying Non-KSI

CCD and SAO

• CCD = Consular Consolidated Database
  – DOS system holding the records of individuals applying for visas abroad
  – May include reasons for a visa refusal and copies of the visa application

• SAO = Security Advisory Opinion
  – An SAO is the manner by which the State Department asks other agencies of the USG for information / input
  – SAO’s are submitted selectively based on the profile of the visa applicant
  – Not all SAO’s are derogatory
  – SAO’s help Consular Officers to make accurate adjudicative decisions

• Within USCIS, SAO’s are an adjudicative tool in refugee cases
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SAO's help Consular Officers to make accurate adjudicative decisions
Identifying Non-KST NS Concerns

Consular Consolidated Database (CCD):

LE
CCD = Consular Consolidated Database
   DOS system holding the records of individuals applying for visas abroad
   May include reasons for a visa refusal and copies of the visa application

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   An SAO is the manner by which the State Department asks other agencies of the USG for information / input
   SAO's are submitted selectively based on the profile of the visa applicant
   Not all SAO's are derogatory
   SAO's help Consular Officers to make accurate adjudicative decisions
IDENT

- IDENT is the DHS biometric database.
  - Next Generation Index (NGI) is the FBI biometric database.
  - Automated Biometric Information System (ABIS) is the DoD biometric database.

- IDENT data set is accessed through US-VISIT.
- USCIS, CBP, ICE and other DHS component data is fed into IDENT.
- IDENT may contain hits from DoD holdings, information on immigration violations, and encounter data.

- Everyone has a watchlist...
  - IDENT watchlist is not the same as TSDB watchlist.
  - IDENT watchlist contains arrests, criminal records, DoD encounters, fraud, etc.
Identifying Non-K1

IDENT

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U.S. Citizenship & Immigration Services
US-VISIT establishes and verifies the identities of people applying for immigration benefits, including asylum or refugee status.

U.S. Customs & Border Protection (CBP)
- US-VISIT establishes and verifies the identities of international visitors arriving at air, sea and land border ports of entry.
- US-VISIT also supports the U.S. Border Patrol’s enforcement efforts by verifying the identities of illegal migrants apprehended at our land borders.

U.S. Immigration & Customs Enforcement (ICE)
US-VISIT provides ICE with actionable leads on people who have overstayed their visas and assists with the verification of the identities of arrested criminals.

U.S. Coast Guard
US-VISIT verifies the identities of illegal migrants the Coast Guard apprehends at sea in the Florida Straits; in the Mona Passage between Puerto Rico and the Dominican Republic; and other locations.

Department of Defense (DOD) & Intelligence Community
US-VISIT helps DOD and the intelligence community identify terrorists and terror suspects by analyzing biometric information they collect from locations where terrorists have been, such as safe houses or training camps.
Identifying Non-KST NS Concerns

IDENT

LE

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Identifying Non-KST

Curious (purely fictional) instances of self-reporting
Identifying Non-kSF

Curious (purely fictional) instances of self-reporting

LE

LE
Identifying Non-KST NS Concerns

Relationships with law enforcement:
- Could your relationships with law enforcement help you identify an NS concern?
- Relationships with law enforcement:
  - Could your relationships with law enforcement help you identify an NS concern?

**Studies in National Security:**

- LE

- Ironically, neither of these examples are actually law enforcement, but nonetheless...

- Example 1:
  - LE
  - This is definitely something we want to know about

- Example 2:
  - LE
Identifying Non-KSM

When LHM’s may be non-derogatory:

- e.g. – reference to an OGA cable.
  - Has to go in CARRP to obtain the information...
  - But the OGA cable may end up not being derogatory.

- e.g. – not the subject of an investigation.
Identifying Non-NS

When LHM’s may be non-derogatory:
  • e.g. – reference to an OGA cable.
    LE
  • e.g. – not the subject of an investigation.
    LE

- Not every record from the sources we just covered is NS
- We talked about SAO’s not always being derogatory
- We talked about the "LE" thing already – if it’s gang related, it may not be NS
- It’s derog, but it’s not NS
- We see derog that isn’t NS from LHM’s and TECS and USVISIT all the time, right – money laundering, fraud, etc.
- So just because it’s in one of the systems we just talked about – does not equal NS concern
- What’s important is the actual info contained in the background check result
- In the same way that our sources of information do not always give us NS info, some of it may not even be derogatory at all!
- A positive fingerprint or namecheck, an IDENT encounter, a LE a FDNS-DS record… not automatically a CARRP referral
Identifying Non-KSI

When fingerprint records may be non-derogatory:

- LE

When FDNS-DS records may be non-derogatory:

- LE
Identifying Non-KSI

When fingerprint records may be non-derogatory:

LE

When FDNS-DS records may be non-derogatory:

LE
Documenting Non-KST NS Concerns

Concern Type: non-KST

LE
- Same with KSTs, there are unique data entry considerations in your CME for non-KSTs
- If you have a non-KST, you need to pick a LE
- The LE indicates the substance of the connection between person and NS ground
- NS Not Confirmed = indicators
- NS Confirmed = articulable link
- If there is an articulable link, it needs to be written out
- Where? In a recommendation in LE
- And then another CARRP designated officer needs to review it and enter a recommendation concuring with it
- They don’t need to look at all the derog – they don’t need to to the review the whole record or the file
- The other officer is just reading the articulable link
- Because if the articulable link is done well, it should briefly describe the nature of the concern in a couple of succinct sentences!
Documenting Non-KST NS Concerns

Concern Type: non-KST

LE
- Write out your A.L. exactly as we talked through them during the hypotheticals
- Make it very clear what the connection is, and what ground you’re linking the person to
- And get a designated CARRP officer to concur with it
Identifying NS Concerns

CARRP Stage 1 Recap
Stage 1 Rec

Individual / Organization + Connection to + NS ground from INA =

Non-KST NS Concern Confirmed

Non-KST NS Concern Not Confirmed

KST NS Concern

Articulable Link? YES

Articulable Link? YES

Articulable Link? YES

Articulable Link? NO

Articulable Link? NO

Articulable Link? NO

How identified? LE other TECS, LHM, fingerprint

How identified? TECS, LHM, fingerprint

How identified? LE

Articulable Link written in DS? YES

Articulable Link written in DS? NO

Articulable Link written in DS? NO

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- These three circles were the bottom level outcomes from my chart that started this Unit

- We know that anything in CARRP (KST or Non-KST) satisfies my 3 pronged equation:
  - Individual / organization +
  - Indicators / Articulable Link +
  - NS Ground

- And we’ve just spend a bunch of time talking about where our facts and evidence come from, and how to weigh them to make a determination

- So let’s pull it all together, and add our FDNS-DS documentation component

- The difference between non-KST NS confirmed and non-KST NS not-confirmed is simply evidence

- Confirmed has enough evidence to make an articulable link

- Not Confirmed has enough indicators to suggest a concern, but doesn’t meet the standards of AL

- Are KSTs based on indicators or articulable link?

- KSTs absolutely rise to the level of articulable link, but in those cases,
we're not the ones weighing the evidence to make a link – the LEAs and IC have done that already when they watchlisted the person

- In the confirmed category, LE are always going to be non-KST NS Confirmed – because again, someone is making the AL for us

- Why is only one of the articulable links documented in DS?

- Because it's implied in KSTs, and non-KST NS Not Confirmed are based on indicators and don't HAVE an AL
Stage 1 Recap

Identifying NS concerns

All LE are KSTs

Positive FBI Name checks are always an NS Concern

Individuals can be removed from the terrorist watchlist

If there is no articulable link to an NS concern, it’s not a CARRP case

All LE records relate to terrorism
Identifying NS concerns

Positive FBI Name appears as an NS Concern

Individuals can be removed from the terrorist watchlist

If there is no articulable link to an NS concern, it's not a CARRP case

All leads into terrorism
Stage 1 Review

Identification of NS Concerns

<table>
<thead>
<tr>
<th>Non-KST NS Concerns</th>
<th>KST NS Concerns</th>
</tr>
</thead>
<tbody>
<tr>
<td>FBI Fingerprint Check</td>
<td>FBI Namecheck</td>
</tr>
<tr>
<td>FBI Namecheck IDENT</td>
<td>IDENT Applicant Testimony</td>
</tr>
</tbody>
</table>

**TECS LE Records**

TECS LE records can be either a KST or non-KST NS Concern. The LE code indicates whether an individual is in TSDB under a KST category code or is a watchlist exception. All KSTs are in TSDB with a KST category code and therefore are represented in TECS by a LE record. Non-KSTs can be identified in a variety of ways, including through records with a watchlist exception code.
NS Determination Questions:

- Is there any derogatory information?
- Does the derogatory information relate to the subject?
- Is the derogatory information still applicable?
- Does the derogatory information relate to an NS ground from the INA?
- Are you familiar with all of the employers, addresses, institutions, people, etc. listed or discussed by the applicant?
- Does the evidence add up to a strong enough connection between person and NS ground?
Stage 1

Roles

• Asylum officers, refugee officers, HQ RAIO, and field and service center ISOs are on the front lines!

• Identifying concerns ➔ EVERYONE

• Confirming with TSC ➔ FDNS IO (field and asylum offices)
  ➔ BCU CARRP ISO (service centers)

• Writing articulable links ➔ CARRP ISOs, FDNS IOs, or AOs

• Concurring with articulable links ➔ Supervisor or designated officer

• FDNS-DS entry ➔ FDNS IO or CARRP ISOs

• Who in your office reviews CARRP referrals and assigns CARRP cases?
Stage 1 Recap

FDNS-DS Entry

- LE

-
- When you are data entering, do not use hyphens in names
Stage 1 Recap

FDNS-DS Entry

- If the subject is not already in DS:
  - Enter a new person in the "LE"
  - Do not use hyphens in names
  - Enter a new form in the "LE"
  - Set the adjudications/action value to "pending"
- The person and form must be linked to the NS CME
Stage 1 Recap

FDNS-DS Entry

- Build a CME
Studies in National Security:
FDNS-DS Data Integrity, Part I
Stage 1 Recap

FDNS-DS Entry

- Other NS CME Required Fields:

  
  
  LE

  
  
  

Fraud Detection and National Security Directorate
You have the Public's trust and respect. Use them wisely.

U.S. Citizenship and Immigration Services

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CAR000919
Stage 1 Recap

Changing Process Phase

LE
Stage 1: Identifying NS Concerns

- Use all available evidence to identify a potential NS concern.
- Differentiate between indicators and articulable link as the connection between an individual and an NS ground.
- Distinguish between KSTs and non-KSTs.
- Identify sources of information for KST and non-KST determinations.
- Understand the watchlisting process.
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Slide 9 “Goals” Image: http://learning.nd.edu/remix/img/setting-goals.jpg
Slide 18 Assembly Line Images:
  https://frmilovan.files.wordpress.com/2010/05/ford-assembly-line.jpg
Slide 84, “Fact vs. Fiction” Image:
Slide 94 “Success” Image: https://automofo.files.wordpress.com/2011/02/increasing-success-photo.jpg

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Practical Exercise: CARRP Stage 1