

Carol, (JVE) —

Attached are the comments I've provided to DOJ regarding the Joint Emerg Plan. I've also attached the Exec summary.

You may recall in the meeting I last attended w/ you, the Pres and v.p., they spoke of the need for a plan to deal w/ a migration influx if Cuba or Haiti failed.

State has prepared a separate Cuba plan. DOJ's plan is more generic. I'm not sure if the Pres. or v.p. need to know if this exercise is underway but I wanted you to know the status.

DJVE

~~CONFIDENTIAL~~
1.
b1c
THE WHITE HOUSE
WASHINGTON

December 8, 1993

MEMORANDUM FOR PHYLLIS COVEN

FROM Donsia Strong, DPC *DS*
RE Emergency Plan
CC Eric Schwartz

I have reviewed the Emergency Plan and the Executive Summary and have the following comments:

1. In an emergent situation it is absolutely essential that White House officials are aware of what information is available and at the earliest point the information becomes available. Therefore, I suggest that language be added directing the lead press official to coordinate with the White House press office prior to releasing information. I envision an operation much like the one operated during the Chinese ship matter.
2. Potential refugees fleeing persecution or danger should not be presumed to be illegal aliens. Therefore, I suggest deleting the word "illegal" which has been inserted just before immigration in most of the summary.
3. Finally, the Plan assumes a policy of direct return of refugees. That is a policy decision that only the President can make at the appropriate time. Eric Schwartz had the same concern and concurs in this assessment.

I hope your trip to London was successful and enjoyable!



U.S. Department of Justice

Office of the Associate Attorney General

The Associate Attorney General

Washington, D.C. 20530

November 22, 1993

Anthony Lake
Assistant to the President
for National Security Affairs
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500

Re: Progress on "Operation Distant Shore"

Dear Mr. ^{Anthony} Lake:

I write to provide you with a status report and overview of Operation Distant Shore, the interagency plan which outlines the federal and state response to a sudden, large scale, illegal migration from the Caribbean region to South Florida. Operation Distant Shore involves extensive coordination between the Immigration and Naturalization Service, Coast Guard, Department of Defense, Public Health Service, and many other federal and state agencies. I am named in the plan as the Federal Coordinating Officer, with authority to direct the inter-agency effort in the event of an emergency.

An executive summary of the plan's operations is attached. The plan contemplates and is activated by a presidential declaration of an immigration emergency, which would be issued pursuant to a request by the Attorney General to the President or by a written request to the President from the Governor of Florida. The declaration would authorize the Coast Guard to interdict alien-transport vessels in U.S. and international waters, and control or close selected U.S. ports. The Coast Guard's interdiction authority would extend to vessels both leaving and entering U.S. waters.

In the event that undocumented aliens reach the United States, the plan provides for their detention at temporary sites in South Florida, where they would receive medical evaluation and treatment. Aliens would then be removed and housed at long-term detention sites outside of Florida provided by the Department of Defense. There, they would undergo inspection by INS and be processed for deportation and exclusion hearings. Should any aliens be deemed admissible to the United States, they would be provided appropriate documentation, medical examination, and resettlement assistance.

Operation Distant Shore has been developed in close coordination with officials of the State of Florida. In July 1993, I attended a meeting in Florida with a core group of plan participants to discuss state and federal agency roles and outstanding coordination issues. Following the meeting, I circulated a draft of the plan to an extensive list of federal agencies, including many which had not previously reviewed it (see list of participating agencies attached). Upon my request, each agency submitted written comments, which have now been incorporated into the plan. On Tuesday, November 9, 1993, I, along with INS Commissioner Doris Meissner, convened a meeting in Washington among the federal and Florida state agencies to discuss and ratify the revisions. The meeting was well attended, and extremely productive, with substantial agreement reached on all issues.

The plan is now undergoing final drafting, and I have requested that the federal agencies submit to me, by November 29, appendices which will detail exactly what resources they are prepared to contribute on short notice. I have enlisted the assistance of the Department of Justice Security and Emergency Planning Staff to coordinate the development of the plan's appendices and provide general administrative support. The final version of the plan will contain a signature page on which each agency will affirm that it will fulfill the responsibilities expected of it. A tabletop exercise of the operation is proposed following agency sign-off.

I believe that the interagency plan is progressing expeditiously. This office has and will continue to work closely with Eric Schwartz of your staff and Donsia Strong of the Domestic Policy Council throughout the planning process. If I can provide further assistance or answer any questions, please contact me or Phyllis Coven, Assistant Associate Attorney General, at (202) 514-3392.

Sincerely,



Webster L. Hubbell

cc: Eric Schwartz
Donsia Strong

Attachments

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

*Immigration Emergency Plan
Executive Summary*

- o The purpose of the plan is to ensure that INS and all Federal agencies are prepared to deal promptly and effectively with any sudden, illegal, large-scale immigration effort
- o The plan provides a framework for coordinated Federal, State, and local action, with DOJ/INS as lead agency for immigration law enforcement
- o The plan assumes large-scale illegal immigration to the United States from Caribbean nations arriving primarily by vessel, at the nearest landfall in southern Florida
- o The concept of operations involves Readiness, Interdiction, Landing, Detention, Primary Inspection and Processing, Exclusion and Deportation, Resettlement, and Evaluation phases
 - ▶ The Service and other agencies are continuously involved in the *Ready Phase*, which includes:
 - collection and production of intelligence relating to the threat of mass illegal immigration
 - policy coordination and operational planning at the field office and headquarters level

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

- preparation and readiness for the activation of a field-level Emergency Response Team located in Florida
- ▶ The *Ready Phase* also outlines procedures for:
 - a request to the President, by the Governor of Florida or the Attorney General, to declare an immigration emergency to activate Federal resources
 - designating the Associate Attorney General as the Federal Coordinating Officer, who will establish a coordination center in southern Florida prior to or at the time of the decision of the President to declare an immigration emergency, and guide the emergency response operations through the Emergency Response Team
 - establishing an Emergency Response Group, chaired by the Attorney General, for interagency policy coordination, and an Emergency Support Team to coordinate Headquarters-level interagency support to operations
 - activating Headquarters-level and field-level interagency teams for coordination of congressional and public affairs, and financial management support to operations
 - activating an INS Emergency Coordination Team to coordinate Service-wide inter-program support to operations
 - absent a declaration of emergency by the President, designating a Federal Coordinating Officer by the Attorney General, and request by the Attorney General to other Federal Department

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

and agency heads, and the Governor of Florida and other states, for assistance and support for Department of Justice response to an immigration emergency

▶ The *Interdiction Phase* involves:

- interdicting vessels and other conveyances transporting aliens into the United States
- controlling vessel departures from the United States to prevent efforts to assist illegal entry or smuggle aliens
- interdiction operations by the Coast Guard outside the territorial waters of the United States which will attempt to return interdicted vessels and aliens immediately to the source country or to any receptive third country, with assistance of the State Department
- assistance to Coast Guard interdiction operations by Federal, State, and local agencies including the Customs Service, Department of Defense, and State of Florida

▶ The *Landing Phase* involves:

- interagency interdiction teams searching vessels involved in illegal entry, performing medical triage, arresting aliens attempting illegal entry and alien smugglers, seizing vessels for forfeiture, and transporting aliens to temporary staging facilities for preliminary screening

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

- locating and arresting aliens who evade interdiction operations and begin to move from coastal areas into the interior of the United States
- establishing temporary staging facilities for preliminary screening and temporary custody of apprehended aliens to determine identity and fitness for travel
- determining fitness for travel and performing medical triage by or under the guidance of the Public Health Service
- after establishing identity and fitness for travel, transporting aliens transported from temporary staging facilities to detention centers identified by the Department of Defense outside of Florida
- investigating and prosecuting alien smugglers and other criminals
- initiating proceedings for forfeiture of vessels and conveyances used for alien smuggling
- initiating and completing, if possible, inspections by the Customs Service and Department of Agriculture

▶ *The Detention Phase* involves:

- long-term detention of aliens during the Primary Inspection/Processing Phase and pending the completion of exclusion or deportation proceedings, removal to a foreign country, or resettlement within the United States

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

- use of facilities, supplies, and assistance provided by the Department of Defense and General Services Administration
- ▶ **The *Primary Inspection/Processing Phase* involves:**
 - completing primary inspection for exclusion proceedings or admission, including when appropriate the completion of deferred inspection, or termination or revocation of parole
 - completing investigations for deportation proceedings, asset forfeiture, administrative fines, civil penalties, and criminal prosecution
 - receiving and adjudicating applications for adjustment of status by paroled aliens
- ▶ **The *Exclusion/Deportation Phase* provides for:**
 - deportation and exclusion hearings
 - adjudicating claims for asylum or other relief
 - appeals of exclusion or deportation orders
 - arranging for removal of aliens ordered excluded or deported
- ▶ **The *Admission/Resettlement Phase* provides for**
 - medical admission examination by the Public Health Service
 - immigration admission processing and document issuance

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

- appropriate resettlement assistance for aliens who are paroled, admitted or granted asylum, to be coordinated by the Department of Health and Human Services, Office of Refugee Resettlement, Department of Justice, Community Relations Service, and other agencies

- ▶ The *Evaluation Phase* provides for the review and assessment of the operations implemented under the plan to:
 - identify problems encountered and lessons learned
 - develop long-term solutions to the problems encountered, including resources, policies, or programs within INS and with other agencies, make appropriate revisions to the plan, and draft legislative proposals if appropriate
 - recognize INS employees and other persons whose efforts contributed significantly to the successful implementation of the plan

- o The phases outlined in the plan are not successive steps, but contemporaneous efforts which would continue, depending on the severity and duration of the immigration emergency, until no longer needed

- o Recovery activities, to resume normal operations and return detailed resources to their duty location, would begin as soon as practicable, but would not be uniform since any single resource may be needed in more than one phase

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

- o The plan has been coordinated with the Associate Attorney General and over twenty other Departments and agencies, including the Coast Guard, Department of Defense, Customs Service, Federal Aviation Administration, Marshals Service, National Security Council, Department of State, Office of Immigration Litigation, General Services Administration, Executive Office for Immigration Review, and others

DEPARTMENT OF JUSTICE LIMITED OFFICIAL USE

OPERATION DISTANT SHORE -- PARTICIPATING AGENCIES**FEDERAL****DEPARTMENT OF AGRICULTURE**

Animal and Plant Health Inspection Service

Food and Nutrition Service

DEPARTMENT OF DEFENSE

U.S. Army

Humanitarian and Refugee Affairs

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Office of Refugee Health

Office of Refugee Resettlement

DEPARTMENT OF JUSTICE

Bureau of Prisons

Community Relations Service

Drug Enforcement Administration

Executive Office for Immigration Review

Federal Bureau of Investigation

Immigration and Naturalization Service

Justice Management Division

Office of Immigration Litigation

Office of Justice Programs

Office of Legal Counsel

DEPARTMENT OF JUSTICE (continued)

Office of Legislative Affairs

Office of Policy and Communications

United States Attorney, Miami

U.S. Marshals Service

DEPARTMENT OF LABOR

U.S. Employment Service

DEPARTMENT OF STATE

Cuba Desk

International Narcotics Matters

DEPARTMENT OF TRANSPORTATION

U.S. Coast Guard

DEPARTMENT OF TREASURY

U.S. Customs Service

DOMESTIC POLICY COUNCIL

Office of Domestic Policy

ENVIRONMENTAL PROTECTION AGENCY

Office of Federal Activities

FEDERAL AVIATION ADMINISTRATION

Emergency Operations

FEDERAL EMERGENCY MANAGEMENT AGENCY

State and Local Programs and Support

GENERAL ACCOUNTING OFFICE

General Government Division

GENERAL SERVICES ADMINISTRATION

Emergency Management Branch

NATIONAL SECURITY COUNCIL

Global Issues and Multinational Affairs

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

National Weather Service

U.S. INFORMATION AGENCY

Office of Policy and Programs

STATE

FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS

FLORIDA DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES

FLORIDA DEPARTMENT OF LAW ENFORCEMENT

FLORIDA DEPARTMENT OF MILITARY AFFAIRS

FLORIDA WASHINGTON OFFICE



Office of the Associate Attorney General

The Associate Attorney General

Washington, D.C. 20530

file

NOV 18 1993

Ms. Carol Rasco
Assistant to the President
for Domestic Policy
The White House
Washington, D.C. 20500

Dear Ms. Rasco:

Thank you for your agency's participation in the November 9, 1993, inter-agency meeting regarding the mass immigration emergency plan, "Operation Distant Shore."

As discussed at the meeting, we are entering the final stage of the planning process which includes compiling a detailed list of those agency resources which can be relied upon in the case of an emergency.

We ask that each agency on the enclosed list update, by November 29, 1993, its appendix to the 1983 immigration emergency plan, a copy of which is enclosed. For those agencies not included in the 1983 plan, or for whom a 1983 appendix was not prepared, please submit a list of the resources your agency can make available to fulfill its responsibilities under the plan.

Please submit the revised agency appendix or list of resources to D. Jerry Rubino, Director, Security and Emergency Planning Staff, Justice Management Division, by November 29, 1993. Mr. Rubino and his staff are available to assist you in the preparation of this material. Mr. Rubino's address is

as follows: U.S. Department of Justice, Security and Emergency Planning Staff, Room 6525, 10th Street and Constitution Avenue, N.W., Washington, D.C. 20530. The telephone number is (202) 514-2360 and the fax number is (202) 514-1728.

I appreciate your cooperation in this important project.

Sincerely,



Webster L. Hubbell
Associate Attorney General

Enclosure(s)

cc: Donsia Strong
Senior Policy Analyst
Office of Domestic Policy
The White House
Washington, D.C. 20500

SPECIAL INSTRUCTIONS:

Certain organizations receiving their appendix from the 1983 Mass Immigration Emergency Plan have provided comments on their statement of responsibilities contained in the "Operations Plan Summaries" section of the November 4, 1993 draft "Operation Distant Shore." Such agencies should ensure that the statement of responsibilities in this section of the November 4, 1993 ODS plan includes updated versions of all pertinent information contained in the 1983 appendix, including names, titles and phone numbers of points of contact plus a complete list of resources if appropriate. If you have any questions please contact Tony Vasaio or Alan Ferber on 202-514-2360.

LIST OF DEPARTMENTS AND AGENCIES
RESPONSIBLE FOR UPDATING APPENDIX
TO 1983 MASS IMMIGRATION EMERGENCY PLAN

DEPARTMENT OF JUSTICE

Federal Bureau of Investigation
Bureau of Prisons
U.S. Marshals Service
Office of Legal Counsel
Office of Legislative Affairs
Executive Office for U.S. Attorneys
Immigration and Naturalization Service
Office of Public Affairs

DEPARTMENT OF TRANSPORTATION

Federal Aviation Administration
U.S. Coast Guard

HEALTH AND HUMAN SERVICES

Public Health Service
Administration for Children and Families

CENTRAL INTELLIGENCE AGENCY

OFFICE OF MANAGEMENT AND BUDGET

DEPARTMENT OF STATE

GENERAL SERVICES ADMINISTRATION

DEPARTMENT OF DEFENSE

DEPARTMENT OF TREASURY

U.S. CUSTOMS

~~4562216~~

456 2878