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FOIA				
Original OA/ID Number: 587				
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Document ID: 9504493				
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Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. report	re: Interagency Working Group on Alien Smuggling: Cuban Smuggling by Air [partial] (1 page)	06/00/1995	P3/b(3)

COLLECTION:

Clinton Presidential Records
NSC Records Management
([Schwartz and Cuba...])
OA/Box Number: 587

FOLDER TITLE:

9504493

2011-1039-F

rs1874

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
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- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
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C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

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- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

UNCLASSIFIED
NSC/RMO PROFILE

RECORD ID: 9504493
RECEIVED: 12 JUN 95 12

TO: WIRTH, T
MEISSNER, DORIS

FROM: BERGER

DOC DATE: 23 JUN 95
SOURCE REF:

KEYWORDS: CUBA MIGRATION
AVIATION

IMMIGRATION

PERSONS:

SUBJECT: STATE RPT ON ALIEN SMUGGLING OF CUBANS

ACTION: BERGER SGD LTRS

DUE DATE: 15 JUN 95 STATUS: C

STAFF OFFICER: SCHWARTZ

LOGREF:

FILES: WH

NSCP:

CODES:

D O C U M E N T D I S T R I B U T I O N

FOR ACTION

FOR CONCURRENCE

FOR INFO

CLARKE
HALPERIN
NSC CHRON
SCHWARTZ

COMMENTS:

DISPATCHED BY

MEC

DATE

6/23

BY HAND

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DOC 3 OF 3

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ACTION DATA SUMMARY REPORT

RECORD ID: 9504493

<u>DOC</u>	<u>ACTION OFFICER</u>	<u>CAO</u>	<u>ASSIGNED</u>	<u>ACTION REQUIRED</u>
001	MALLEY	Z	95061212	PREPARE MEMO FOR LAKE
001		Z	95062017	ACTION TRANSFERRED
001	SCHWARTZ	Z	95062017	PREPARE MEMO FOR LAKE
002	BERGER	Z	95062218	FOR SIGNATURE
003		X	95062320	BERGER SGD LTRS

DISPATCH DATA SUMMARY REPORT

<u>DOC</u>	<u>DATE</u>	<u>DISPATCH FOR ACTION</u>	<u>DISPATCH FOR INFO</u>
003	950623	WIRTH, T	
003	950623	MEISSNER, DORIS	

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NSC/RMO PROFILE

RECORD ID: 9504493
RECEIVED: 12 JUN 95 12

TO: SENS

FROM: BRILL, K

DOC DATE: 09 JUN 95
SOURCE REF: 9510992

KEYWORDS: CUBA MIGRATION
AVIATION

IMMIGRATION

PERSONS:

SUBJECT: SMUGGLING OF CUBAN NATIONALS BY AIR

ACTION: PREPARE MEMO FOR LAKE

DUE DATE: 15 JUN 95 STATUS: S

STAFF OFFICER: MALLEY

LOGREF:

FILES: WH

NSCP:

CODES:

D O C U M E N T D I S T R I B U T I O N

~~FOR ACTION~~
~~MALLEY~~

Transf to Schwartz

FOR CONCURRENCE

FROMAN

~~SCHWARTZ~~

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FOR INFO

BASSETT

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DOC 1 OF 1

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Rec'd 6/23
cil 5:15pm

LOG # 4493

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22 JUN 95 04 23

Exec Sec Office has diskette WJ

THE WHITE HOUSE

WASHINGTON

June 23, 1995

Dear Doris:

I just had the chance to review the State/INS paper on Smuggling of Cuban Nationals by Air and I wanted to express my appreciation for the good work being done by INS on this issue. Please pass along my thanks to Phyllis Coven and those in her office who are working this issue.

Best regards.

Sincerely,

A handwritten signature in cursive script, appearing to read "Sandy", written in dark ink.

Samuel R. Berger
Deputy Assistant to the President
for National Security Affairs

The Honorable Doris Meissner
Commissioner
Immigration and Naturalization Service
Washington, D.C. 20536

THE WHITE HOUSE

WASHINGTON

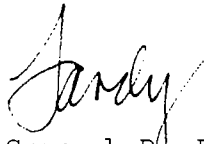
June 23, 1995

Dear Tim:

I just had the chance to review the State/INS paper on Smuggling of Cuban Nationals by Air and I wanted to express my appreciation for the good work being done by INL on this issue. Please pass along my thanks to Bob Perito and those in his office who are working this issue.

Best regards.

Sincerely,

A handwritten signature in cursive script, appearing to read "Sandy", written in dark ink.

Samuel R. Berger
Deputy Assistant to the President
for National Security Affairs

The Honorable Timothy Wirth
Undersecretary for Global Affairs
U.S. Department of State
Washington, D.C. 20520

NATIONAL SECURITY COUNCIL

WASHINGTON, D.C. 20506

June 20, 1995

ACTION

MEMORANDUM FOR SAMUEL BERGER

THROUGH: RICHARD CLARKE 
FROM: ERIC SCHWARTZ
SUBJECT: State Report on Alien Smuggling of Cubans

After the May 2 Cuban migration announcement by the Attorney General, we received reports of an upsurge in smuggling of Cubans to Miami from third countries. We asked INS and State to look into it and to come up with a plan to deter such smuggling.

As indicated in the attached memorandum, INS and State are undertaking a number of actions, which have already achieved results in Miami. INS and State have already increased the number of inspectors to perform airline gate checks at ports of entry, alerted U.S. embassies in Latin America and requested that they raise the issue with local officials and formed a debriefing team in Miami to obtain better intelligence from Cuban arrivals. A State/INS working group is planning/considering additional measures such as raising this issue during the next round of migration talks with Cuba, informing foreign governments that airlines involved in boarding "malafide" Cubans may have landing rights revoked, increasing capacity of INS detention centers and deploying INS inspectors abroad to collaborate with host country immigration and law enforcement officials.

This effort represents a prompt and potentially effective response and we therefore recommend that you sign the attached letters to Tim Wirth and Doris Meissner thanking them for the work of their staffs.

Concurrence by:  Morton Halperin

RECOMMENDATION

That you sign the letters to Tim Wirth and Doris Meissner at Tab I.

Attachments

Tab I Letters to Tim Wirth and Doris Meissner

Tab II State Report on Efforts to Deter Cuban Alien Smuggling



S/S 9510992

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United States Department of State

Washington, D.C. 20520

June 9, 1995

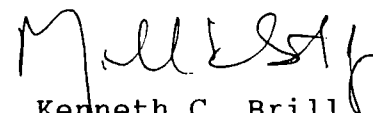
UNCLASSIFIED

MEMORANDUM FOR ANDREW D. SENS
EXECUTIVE SECRETARY
NATIONAL SECURITY COUNCIL

SUBJECT: Smuggling of Cuban Nationals by Air

With the announcement on May 2, 1995 that Cuban migrants intercepted at sea attempting to enter the U.S. would be returned to Cuba, the number of Cubans attempting to enter the U.S. illegally via commercial aircraft increased. In light of the President's directive to deter illegal immigration, the NSC asked the Departments of State and Justice in cooperation with other relevant agencies to submit a plan for deterring the smuggling of Cubans by air.

The Department of State and the Immigration and Naturalization Service representing the Justice Department convened the Caribbean sub-group of the Alien Smuggling Working Group to review current efforts and develop an action plan. The sub-group has prepared the attached report describing a plan which includes both diplomatic and enforcement initiatives which have already begun to achieve results.


Kenneth C. Brill
Executive Secretary

Attachment:
Report on Cuban Smuggling by Air

UNCLASSIFIED

INTERAGENCY WORKING GROUP ON ALIEN SMUGGLING

Cuban Smuggling by Air

SUMMARY

After the announcement by Attorney General Janet Reno on May 2, 1995, that Cuban migrants intercepted at sea attempting to enter the U.S. would be returned to Cuba, the number of Cubans attempting to enter the U.S. illegally via commercial aircraft increased at Miami International Airport. In response to this development, the Interagency Working Group (IWG) has prepared an assessment and action plan to address the smuggling of Cuban nationals by air. The IWG proposal includes increased and expanded inspections at INS ports-of-entry, coordinated anti-smuggling efforts with foreign governments at transit points, increased intelligence gathering on Cuban smuggling operations, and accelerated debriefings of Cuban arrivals for intelligence purposes and parole criteria.

BACKGROUND

Alien smuggling organizations operating through several Central and South American countries have been moving increasing numbers of Cuban nationals to the U.S. via commercial airlines. After the change in policy in returning Cuban migrants intercepted at sea, posts and INS reported increased activity in Cuban smuggling by air. For example, on May 2, 1995, 43 Cuban nationals arrived at Miami International Airport with fraudulent or no travel documents. From May 2 to May 13, 1995, INS/Miami processed 75 malafide Cuban nationals who arrived at MIA. Since INS/Miami increased personnel to perform inspections at debarkation gates and remanded recent malafide Cubans arriving at MIA to the Krome Detention Center, the number of malafide Cubans arriving at MIA from May 15 to May 31 decreased significantly. It has not yet been determined if the Cuban smuggling organizations have redirected their clients to other U.S. airports or are moving them overland to the U.S. - Mexico border.

Initial INS debriefs of Cubans arriving without documentation suggest that alien smugglers have the ability to smuggle aliens out of Cuba, possibly with the complicity of Cuban immigration officials. For example, aliens reported by-passing routine airport check-in procedures and immigration controls and claimed that prior to departing Cuba, the smugglers took their Cuban passports and did not return them until they boarded the

aircraft for direct passage to the U.S. INS is determining the number of males of military service age, who ordinarily are not issued exit permits, among recent undocumented arrivals; significant numbers of such travelers would provide additional evidence of official complicity in alien smuggling from Cuba. The initial debriefs also suggest corruption among officials of certain Central American countries who issue visas and other travel documentation to malafide Cuban travelers.

INS reports there is limited information on Cuban smuggling organizations, smuggling routes, airlines, and travel documents used to board the flights to the U.S. The Cubans are instructed by the smugglers to destroy their airline tickets and travel documents before arriving in the U.S. and warned not to cooperate with INS investigators. U.S. embassies in several Central and South American countries have reported on Cuban smuggling organizations providing information about transit and embarkation points to the U.S. The primary points include Caracas, Santo Domingo, San Jose, San Salvador, Port-Au-Prince, and Panama. Other transit points include Barranquilla, Guatemala City, and more distant points such as Madrid, London, Stockholm and Moscow. The airlines which the smugglers use to route the Cubans to the U.S. include Avensa, American, Viasa, LACSA, Iberia and Aeroflot.

The smugglers provide the Cubans a variety of fraudulent travel documents including Venezuelan, El Salvadoran, Guatemalan, Costa Rican, Chilean, Dominican, Peruvian, Spanish, and Panamanian passports. The passports are usually photosubstituted and have a valid U.S. visa. Photosubstituted U.S. passports are used by the Cubans to board flights to the U.S. INS reports that in some cases airline and foreign immigration employees assist the Cubans in boarding flights to the U.S. Some Cubans who have traveled on their own passports were not required to check in at airline counters or pass immigration checkpoints.

CURRENT INITIATIVES

In response to the increase in Cuban smuggling activity, we have already undertaken a number of initiatives:

- INS/Miami has increased the number of inspectors to perform airline gate checks to intercept malafide Cubans. The gate check program is designed to help

- . . . identify the airlines and transit points the smugglers are utilizing. INS will enhance inspections at other ports-of-entry upon any change in the arrival patterns of Cubans by air.
- The Department of State has alerted posts in Central and South America to the increased Cuban smuggling activity and has requested that discussions with local officials be initiated to assist in interrupting the smuggling organizations.
- INS/Miami has formed a debriefing team at the Krome Detention Center to obtain accelerated debriefings of Cuban arrivals for intelligence purposes and parole criteria.
- The IWG has promoted enhanced intelligence exchange between agencies to obtain timely information on Cubans transiting third countries to the U.S.
- State has conducted a round of diplomatic demarches in Central America aimed at encouraging coordinated action against alien smugglers, including those trafficking in Cubans.

ACTION PLAN

The IWG has proposed a comprehensive plan to deter the smuggling of Cuban illegal migrants which includes the following diplomatic and enforcement initiatives:

Diplomatic

- Approach the Government of Cuba immediately through diplomatic channels and at the next round of immigration talks tentatively scheduled for July in Havana on the issue of the smuggling of Cuban nationals. INS will provide USINT the names and age/sex profile of the malafide Cubans arriving at MIA and other U.S. ports-of-entry.
- Department of State will follow up on recent demarches to Mexico and Central and South American countries to include the problem of Cuban illegal migration by air. Governments of key transit countries will be informed that airlines involved in the boarding of malafide Cubans may have their landing rights in the U.S. revoked if adequate screening measures are not implemented.

Enforcement

- INS will pursue an aggressive inspection and fines policy on arrivals in Miami to counter perceived indifference of some air carriers. To assist INS in identifying airlines responsible for bringing Cubans and other nationals who arrive at port-of-entry without tickets and passports, a video monitoring system is being considered at MIA to be used at selected debarkation points.
- Increase the capacity of INS alien detention centers. The probability of release of the asylum seekers into the community pending a hearing of their petition for asylum was a factor in the surge of Cubans arriving at MIA.
- Consider TDY deployment of INS inspectors abroad to key transit points to collaborate with host country immigration and law enforcement officials in identifying Cuban smuggling operations and assist in prescreening of suspect passengers on direct flights to the U.S.
- INS is planning to conduct travel document fraud detection training through its Carrier Consultant Program for airlines operating throughout Latin America and the Caribbean which have boarded malafide Cuban nationals on flights to the U.S.
- The Department of State and INS will review Transit-Without-Visa (TWOV) agreements of airlines that routinely bring Cuban and other malafide nationals to the U.S. under TWOV status. The INS Office of Inspections is currently evaluating data regarding carriers transporting passengers to Miami as well as data regarding the arrival of malafide Cuban nationals at all ports-of-entry and will recommend cancellation of specific contracts if the evaluation warrants such action.

Withdrawal/Redaction Sheet

Clinton Library

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CIA (b)(3)

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