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Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. memo	Rob Malley to Sandy Berger re: Florida Request for Assistance (3 pages)	08/04/1995	P1/b(1)

COLLECTION:

Clinton Presidential Records
NSC Records Management
([Schwartz and Cuba...])
OA/Box Number: 598

FOLDER TITLE:

9506010

2011-1039-F

rs1877

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]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

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)]

- b(1) National security classified information [(b)(1) of the FOIA]
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- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- 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]

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NSC/RMO PROFILE

RECORD ID: 9506010
RECEIVED: 03 AUG 95 09

TO: BERGER

FROM: MALLEY

DOC DATE: 03 AUG 95
SOURCE REF:

KEYWORDS: CUBA MIGRATION

ADNSA

PERSONS:

SUBJECT: MTG W/ PANETTA RE FLORIDA REQUEST FOR ASSISTANCE RE CUBA MIGRATION

ACTION: NOTED BY BERGER

DUE DATE: 07 AUG 95 STATUS: C

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

FOR CONCURRENCE

FOR INFO

HALPERIN
MALLEY
NSC CHRON
NUCCIO
SCHWARTZ

COMMENTS:

DISPATCHED BY _____ DATE _____ BY HAND W/ATTCH

OPENED BY: NSJDA

CLOSED BY: NSMEC

DOC 1 OF 1

~~CONFIDENTIAL~~

DECLASSIFIED
E.O. 13526
White House Guidelines, September 11, 2006
By MM NARA, Date 4/11/16
2016 103A-F

~~CONFIDENTIAL~~
ACTION DATA SUMMARY REPORT

RECORD ID: 9506010

DOC ACTION OFFICER

001 BERGER
001

CAO ASSIGNED ACTION REQUIRED

Z 95080414 FOR DECISION
X 95091611 NOTED BY BERGER

~~CONFIDENTIAL~~

National Security Council
The White House

rec'd 8/4
1:53pm

PROOFED BY: _____ LOG # 6010
URGENT NOT PROOFED: _____ SYSTEM PBS NSC INT
BYPASSED WW DESK: _____ DOCLOG 48K A/O _____

	SEQUENCE TO	INITIAL/DATE	DISPOSITION
Harmon	<u>1</u>	<u>S</u>	
Dohse			
Sens			
Soderberg			
Berger	<u>2</u>	<u>ph</u>	
Lake		Deputy Natl Sec Advisor	
Situation Room		has seen	
West Wing Desk	<u>3</u>		<u>N</u>
Records Mgt.			

A = Action I = Information D = Dispatch R = Retain N = No Further Action

cc:

COMMENTS:

SRB Mtg re Florida
Request for Assistance
8/7

Exec Sec Office has diskette _____

Withdrawal/Redaction Sheet

Clinton Library

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EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET

ROUTE SLIP

TO: THE DIRECTOR	Take necessary action	☐
RICHARD NUCCIO	Approval signature	☐
MORTON HALPERIN	Comment	☐
	Prepare reply	☐
	Discuss with me	☐
	For your information	☐
	See remarks below	☐

FROM: Robert Litan

DATE: August 3, 1995

REMARKS

Attached is background material for your meeting tomorrow on the State of Florida's request for additional Federal resources to support Cuban entrants.

If you have any questions or need additional information, please contact me or Steve Mertens of my staff (54935).

Attachment

BACKGROUND ON FLORIDA REQUEST
FOR FUNDING FOR CUBAN INFLUX FROM GUANTANAMO

→ 3-5,000
in past

Background:

In FY 1995, Florida is estimating that approximately 37,000 to 40,000 Cubans will migrate to the State with 80 percent becoming permanent residents. As a subset of that number, Florida is projecting an influx of 25,000 Cuban entrants from Guantanamo in FY 1995 and an additional 10,000 Guantanamo entrants through March 1996 (when Defense expects to complete its refugee operations at the base) -- of this 35,000, 85 percent will remain in Florida.

Florida believes that it has a commitment from the Administration for "full indemnification" for the costs associated with the Guantanamo Cubans. They stated that the Administration's shift in Cuban policy makes the Guantanamo population "distinguishable" and warrants special Federal consideration. The State understands the financial and political constraints on Federal funds. Florida, however, wants as much money as possible to fund the estimated State costs associated with the Guantanamo Cubans. Florida is willing, however, to reduce their request if a transfer of State prisoners (Mariel Cubans) to Federal facilities could be accommodated.

State Request:

The State is seeking additional resources, beyond the approximately \$90 million "base" provided by Federal agencies in FY 1995 (Attachment A) to handle the Guantanamo resettlement. The State has projected a funding need of \$61.5 million (Attachment B -- this funding total should be reduced by \$6 million to reflect \$4 million provided by the Department of Health and Human Services (HHS), Office of Refugee Resettlement (ORR) and \$2 million from the Department of Justice's Immigration Emergency Fund (IEF) in additional funds.

The Governor's staff told us that the Florida request is based on their actual "average" refugee service costs from the preceding year. They have targeted the estimates to reflect the unique nature of the Guantanamo population which is primarily young single males. As a result, \$39 million of the State's request would fund refugee employment training and high school equivalency and language training for the Cuban entrants. The State, based on high unemployment in Dade and Broward Counties (8 to 11 percent), is estimating that most entrants will require employment assistance, which they indicate averages \$1,265 per placement. Based on DOJ data on Cuban employment in Miami, approximately 31 percent of employable entrants (which is 64 percent of the total entrants) are unemployed and not in school 90 days after entrance into the country.

The remaining costs (\$20.5 million) are for health screening and follow-up medical services. Florida re-tests all entrants prior to admittance to the State (DOD also tests all Cubans housed at Guantanamo). Florida indicated that they test for a broader range of diseases than DOD, which tests for tuberculous, HIV and STDs. Florida is also very cautious with follow-up testing and care for incidents of tuberculosis.

Ninety days after entrance into the country, DOJ data indicates that 78 percent of entrants are receiving some form of assistance -- the greatest portion being Refugee Cash Assistance (58 percent) and Supplemental Assistance (10.5 percent).

Federal Response:

Currently, HHS's refugee resettlement program provides assistance for refugees admitted to the U.S. or for Cubans paroled into the country. HHS provides eight months of cash benefits and health coverage for eligible low-income refugees, and social services and targeted assistance for States with heavy concentrations of refugees. In addition, Justice's Community Relations Service provides \$900 per person to social service organizations for settlement expenses. Florida has fared disproportionately better than other States in the portion of Federal funds available to assist in refugee resettlement. The State generally receives a large share (close to half) of all targeted assistance for States.

In May, HHS and Justice met to determine if additional money could be made available to the State. Based on that meeting, HHS/ORR, was able to reprogram \$4 million to support Florida's Cuban resettlement efforts and Justice, through the Immigration Emergency Fund (IEF), will provide \$2 million in "impact aid" once the State provides justification for the request.

Based on the latest request, Florida is seeking additional funds from the IEF and ORR, and in lieu of cash, a Federal takeover of Mariel prisoners. Justice is opposed to using any additional funds from the IEF. This is in part because Florida has yet to justify the \$2 million that Justice has agreed to release from the fund. Justice is also concerned with any release from the IEF in a non-emergency situation. The orderly flow of Cubans to Florida, from Justice's perspective, does not constitute an emergency and would likely raise an outcry from California, Texas, Michigan and any number of other States which are also settling Cuban and other immigrants in numbers equal or greater than Florida.

Justice also opposes a Federal takeover of Mariel prisoners. Currently, Federal prison facilities are at 126 percent of capacity compared to Florida's 98 percent capacity. Florida is a recipient of State Criminal Alien Assistance Program funds which already provides Federal assistance to States for the incarceration of aliens. Justice estimates that there are over

2,500 Mariel Cubans imprisoned nationwide -- Florida holds approximately 650. If the Federal government takes the Florida Mariels, what rationale exists when other States ask for similar treatment of their Mariel prisoners? And, why should Mariel prisoners have any stronger claim for Federal prison space than other criminal aliens?

ORR is unable to determine whether any additional funds may be made available in FY 1995. A possible influx of Bosnian refugees may absorb any FY 1995 unobligated balances before the end of the fiscal year. HHS is seeking Congressional approval in FY 1996 for authority to roll-over balances in the refugee account to provide sufficient funding for the expected FY 1996 refugee entrants.

In response to the Florida wishlist, ORR believes that Florida will receive full funding for the \$5 million RCA/RMA Health Screening in their FY 1995 request. The Florida request for \$1 million in AFDC/Medical represents the State's portion of this program and the Federal Government is prohibited by law from paying a State's share.

Recommended Federal Response to Florida Request for Additional Resources:

- o Assure the State that we understand their funding needs and that through existing formula funding the Federal Government will provide Florida with their fair share -- and more -- in FY 1995.
- o Ask the Senator for support in providing HHS/ORR with authority in the FY 1996 Appropriations Bill to retain unobligated balances. This authority should add \$10.5 million to fund benefits for all refugees nationwide in FY 1996.
- o The Federal government is under intense fiscal pressure. We will do our best to assist Florida in FY 1996 based on these constraints -- it is too early to tell what funds may be available in the new fiscal year.

Attachment A

FACT SHEET ON FEDERAL ASSISTANCE TO
FLORIDA AND CUBAN ENTRANTS in FY 1995

Summary of Current Estimated Federal Assistance (\$ in Millions)

HHS Cash and Medical Assistance	30 1/
HHS Social Services Assistance	8
HHS Targeted Assistance	4
HHS Targeted Assistance (Florida earmark only)	18
HHS TB/ Refugee Health Screening	6
DOJ Immigration Emergency Fund Reimbursement to Dade and Broward Counties	1
DOJ Cuban Entrant Resettlement Expenses	23*

(*Estimate assumes resettlement payments of approximately
\$900 per Cuban entrant)

HHS and DOJ Current Subtotal 90

Summary of New Assistance to Florida

HHS Refugee Social Services Assistance	4
DOJ Impact Act from the Immigration Emergency Fund	2

TOTAL 1995 RESOURCES FOR FLORIDA AND CUBAN
ENTRANTS: 96

The Administration will provide \$6 million in new and special resources to Florida and to the Cuban entrants entering the State in FY 1995.

HHS will reprogram an extra \$4 million in refugee social services assistance to Florida in FY 1995. The funds could be used by the State's programs to help the Cuban entrants to adjust to their new country, by learning English, finding jobs, and becoming economically self-sufficient as quickly as possible.

The Department of Justice will provide \$2 million to Florida from its Immigration Emergency Fund (IEF) in FY 1995. DOJ will work with State officials in a timely fashion to transfer these special funds in accordance with the Attorney General's authority to disburse IEF funds.

1/ Amounts for CMA are driven by State estimates of refugee flow and demand for benefits. Funding in FY 1996 will exceed the FY 1995 amount.

August 3, 1995

Unprecedented U.S. - Cuban agreements on migration have and will continue to have a significant impact on the number of Cuban entrants who will be permitted to enter the U.S. and resettle in Florida. It is projected that about 37,000 entrants (plus refugees) will be allowed entry into Florida within federal fiscal year 1995 (FY95), ending September 30, 1995. This number will represent a 40 percent increase over Florida's entrant totals (26,107) for the past three fiscal years combined.

Based on the terms of the U.S. - Cuban agreement and current case-load costs for entrants, it is estimated that Florida's refugee program could conceivably require an additional \$150 million during FY95 and FY96. This estimate is based on maximum participation by all eligible refugees and entrants. At a minimum, an additional \$61.5 million for FY95 and FY96 is needed to supplement regular program levels to meet the added demands on programs in Florida.¹

Because of the terms of the U.S. - Cuban agreement, a significant number of arrivals - and therefore demand for resources - will occur during the late stages of FY95 through the beginning of FY96 (roughly August 1995 through March 1996). Demand will be exacerbated by the nature of the federal funding process and federal funding formulas, creating a significant "dollar gap" that must be addressed with a timely influx of adequate federal funds. Of course, funding needs will continue throughout program eligibility periods.

Refugee programs are a recognized federal responsibility. Florida should not be asked to bear this unfair burden that would be a clear result of funding these programs. Due to scarce state resources and a state Constitutional requisite for a balanced budget, it is unrealistic for the State to such demands, even temporarily while awaiting prospective reimbursement.

HHS/ORR has recently reprogrammed and made available to Florida \$4 million in Refugee program funding. In addition, DOJ will soon be processing a \$2 million disbursement from the Immigration Emergency fund. Furthermore, ORR recently adjusted Florida's Refugee Cash and Medical grant allocation to accommodate dramatically increasing numbers of arrivals through the 2nd quarter of FY95. The additional refugee cash and medical resources referenced on this chart anticipate future FY95 and FY96 need and are included to give an indication of prospective requests to ORR.

In reading this chart, need indicates additional funding over and above Florida's projected, regular refugee program funding; (-) indicates that projected federal resources should be sufficient to meet minimal projected Florida funding needs. FY96 needs assume that the largest concentration of FY95 arrivals will arrive toward the end of FY95, resulting in a program service eligibility that spans both fiscal years.

Activity	FY95 Need (in millions)	FY96 Need (in millions)	Combined FY95/FY96 Need (in millions)
Employment Training	\$10	\$19	\$29
Child Care	(-)	1	1
RCA/RMA/Health Screening	5	5	10
Medical Services	3	7	10
AFDC/Medical	1	(-)	1
Mental Health	(-)	0.5	0.5
Education (K-12/Adult)	3	7	10
	-----	-----	-----
TOTAL	\$22	\$39.5	\$61.5²

² This \$61.5 million total is subject to change as federal dollars, such as the \$4 million in reprogrammed HHS funds, become available to the State.

Funding for Third Country Repatriation of Smuggled Migrants

As you recall, we now owe about \$3 million to IOM and foreign governments for funding of repatriations. Each time we interdict a ship, there is great uncertainty about the source of funds for repatriation. In a current case involving Chinese migrants now at Wake Island, State has reluctantly agreed to finance the repatriations on the condition that NSC make efforts to obtain funding for this purpose from the Immigration Emergency Fund.

The Congress appropriated \$6 million to the Fund for third country repatriation but we have never used the money. Use of monies from the Fund would require that the President declare an immigration emergency relating to alien smuggling.

At a meeting some time ago, Leon appeared to agree to use of the Fund for third country repatriations if we could obtain support from the California delegation, and, in particular, Sens. Feinstein and Boxer. You have said you will call both senators and we have provided you with talking points. A positive response from the Senators might result in Leon's agreement to use monies from the Fund.