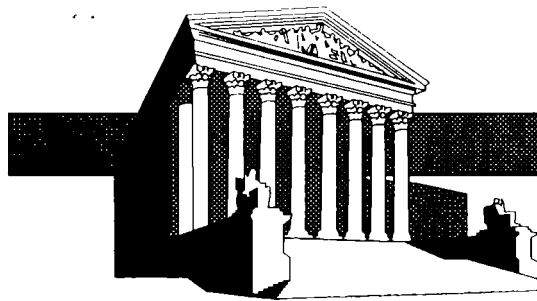




DEPARTMENT OF JUSTICE

Mass Migration Operations Overview

Domestic Policy Council

August 19, 1999

Next Steps - NSC, DPC + others - 2 months

Funding guidance / Funding stream - is there another way to get \$ - e.g. FEMA - emergency management fund.

Process - coordination

Want to understand coordination

who needs to be ~~consulted~~ notified, consulted,

How much time needed to make a decision

What info needed to make decisions

Deputy - NSC, DPC,

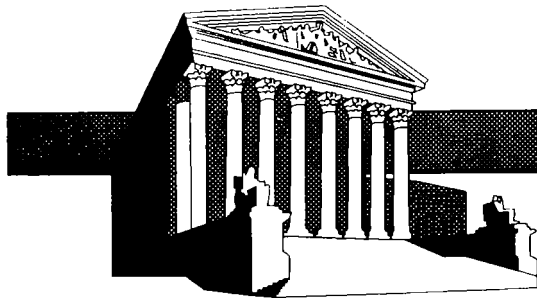
Executive -

Industry Key -

AG Update -

Maxia
Bourne

model can be applied to future ^{or anywhere} = modular independent of location

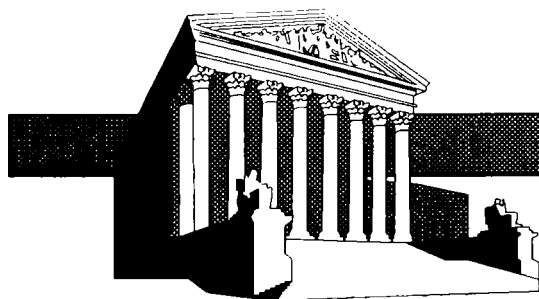


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Background

INS Planning

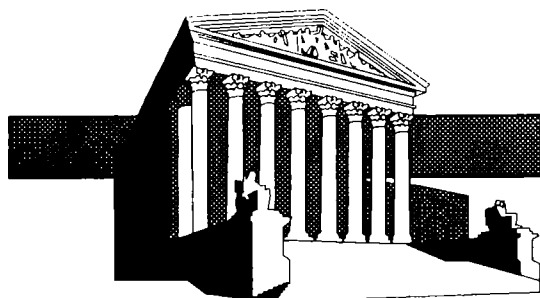
- 1995-1996 - Developed and Exercised Expanded Border Control Operations Plan (TX, NM, AZ, CA).
- 1996-1997 - Developed and Exercised Joint South Florida Operations Plan in Coordination with USCG and State of Florida.
- 1997 - Began Development of Offshore Operations Plan; Participated with US Southern Command in Exercise Blue Advance (Offshore Migrant Operations).
- 1997-1998 - In Coordination with FEMA, Developed an Operational Framework for Establishing and Supporting Expansion Facilities Using Federal Response Plan Procedures.



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Mass Migration Overview

“Operation Distant Shore”

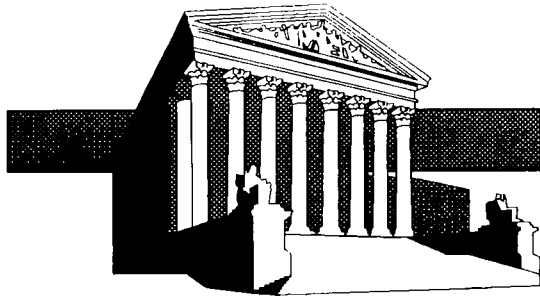


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“Distant Shore”

Mass Immigration Emergency Plan

- **Authority**: Immigration and Nationality Act charges the Attorney General to “...control and guard the boundaries and borders of the United States against the illegal entry of aliens...” (Similar to FEMA)
- **Scope**: One of the Family of Federal Plans Which ...”Describes the Mechanisms and Structures by Which the Federal Government Deploys Resources and Coordinates Multi-Agency Law Enforcement and Other Operations to Address a Mass Illegal Immigration Event.”
- **Lead Agency**: DOJ Coordinates Policy Implementation and Guides Interagency Response Operations.
- **Executive Agent**: “The Commissioner of the INS, on Behalf of the Attorney General, is Responsible for the Overall Coordination of Response Operations and Support.”

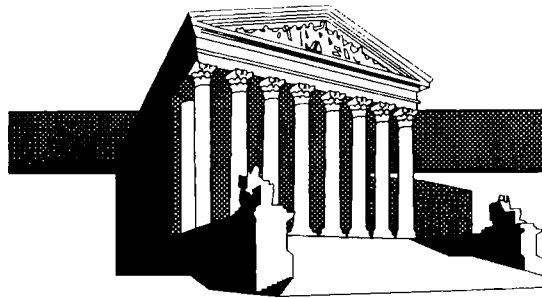


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“Distant Shore”

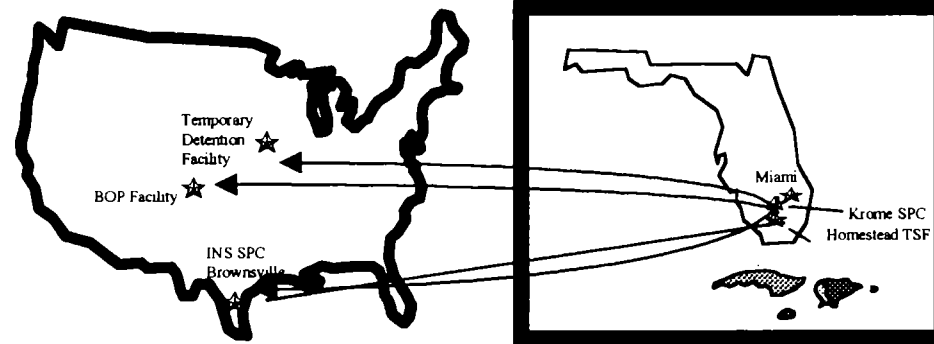
Supporting Agencies

- Dept of Agriculture
- Dept of Defense
- Dept of Justice
 - Bureau of Prisons
 - DEA
 - FBI
 - INS
 - USMS
 - EOIR
- Dept of State
- Dept of Transportation
 - US Coast Guard
- Dept of Labor
- US Customs Service
- EPA
- FAA
- General Accounting Ofc
- General Services Administration
- National Security Council - Scott
- Ofc of Management & Budget - Steve Mertens
Susanne White
- Ofc of Personnel Management
- Public Health Service
- US Attorney
- US Information Agency

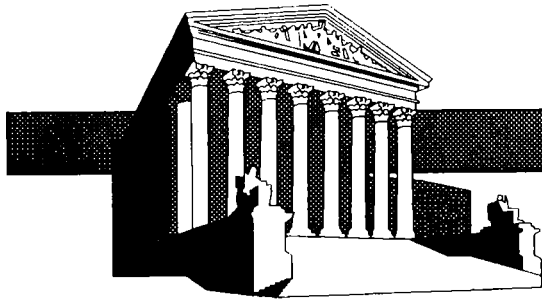


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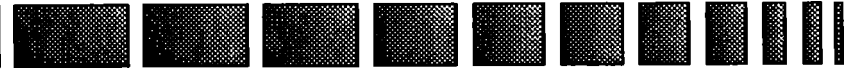
South Florida Operations



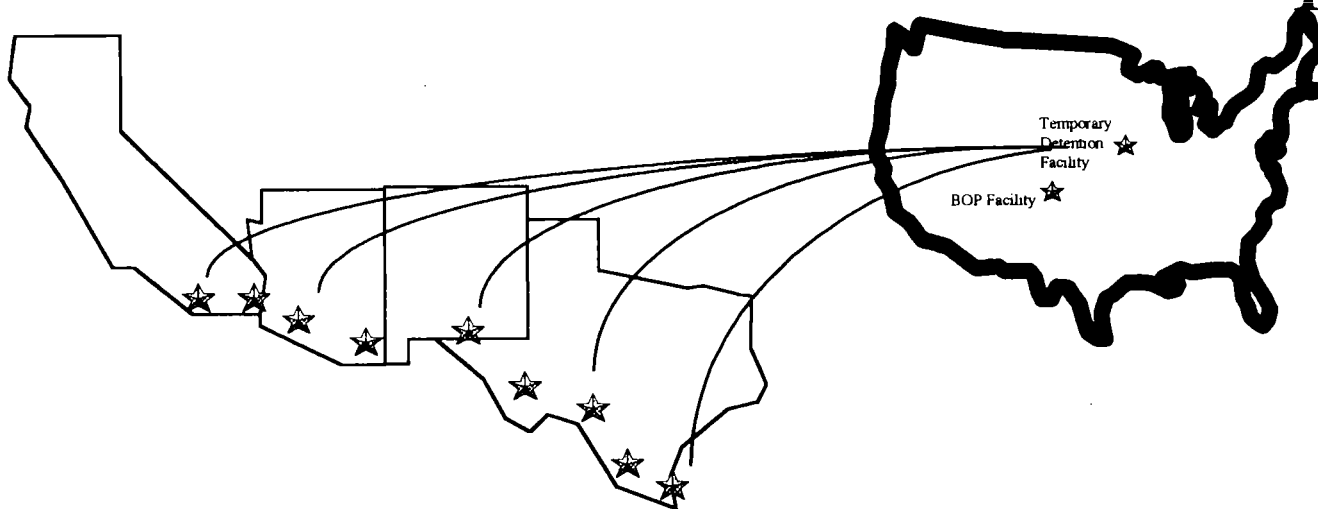
- Law Enforcement Detachments Deploy and Apprehend Migrants Arriving on Shore in Florida Keys; Deliver to Collection Points for Initial Processing.
- Transport to Krome (Miami) for Further Processing and Detention.
- Establish a Temporary Staging Facility at Homestead AFRB; as Required.
- Transport to Other INS/BOP Facilities for Final Processing and Detention.
- Establish Temporary Detention Centers at Designated Locations Outside FL When INS' Capacity is Exceeded.



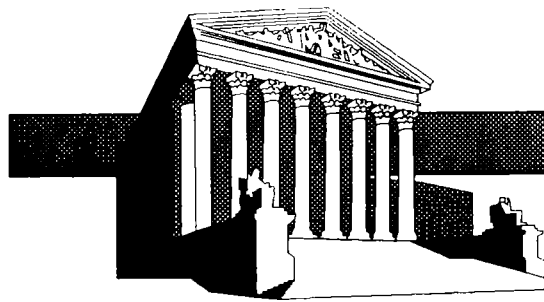
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Southern Border Ops



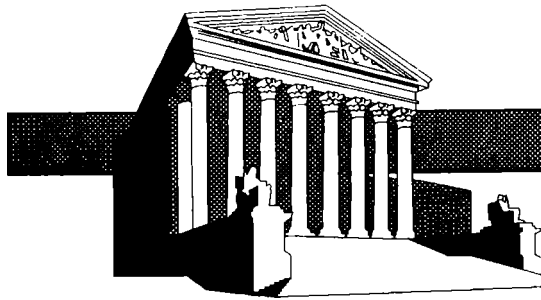
- Apprehend Along Border and at Checkpoints, and Move to Collection Points for Processing and Immediate Removal, if Appropriate.
- Transport Smugglers, Criminals, and Security Risks to INS/BOP Facilities.
- Establish a Temporary Staging Facility for Consolidated Processing; as Required.
- Establish Temporary Detention Centers at Designated Locations, if Required.



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INS Capability Shortfall

- Temporary Staging and Temporary Detention Facilities Are Essential to Deter and Control Mass Migration Events but Don't Currently Exist.
- INS Lacks the Logistical Capability and Expertise to Establish these Facilities Within the Time Required, and Manage Logistical Functions Without Extensive Contract or Outside Support.
- Political Constraints Restrict the Extent to Which Candidate Sites Can Be Predesignated and Prepared.
 - Local Sensitivity (Not in my backyard)
 - Magnet Effect (If you build it...they'll come)



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Expansion Facilities

- **Temporary Staging Facility (TSF)** - Location Near the Border Where INS Processes, Medically Screens, and Temporarily Holds Illegal Aliens While They Await Movement to Detention

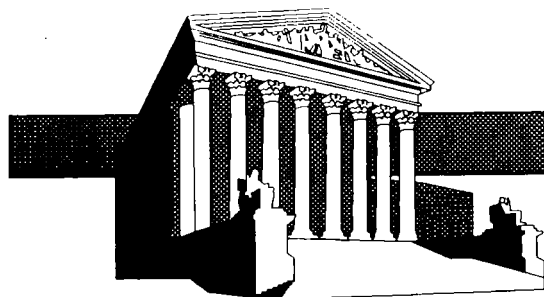
Facilities. 5,000 limit, 100 miles from border or airport, 72 hrs.

- **Temporary Detention Center (TDC)** - Location Where Illegal Aliens Are Held While Awaiting Legal Determination on Their Status and Subsequent Removal or Parole.

limit INS capacity 10k.
military installation - DOD - 5 places identified - similar to Kosovars at Ft. Dix - not medical or criminals (BOP).

Guantanamo - Camps - family, single gender, elected leaders, medical personnel, county environ. spirit w/ leaders, schools.

Camps 8 weeks + 60 weeks - set up a controlled resettlement process.



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Facility Requirements

Scenario-Based

No-Notice

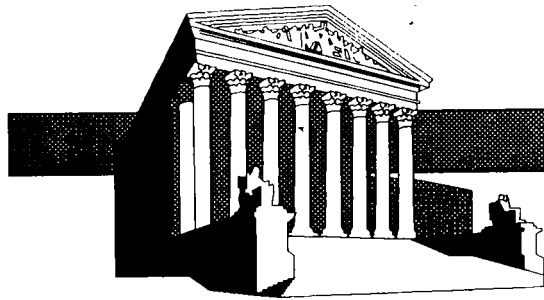
- Little Warning & No Preparation Time
- Involves Large Numbers of Migrants
- **Initial Capacity at Facilities Required Within 7-10 Days**

Minimal Warning & Preparation

- Initial Surge Contained at Safe Haven or Absorbed in INS & Contract Facilities
- **Initial Capacity at Facilities Required Within 10-21 Days**

Adequate Warning & Preparation

- Extended Period of Response Operations Before Expansion Facilities Are Necessary
- **Initial Capacity at Facilities Not Required for at Least 21 Days**



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*Initiation & Management of
Interagency Operations*

PODS6 - Set up a coordination - under guidance w/ NSC. assignments, funding, etc.
Could start off shore but domestic component could be put here
Need a mechanism - coordination - ~~co~~ notification + consultation - for guidance
Expenditure.

Need input: ^{with} TOS, - removing the distance - laying out the process -

Funding - big issue - no money in any body - record

~~Funding~~ \$25 million

TStark -

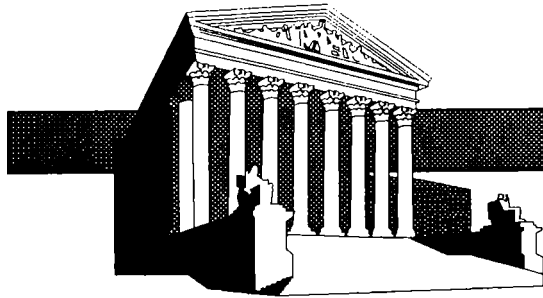
TAlaska -

Presidential - civil emergency - declaration

§50(b) Stafford Act Funds - FEMA + DOS = only for ~~expenses~~ - logistic + support

~~At~~

Pre-clearance selected site

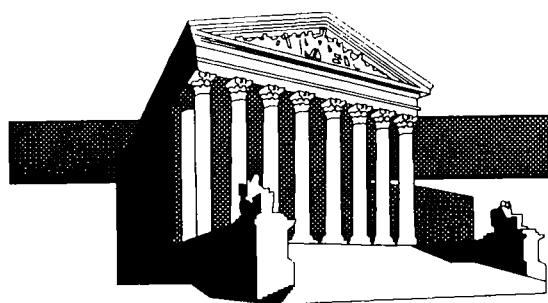


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White House Role

Initiation Decisions

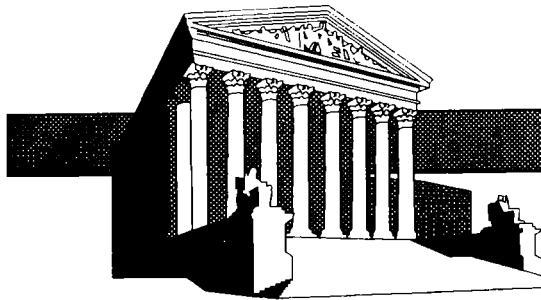
- **All Scenarios**
 - Authorization for Use of Pre-Selected TSF Locations.
 - Designation of Specific Sites to be Converted for Use as TDCs.
(DOD Nominates; INS / FEMA Prioritize; NSC Selects).
- **Cold Start Scenario-** AG Requests, Director, FEMA Recommends, and White House Approves Disaster Declaration and Projected Scope of Federal Response; Funding Provided from Disaster Relief Fund.
- **Warm Start Scenario-** DOJ & FEMA Request Funding Guidance for Facility Establishment and Operation (INS/DOJ Funding, OFA Funding, or Both).



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INS Role

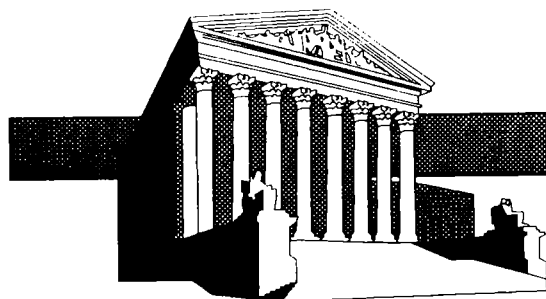
- **Lead Agency** for Mass Migration Response Operations
- **Provide Management Cadre to Oversee Facility Construction and Supervise Operations**
- **Provide Initial Funding** for Construction, Operational, and Logistical Support, as Well as FEMA Overhead, Within Capability.
- **Furnish and Train Staff to Perform INS Functions** at Each Facility
- **Coordinate with PHS** on Medical Processing Requirements
- **Assume Responsibility for Oversight of Facility Logistical Support Functions Within 30 Days.**



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FEMA Role

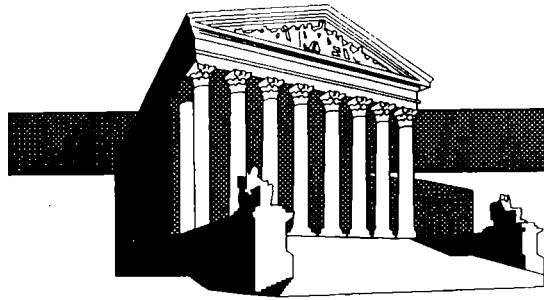
- **INS' Agent** for Support to Mass Migration Operations
- Provide Site Management Staff to **Direct and Coordinate** the **Activities of Other Federal Agencies (OFA) Necessary** for:
 - **Facility Construction** or Modification
 - Arranging Initial **Logistical Support**
 - Establishing **Operational Support Infrastructure** (i.e., Communications, Automation)
- **Track Task Order Execution** by OFA in Coordination With INS
- Task or Contract Non-FEMA Entity to Serve as Administrative Support Executive (ASE)
- **Transfer Responsibility** for Task Order Tracking and Facility Logistical Support to ASE **Within 30 Days**.



DEPARTMENT OF JUSTICE

TSF Planning Locations

- Homestead AFRB *(proven & being used)* Homestead, FL
- Port Isabel SPC *(INS)* Harlingen, TX
- Webb County Detention Center Laredo, TX
- Laughlin AFB Del Rio, TX
- Marfa Municipal Airport Marfa, TX
- MacGregor Range Base Camp El Paso, TX
- Ft Huachuca Sierra Vista, AZ
- Yuma Proving Ground Yuma, AZ
- Seeley NAS El Centro, CA
- Camp Pendleton San Diego, CA



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TDC Planning

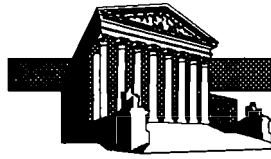
- In May 1994, SECARMY Provided the Deputy Attorney General a Listing of Facilities Available for Use of Detention Sites.
- Due to Expected Negative Reaction from the Public, Media, Congress, and State or Local Officials, Release of the List was Restricted and Planning Not Permitted.
- Definitive Plans Are Necessary if USG Is to Respond to Expanded Detention Requirements, With Reduced Resources, In a Timely Fashion.

Unresolved b/c DOD does not want to publicize b/c of potential ~~adverse~~ backlash.

Irene -

F4I

Scott

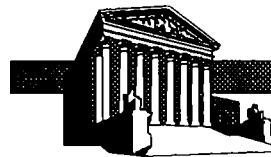


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Mass Migration Planning Update

Briefing for the
National Security Council
October 28, 1999

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Purpose

Provide an Overview of the Mass Migration Exercise Scheduled After the First of the Year, an Update on the Status of Key Planning Activities, and Outline a Proposal for Documenting the Interagency Process by Which Mass Migration Response Operations Will Be Initiated and Sustained.

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Mass Migration Response Exercise

Jan-Feb 2000

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Joint Exercise *Goal*

Evaluate the Capability of the Joint Federal / State Command and Control Structure to Monitor, Direct, Coordinate, and Support the Execution of the Joint Florida Operations Plan, in Response to Specific Scenario Events, and Validate or Revise the Procedures by Which Operational, Support, and Public Affairs Activities Are Planned, Coordinated, and Conducted. The Intent is to Ensure Participating Agencies Understand Their Roles, Responsibilities, and Coordination Requirements.

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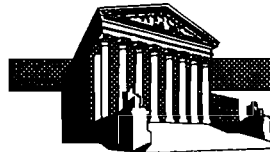


Joint Exercise

Objectives

- Review and Validate the Protocols for Coordinating Law Enforcement, Logistical, Public Affairs, and Community Relations Support Requirements and Activities.
- Conduct Joint Problem-Solving in the JCE and JIC, and in Coordination With Other Federal Agencies (I.e., USCG), in Response to Emerging Situations.
- Refine C² Procedures Necessary to Capture, Manage, and Disseminate Information / Intelligence Within the JCE, Between the JCE and JIC, as Well as With Field Locations, Higher Headquarters, and State or Local Agencies.
- Rehearse C² Procedures Used to Provide Planning and Operational Guidance to Functional Teams and Define Situations Requiring Coordinated Action Between Functional Teams, in Order to Ensure a Coordinated Response to Emerging Events.
- Revise the Basic Plan, Operational Timeline, and Supporting Checklists, As Appropriate, Based on the Lessons Learned From Exercise Situations.

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Joint Exercise

Scope

The Exercise Is Intended Primarily to Validate and Refine the Internal Command and Control Procedures Used by Federal and State Players Within the JCE and JIC to Address Emerging Situations or Requirements Reported By Field Operating Locations (LE Det, CP, Krome) or Imposed by Higher Headquarters.

To a Lesser Degree, It Affords an Opportunity for Team-Building and Provides a Mechanism to Capture Requirements That Would Be Passed to the Region, INS HQ, and the State EOC for Action, For Use in Subsequent Planning.

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Joint Exercise

Participants

JCE

- INS Miami District
- Miami Border Patrol Sector
- State Liaison Team
- Federal Liaison Officers
 - USCG
 - FBI
 - BOP
 - USMS
 - US Attorney
- Local Liaison Officers
 - Monroe County
 - Dade County

JIC

- INS Miami District
- Miami Border Patrol Sector
- State Liaison Team

Controller Cell

- Department of Justice
- INS Headquarters
- INS Eastern Region
- State of Florida
- INS District / Border Patrol Sector

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Joint Exercise

Design

- This is a Law Enforcement Coordination Exercise Which Will Not Be Open to the Media; No Advance Publicity Is Planned.
- District and Sector Personnel Designated to Staff the JCE and JIC Will Establish and Operate a Command Center Under the Direction of the District Director and Chief Patrol Agent.
- A Control Cell of Functional Experts From Federal and State Agencies Will Provide Scenario Event Material As It Would Be Received From Either Headquarters and Field Locations and Interact With the JCE/JIC to "Paint a Picture" of Events As They Unfold.
- Observers From Region and Headquarters Will Monitor the Operation of the Command and Control System and Evaluate Operating Procedures in Coordination With the Controllers.

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Joint Exercise

Scenario

- The District and Sector Have Redeployed Assets Within the State to Activate Law Enforcement Detachments and Collection Points in the Keys.
- The USCG Has Expanded Maritime Interdiction Operations and USSOUTHCOM Has Been Directed to Execute the Guantanamo Migrant Surge Plan to Increase Offshore Processing Capability.
- The AG Has Determined That a Mass Influx of Illegal Aliens Is Imminent, Due to the Increase in Arrivals and Intelligence Indications That the Flow Will Be Sustained, and Has Authorized the Delegation of Federal Authority to Selected State and Local Law Enforcement Officers.
- The INS Commissioner and Governor of Florida Have Activated the General Support Agreement for Law Enforcement and Logistical Support.
- The Governor Has Activated the State Emergency Response System.

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Joint Exercise

Events

Law Enforcement

- Krome SPC Expansion
- Civil Unrest / Demonstrations
 - Outside Krome
 - Downtown
- Collection Point Expansion
- Smuggling Events (Haitian, Chinese)
- Near Shore Interdiction
- Disruption of Traffic Flow on Rte. 1
- Withdrawal of State & Local Assets
- Collection Point Disturbance
- Disturbance Inside Krome

Other

- Violation of Port Closure
- Temporary Restraining Order
- Intelligence
- Congressional Visit to Krome & JCE
- Contagious Disease
- Daily Press Briefings
- Daily Operations Briefing

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Mass Migration Response Planning

Status of Planning Activities

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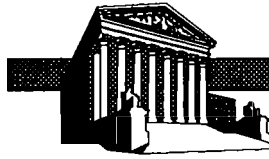


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TSF Planning

- Draft Plan Developed for Homestead AFRB
- Use of DOD TSF Sites Unresolved; Next Step Awaiting Staffing of Homestead Plan.
- Draft Contract Prepared For TSF Site Plan Preparation.
- Working With GSA to Update Listing of Candidate Sites.
 - Provide Updated Focus for Evaluation By INS Contractor.
 - Document Search to Facilitate Future NEPA Work.

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AG Tasking

"High End" Scenario

- AG Concerned About USG Response Capability in a More Demanding Caribbean Scenario.
- Directed INS to Analyze Possible Scenarios and the Range of Response Options; Identify Policy and Legislative Options That Should Be Considered to Respond to Each Situation.
- Action Assigned to Office of Policy Planning.

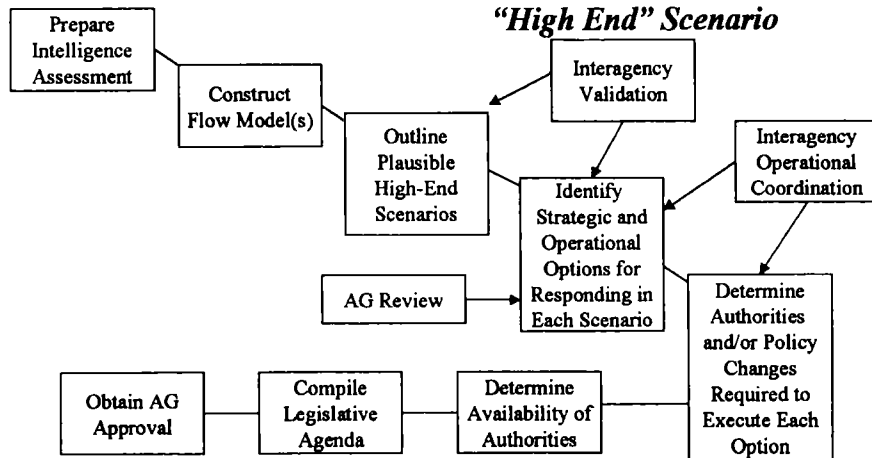
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AG Tasking

"High End" Scenario



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AG Tasking

Immigration Emergency Fund

- Immigration Emergency Fund (IEF) Currently at Zero Balance; Funds Rescinded by Congress.
- Magnitude of Initial Response to a Mass Migration Event Limited to Agency Appropriations.
- Need a Well-Defined, Streamlined Mechanism for Replenishment of IEF.
- Action Tasked to JMD.

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Mass Migration Response Planning

Initiating and Managing Interagency Operations

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Interagency Operations

Goal

To Document the Decision Process by Which Mass Migration Response Operations Will Be Initiated, Managed, Supported, and Sustained Within the Interagency.

This Includes the Notifications, Consultations, Decision Authorities, and Coordinating Structures Necessary to Provide Policy Guidance, Operational Direction, Funding, As Well As Maintain Public and Congressional Support for Mass Migration Response Operations.

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Interagency Operations

Intent

To Define How PDD-56 Decision-Making Procedures and Management Structures Will Be Applied in a Situation Which Has Both National Security and Domestic Policy Implications.

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Interagency Operations

Objectives

- Determine the Critical Tasks That Must Be Accomplished and the Timing of Key Decisions That Must Be Made Within the Interagency to Facilitate the Execution of Mass Migration Response Operations.
- Identify the Agencies and Entities That Should Be Involved in the Process and Their Respective Roles.
- Specify the Organization Responsible for Making Each Key Decision.
- Outline the Notifications, Consultations, and Coordination That Are Required Prior to or During the Execution of Critical Tasks or Policy and Operational Decisions.
- Identify Recurring Interagency Information Requirements.

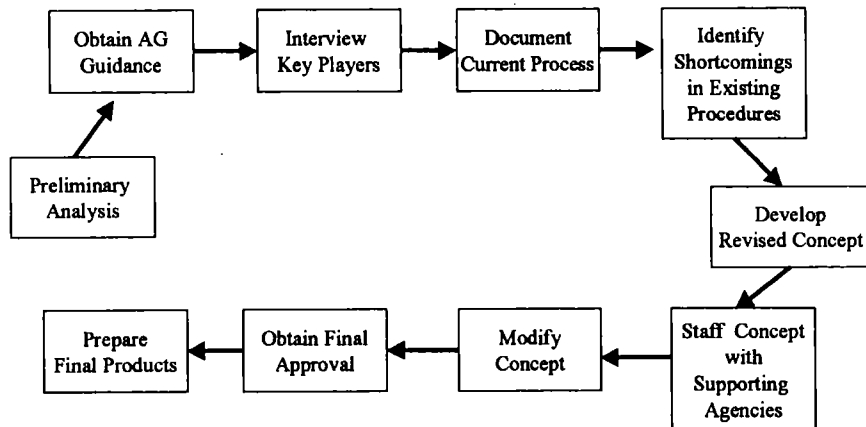
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Interagency Operations

Methodology



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Interagency Operations

Proposed Framework

- Preliminary Analysis (DOJ)
 - Identify Critical Tasks & Decisions
 - Determine Agencies Involved and Input Required
 - Review Documentation on Crisis Management Procedures
 - PDD-56, PDD-2
 - DOJ Critical Incident Response Plan
 - *Distant Shore*
- Key Players
 - White House
 - DCofS, NSC, DPC, IGA, OPL
 - Federal Agencies
 - DOJ, DOS, DOD, FEMA, GSA, HHS, OMB, DOT (USCG)

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Interagency Operations

Proposed Framework

- Approval Authority Over Process and Products
 - DOJ - Attorney General
 - Interagency - Deputies Committee⁺
 - White House - Deputy Chief of Staff / Deputy National Security Advisor
- Interagency Interim Review
 - EXCOMM⁺
- Consultations with Outside Agencies
 - Congressional Delegations
 - Border States
 - Key Committees
 - Border State Governor's Offices (FL, TX, NM, AZ, CA)

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Interagency Operations

Proposed Framework

- Ground Rules
 - Keep Procedures Simple and Easy to Manage.
 - Ensure Timeframes Are Realistic, Given the Nature of Interagency Deliberations.
 - Design Coordination Mechanism to Use Existing Processes to the Maximum Extent Practical.
 - No External Coordination (Outside Working Group) Prior to Development of Revised Concept.
 - Contacts With White House Personnel Will Be Arranged By _____.
 - Contacts With Congress and States Will Be Initiated and Coordinated Through _____.
 - State and Congressional Role Limited to Review and Comment.

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Interagency Operations

Products

- Concept Paper Outlining Structure and Procedures for Interagency Crisis Management Domestic Contingencies.
- Decision Matrix Identifying Proponency for Key Policy and Operational Decisions.
- Execution Checklist Outlining the Sequence of Activities Required to Accomplish Each Critical Task.
- Primer or Pamphlet Outlining How the Interagency Would Provide the Guidance and Support Necessary to Execute Mass Migration Response Operations.
- PDD on Domestic Contingencies?

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Interagency Operations

Guidance Required

- Additional Documents to Review During Preliminary Analysis?
- Personnel to Interview to Obtain Background Information?
- Identify Decision-Maker Who Must Approve the Undertaking and the Final Concept / Products (NSC, DPC, DCofS ?
- POC to Coordinate Access to NSC, DPC, Supporting Agency Personnel?
- Refine List of Agencies and White House Entities to Participate in the Process?
- Determine Level of Interim Review by White House and Supporting Agencies?
- Specify Consultations Required Outside the White House and Cabinet Departments (i.e., States, Congress) ?
- Ground Rules for Conducting the Planning Effort?

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DoJ Briefing on Mass Migration Plans ("Operation Distant Shore")

Time: 1:30 p.m., Monday, August 3

Place: Room 208, OEOB

Description: "Operation Distant Shore" is the plan that DoJ has been developing for the past several years to deal with mass migrations to the United States. An important component of that plan is the identification and development of Temporary Staging and Detention Facilities where migrants can be held and processed during a migration emergency. Justice has identified a number of sites, both federal and municipal, that might fill these needs and plans to begin visiting these sites in late August. The briefing will review generally "Operation Distant Shore" and discuss the sites currently under consideration.

Briefers

Dan Seikaly - Office of the Deputy Attorney General

Rick Coffin - Special Assistant, Security and Emergency
Planning, DoJ

Mike Becraft - Chief of Staff, INS
FEMA Representative

Participants

Maria Echaveste - Deputy Chief of Staff

Lynn Cutler, Deputy Director, Intergovernmental Affairs

Rob Weiner, White House Counsel

Julie Fernandes, Domestic Policy Council

Maritza Rivera - Office of Public Liaison

Scott Busby - NSC, Multilateral and Humanitarian Affairs

Ted Piccone - NSC, Interamerican Affairs

Fred Rosa - NSC, Office for Transnational Threats

Chuck Allen - NSC, Legal

Steve Mertens, OMB, Justice Branch

Evan Farley, OMB, International Affairs

Suzanne White, OMB, National Security Branch

Michael McDermott, OMB, Financial Institutions (FEMA)

NATIONAL SECURITY COUNCIL

OFFICE OF MULTILATERAL
AND HUMANITARIAN AFFAIRS

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Message: RICK COFFIN 317-2069
DoJDoJ briefing on U.S.
Mass Migration Plans

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Description: "Operation Distant Shore" is the plan that DoJ has been developing for the past several years to deal with mass migrations to the United States. An important component of that plan is the identification and development of Temporary Staging and Detention Facilities where migrants can be held and processed during a migration emergency. Justice has identified a number of sites, both federal and municipal, that might fill these needs and plans to begin visiting these sites in late August. The briefing will review generally "Operation Distant Shore" and discuss the sites currently under consideration.

Briefers

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