

THE ANTI-TERRORISM PROGRAM OF THE DEPARTMENT OF STATE

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INTRODUCTION

In November, 1983, the United States Congress authorized an Anti-Terrorism Cooperation and Assistance Program to be managed by the Office for Counter-Terrorism and Emergency Planning in the Department of State. This program was created in response to the alarming increase in international terrorist activity around the world in recent years. Terrorism poses a serious threat to organized international society, requiring an international response. The Anti-Terrorism Program of the United States Government is one method by which nations can work together to combat the terrorist threat.

The objective of the Anti-Terrorism Program is to strengthen the bilateral relationship between the United States and participating countries in this area of great mutual concern. The program is aimed at fostering a cooperative relationship among civil law enforcement officials. Furthermore, the consultation and liaison envisioned in the program will enhance the ability of the United States and participating countries to defend themselves against terrorist threats and attacks.

PROGRAM CONTENT

The Anti-Terrorism Program begins with a two week Seminar held in the United States. The purpose of this Seminar is two-fold. First, to acquaint senior civilian officials from the participating country with the range of policy and organizational issues the United States Government deals with in developing an effective anti-terrorism capability. Second, to acquaint United States Government officials with the anti-terrorism policies of the participating country.

Following the introductory Seminar, continued consultation, liaison, observation and exchange of training personnel both in the United States and in the participating country is envisioned. The time frame for this phase of cooperation is open ended. It will focus on specific issues of mutual concern of the United States and the participating country in the field of counter-terrorism.

INTRODUCTORY SEMINAR

The purpose of the introductory Seminar is to discuss the range of issues and problems which must be dealt with in developing an effective anti-terrorism response. These include crisis management, hostage negotiation,

transportation security, immigration and customs controls, media relations, interagency coordination, etc. During the Seminar there will be an exchange of information between the United States and the participating country on the organization and techniques used by the respective governments in combatting terrorism.

The Seminar will begin with presentations by Department of State personnel and members of the visiting delegation on the world-wide terrorist threat as viewed by the respective governments. For example, the State Department Office of Security will brief participants on techniques used by the Office in dealing with protection of dignitaries, diplomatic personnel and installations. The participating country might then present a similar briefing on methods it uses to deal with these problems.

Other agencies of the United States Government will provide similar programs in their areas of expertise. The Federal Bureau of Investigation will include in its program a tour of its Crisis Command Center in Washington as well as briefings on hostage negotiation and crisis management at the FBI Academy in Quantico, Virginia. The US Customs Service will demonstrate techniques in dealing with passport fraud, documentation controls and other customs procedures.

Following the Washington portion of the Seminar, participants will be able to visit US Government law enforcement training and anti-terrorist facilities located in other parts of the United States. They will tour the Federal Law Enforcement Training Center in Georgia which is used by almost all United States Government agencies in training their law enforcement personnel. The participants also will have the opportunity to visit the Transportation Safety Institute in Oklahoma. At this Institute, the participants will learn how the United States Government deals with hijackings and other terrorist attacks directed against transportation facilities. The participants may also visit a major airport in order to observe first-hand the procedures which are used to deal with hijackings and other airport security matters. Lastly, participants may visit a major city police force to receive briefings on anti-terrorism policies at the local level.

The composition of the delegation participating in the Seminar should be as broadly based as possible. An ideal group would be made up of eight to fifteen senior officials from a broad range of ministries and departments with responsibilities in the anti-terrorism area. Participants could include but are not limited to, officials from the Police, Civil Aviation, Ministry of Foreign Affairs, Customs, Immigration, Interior, Government Press Office, Public Security, Civil Defense, etc. As the program is aimed at civilian activities, any military participants must be performing a civilian function in their government.

CONTINUING COOPERATION AND LIAISON

After the introductory Seminar, continuing cooperation and liaison between the United States and the participating country could take several forms. Some of the areas in which cooperation and liaison might be continued are listed below.

First, the participating country could hold a similar conference to the introductory conference held in the United States. The purpose of such a conference would be to give United States Government officials the opportunity to visit the agencies and training facilities of the host government with responsibilities in the anti-terrorism field.

Second, consultation and liaison between counterparts in the respective governments would be encouraged. For example, personnel in both governments responsible for protection of foreign dignitaries could establish procedures for the exchange of information and periodic meetings on issues of mutual concern.

Third, professional observation visits could be arranged. For example, a police official with responsibility for anti-terrorism activities from the participating country might come to the United States for a period of several weeks to actually work together with a counterpart in a police force in a major city in the United States. Such an arrangement could, of course, be reversed whereby a member of a police force in the United States would work together with his counterpart in the participating country.

Fourth, an exchange of instructors could take place. Under this option, an exchange of training personnel to the respective training facilities would acquaint participants with training methods used by the respective governments in combatting terrorism.

This listing of possible areas for continuing cooperation and liaison is not meant to be all-inclusive. Rather, it is meant to suggest areas in which cooperation could take place. The United States Government views cooperation and liaison as an ongoing process not necessarily limited to a specific time frame or a specific format.

FOR FURTHER INFORMATION

The Embassy of the United States is the contact point for governments interested in participating in the Anti-Terrorism Program. As much advance notice as possible should be given to the Embassy concerning preferred and alternative dates of participation, number of participants, names of participants, specific issues which the government wishes to discuss, etc.

MODEL PROGRAM FOR INTRODUCTORY SEMINAR

Day 1

A.M. Official welcome and overview of Seminar at Department of State

P.M. Briefings on terrorism at Department of State (Briefings would be given both by Department of State officials and delegation members from the participating country.)

Day 2 - Full Day

Program with Office of Security, Department of State. Program would include briefings both by Department of State officials and delegation members from the participating country on concepts of dignitary protection.

Day 3

A.M. Briefing at the Headquarters of the Federal Bureau of Investigation including a tour of the Crisis Command Center.

Briefing at the Headquarters of the Federal Aviation Administration including a tour of the FAA Crisis Command Center.

(If delegation from participating country includes civil aviation officials, briefing on that government's civil aviation policies can be given.)

P.M. Free Time

Day 4 - Full Day

Program at FBI Academy in Quantico, Virginia. Program includes briefings on hostage negotiation and crisis management techniques and instruction as well as a tour of the facility.

Day 5

A.M. Briefing by U.S. Customs Service on passport fraud and documentation controls. (If delegation from participating country includes Customs officials, briefing on that government's customs procedures can be given.)

P.M. Briefing by Drug Enforcement Administration on connection between narcotics and terrorism.

Day 6 and 7 - Free time

Day 8

- A.M. Travel to Federal Law Enforcement Training Center (FLETC) in Glyngo, Georgia.
- P.M. Tour of FLETC facilities as well as observation of training in progress.

Day 9

- A.M. Observation of training in progress at FLETC.
- P.M. Travel to Transportation Safety Insitute in Oklahoma City, Oklahoma.

Day 10 - Full Day

Program at Transportation Safety Institute. Includes briefings and demonstrations on hijackings and other terrorist attacks against transportation facilities.

Day 11 (Option 1)

- A.M. Travel time to major airport (i.e. Orlando, Tampa)
- P.M. Observation of Crisis Command Center at airport.

Day 11 (Option 2)

- A.M. Travel time to major city police force (i.e. New York, Chicago)
- P.M. Briefing on anti-terrorism techniques by police.

Day 12 (Option 1)

- A.M. Travel time to Washington, D.C.
- P.M. Wrap-up session in which participants give assessment of the conference as well as discuss possible areas for future cooperation.

Day 12 (Option 2)

- A.M. Briefing on anti-terrorism techniques by police.
- P.M. Wrap-up session in which participants give assessment of the seminar as well as disuss possible areas for future cooperation. (Wrap-up session would be held in same city as police briefings.)

NOTE: This model program assumes that the seminar will begin on a Monday. This is most convenient for scheduling purposes.

DEPARTMENT OF STATE
REPORT TO THE CONGRESS

ON

THE ANTI-TERRORISM ASSISTANCE PROGRAM

MARCH 5, 1985

(Submitted pursuant to Sec. 574 (b),
Foreign Assistance Act of 1961, as amended)

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REPORT TO THE CONGRESSTHE ANTI-TERRORISM ASSISTANCE PROGRAM

On Nov. 13, 1983 the Congress authorized the President to establish the Anti-Terrorism Assistance Program to be operated by the Department of State. Within the Department of State, responsibility for the Program was assigned to the Office for Counter-Terrorism and Emergency Planning.

The Anti-Terrorism Assistance Program is designed to further the United States policy of combatting terrorism, by strengthening the capability and determination of like-minded governments to combat terrorism, both alone and in cooperation with the United States and other governments. In doing so, the program is very highly focused upon training a relatively small number of personnel from appropriate civilian agencies of each country approved for participation. It is focused not only upon improving their technical skills and knowledge but also upon imparting to them knowledge of how the agencies of the United States Government and local law enforcement agencies employ modern, humane techniques in dealing with such potentially sensitive and dangerous problems as hostage rescue, VIP protection, etc. There is usually an important bonus to the United States in the form of intensified contacts between the security officials of foreign countries who receive training under the ATA program and US diplomatic missions in those countries; often these officials are those directly responsible for the security and protection of US installations and personnel.

Implementation of the Program began with a notification to selected embassies on December 31, 1983. The selection criteria used included those specified in the legislation establishing the Program and involved clearance by the Department of State's Bureau of Human Rights and Humanitarian Affairs. Additional potential participating countries have been added over the past year. In all cases the Congressional notification procedures contained in the establishing legislation were fully complied with.

Operations in calendar year 1984 involved contacts at various levels with over fifty governments and resulted in active exchange and training programs with fifteen governments. Five new governments have committed themselves

to beginning programs in early to mid-1985. Already confirmed training programs for 1985 could involve upwards of 500 foreign government officials attending Anti-Terrorism programs in the US, in addition to any brief training and consultation programs conducted outside the US. Ongoing discussions with a number of other governments indicate that the total number of persons trained in 1986 will be at least equal to 1985, and that requests for training could be for substantially higher numbers of personnel.

The program has generally followed a three phase approach:

- Phase I: an executive-level seminar consisting of a two-week program during which senior officials from the participating government visit the headquarters and training facilities of US federal, state and local government agencies with responsibilities for combatting terrorism in the US. The objectives of the seminar are to:
 - acquaint the participating government with US policy, tactics and organization;
 - inform the US Government generally of the participating government's policy, organization, capabilities and needs;
 - provide a foundation for follow-on programs (particularly in the training area) which can be worked out between the US and the participating governments after the completion of the seminar.
- Phase II: this involves the return visit of a small US delegation for the purpose of discussing and agreeing upon follow-on activities, particularly training programs. The delegation is headed by a State Department officer who is usually accompanied by representatives of other US or local government agencies cooperating in the ATA.

- Phase III: this is the training and/or professional exchange phase. Training courses provided under this portion of the program normally take place within the United States and are conducted by a variety of federal, state, local and professional organizations which provide this type of training to their own security personnel.

Since April 16, 1984, when the first participating group arrived in the US from Costa Rica, 12 delegations representing 17 countries with a total of 152 individual participants have attended the Phase I Executive Seminar. Experience has already shown that even the exposure to Phase I is helpful in increasing the priority accorded to combatting terrorism by the participating government as well as producing a closer working relationship between the US mission and host government security personnel. Especially in the case of Italy, and we expect in the case of the United Kingdom, but to some degree with all other delegations, visiting officials in the Executive Seminar were able to impart valuable experiences and techniques to their American counterparts.

The following countries have participated in Phase I to date:

Costa Rica
Liberia
Ecuador
Jamaica
Egypt
Members of the Organization of Eastern Caribbean States
(OECS): Antigua, Dominica, St. Kitts, St. Lucia
and St. Vincent
Grenada
Thailand
Turkey
Portugal
Italy
Cameroon
Tunisia

The following governments have firmly committed themselves to attend in 1985:

United Kingdom
Belgium
United Arab Emirates
Denmark

Phase II meetings took place during 1984 with the governments of Costa Rica, Jamaica, Egypt, Antigua, Dominica, St. Kitts, St. Lucia and St. Vincent. To illustrate the broadly based nature of phase II discussions, the delegation to Egypt, for instance, included representatives from the Department of Transportation, the Bureau of Alcohol, Tobacco, and Firearms and the State Department's Office of Security. The other agency representatives travel under State Department authority.

Phase III, the actual training phase, is developed in accordance with arrangements discussed by a Phase II team. The first Phase III programs were conducted in December, 1984 and involved 38 officials from Costa Rica; 22 of whom attended a one week course in civil aviation security at the Transportation Safety Institute in Oklahoma City, while the other 16 attended a five day course in analytic techniques for the investigation of terrorist crimes given by the International Association of Chiefs of Police in Orlando, Florida. These and succeeding courses were contracted for and financed by the ATA program. We expect a geometric increase in the number of foreign government officials involved in the ATA program in 1985 and 1986 as Phase III expands, both with respect to the number of countries and the number of specific programs. Definite commitments for Phase III programs for 1985 are contained in a classified annex to this report.

We began the program in 1984 by a large-scale solicitation of participation from over fifty governments, largely concentrating on developing countries. We are setting tighter priorities in 1985, concentrating on those countries where there is a high threat to significant United States interests or where there is a policy need to encourage more cooperation, or both. We have also been paying closer attention since mid-1984 to improving coordination within the USG and with other governments (e.g. UK, FRG) with similar training programs.

A complete list of countries to which we have offered participation in the ATA program, and the status of their participation, is being forwarded in a classified annex together with complete material on three of the most active programs: Costa Rica, Jamaica and Egypt. These show the range and quality of the officials involved and the types of training actually being provided.

The potential benefits to the United States of the ATA program are many and varied and have already begun to appear:

- by casting our net widely and starting the ATA programs rapidly we have been able to establish cooperative relationships on the issue of terrorism with a number of countries in regions which have turned out to be or appear about to be seriously threatened by terrorism. For example,
 - We began to solicit participation in the program from Western European countries early last year before the current rise in the threat level in Europe. We started the program with Portugal before FP-25 began its attacks on US and NATO targets. A State Department official was in Brussels discussing the ATA program with the Belgian Government the day the NATO pipeline was bombed last December.
- it enables us to expand our working relations with a wider range of foreign officials than our usual business brings us in contact with, as evidenced by the composition of foreign government delegations which have visited the U.S. at our invitation (see the classified annex). These contact opportunities are reinforced by the practice of using embassy officers (usually security officers) as escort officers for visiting delegations.
- it reinforces our efforts to obtain broad policy and program coordination with selected countries in this area by offering concrete cooperation and training programs. Examples are Italy, Portugal and Egypt.
- it encourages participating host governments to provide greater security to US officials and facilities by showing appreciation for their efforts to date, and by enhancing their capability by providing relevant training. Our ongoing programs in Egypt and Turkey are particularly good examples of this.
- it provides US Government officials with an opportunity to be exposed to successful foreign methods. The Italian delegation gave a number of useful briefings to selected audiences of American federal and local law enforcement officials.

- it supports broader USG interests and programs in selected areas, such as the Caribbean area, by providing complementary civilian assistance to US military programs in support of threatened governments.
- it expands cooperation between US federal agencies with responsibilities in this area, e.g. Bureau of Alcohol, Tobacco and Firearms, US Marshals Service, and US Customs Service, in addition to the more obvious agencies such as the FBI.
- it expands cooperation between federal and local law enforcement organizations such as the metropolitan police departments of Washington, Knoxville, Chicago, New York and Los Angeles.
- it encourages cooperation between federal agencies and concerned companies in the private sector, such as the recent discussions with the governments of Kuwait and Greece on civil aviation security which were conducted by a delegation consisting of representatives from PanAm and TWA as well as State Department and FAA officials.

With regards to the financial aspects of the Program, the Congress appropriated \$2.5 million for FY 1984. During the course of this fiscal year we obligated \$971,244 and returned \$1,529,756 of unobligated funds to the Treasury. This shortfall was due to the inevitable delays involved in making a new program operational. Initial funding was not received until January 1984, full funding not until March, and we were not able to fully staff our office until July. Several of the participating agencies had not completed their own internal procedures for determining reimbursement for their incremental costs. Finally, and most important, the response from the potential participating countries to a new and politically sensitive bilateral program was understandably cautious.

The Congress appropriated \$5 million in FY 1985. Disbursement for the first quarter of the fiscal year has been slow but is picking up speed as the program itself picks up momentum. (The holiday season caused a pause in activities as few countries wished to send delegations to Washington in December.) The pace of activities is picking up rapidly and therefore so is the disbursement rate. A growing number of courses, seminars and training programs are being requested and scheduling is proceeding apace.

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This is particularly true as a number of countries move into Phase III. We are confident of utilizing effectively the full appropriation for FY 1985.

As this program comes into better focus and we gain greater experience in working closely with other governments on anti-terrorism, it becomes increasingly clear how badly needed this program really was, and what an important contribution to USG national interests was made by Congress in approving it. It is evident that the growing threat from international terrorism can only be fought internationally, with the active cooperation of other governments. It is also clear that international terrorism will be with us for the foreseeable future. Only by tough, tenacious, concerted action over a considerable period of time can this scourge be brought under control. That is why we have submitted a proposal to repeal the so-called sunset clause which would have automatically ended the ATA program. That is also why we are looking for ways to make the program even more effective, such as expanding its scope to include more equipment and other resource transfers.

In most countries, the civilian security agencies occupy the front line in the fight against terrorism. Thus it is evident that the US is a prime target of terrorists and that in many countries the safety and security of United States installations and personnel, both government and private, depend heavily upon the civilian security services. Yet often these local forces are not well-trained, and are poorly equipped. Frequently, they receive no outside assistance, are regarded as step-children, and are given low priority with regard to equipment and other resources as compared to the regular military forces. Ignoring them in this way can have a disastrously negative effect on the morale, discipline and organization and capabilities of the civilian forces in fighting terrorism. Yet in some countries, the government priorities and political realities are such that the only way to correct this situation is through US assistance.

Until this program began, there was only a very limited capability anywhere in the USG to provide assistance to civilian agencies of other governments and the available assistance was not always compatible with the objectives of anti-terrorism (spelled out in the 1983 legislation establishing the ATA program). As discussed above, the training part of the program is already proving its value, vindicating the judgment of those who brought it into being,

enhancing the effectiveness and will of the forces being trained, and generating increased cooperation with the United States. Now the time has come to look also at supplying necessary equipment, with the focus on limited amounts of that simple, easily maintainable, low-cost equipment best suited to doing the job. The safeguards associated with the release of any equipment on the munitions control list would carefully followed and the use of any such equipment would be carefully monitored. We would consult closely with Congress before providing equipment to particular countries. The lack of proper equipment reduces overall effectiveness and the technical ability to conduct what are clearly dangerous, politically sensitive operations. By supplying such equipment the United States can not only significantly enhance the general capability of effective anti-terrorist action by foreign civilian agencies, but can also obtain the benefit of an increased desire by these forces to work closely with us and, if need be, protect our installations and personnel from terrorist attack.

We are thus proposing in the FY 1986 foreign assistance authorization legislation the repeal of section 573 (d) (4) of the Foreign Assistance Act of 1961, as amended, which prohibits the transfer of defense articles and services as part of the Anti-Terrorism Assistance Program. The repeal of this provision will make it possible to implement in a more effective manner the legislatively stated purpose of the ATA which is "to enhance the anti-terrorism skills of friendly governments by providing training and equipment to deter and counter terrorism."

Attachment: Status Report on Active Participants

ANTI-TERRORISM ASSISTANCE PROGRAM

ACTIVE PARTICIPANTS

<u>Country</u>	<u>Status</u>
Costa Rica	Phase III begun 12/10/84.
Egypt	Phase III begun 1/8/85.
Jamaica	Phase III begun 2/25/85.
Antigua	Phase III begun 2/28/85.
St. Kitts	Phase III begun 3/1/85.
St. Lucia	Phase III begun 4/15/85.
Dominica	Phase III begun 4/17/85.
St. Vincent	Phase III begun 5/13/85.
Grenada	Phase III begun 5/13/85.
Turkey	Phase III begun 7/8/85.
Portugal	Phase II completed 4/15 - 4/19/85. Phase III anticipated 8/85.
Ecuador	Phase II completed 6/3 - 6/7/85. Phase III anticipated 8/85.
Italy	Phase I completed 11/17/84. Return visit by US delegation anticipated mid 1985.
Tunisia	Phase I completed 3/8/85. Phase II scheduled 8/12 - 8/14/85.
Liberia	Phase I completed 5/18/84. Phase II to be postponed until 1/86.
Thailand	Phase I completed 7/27/84.
Cameroon	Phase I completed 1/17/85.
United Kingdom	Phase I completed 3/22/85.
Colombia	Phase I completed 4/19/85.

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ANTI-TERRORISM ASSISTANCE PROGRAM

ACTIVE PARTICIPANTS (Cont.)

<u>Country</u>	<u>Status</u>
Brunei	Phase I completed 5/31/85.
Honduras	Phase I completed 6/14/85.
Greece	Phase I scheduled 7/29 - 8/9/85.
Israel	Phase I scheduled 8/20 - 9/4/85.
Denmark	Phase I scheduled 9/9 - 9/20/85.

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COMPLETED TRAINING

<u>COUNTRY</u>	<u>PHASE I STUDENTS</u>	<u>PHASE III COURSES</u>	<u>PHASE III STUDENTS</u>
Costa Rica	10	6	141
Egypt	10	5	135
Jamaica	10	6	114
Antigua	2	5	29
St. Kitts	2	5	25
St. Lucia	2	5	30
Dominica	2	1	18
St. Vincent	2	4	38
Grenada	1	6	63
Turkey	13	1	11
Portugal	16		
Ecuador	12		
Italy	18		
Tunisia	12		
Liberia	15		
Thailand	13		
Cameroon	12		
United Kingdom	12		
Colombia	15		
Brunei	10		
Honduras	10		
TOTAL	199	44	604
TOTAL TRAINED	803		

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SCHEDULED TRAINING

<u>COUNTRY</u>	<u>PHASE I STUDENTS</u>	<u>PHASE III COURSES</u>	<u>PHASE III STUDENTS</u>
Costa Rica		2	16
Egypt		5	75
Jamaica		4	48
Antigua		4	10
St. Kitts		4	10
St. Lucia		4	7
Dominica		4	10
St. Vincent		4	10
Grenada		4	10
Turkey		4	148
Portugal		2	25
Ecuador		2	116
Greece	12		
Israel	6		
Denmark	12		
TOTAL	30	43	485
TOTAL SCHEDULED TO BE TRAINED 515			

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LIST OF POTENTIAL PARTICIPATING COUNTRIES
FOR THE ANTI-TERRORISM ASSISTANCE PROGRAM

&&Antigua and Barbuda	Lebanon
Argentina	*Liberia
Bahamas	Luxembourg
Bahrain	Malaysia
Barbados	Morocco
Belgium	Netherlands
Bolivia	Nigeria
Botswana	Norway
Brazil	Oman
*Brunei	Pakistan
Burma	Panama
*Cameroon	Papua New Guinea
Canada	Peru
*Colombia	#Portugal
&&Costa Rica	Qatar
**Denmark	&&St. Kitts and Nevis
&&Dominica	&&St. Lucia
Dominican Republic	&&St. Vincent
#Ecuador	Saudi Arabia
&&Egypt	Singapore
Fed. Republic of Germany	Somalia
France	Spain
**Greece	Sudan
&&Grenada	Sweden
*Honduras	*Thailand
India	Trinidad and Tobago
**Israel	*Tunisia
*Italy	&&Turkey
Ivory Coast	United Arab Emirates
&&Jamaica	*United Kingdom
Japan	Venezuela
Jordan	Zambia
Kenya	Zimbabwe
Kuwait	

* = Phase I Completed
 ** = Phase I Scheduled
 # = Phase II Completed
 ## = Phase II Scheduled
 & = Phase III Completed (No further training scheduled)
 && = Phase III Scheduled or in Progress

7/10/85

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