



**THE  
UNITED STATES  
GOVERNMENT  
ANTITERRORISM  
PROGRAM**

**PREVENTION**

**DETERRENCE**

**PREDICTION**

**REACTION**

**62107**

**A SUMMARY REPORT OF THE  
EXECUTIVE COMMITTEE ON TERRORISM**

**This informal report was prepared by the Executive Committee on Terrorism for the Special Coordination Committee of the National Security Council to summarize and assemble in one document the various unclassified and public antiterrorism policies and plans of the United States Government as they have been articulated by the agencies involved.**



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ANTITERRORISM PROGRAM**

**AN UNCLASSIFIED SUMMARY REPORT**

**June**

**1979**

Prepared by the

**EXECUTIVE COMMITTEE ON TERRORISM**

For the

**SPECIAL COORDINATION COMMITTEE**

**NATIONAL SECURITY COUNCIL**

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## THE UNITED STATES GOVERNMENT

### ANTITERRORISM PROGRAM

#### A. INTRODUCTION

So far, the United States has been fortunate in experiencing few major international terrorist incidents within its borders. The targeting of American citizens for terrorist attack has occurred largely in other countries. A CIA study on international terrorism released in March 1979, reports:

- For the year as a whole, there was an increase in the number of international incidents and their attendant casualties, matching the levels observed in the latter part of 1977. Much of the increase can be attributed to the export of Middle Eastern conflicts to Western Europe.
- Terrorists continue to prefer operations in the industrialized democracies of Western Europe and North America. More than half of all incidents were recorded in these regions.
- There were more attacks than the previous year, both in relative and absolute terms, on U.S. citizens and property. Most of this increase was due to the deteriorating security situation in Iran, in which anti-foreign -- and especially anti-U.S. -- sentiment was translated into scores of firebombings and threats against individuals and facilities.
- Officials and businessmen -- especially individuals who are symbols of Western power and wealth -- are still the primary targets. Tourists and other private citizens are victimized only incidentally.
- Despite the publicity given to occasional sophisticated operations (such as the kidnaping of Italy's Aldo Moro, the reciprocal assassination campaign between Fatah and the Iraqis, and the Sandinista takeover of Nicaragua's legislative chambers), most terrorist attacks continue to be simple bombings, arsons, snipings, or threats.

However, the threat of international terrorism is a matter of continuing concern to the U.S. Government. The Department of State in its contacts with other governments has consistently set forth a list of seven guidelines that summarize the U.S. attitude toward international terrorism.

- We condemn all terrorist actions as criminal whatever their motivation.
- We take all lawful measures to prevent terrorist acts and to bring to justice those who commit them.
- We will not accede to terrorist blackmail because to grant concessions only invites further demands.
- We look to the host government when Americans are abducted overseas to exercise its responsibility under international law to protect all persons within its territories, and to ensure the safe release of hostages.
- We maintain close and continuous contact with the host government during terrorist incidents, supporting the host government with all practical intelligence and technical services.
- We understand the extreme difficulty of the decisions governments are often called upon to make. For example, how as a practical operational matter to reconcile the objectives of saving the lives of the hostages and making sure that the terrorists can gain no benefit from their lawless action.
- International cooperation to combat terrorism is important. We intend to

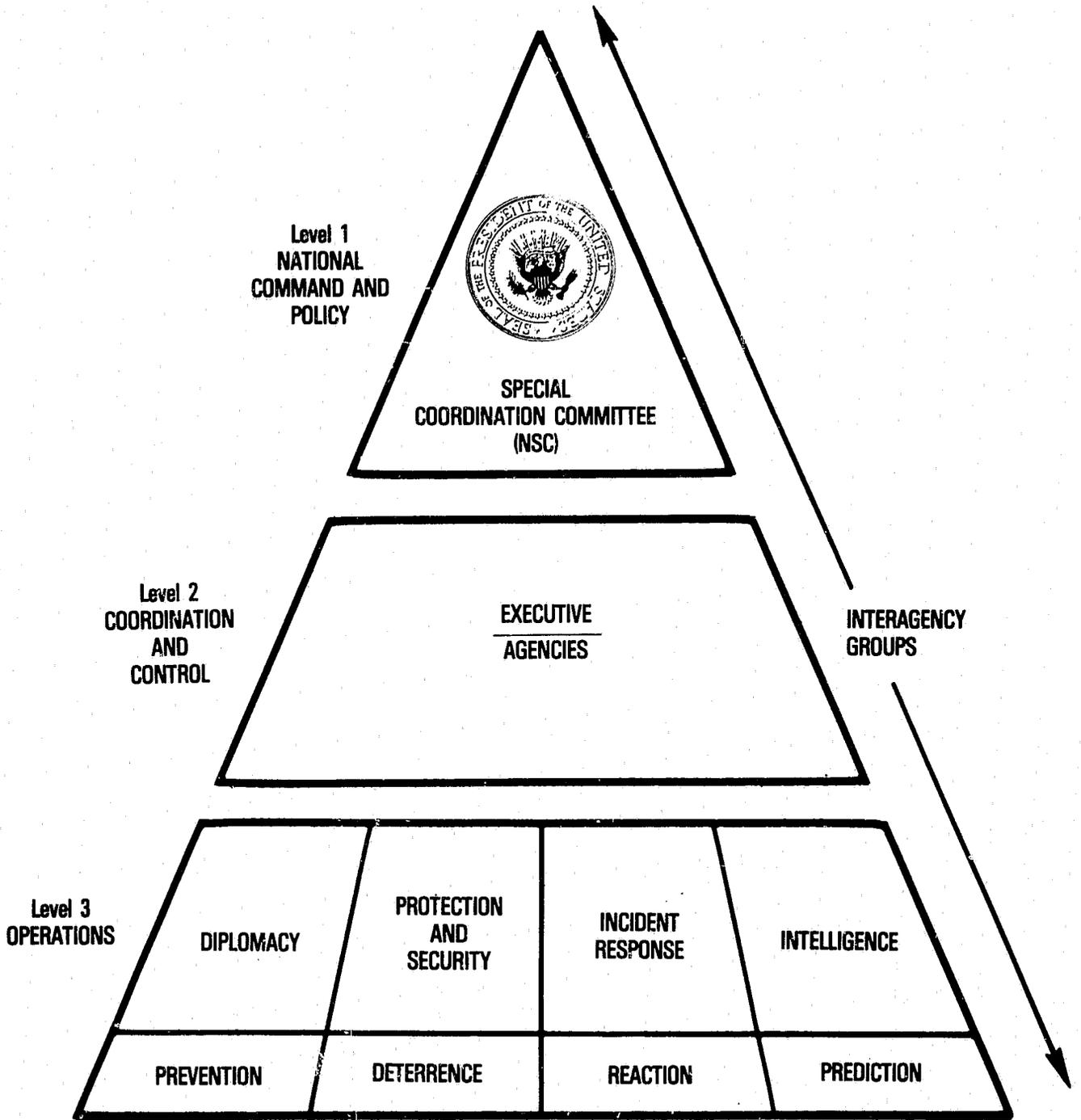
pursue all avenues to strengthen such cooperation.

Shortly after President Carter's inauguration a detailed study was undertaken to assess our abilities both to develop consistent policies for dealing with terrorism and to handle any specific terrorist incidents which emerge. One result of that study was the recognition of a need in the United States for a responsive, but extremely flexible, antiterrorism program at the federal level that would take into account both the contemporary nature of the terrorist threat and the wide range of federal resources that would have to be marshalled in any comprehensive antiterrorism program.

A tri-level antiterrorism program concept was outlined based upon the organization and coordination of existing federal responsibilities and capabilities within a clearly defined command and control structure linking, when necessary, field operations with the Executive Office of the President.

As illustrated in Figure 1, the tri-level concept envisions at least four basic program components at the operational level:

- *Prevention.* International initiatives and diplomacy to discourage state support of terrorism and to build a broad consensus that terrorist acts are inadmissible under international law irrespective of the cause in which they are used.
- *Deterrence.* Protection and security efforts of the public and private sector to discourage terrorist acts -- essentially target hardening.
- *Reaction.* Antiterrorism operations in response to specific major acts of terrorism.
- *Prediction.* Intelligence and counterintelligence efforts in continuous support of the other three program components.



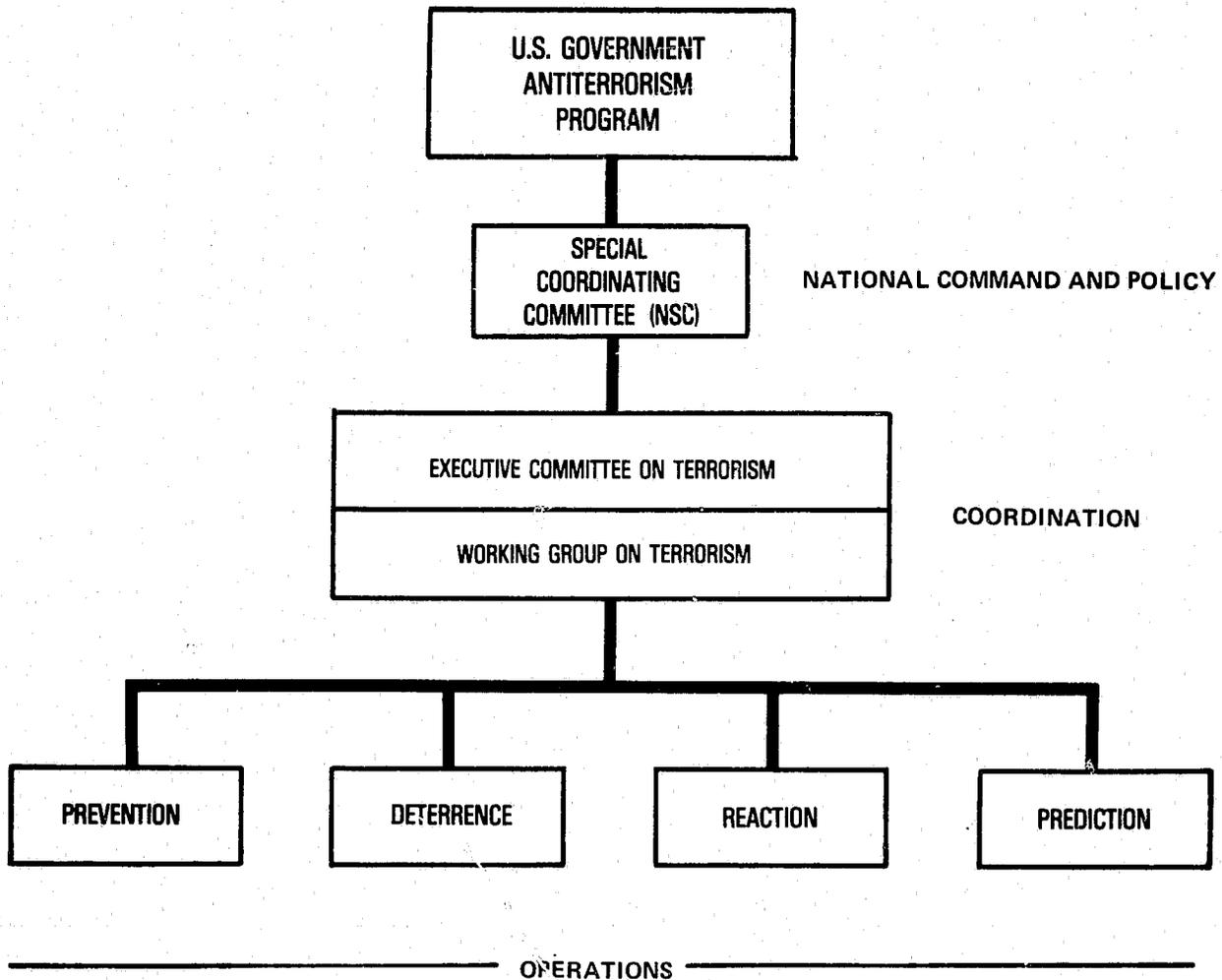
**FIGURE I**

**TRI-LEVEL CONCEPT OF THE U.S. GOVERNMENT  
ANTITERRORISM PROGRAM**

To coordinate the various components of the antiterrorism program, two interagency groups were created to provide overall guidance for planning, coordination, and policy development:

- The Executive Committee on Terrorism
- The Working Group on Terrorism

At the national command and policy level the Special Coordination Committee of the National Security Council assists the President in crisis management and provides oversight for the United States Government antiterrorism program.



## INTERNATIONAL TERRORIST INCIDENTS, 1968-78, BY CATEGORY OF ATTACK

	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL <sup>1</sup>	
Kidnaping	1	3	32	17	11	37	25	38	30	22	27	243	(8.0)
Barricade-hostage	0	0	5	1	3	8	9	14	4	5	11	60	(2.0)
Letter bombing	3	4	3	1	92	22	16	3	11	2	5	162	(5.3)
Incendiary bombing	12	22	53	30	15	31	37	20	91	57	69	437	(14.4)
Explosive bombing	67	97	104	115	106	136	239	169	176	131	133	1,473	(48.4)
Armed attack	11	13	8	8	9	10	21	11	21	14	36	162	(5.3)
Hijacking <sup>2</sup>	3	11	21	9	14	6	8	4	6	8	2	92	(3.0)
Assassination	7	4	46	12	10	18	12	20	48	23	29	199	(6.5)
Theft, break-in	3	7	22	10	1	0	8	8	5	0	12	76	(2.5)
Sniping	3	2	7	3	4	3	3	9	14	6	9	63	(2.1)
Other actions <sup>3</sup>	1	3	11	10	4	4	4	1	7	11	20	76	(2.5)

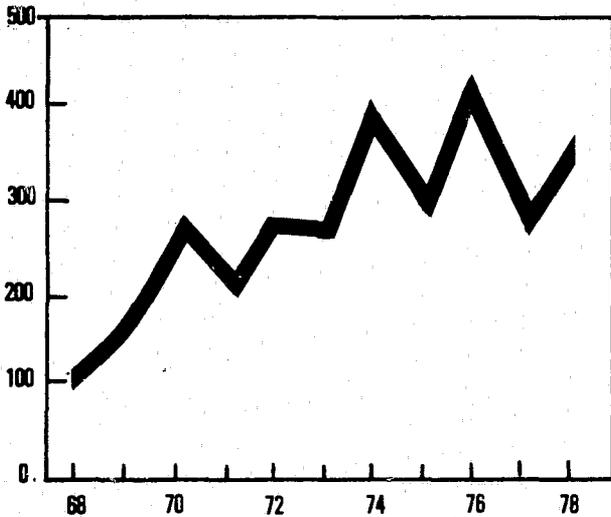
<sup>1</sup> Figures in parentheses are percentages of the total accounted for by each category of attack.

<sup>2</sup> Includes hijackings by means of air, sea, or land transport, but excludes numerous nonterrorist hijackings.

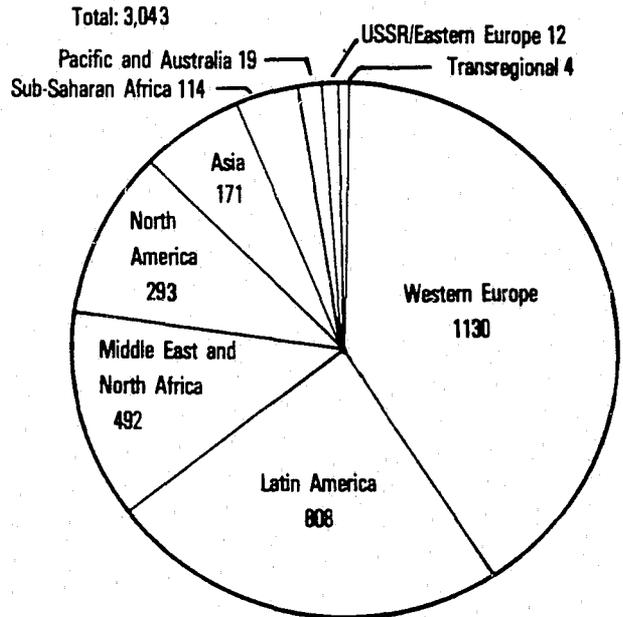
<sup>3</sup> Includes occupation of facilities without hostage seizure, shootouts with police, and sabotage.

### INTERNATIONAL TERRORIST INCIDENTS, 1968-78

Total Incidents: 3,043



### GRAPHIC DISTRIBUTION OF INTERNATIONAL TERRORIST INCIDENTS, 1968-78



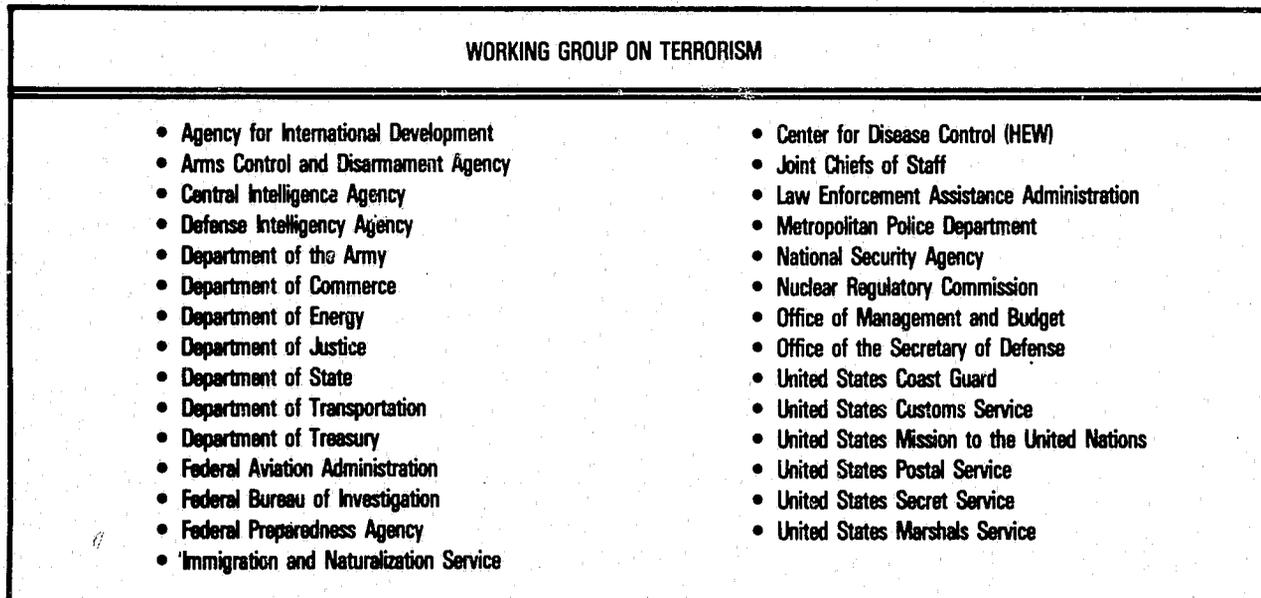
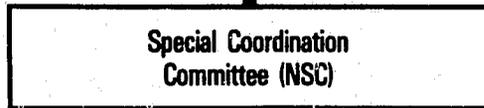
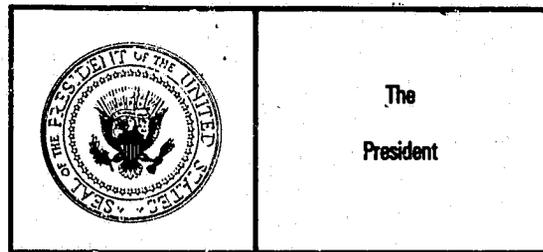


FIGURE 2  
U.S. GOVERNMENT ORGANIZATION  
FOR ANTI-TERRORISM PLANNING, CORRINATION, AND  
POLICY FORMULATION

## **B. ORGANIZATION FOR ANTITERRORISM PLANNING, COORDINATION, AND POLICY FORMULATION**

An essential element in the development of the U.S. Government antiterrorism program was the establishment of the Executive Committee on Terrorism and the Working Group on Terrorism within the Special Coordination Committee of the National Security Council. The Working Group and Executive Committee are responsible for developing government-wide policies to deal with terrorism and for enhancing coordination among the agencies involved in any particular incident.

### **1. The Special Coordination Committee of the National Security Council**

The National Security Council is the principal forum for international security issues requiring Presidential consideration. It assists the President in analyzing, integrating, and facilitating foreign, defense, and intelligence policy decisions. International economic and other interdependence issues which are pertinent to national security are also considered by the NSC.

An NSC Committee, the Special Coordination Committee (SCC), has been established to deal with specific cross-cutting issues requiring coordination in the development of options and the implementation of Presidential decisions. The Committee deals with such matters as the oversight of sensitive intelligence activities which are undertaken on Presidential authority, arms control evaluation, and assistance to the President in crisis management. The SCC is the focal point for oversight of the U.S. anti-terrorism program and support of the President should he wish to become involved in the management of specific major terrorism incidents.

The functions, membership, and responsibilities of the National Security Council (NSC) are set forth in the National Security Act of 1947, amended. In addition to the members designated by the Act, other senior officials, including the Secretary of the Treasury, the Attorney General, the United States Representative to the United Nations, the Director of the Office of Management and Budget, the Assistant to the President for National Security Affairs, the Chairman of the Council of Economic Advisers, the Director of the Arms Control and Disarmament Agency, the Chairman of the Joint Chiefs of Staff, the Director of Central Intelligence, and the Secretary of Energy attend appropriate NSC meetings.

### **2. The Executive Committee on Terrorism**

The senior level interagency Executive Committee on Terrorism (ECT), which consists of representatives from the Departments of State, Defense, Justice, Treasury, Transportation, Energy, the CIA, and the NSC Staff is responsive to the Special Coordination Committee. The ECT is chaired by the representative of the State Department, the Deputy Chairman is the representative of the Department of Justice.

The ECT, which was established in September 1977, handles matters of government-wide policy formulation and operational coordination. It is especially concerned with the response to major terrorism incidents and related issues, including periodic testing and evaluation of response capabilities. The ECT is also responsible for long-range antiterrorism program planning and analysis.

Agencies normally assign as ECT members experienced officials with strong backgrounds in the coordination and control of complex military or law enforcement operations and in policy analysis and development.

### **3. The Working Group on Terrorism**

The Working Group on Terrorism (WGT) is composed of representatives of some twenty-nine agencies with an interest in the four basic antiterrorism program components. WGT members are listed in Figure 2. The WGT is also chaired by the State Department representative and the Department of Justice representative serves as Deputy Chairman.

The WGT meets as necessary to carry out its assigned responsibilities, which include information exchange, resolution of jurisdictional issues, and the coordination of the general antiterrorism activities of the various agencies.

WGT members are generally managers, planners, or coordinators of antiterrorism activities for their respective agencies. The full membership of the WGT meets in plenary session periodically, and participants are also assigned to committees that deal with specific problems and issues. Current committees address three basic components of the U.S. Government's antiterrorism program:

International Initiatives (Prevention)

Security Policy (Deterrence)

Contingency Planning and Crisis  
Management (Reaction)

The fourth basic component Intelligence (Prediction) is continuously addressed by a special committee of the intelligence

community with ongoing coordination with both the Working Group and the Executive Committee.

Two additional committees, Research and Development and Public Relations, have been created to deal with issues that are common to all aspects of the antiterrorism program.

The current U.S. Government antiterrorism program and its essential management components are illustrated in Figure 3.

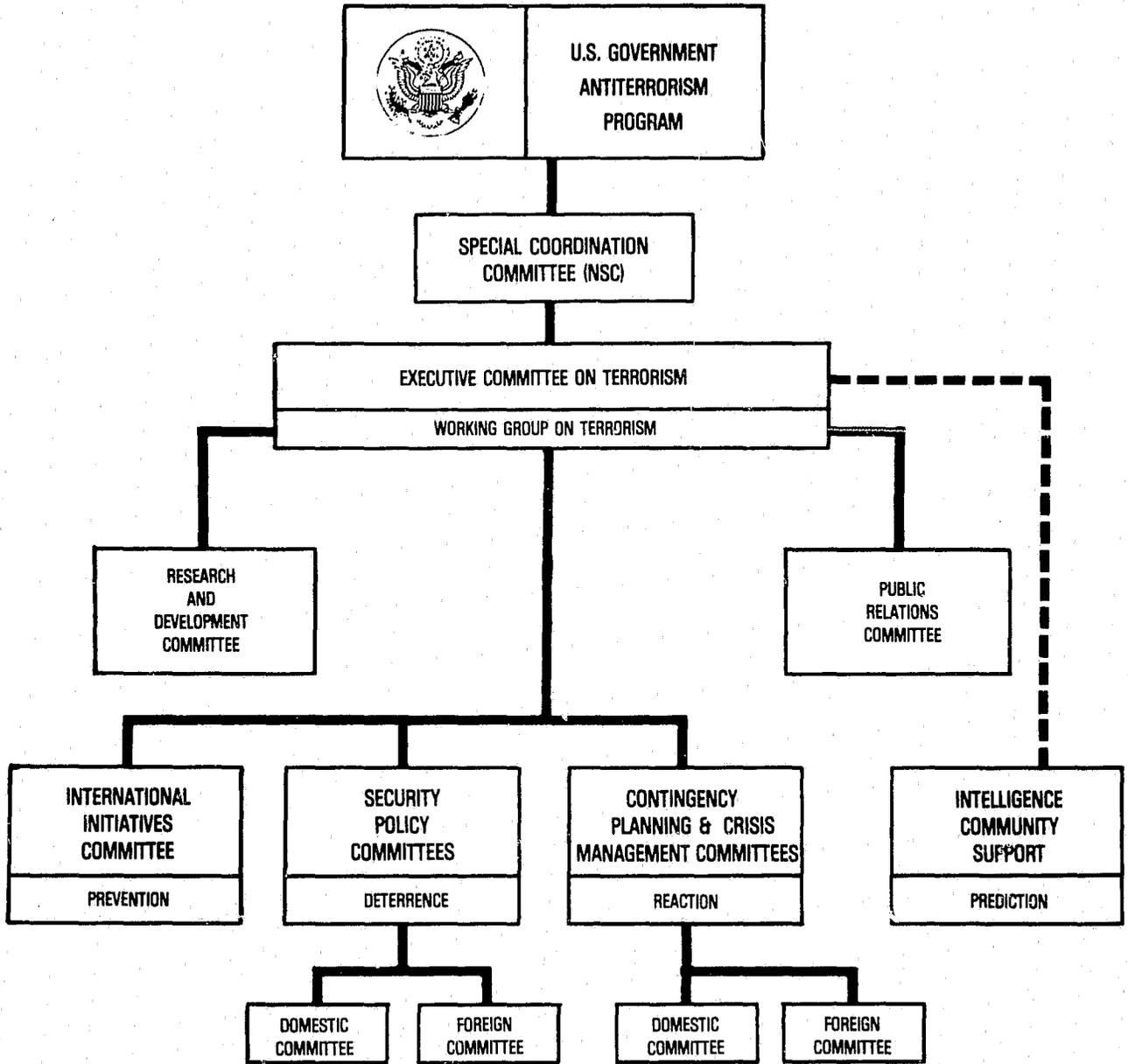


FIGURE 3  
THE U.S. GOVERNMENT ANTITERRORISM  
PROGRAM STRUCTURE

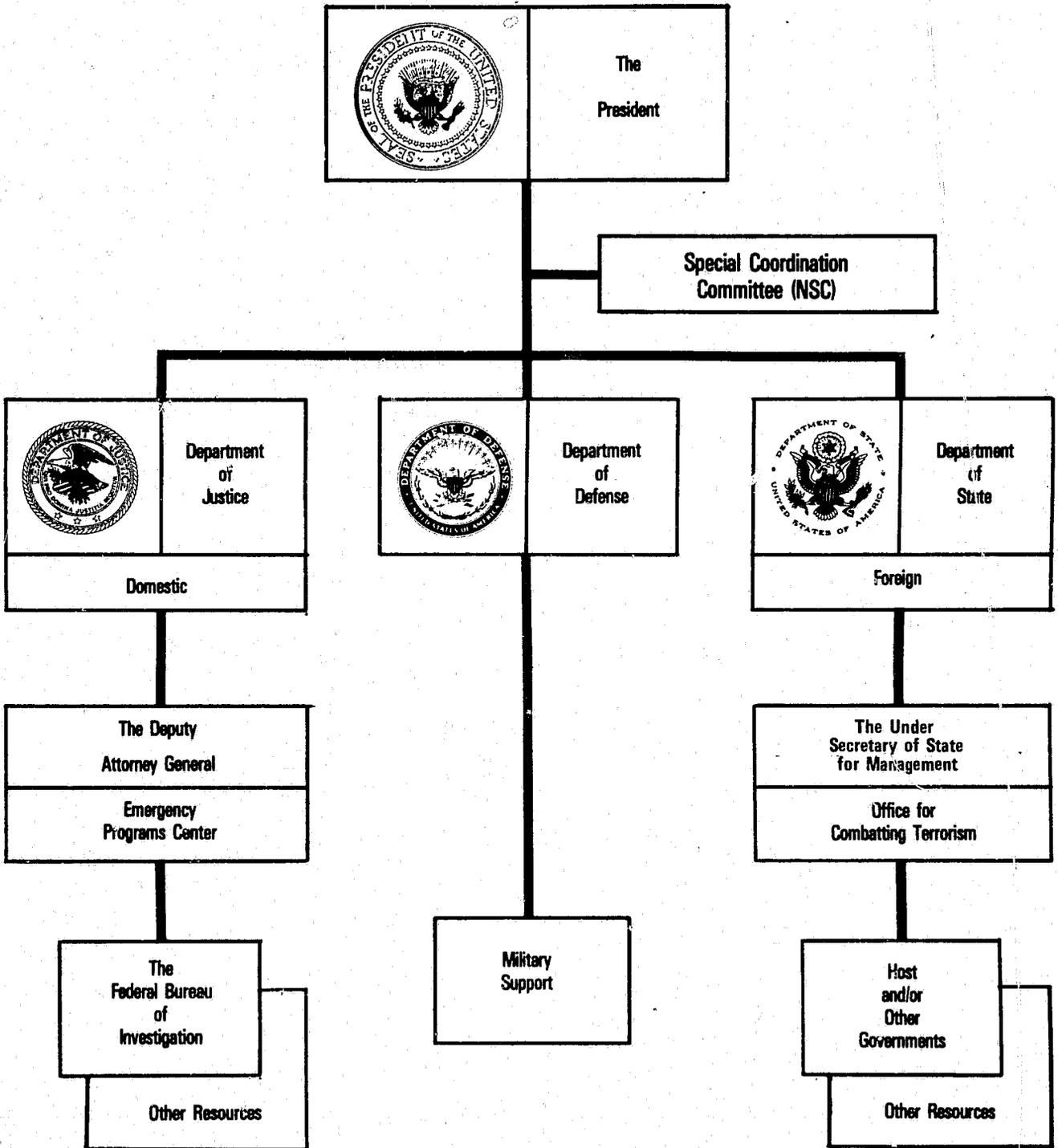


FIGURE 4  
 U.S. GOVERNMENT ORGANIZATION FOR  
 FLEXIBLE RESPONSE TO TERRORISM INCIDENTS

## C. RESPONSE TO SPECIFIC INCIDENTS OF TERRORISM

Under the Constitution and laws of the United States, the protection of life and property and the maintenance of public order are primarily the responsibilities of state and local governments, which have the necessary authority to enforce the laws. The federal government may assume this responsibility and this authority only in certain limited circumstances.

Acts constituting "terrorism," are crimes already proscribed by state statutes. They include:

- Assassination (Murder)
- Hijacking
- Kidnaping
- Hostage Holding
- Bombing
- Arson
- Armed Attack
- Extortion

Since most major acts of terrorism are violations of both state and federal law, concurrent criminal jurisdiction is the rule. Accordingly, the federal government can either act or defer to state jurisdiction and action, depending on the nature of the incident and the capabilities of local authorities. Even where state jurisdiction prevails, the federal government provides law enforcement assistance and support to local authorities upon request. Conversely, where federal jurisdiction is exercised, state and local agencies provide assistance.

Those terrorism incidents which involve some sort of real-time or crisis interaction between the perpetrators and the government require careful management. These terrorist crimes, which include hijacking, hostage holding, and some

cases of kidnaping and extortion, are referred to as incidents of duration. The responsibility for responding to such incidents is distinct from the widely-shared responsibility for preventing and deterring terrorism or the investigation and prosecution of crimes committed by terrorists that are not incidents of duration.

Responsibility for the management of the Federal response to international terrorist acts of duration depends upon the location and nature of the incident. The crisis management responsibility for a specific terrorist incident is exercised by that agency which has the primary responsibility by virtue of constitutional or statutory authority or Executive Branch directive or understanding.

The Department of State is the lead agency for response to international terrorist incidents that take place outside of the United States (foreign incidents). Those acts that take place within the United States (domestic incidents)\* are usually managed by the Department of Justice. A partial exception is provided by 49 USC 1357(e) which directs that the Administrator of the Federal Aviation Administration (FAA) shall have exclusive responsibility for the direction of any law enforcement activity affecting the safety of persons aboard aircraft in flight. In such instances, the FBI response is closely coordinated with the FAA. In support of both foreign and domestic antiterrorism operations, the Department of Defense provides specialized military support (Figure 4).

\**Terrorist acts of duration that occur within the United States, the District of Columbia, the Commonwealth of Puerto Rico, U.S. possessions, and territories.*

## 1. Domestic Terrorism Incidents

The responsibility for the management of the Federal response to most acts of terrorism in the United States rests with the Attorney General, who has delegated this function to the Deputy Attorney General. The Deputy Attorney General makes major policy and legal decisions during any terrorism crisis. He would, of course, consult with other Federal agencies, as appropriate in each case.

Should the President of the United States be required to participate in the actual management of a terrorism incident, the mechanism to assist him is the NSC/Special Coordination Committee.

Within the Department of Justice the lead agency for the management of most terrorist incidents is the FBI. The initial, tactical response to such incidents is made by the FBI Special-Agent-In-Charge at the scene, under the supervision of the Director of the FBI, who is also responsible for on-going operations to contain and resolve the incident. The Deputy Attorney General and his immediate staff are responsible for overall coordination of the overall federal government response, including policy decisions and legal judgments relating to such incidents. The Department of Justice is linked through its 24-hour Emergency Programs Center to the FBI operations command center in Washington, which in turn is in continuous communication with agents at the scene.

In addition to FBI agents, the Department of Justice also has available specially trained officers of the U.S. Marshals Service. The Department could also draw on other Federal agencies for specialized personnel and equipment as well as the resources of state and local agencies. The Antiterrorist Program thus provides considerable flexibility in responding to a wide range of possible domestic terrorism incidents, some of which can and should be managed below the highest levels of government.

### a. FBI Antiterrorism Capabilities

#### ● *Contingency Plans*

Each FBI office and FBI/HQ has a plan of action which goes into effect when a terrorism incident takes place. These plans cover the chain of command, communications within the FBI and outside the FBI, availability of unique or specialized equipment, assignments of personnel, and physical descriptions and plans of diplomatic establishments which are potential terrorism targets. Such plans are the first response of the FBI from which all other responses or actions follow.

#### ● *Hostage Negotiations*

Should a terrorism act take place involving the lives of hostages, the FBI has a team of trained and experienced psychologists who can give on-the-scene support to trained FBI field office hostage negotiators or to local law enforcement officials. FBI hostage negotiators have, in several cases, furnished psychological profiles and analysis which have contributed to the successful and nonviolent conclusion of hostage situations. Their knowledge and experience has also been shared with local law enforcement through training sessions at the FBI Academy and across the Nation.

#### ● *Special Operations and Research Unit (Soar)*

This group is made up of FBI Special Agents who are trained in psychology and criminology and are well versed in the practical operations of criminal apprehension. Their function is to accumulate facts concerning terrorism incidents, study them, and then through papers, articles and seminars, offer their conclusions concerning ways of dealing with terrorism. SOAR is available to the FBI itself and to local law enforcement for on-site consultation

during a terrorism incident. It also conducts training sessions for FBI personnel and local law enforcement.

- ***Special Weapons and Tactics (SWAT)***  
FBI SWAT teams consist of individuals trained in the use of military-type weapons and tactics for use in a situation such as a siege or hostage situation where the usual law enforcement weapons and apprehension techniques would not be effective. SWAT members are trained in the use of high-powered sniper rifles, automatic rifles, rappelling, and the employment of helicopters in assaults. The SWAT approach is the last resort when negotiations fail. SWAT, like other FBI responses to terrorism, is shared with local law enforcement through training seminars.

- ***Terrorism Research and Bomb Data Unit***

This unit conducts studies into the terrorist groups under investigation by the FBI. The purpose of the research is to study the organizational parts and members of the group to aid in devising better investigative methods to combat it. Another function of this unit is to collect and distribute in newsletter form the technical details of bombings by terrorist groups. By circulating this information, the FBI assists local law enforcement in combatting terrorism.

#### b. Military Force Option

It is conceivable that the resolution of a serious domestic terrorism incident might be beyond the capabilities of available civil police forces and that the use of specially trained and equipped military forces might be necessary in order to effectively restore order and preserve human life.

In any situation where there is authority for federal law enforcement action to

control or terminate a terrorism incident in progress in the United States and such action is beyond the capabilities of nonmilitary federal resources, the President may at his option, under the provisions of 10 U.S.C. 332 and 333(2), direct a federal military response. A proclamation under 10 U.S.C. 334 would be necessary.

Planning and coordination are accomplished between the Departments of Justice and Defense to ensure the effective integration of civil and military forces should it ever be necessary for the President to activate a military response to a terrorism event in the United States. The procedures involved closely parallel the procedures already in existence in plans for the use of federal military forces in connection with civil disturbances. Details of the military response teams and related contingency plans are classified.

It should be noted in passing that the FBI and other civil authorities have a substantial capacity to deal with terrorism situations and the use of military forces would be necessary only in extreme cases of highly sophisticated, paramilitary terrorism operations in the United States.

## 2. Foreign Terrorism Incidents

The Department of State is responsible for developing and refining policy and operational guidelines for dealing with international terrorists threats to American citizens and interests abroad. Department of State responsibility for management of such cases is based on its statutory and delegated authority to conduct foreign relations (22 USC 2651) and an implementing Presidential message of October 25, 1977, to all Ambassadors in overseas posts. In operational terms, the Department of State, through its Office for Combatting Terrorism, provides the leadership and the core personnel in the event an international terrorist incident involving United States interests requires formation of a

crisis management task force. A task force may draw on area or functional expertise from within the Department of State or from Federal, state or local agencies, or foreign governments, as appropriate. Depending on the circumstances of a case, the crisis management task force operates on a round-the-clock basis until the incident is either resolved or under control. The extensive coordination required in managing an incident includes: earliest possible contact with the U.S. Foreign Service post(s) involved in the incident to assure careful coordination of efforts; full consultation with the government in whose jurisdiction the hostage situation occurs; multiple contacts with governments whose citizens may be involved in the incident; analysis by the Washington agencies and Foreign Service post(s) concerned of the political, psychological, medical and logistical factors bearing on the case; and where necessary, as the incident develops, concurrence of the NSC/SCC in significant policy decisions.

In an international terrorist incident not situated in U.S. territory, law enforcement actions and the safe release of hostages are the responsibility of the host government. The task force, through the Embassy, will assure the host government that full U.S. Government assistance is available as required.

The Department of State has an interest in any domestic incidents of international terrorism that could have an adverse effect on the conduct of foreign relations and in these situations works closely with the Department of Justice. The Department of Justice also coordinates closely with the Department of State in those instances where a domestic incident may, by its nature, reasonably be expected to terminate outside of the United States. In such cases the responsibilities of the Attorney General will be shifted to the Secretary of State at such times as the event passes beyond the domestic jurisdiction of the Department. A similar shift of control will take place should a foreign incident move within the

domestic jurisdiction of the Department of Justice.

### 3. **Support for Antiterrorism Response Actions**

United States tactical operations in response to terrorism incidents of duration--wherever they take place--will be carried out by one of three action or response groups:

- U.S. Non-Military Federal Forces (Usually the FBI)
- U.S. Military Forces
- U.S. State or Local Police Forces

In those cases where federal jurisdiction exists action groups will in turn be under the overall coordination and control of either the Department of Justice or the Department of Defense--both of which are responsible for the preparation of detailed classified plans and procedures. In the case of foreign acts of international terrorism involving U.S. interests, the Department of State will deal directly with the governments involved. (Figure 5)

Supporting the U.S. Government response will be the resources of a host of other federal agencies. Support resources include:

**FOREIGN INTELLIGENCE**  
Central Intelligence Agency

**LEGAL ADVICE**  
Department of Justice

**MATERIALS, TRANSPORTS,  
AND COMMUNICATIONS**  
Department of Defense

**NUCLEAR TECHNOLOGY**  
Department of Energy

**DIPLOMATIC MATTERS**  
Department of State

**TRANSPORT TECHNOLOGY**  
Department of Transportation

**RECOVERY RESOURCES**  
General Services Administration

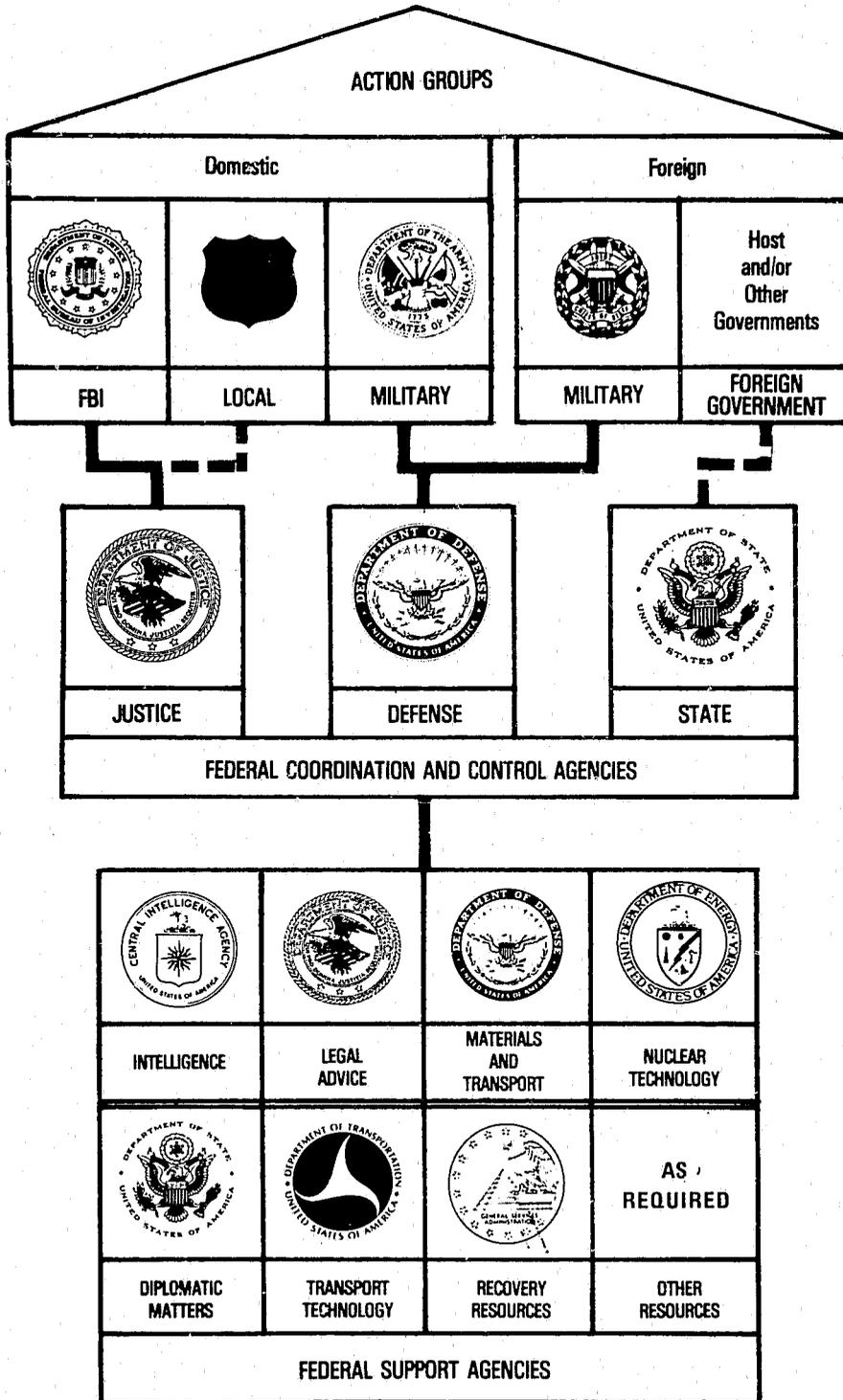


FIGURE 5  
**U.S. GOVERNMENT ORGANIZATION  
 FOR SUPPORT OF RESPONSE TO  
 TERRORIST INCIDENTS**

Typical support resources that might be provided include:

- *Nuclear Threat Response and Evaluation.* The Department of Energy (DOE) has established and maintains a capability to assess the credibility of nuclear threats and mobilize scientists with specialized equipment to locate, identify, diagnose, and disable radioactive nuclear devices which may be explosive or dispersive in intent. DOE also provides nuclear hazards assessments and assistance in radiation containment.
- *Materials, Transport, Communications.* The Department of Defense is prepared to provide support in the form of transportation, equipment, weapons, and ammunition to the FBI in anti-terrorism actions.

Creation and coordination of support resource delivery systems is usually accomplished through inter-agency agreements executed by the organizations involved.

## D. PROTECTION AND SECURITY

### 1. Government Facilities and Officials

In the protection of government officials, the U.S. Secret Service has the most explicit preventive role. It is charged by statute with protecting the President, the Vice President, their families, the President-elect and Vice President-elect, major Presidential candidates, former Presidents, visiting foreign Heads of Government/Chiefs of State, and some other individuals. In addition to the personal protection, the Secret Service Uniformed Division is responsible for protecting foreign diplomatic missions in Washington and, in limited circumstances, in other cities.

The essence of the Secret Service's protective mission is the prevention of violent acts -- including terrorism -- against its protectees; and to this extent its protective duties constitute a preventive antiterrorism mission. The Secret Service could, of course, become operationally involved in a continuing terrorist incident (such as a hostage-taking) directed against a protectee or a physical site where Secret Service personnel were on duty. Such incidents would involve close cooperation with the FBI, State or local, foreign, or other federal law enforcement or military authorities.

Key U.S. government officials not covered by Secret Service are given protection, when required, by their respective agency security personnel. Federal judges are provided protection by specially trained officers of the U.S. Marshals Service. Foreign government officials visiting this country are often given protection by security officers of the State Department.

The security of U.S. government facilities is usually the responsibility of the Federal Protective Service, a component of the General Services Administration. Both the Federal Protective Service and the occupant agencies of federal facilities plan for coordinated security against terrorist attack and for the initial response to any such attack that takes place.

### 2. Transportation Operations

Crimes against persons in transportation have been directed almost entirely against aviation. Therefore, most preventive efforts have been directed towards hardening targets in that area. Although aviation facilities, especially large commercial aircraft, are attractive targets for terrorists, it is significant that of U.S. airline hijackings that have occurred since 1968, only a small number can be placed in the category of terrorist acts designed to achieve political objectives.

The U.S. Civil Aviation Security Program called for by Public Law 93-366, August 5, 1974, is administered by the Federal Aviation Administration (FAA). FAA employees, located at 33 field offices, 11 regional offices and Washington Headquarters, plan, develop, and implement the program, obtain compliance with regulations and evaluate its effectiveness.

This program, which was initiated in its present form on January 5, 1973, by Federal Aviation Regulations (FARs), requires certain certified air carriers, domestic and foreign, and

U.S. airports served by these carriers to have in effect security measures approved by the FAA Administrator. The regulations are designed to prevent or deter the carriage of weapons, explosives, and incendiary devices aboard air carrier aircraft, and to prevent unauthorized access to such aircraft. They also require a number of other measures, all intended to assure a secure airport environment and safe air travel.

### **3. Utility Operations**

The Department of Energy (DOE) provides for protection and security at all of its energy activities at levels of intensity commensurate with the relative potential risk to the public health and safety. That risk is a function of the range of threats of malevolent action and the consequences of such action. To make terrorist attacks difficult a mix of equipment and procedures is used covering access controls, physical barriers, penetration alarms, alarm assessment, and countermeasure reaction plans. For nuclear activities DOE maintains, as a minimum, comparable effectiveness with like commercial nuclear activities licensed by the Nuclear Regulatory Commission and adds nuclear material movement controls and materials accountability procedures and equipment to the protective systems. Since the level of protective system intensity varies directly with the relative level of potential public risk, the highest level of protective intensity is applied to nuclear activities.

### **4. Border Security**

The Inspections Division of the Immigration and Naturalization Service (INS) administers immigration and nationality laws with respect to the inspection for admission of all persons arriving at ports of entry in the 50 States, Puerto Rico, the U.S. Virgin Islands, and Guam. Immigration inspectors determine the nationality of each person seeking admission. If a person is determined to be an alien, the Immigration inspector conducts an exami-

nation and concludes whether the alien is eligible for admission into the United States.

INS inspectors at all points of entry implement special screening procedures to ensure that known terrorists are not admitted to the United States. The magnitude of this screening task is reflected in statistics for fiscal year 1978 during which 277.2 million persons were inspected for entry into the United States.

Of this figure, 168.4 million were aliens, of whom roughly 12.4 million arrived by air, 2.6 million by sea, and 153.4 million at land border ports.

At ports of entry the INS screening of individuals is backed up by officers of the U.S. Customs Service, who also employ special screening techniques to identify known terrorists and to detect efforts to import terrorist weapons, explosives and equipment.

The U.S. Customs Service is concerned with criminal acts which would be supportive of a terrorist group or operations. In its preventive role, Customs shares with other border enforcement agencies responsibility for the detection of terrorists and their support associates who are crossing U.S. borders. Furthermore, Customs has a very significant role in the detection and prevention of inward and outward movements of material that can be used for acts of terrorism and other violence.

### **5. The Private Sector**

In August 1976 the Department of Commerce began working with the U.S. business community to devise ways to minimize the impact of terrorism on domestic and international business operations. This development occurred in response to an increasing number of terrorist attacks against business, especially in Latin America, and as a result of growing pressures from the corporate community for representation by an agency of government which would understand and best represent business interests and concerns. In November 1976 Commerce established a small terrorism unit in its Industry and Trade Administration.

## E. INTERNATIONAL INITIATIVES

### 1. Anti-Hijacking Conventions

Three ICAO-sponsored conventions deal with the problem of hijacking and other forms of terrorism directed against air transportation.

The United States has played a leading role in their preparation and is currently engaged with a small core group of countries in an ongoing diplomatic initiative to encourage all countries which have not done so to become parties to these Conventions. Since the end of 1977 when a UN Resolution prompted this initiative, accessions to the Montreal Convention have gone from 80 to 100 and to the Hague Convention from 85 to 105. Many other nations have indicated that their process of ratification is far advanced.

The three conventions relating to offenses against civil aviation are:

- *Convention on Offenses and Certain Other Acts Committed on Board Aircraft (Tokyo Convention - 1963)* - requires parties to establish jurisdiction over offenses which threaten the safety of aircraft passengers and cargo which occur outside of its territory; but does not oblige a party to prosecute or extradite offenders.
- *Convention for Suppression of Unlawful Seizure of Aircraft (The Hague Convention - 1970)* - requires parties to punish by severe penalties persons who unlawfully seize aircraft, and obliges the party having custody of the offenders to prosecute or extradite them.

- *Convention for the Suppression of Unlawful Acts Against the Safety of Civil Aviation (Montreal Convention - 1971)* - requires parties to punish by severe penalties persons who commit acts of violence on board aircraft in flight, damage or sabotage aircraft in service or air navigation facilities or communicate false information likely to endanger the safety of aircraft in flight. The Montreal Convention obliges a party having custody of such person to prosecute or extradite him.

While the U.S. ratified the Montreal Convention in 1972, it has not yet implemented the convention by enacting legislation. The Department of Justice has proposed implementing legislation and action is pending in the Congress.

### 2. International Airport Security Initiatives

The United States played a leading role in obtaining agreement on the UNGA Resolution in November 1977 to condemn hijacking, and in the follow-up initiative in the International Civil Aviation Organization (ICAO) to improve airport technical security practices in use by the 140 ICAO member countries. We have given strongest possible support to ICAO efforts to upgrade existing recommended practices to the level of standards and to establish new standards for worldwide airport security. These include universal security

screening of all passengers and all carry-on baggage; and the strengthening of law enforcement support for aviation security and the exchange of technical information and assistance on methods for preventing unlawful interference with civil aircraft. Also, the U.S. continues to foster bilateral programs to provide technical assistance and exchange information with foreign nations to improve security at foreign airports having a direct impact on the safety of U.S. citizens abroad.

### 3. UN Measures

In September 1972 the United States proposed to the UN General Assembly the adoption of a convention on "exported" general terrorism. The General Assembly majority was opposed to the U.S. draft convention, primarily on the grounds of interference with rights of self-determination. However, a narrower Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons, Including Diplomatic Agents, was approved at the 1973 General Assembly Session and has since been implemented by the United States and other governments.

The 31st Session of the UNGA (1976), on a West German initiative, established an *ad hoc* committee of the Sixth Committee to draft an international convention against the taking of hostages. Sessions of the *ad hoc* committee in 1977 and early 1978 made considerable progress in drafting the convention but failed to get agreement, largely on the question of how activities of national liberation movements would be constrained by the conventions. The Sixth Committee's mandate on hostages was renewed in the current UNGA. A further effort at resolving differences will be made when the 35-member drafting committee meets again in Geneva in early 1979.

### 4. Regional Efforts

There have been two regional efforts to deal with the threat of terrorism. In February 1971, the Organization of American States (OAS)

adopted a convention to prevent and punish acts of terrorism against persons entitled to special protection under international law (i.e., diplomatic and international civil servants).

The U.S. ratified this convention in October 1976. The OAS Convention preceded the U.N. initiative on Internationally Protected Persons and contains similar provisions.

In January 1976, the Council of Europe adopted a Convention of the Suppression of Terrorism. This Convention, though limited to Council of Europe members, is a positive effort to deal comprehensively with terrorism under international law. It has been signed by seventeen of the nineteen members and is now in the ratification process. The Convention addresses a broad spectrum of terrorist acts, including such offenses as the use of letter bombs, automatic weapons and the taking of hostages. The Convention seeks to depoliticize such designated acts of terrorism and will facilitate extradition of terrorists within the European community.

### 5. Bilateral Relationships

In addition to regional and international efforts, the United States has undertaken to develop effective bilateral relationships with other governments to improve our respective efforts to prevent and control international terrorist activities. These include the review of respective crisis management techniques and the sharing of practical "lessons-learned" from past terrorism incidents, the exchange of research data, improved channels of communication, and closer cooperation on legal measures for controlling, apprehending, and prosecuting those who commit acts of international terrorism.

### 6. Bonn Anti-Hijacking Declaration

In July 1978 seven nations meeting at the Bonn Economic Summit (France, Germany, Great Britain, Italy, Japan, Canada, and the United States), announced they had agreed to a Declaration on Hijacking. The Bonn Declaration provides for suspension of air

services to and from a country which, having received a hijacked aircraft in its territory, fails to prosecute or extradite the hijackers and/or to return the aircraft involved. The Declaration represents a political commitment taken at the highest levels of the seven governments. The seven, collectively, account for 69 percent of the non-Communist world's air travel. Representatives of the seven have met since the Bonn Summit and have developed consultative procedures to be invoked when a hijacking takes place, examined legal problems, and launched a worldwide diplomatic initiative to mobilize support for the Declaration. Many governments have already declared support for the principal objective of the Bonn Declaration: to deny sanctuary to would-be hijackers.

## F. INTELLIGENCE AND COUNTERINTELLIGENCE

The effectiveness of the U.S. Government's response to terrorism depends in part on what information is available not only from the scene of an incident, but from pre-existing sources. Therefore, there is a continuing program of intelligence collection and processing on terrorists and their potential targets. Responsibility for the collection and dissemination of intelligence on the foreign aspects of international terrorism rests with the

intelligence agencies under Executive Order 12036. Within the United States and its territories, the Federal Bureau of Investigation collects and disseminates intelligence on both foreign-directed and domestic groups which engage in or plan acts of terrorism, here or abroad. Naturally, the details of our intelligence activities are sensitive and must remain classified if they are to remain effective.

**END**