

September 2002

# COMBATING TERRORISM

## Department of State Programs to Combat Terrorism Abroad



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# Contents

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Letter		1
	Results in Brief	3
	Background	5
	Programs and Activities to Prevent Terrorism Abroad	6
	Programs and Activities to Disrupt and Destroy Terrorist Organizations Abroad	9
	Programs and Activities to Respond to Terrorist Incidents Abroad	11
	Activities to Coordinate U.S. Efforts to Combat Terrorism Abroad	13
	Agency Comments	13

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## Appendixes

<b>Appendix I:</b>	<b>Department of State Organizational Chart</b>	15
<b>Appendix II:</b>	<b>Department of State Programs and Activities to Combat Terrorism Abroad</b>	16
<b>Appendix III:</b>	<b>Comments from the Department of State</b>	29
<b>Appendix IV:</b>	<b>GAO Contact and Staff Acknowledgments</b>	31
	GAO Contact	31
	Acknowledgments	31

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## Tables

Table 1:	State Department Funding to Combat Terrorism Abroad	5
Table 2:	State Department Programs and Activities to Combat Terrorism Abroad	17

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## Figures

Figure 1:	Damage from al Qaeda Terrorist Attack, U.S. Embassy, Dar-es-Salaam, Tanzania, August 1998	2
Figure 2:	Bureau of Diplomatic Security Training for Local Guards	7
Figure 3:	New Security Fence, Gate, and Vehicle Barrier at a U.S. Embassy	8
Figure 4:	Response to al Qaeda Terrorist Attack, U.S. Embassy, Nairobi, Kenya, August 1998	11

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**Abbreviations**

ATA	Antiterrorism Assistance Program
CA	Bureau of Consular Affairs
CIA	Central Intelligence Agency
DOD	Department of Defense
DS	Bureau of Diplomatic Security
EAC	Emergency Action Committee
EAP	Emergency Action Plan
FBI	Federal Bureau of Investigation
FEST	Foreign Emergency Support Team
IIP	Office of International Information Programs
ILEA	International Law Enforcement Academy
INL	Bureau for International Narcotics and Law Enforcement Affairs
INR	Bureau of Intelligence and Research
IO	Bureau of International Organization Affairs
L	Office of the Legal Advisor
NSC	National Security Council
OBO	Bureau of Overseas Buildings Operations
OFDA	Office of Foreign Disaster Assistance
OSAC	Overseas Security Advisory Council
PM	Bureau of Political-Military Affairs
RSO	Regional Security Officer
S/CT	Office of the Coordinator for Counterterrorism
USAID	U.S. Agency for International Development



United States General Accounting Office  
Washington, D.C. 20548

September 6, 2002

The Honorable Christopher Shays  
Chairman  
Subcommittee on National Security,  
Veterans Affairs, and International Relations  
Committee on Government Reform  
U. S. House of Representatives

The Honorable Henry J. Hyde  
Chairman  
Committee on International Relations  
U.S. House of Representatives

The Honorable Tom Lantos  
Ranking Member  
Committee on International Relations  
U.S. House of Representatives

Since the terrorist attacks of September 11, 2001, efforts to combat terrorism have become an increasingly important part of U.S. government activities. Such efforts have also become more important in U.S. relations with other countries and with international organizations, such as the United Nations (U.N.). The U.S. Department of State is charged with coordinating these international efforts and protecting Americans abroad; its objective is to reduce the number of terrorist attacks, especially those on U.S. citizens and interests. While countering terrorism has always been a part of State's role, it took on heightened significance in the aftermath of the 1998 al Qaeda terrorist attacks on the U.S. embassies in Tanzania and Kenya (see fig. 1). Since the September 11 attacks on the World Trade Center in New York City and the Pentagon in Washington, D.C., State has helped direct the U.S. efforts to combat terrorism abroad by building the global coalition against terrorism, including providing diplomatic support for military operations in Afghanistan and other countries. State has also supported international law enforcement efforts to identify, arrest, and bring terrorists to justice, as well as performing other activities intended to reduce the number of terrorist attacks.

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**Figure 1: Damage from al Qaeda Terrorist Attack, U.S. Embassy, Dar-es-Salaam, Tanzania, August 1998**



Source: Department of State.

This report is intended to assist your committees in overseeing the State Department's leadership of U.S. programs to combat terrorism abroad. Specifically, this report identifies the State Department's programs and activities intended to (1) prevent terrorist attacks, (2) disrupt and destroy terrorist organizations, (3) respond to terrorist incidents, and (4) coordinate efforts to combat terrorism. Footnotes to this report identify programs and activities managed by the U.S. Agency for International Development that complement the State Department's efforts to combat terrorism abroad. This report is part of a larger effort that you jointly requested to review governmentwide programs to combat terrorism overseas. Regarding some of these programs, it is important to recognize that the State Department works in conjunction with a number of other federal agencies, including the Departments of Defense, Justice, and the Treasury, as well as the Central Intelligence Agency. As agreed with your staff, we plan to report later this year on governmentwide efforts to combat terrorism overseas.

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State's organizational chart appears in appendix I to this report. Detailed information on the State Department's programs and activities appears in appendix II. This information includes State's framework for combating terrorism abroad, programs and activities for combating terrorism abroad, and responsible bureaus and offices.

We identified the State Department's programs and activities for combating terrorism by reviewing State documents, such as *Congressional Presentation Document, FY 2003* and *Patterns of Global Terrorism*,<sup>1</sup> and by conducting interviews with State officials. To identify programs and activities provided by other departments and coordinated through State, we reviewed documents and interviewed officials from the Departments of Defense, Justice, and the Treasury; the Federal Bureau of Investigation (FBI) and other law enforcement agencies; and the U.S. Agency for International Development (USAID). In addition, we conducted fieldwork at the U.S. Embassy in Athens, Greece, to observe programs and activities to combat terrorism overseas. At selected regional and functional military commands, we met with State Department Political Advisors at the U.S. Central Command at MacDill Air Force Base, Florida; the U.S. Southern Command in Miami, Florida; and the U.S. European Command in Stuttgart-Vaihingen, Germany. In addition, we conducted fieldwork at the International Law Enforcement Academy in Budapest, Hungary, to review programs to combat terrorism that the State Department manages or funds or both. We did not evaluate the effectiveness of these programs. We conducted our review from February 2002 through July 2002 in accordance with generally accepted government auditing standards.

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## Results in Brief

The State Department conducts multifaceted activities in its effort to prevent terrorist attacks on Americans abroad. For example, to protect U.S. officials, property, and information abroad, State operates programs that include local guards for U.S. missions, armored vehicles for embassy personnel, U.S. Marine security guards to protect sensitive information, and plans to evacuate Americans in emergencies. For Americans traveling and living abroad, State issues public travel warnings and operates warning systems to convey terrorism-related information. For U.S. businesses and universities operating overseas, State uses the Overseas Security Advisory Councils—voluntary partnerships between the State Department and the

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<sup>1</sup>U.S. Department of State, *Congressional Presentation Document, FY 2003* (Washington, D.C.: 2002); *Patterns of Global Terrorism* (Washington, D.C.: May 2002).

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U.S. private sector—to exchange threat information. To improve the ability of foreign governments to combat terrorism, State funds several training programs that operate both in the United States and overseas.

To disrupt and destroy terrorist organizations abroad, State has numerous programs and activities that rely on military, multilateral, economic, law enforcement, intelligence, and other capabilities. For example, State's program to enhance military cooperation has resulted in 136 countries' offering a range of military assistance for Operation Enduring Freedom in Afghanistan.<sup>2</sup> State has supported efforts, through international organizations like the United Nations, for the global implementation of resolutions and treaties aimed at reducing terrorism. In addition, State uses extradition treaties to bring terrorists to trial in the United States and cooperates with foreign intelligence, security, and law enforcement entities to track and capture terrorists in foreign countries. If the United States has no extradition agreements with a country, then State, with the Department of Justice, can work to obtain the arrest of suspected terrorists overseas through renditions. It also provides rewards for information leading to the arrest and prosecution of designated terrorists or the thwarting of terrorist attacks.

The State Department leads the U.S. response to terrorist incidents abroad. This includes diplomatic measures to protect Americans, minimize damage, terminate terrorist attacks, and bring terrorists to justice. Once an attack has occurred, State's activities include measures to alleviate damage, protect public health, and provide emergency assistance. State also coordinates interagency exercises for combating terrorism abroad. In addition, State helps foreign governments prepare to respond to an attack by conducting multinational training exercises. (A comprehensive presentation of the State Department's programs and activities appears in appendix II.)

To coordinate the U.S. effort to combat terrorism internationally, State uses a variety of mechanisms to work with the Departments of Defense, Justice, and the Treasury; the intelligence agencies; the Federal Bureau of Investigation; and others. These mechanisms include interagency working groups at the headquarters level in Washington, D.C.; emergency action

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<sup>2</sup>Operation Enduring Freedom is the military campaign that began on October 7, 2001, against al Qaeda and Taliban forces in Afghanistan and elsewhere.

committees at U.S. missions overseas; and liaison exchanges with other government agencies.

## Background

According to the State Department's *2002 Annual Performance Plan*, the department's counterterrorism goals are to reduce the number of terrorist attacks, bring terrorists to justice, reduce or eliminate state-sponsored terrorist acts, delegitimize the use of terror as a political tool, enhance the U.S. response to terrorism overseas, and strengthen international cooperation and operational capabilities to combat terrorism.

The Secretary of State is responsible for coordinating all U.S. civilian departments and agencies that provide counterterrorism assistance overseas. The Secretary also is responsible for managing all U.S. bilateral and multilateral relationships intended to combat terrorism abroad.

State requested over \$2.3 billion to combat terrorism in fiscal year 2003. This includes more than \$1 billion for overseas embassy security and construction, as well as for counterterrorism assistance and training to countries cooperating with the global coalition against terrorism. Table 1 provides a breakdown of State's funding to combat terrorism.

**Table 1: State Department Funding to Combat Terrorism Abroad**

Dollars in millions

	Fiscal year 2001 (actual)	Fiscal year 2002 (enacted)	Emergency Relief Fund	Fiscal year 2003 President's budget
Bureau of Administration	\$50	\$37	\$0	\$123
Bureau of Overseas Buildings Operations	1,035	1,159	105	1,286
Bureau of Consular Affairs	409	465	0	643
Bureau of Diplomatic Security	105	115	48	228
Office of the Coordinator for Counterterrorism	35	41	50	69
<b>Total</b>	<b>\$1,634</b>	<b>\$1,817</b>	<b>\$203</b>	<b>\$2,349</b>

Sources: Office of Management and Budget and the Department of State (Office of the Coordinator for Counterterrorism).

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By contrast, State spent about \$1.6 billion in fiscal year 2001 and received about \$1.8 billion to combat terrorism in fiscal year 2002. State received an additional \$203 million through the Emergency Response Fund as part of the \$40 billion appropriated by the Congress in response to the September 11, 2001, terrorist attacks against the United States.

The Office of Management and Budget reported that determining precise funding levels associated with activities to combat terrorism is difficult because departments may not isolate those activities from other program activities. Some activities serve multiple purposes—for example, upgrades to embassy security help protect against terrorism as well as other crimes.

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## Programs and Activities to Prevent Terrorism Abroad

The State Department conducts multifaceted activities in an effort to prevent terrorist attacks on Americans abroad. For example, to protect U.S. officials, property, and information abroad, the Bureau of Diplomatic Security provides local guards for embassies and armored vehicles for embassy personnel (see fig. 2). In addition, it provides undercover teams to detect terrorist surveillance activities. Following the 1998 embassy bombings in Africa, State upgraded security for all missions, which included strengthening building exteriors, lobby entrances, and the walls and fences at embassy perimeters (see fig. 3).<sup>3</sup> The upgrades also included closed-circuit television monitors, explosive detection devices, walk-through metal detectors, and reinforced walls and security doors to provide protection inside the embassy. In addition, State plans to replace some existing embassies with buildings that meet current security standards, such as having a 100-foot setback from streets surrounding embassies. State also has programs to protect national security information discussed at meetings or stored on computers. These programs include U.S. Marine security guards controlling access to embassies, efforts to prevent foreign intelligence agencies from detecting emanations from computer equipment, and computer security programs.

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<sup>3</sup>The USAID Office of Security is responsible for ensuring security at all USAID facilities that are not colocated with U.S. missions (approximately 58 of 95, as of January 2002), although it coordinates these security arrangements with Diplomatic Security in Washington and with the Regional Security Officers in country. Additionally, the Office of Security handles USAID building construction issues, coordinating extensively with State's Bureau of Overseas Buildings Operations, which constructs buildings for USAID's tenancy, and with Diplomatic Security.

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**Figure 2: Bureau of Diplomatic Security Training for Local Guards**



Source: GAO.

**Figure 3: New Security Fence, Gate, and Vehicle Barrier at a U.S. Embassy**



Source: GAO.

State has several programs to help warn Americans living and traveling abroad against potential threats, including those posed by terrorists. For example, to warn Americans about travel-related dangers, in fiscal year 2001 the Bureau of Consular Affairs issued 64 travel warnings, 134 public announcements, and 189 consular information sheets. In addition, missions employ a “warden system” to warn Americans registered with an embassy of threats against their security. The system varies by mission but uses telephone, E-mail, fax, and other technologies as appropriate. Finally, the Bureau of Diplomatic Security manages the Overseas Security Advisory Councils program. The councils are a voluntary, joint effort between State and the private sector to exchange threat- and security-related information. Councils currently operate in 47 countries.

In addition, State manages and funds programs to train foreign government and law enforcement officials to combat terrorism abroad. These programs include the following:

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- the Antiterrorism Assistance Program, implemented by the Bureau of Diplomatic Security, to enhance the antiterrorism skills of law enforcement and security personnel in foreign countries;
  - the International Law Enforcement Academies, managed by the Bureau for International Narcotics and Law Enforcement Affairs, to provide law enforcement training in four locations around the world.<sup>4</sup> The Departments of State, the Treasury, and Justice—including the Bureau of Diplomatic Security, Federal Bureau of Investigation, and other U.S. law enforcement agencies—provide the on-site training;
  - the Department of Justice's Overseas Prosecutorial Development and Assistance Training and the International Criminal Investigation Training Assistance Program. The State Department provides policy oversight and funds this training, which is intended to build rule-of-law institutions, and includes general law enforcement and anticrime training for foreign nationals.<sup>5</sup>

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## Programs and Activities to Disrupt and Destroy Terrorist Organizations Abroad

State conducts numerous programs and activities intended to disrupt and destroy terrorist organizations. These programs and activities rely on military, multilateral, economic, law enforcement, and other capacities, as the following examples illustrate:

- The Bureau of Political-Military Affairs coordinates with Department of Defense on military cooperation with other countries. It has been State's liaison with the coalition supporting Operation Enduring Freedom, processing 72 requests for military assistance from coalition partners since September 11, 2001.
- The Bureau of International Organization Affairs helped craft and adopt United Nations Security Council Resolution 1373, obligating all member nations to fight terrorism and report on their implementation of the resolution. It also assisted with resolutions extending U.N. sanctions on

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<sup>4</sup>The academies are located in Budapest, Hungary; Bangkok, Thailand; Gaborone, Botswana; and Roswell, New Mexico.

<sup>5</sup>USAID also supports programs to train foreign law enforcement, prosecutors, and judges and to assist in rewriting legislation and criminal sentencing guidelines. USAID missions and the Bureau for Democracy, Conflict, and Humanitarian Assistance have rule-of-law and governance programs in about 60 of the 85 countries where USAID has a presence.

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al Qaeda and the Taliban and on certain African regimes, including those whose activities benefit terrorists.

- The Department of State's Office of the Coordinator for Counterterrorism, the Bureau of International Narcotics and Law Enforcement, and the Economic Bureau work with the Department of the Treasury and other agencies to stem the flow of money and other material support to terrorists. According to the State Department, since September 11, the United States has blocked \$34.3 million in terrorist related assets.
- The Office of the Legal Advisor pursues extradition and mutual legal assistance treaties with foreign governments. The Office of the Legal Advisor also works with the U.N. and with other nations in drafting multilateral agreements, treaties, and conventions on counterterrorism.
- The Bureau of Diplomatic Security, working with the Department of Justice, cooperates with foreign intelligence, security, and law enforcement entities to track and capture terrorists in foreign countries, assist in their extradition to the United States, and block attempted terrorist attacks on U.S. citizens and assets abroad.
- The Office of the Coordinator for Counterterrorism, in conjunction with the Department of Justice and other agencies, coordinates State's role in facilitating the arrest of suspected terrorists through an overseas arrest, known as a rendition, when the United States lacks an extradition treaty.
- The Bureau of Diplomatic Security manages the Rewards for Justice Program. This program offers payment for information leading to the prevention of a terrorist attack or the arrest and prosecution of designated individuals involved in international terrorism. These rewards reach up to \$25 million for those involved in the September 11 attacks.
- The Bureau of Intelligence and Research prepares intelligence and threat reports for the Secretary of State, high-level department officials, and ambassadors at U.S. missions. It also monitors governmentwide intelligence activities to ensure their compatibility with U.S. foreign policy objectives related to terrorism, and it seeks to expand the sharing of interagency data on known terrorist suspects.

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## Programs and Activities to Respond to Terrorist Incidents Abroad

The State Department is responsible for leading the U.S. response to terrorist incidents abroad. This includes measures to protect Americans, minimize incident damage, terminate terrorist attacks, and bring terrorists to trial. Once an attack has occurred, State's activities include measures to alleviate damage, protect public health, and provide emergency assistance. The Office of the Coordinator for Counterterrorism facilitates the planning and implementation of the U.S. government response to a terrorist incident overseas. In a given country, the ambassador would act as the on-scene coordinator for the response effort. (See figure 4.)

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**Figure 4: Response to al Qaeda Terrorist Attack, U.S. Embassy, Nairobi, Kenya, August 1998**



Source: Department of State.

In addition, several other bureaus respond to the aftermath of a terrorist attack and help friendly governments prepare to respond to an attack by conducting joint training exercises.

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- The Bureau of Political-Military Affairs is tasked with helping to prepare U.S. forces, foreign governments, and international organizations to respond to the consequences of a chemical, biological, radiological, or nuclear incident overseas. For example, the bureau is developing a database of international assets that could be used to respond to the consequences of a terrorist attack using weapons of mass destruction. It also participates in major interagency international exercises, which are led by DOD. In addition, the bureau assisted in the first operational deployment of a U.S. consequence management task force, working with the DOD regional command responsible for conducting the war in Afghanistan.
  - Several bureaus and offices deploy emergency response teams to respond to terrorist attacks. For example, the Office of the Coordinator for Counterterrorism deploys multi-agency specialists in the Foreign Emergency Support Team (FEST) to assist missions in responding to ongoing terrorist attacks. For example, at the request of the Ambassador, the FEST can be dispatched rapidly to the mission. As one component of this team, the Bureau of Political-Military Affairs can deploy a Consequence Management Support Team to assist missions in managing the aftermath of terrorist attacks. In addition, the Bureau of Overseas Buildings Operations Emergency Response Team helps secure embassy grounds and restore communications following a crisis.<sup>6</sup>

See appendix II for a comprehensive list of State's programs and activities to combat terrorism.

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<sup>6</sup>USAID assists in the aftermath of a terrorist incident through its Office of Foreign Disaster Assistance (OFDA). OFDA participates with other U.S. teams, deploying immediately with the Foreign Emergency Support Team. OFDA serves as an Advisor to the U.S. Chief of Mission, helping to coordinate the initial response efforts. Because of its relationships and formal agreements with both U.S. government agencies and nongovernmental organizations, OFDA can provide information on their capacities to assist a host nation in managing the consequences of a terrorist incident. OFDA is currently providing humanitarian assistance in Kabul, Afghanistan, as the United States has reestablished its mission there.

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## Activities to Coordinate U.S. Efforts to Combat Terrorism Abroad

The State Department is responsible for coordinating all federal agencies' efforts to combat terrorism abroad. These include the Departments of Defense, Justice, and the Treasury; the various intelligence agencies; the FBI and other law enforcement agencies; and USAID. In addition, State coordinates U.S. efforts to combat terrorism multilaterally through international organizations and bilaterally with foreign nations. State uses a variety of methods to coordinate its efforts to combat terrorism abroad, including the following:

- In Washington, D.C., State participates in National Security Council interagency working groups, issue-specific working groups, and ad hoc working groups. For example, the Office of the Coordinator for Counterterrorism maintains policy oversight and provides leadership for the interagency Technical Support Working Group—a forum that identifies, prioritizes, and coordinates interagency and international applied research and development needs and requirements to combat terrorism.
- At U.S. embassies, State implements mission performance plans that coordinate embassy activities to combat terrorism, country team subgroups on terrorism, emergency action committees to organize embassy response to terrorist threats and incidents, and ad hoc working groups. For example, selected embassies have country team subgroups dedicated to law enforcement matters, chaired by the Deputy Chief of Mission. Working with related bureaus and agencies such as the Regional Security Office, FBI Legal Attaché, and Treasury Department Financial Attaché, these subgroups coordinate efforts to combat terrorism among the various agencies overseas.
- In Washington, D.C., and elsewhere, State exchanges personnel with other agencies for liaison purposes. In Washington, D.C., for example, State personnel serve as liaisons at the CIA's Counter-Terrorism Center. The department also provides each U.S. regional military command with a Political Advisor, who helps the respective commanders coordinate with State Department Headquarters and with U.S. embassies on regional and bilateral matters, including efforts to combat terrorism.

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## Agency Comments

We received written comments from the Department of State that are reprinted in appendix III. State wrote that the report is a “useful guide” and “good outline” of State’s activities and roles in the campaign against

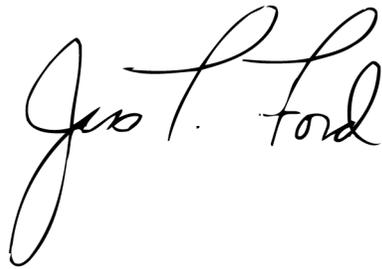
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terrorism. State noted that there are many more often intangible and hard-to-measure actions taking place as part of the department's contribution to fighting terrorism. State also provided technical comments, which we incorporated where appropriate.

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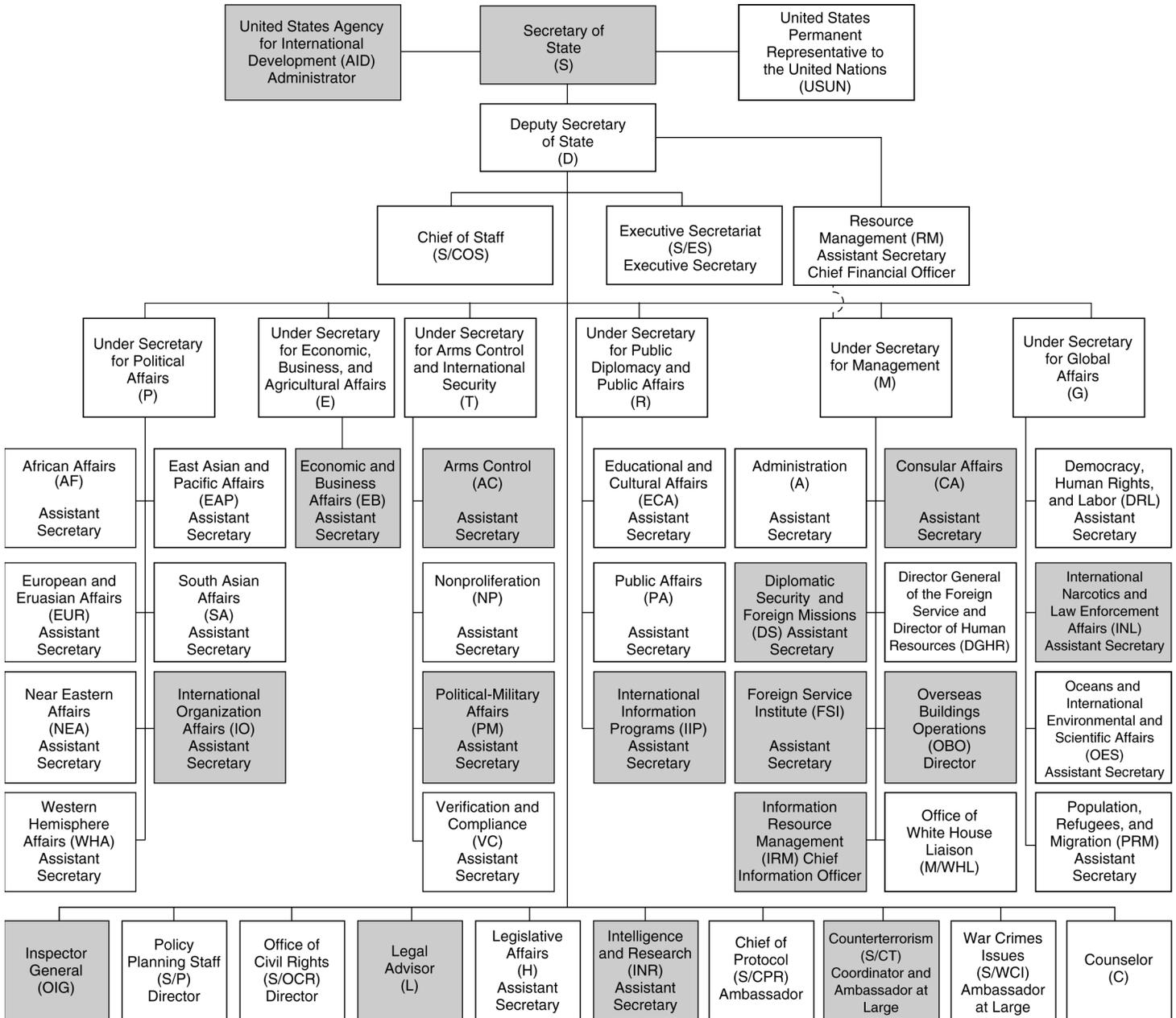
We are sending copies of this report to interested congressional committees and to the Secretary of State. We will make copies available to others on request. In addition, the report will be available at no charge on the GAO Web site at <http://www.gao.gov>.

If you or your staff have any questions about this report, please contact me at (202) 512-4128. Another GAO contact and staff acknowledgments are listed in appendix IV of this report.

A handwritten signature in black ink that reads "Jess T. Ford". The signature is written in a cursive, flowing style with a large initial "J" and "F".

Jess Ford, Director  
International Affairs and Trade

# Department of State Organizational Chart



Shaded boxes indicate offices discussed in this report.

Source: U.S. Department of State.

# Department of State Programs and Activities to Combat Terrorism Abroad

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The Department of State coordinates U.S. government efforts to combat terrorism abroad. Within the department, multiple bureaus and offices manage programs and activities to combat terrorism. State also works with several U.S. and foreign government agencies in carrying out these programs and activities. Table 2 presents the programs and activities and the bureaus responsible for managing them. The table also presents information about some of the U.S. government agencies with which State cooperates. Table 2 describes:

- the strategic framework of State's efforts to combat terrorism abroad;
- State's programs and activities to prevent terrorism abroad;
- State's programs and activities to disrupt and destroy terrorist organizations abroad; and
- State's programs and activities to respond to terrorist incidents abroad.

**Appendix II  
Department of State Programs and Activities  
to Combat Terrorism Abroad**

**Table 2: State Department Programs and Activities to Combat Terrorism Abroad**

State Department office or bureau	Program or activity	Description of program or activity
<b>STRATEGIC FRAMEWORK</b>		
<b>Agency head's role in counterterrorism</b>		
Office of the Secretary	Directs State Department, the lead U.S. agency for counterterrorism activities abroad	<p>The Secretary of State is responsible for the coordination of all U.S. civilian departments and agencies that provide counterterrorism assistance overseas. The Secretary also is responsible for the management of all U.S. bilateral and multilateral relationships intended to promote activities to combat terrorism abroad.</p> <p>Since the September 11, 2001, terrorist attacks on the United States, the Office of the Secretary has made its counterterrorism activities a top priority. The Office helps manage the U.S. "war on terrorism" by (1) building the global coalition against terrorism; (2) building diplomatic support for military operations in Afghanistan and other countries; (3) helping coordinate intelligence to detect terrorist networks; (4) imposing economic sanctions to reduce terrorist financing; (5) supporting international law enforcement efforts to identify, arrest, and bring terrorists to justice; and (6) leading multinational efforts through the United Nations and other organizations to reduce the terrorist threat.</p>
<b>Special agency official or office in charge of counterterrorism</b>		
Coordinator for Counterterrorism (S/CT)	Coordinates all State Department counterterrorism activities and leads U.S. government efforts to improve counterterrorism cooperation with foreign governments	<p>Coordinates the U.S. overseas counterterrorism policy and the response to international terrorist incidents that take place outside of U.S. territory. Engages in bilateral, multilateral, and public diplomacy to deter terrorism through a policy of making no concessions to terrorists, prosecuting or extraditing international terrorists, opposing state-sponsored terrorism, and curbing terrorist resources.</p> <p>Provides the lead in conducting interagency bilateral counterterrorism consultation with about 20 foreign governments and participates in multilateral negotiations and meetings.</p> <p>Identifies and develops justification for the U.S. government's biennial designation of foreign terrorist organizations.</p> <p>Chairs the Interagency Working Group on Counterterrorism and the State Department's terrorism task forces to coordinate responses to major international terrorist incidents.</p> <p>Coordinates U.S. counterterrorism research and development, including consultations and cooperation with selected countries.</p>
Each U.S. ambassador	Responsible for the full array of counterterrorism activities at each mission	See below for descriptions of counterterrorism activities at U.S. missions.

**Appendix II  
Department of State Programs and Activities  
to Combat Terrorism Abroad**

(Continued From Previous Page)

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
<b>Agency plans or strategies to combat terrorism</b>		
Office of the Secretary	State Department's Annual Performance Plan	The State Department's <i>2002 Annual Performance Plan</i> highlights its counterterrorism objective to "reduce international terrorist incidents, especially against the United States." Key goals are to (1) reduce the number of attacks, (2) bring terrorists to justice, (3) reduce or eliminate state-sponsored terrorist acts, (4) delegitimize the use of terror as a political tool, (5) enhance the international response, and (6) strengthen international cooperation and operational capabilities to counter terrorism.
U.S. embassies (ambassador)	Mission Performance Plan	Lists each embassy's priorities and includes implementation and budgeting plans. If counterterrorism activities are an embassy priority, the plan should include specific goals and actions to counter the threat.
<b>PREVENT TERRORISM ABROAD</b>		
<b>Military security assistance</b>		
Bureau of Political-Military Affairs (PM)	Regional security and arms controls to enhance regional stability	Supports the war on terrorism and Operation Enduring Freedom with security assistance programs such as (1) foreign military financing, (2) foreign military sales, (3) International Military Education and Training, and (4) peacekeeping operations.  For Operation Enduring Freedom, PM stated that arms transfers and security assistance policies have enhanced cooperation with the states of the region and influenced operations in Afghanistan. For example, arms transfers helped enhance security cooperation with such key U.S. strategic partners as Egypt, Saudi Arabia, Bahrain, and the United Arab Emirates.
<b>Embassy security</b>		
Bureau of Diplomatic Security (DS)	Responsible for providing a secure environment for the conduct of American diplomacy worldwide	Manages a broad range of programs to create and maintain the highest appropriate levels of security possible for more than 50,000 U.S. government personnel, staff, and dependents who work and live at 260 embassies, consulates, and other missions overseas. DS can dispatch DS teams to threatened overseas missions. DS activities include protection of the Secretary of State and other high-level U.S. government officials on official government business abroad. At each U.S. mission, the Regional Security Officer (RSO) is responsible for implementing DS security measures and coordinating protection with host government authorities.
DS	Review of standards and risk management	Develops, evaluates, and applies security standards for a broad range of categories. These include (1) physical protection for office and residential buildings, (2) access to communication equipment, (3) intrusion detection devices, (4) secure conference rooms, and (5) armored vehicles.  These standards are intended to allow DS to identify and address threats posed by terrorism, political violence, human intelligence, and technical intelligence penetration of facilities. DS uses these elements to target resource allocations to identified threats at each mission or location. DS is required to provide to the Congress each year a ranking of the U.S. missions abroad most vulnerable to terrorist attack. These standards also help target additional security funding to the highest threat missions, as in the case of Emergency Security Supplemental and Worldwide Security Upgrade funds to meet the most pressing security needs.

**Appendix II  
Department of State Programs and Activities  
to Combat Terrorism Abroad**

*(Continued From Previous Page)*

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
Bureau of Overseas Buildings Operations (OBO)	Embassy construction program	Replaces State Department's less secure facilities on an accelerated basis with new, secure embassies and consulates.  State has a 5-year Long-Range Overseas Buildings Plan, which includes both new construction and the major renovation and rehabilitation of existing facilities.
DS	Embassy construction program	Participates with OBO in developing embassy security measures.  Develops, with other elements in State, threat assessments that it uses to prioritize which U.S. missions are most in need of new, safer embassy buildings.
DS,OBO	Worldwide Security Upgrade Program	Provides a physically secure environment for all U.S. government personnel under the jurisdiction of the Chief of Mission. DS, through the physical security program, strengthens building exteriors, lobby entrances, and the walls and fences around embassies and consulates. Inside an embassy or consulate, closed-circuit television monitors, explosive-detection devices, walk-through metal detectors, and hard-line walls and security doors provide protection. DS and OBO have joint responsibility for this program.
DS	Residential security	Provides for security upgrades to the residences of U.S. employees assigned to overseas diplomatic and consular missions. Prior to occupancy, all newly acquired residential facilities are equipped with appropriate security features, such as locks, alarms, shatter-resistant window film, and reinforced doors, based on the level of the threats to be addressed.
DS	Overseas Protection of Information	Implements a comprehensive set of information protection programs. These programs are intended to protect national security information discussed at meetings in secure conference rooms or on secure telephones, processed and stored on computers, and preserved and communicated on paper documents. This program includes (1) personnel investigations for security clearances, (2) courier protection for diplomatic pouches, (3) construction security and access control equipment, (4) U.S. Marine security guards controlling access to embassies at 130 U.S. missions overseas, (5) locks for containers holding classified material, (6) secure conference rooms, (7) detection and containment of emanations from processing equipment, (8) counterintelligence investigations and briefings, and (9) computer security.
DS	Surveillance Detection Program	Utilizes plainclothes security agents to provide surveillance detection measures around U.S. embassies, consulates, and residences of embassy employees. The program is used to identify suspicious activity, such as terrorists' "casing" of embassy facilities or personnel, and includes capabilities intended to resolve all suspicious activity.
DS	Local Guard Services	Augments host government resources for protecting overseas diplomatic and consular office facilities and residences of U.S. government employees and dependents of all agencies under the Chief of Mission.
DS	Overseas Protective Vehicles	Provides light and heavy armor vehicles to protect embassy personnel. One hundred percent of the Chief of Mission vehicles have been ordered and are in the armoring phase, with 94 percent delivered to missions.

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

(Continued From Previous Page)

State Department office or bureau	Program or activity	Description of program or activity
DS	Security Liaison Officers	Provides Security Officers to the Department of Defense's Unified Command, located at U.S. Central Command, Tampa, Florida; U.S. European Command, Stuttgart-Vaihingen, Germany; and U.S. Pacific Command, Honolulu, Hawaii. These officers coordinate with the Commands on theater threat assessments, contingency planning, and implementation of Department of State and Department of Defense agreements on overseas security support.
<b>Warnings to and information-sharing with Americans abroad</b>		
Bureau of Consular Affairs (CA)	Travel warnings, public announcements, and Consular Information Sheets	Ensures that important threat warnings and security information reach U.S. citizens and assets abroad in a timely and effective manner.  In 2001, CA issued 64 travel warnings, 134 public announcements, and 189 Consular Information Sheets. CA's Internet Web site received 117.9 million inquiries, 30.7 million more than in fiscal year 2000. According to CA data, 90 percent of the users found the information helpful. CA also held 69 briefings for stakeholder groups, including international student program participants, travel agents, and others.
CA	Warden system for notifying registered Americans of threats	Notifies Americans who have registered with the U.S. embassy of potential terrorist threats. Warden networks consist of telephone-calling trees, e-mails, fax systems, and other systems as appropriate. The warden system covers both U.S. embassy personnel and other registered Americans. The system usually works by alerting major employers or compounds with high concentrations of Americans. It is used for a variety of communications purposes, from passing out voter information to notifying wardens and their wards of U.S. embassy evacuations.
DS	Overseas Security Advisory Council (OSAC)	Provides security support to U.S. businesses and private-sector organizations worldwide through OSAC. A joint effort between State and the private sector, OSAC fosters the exchange of security and threat information and implementation of security programs and provides a forum to address security concerns. RSOs coordinate with OSAC headquarters to set up, develop, and maintain OSACs in country. In approximately 47 countries, active OSACs coordinate with U.S. embassies.
<b>Law enforcement training (with foreign governments)</b>		
DS	Antiterrorism Assistance (ATA)	Provides training to approved foreign national participants in five areas: law enforcement, protection of national leadership, control of borders, protection of critical infrastructure, and crisis management. ATA has trained 28,000 foreign national participants from 124 countries since its inception.
DS	ATA's proposed Center for Antiterrorism and Security Training	ATA proposes to build the Center for Antiterrorism and Security Training, a consolidated facility for training in various antiterrorism disciplines.
DS	ATA's Mobile Emergency Training Team	Provides quick in-country training to allied nations.
Bureau for International Narcotics and Law Enforcement Affairs (INL)	International Law Enforcement Academy (ILEA)	Provides law enforcement to foreign governments. INL manages the U.S. government's interagency regional ILEAs (Budapest, Hungary; Bangkok, Thailand; Gaborone, Botswana; and Roswell, New Mexico), in conjunction with the Departments of the Treasury and Justice, including the FBI. In fiscal year 2003, INL is scheduled to provide law enforcement training to 12,000 officials, doubling the number trained in fiscal year 2001.

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

*(Continued From Previous Page)*

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
INL	Law enforcement and police science	Provides training and technical assistance to foreign law enforcement personnel to combat crime and advance U.S. interests in international counterterrorism cooperation. Law enforcement and police science training is managed and funded by INL and carried out by the Departments of Justice and the Treasury, among other federal agencies. The International Criminal Investigative Training Assistance Program and the Office of Overseas Prosecutorial Development and Training are examples of these types of programs.
S/CT, INL	Countering terrorist financing	Provides, with Justice and the Treasury, training and assistance to foreign governments to strengthen their financial and regulatory regimes, to reduce terrorist financing.
<b>Border security (including visa processing issues)</b>		
CA	Visas	Processes applications for visas from foreign citizens who wish to visit the United States. CA is to facilitate travel for those eligible to receive visas and to deny visas to those who are ineligible. A visa is an application to enter the United States, but it does not guarantee that a person will be able to enter the United States.
CA	Consular Consolidated Database	Supports the antiterrorist task forces since September 11, 2001. In fiscal year 2002, CA searched more than 900 nonimmigrant visa records at the request of federal law enforcement task forces investigating the terrorist attacks. In addition, Passport Services provided law enforcement with 305 visa-related records. CA used facial recognition software to compare the photographs on the visa applications of the September 11 hijackers in the database against other visa photographs. According to State, the review found no evidence that the hijackers had applied for visas using different names.
Bureau of Intelligence and Research (INR)	TIPOFF program	Manages the TIPOFF program, a database of sensitive intelligence and law enforcement information contributed by the CIA, NSA, and FBI. TIPOFF contains information on some 68,000 suspected terrorists and international organized crime figures. TIPOFF alerts consular officers at U.S. embassies and Immigration and Naturalization Service officers at ports of entry when potential terrorists try to enter the United States.
CA/Visa Services	TIPOFF to impede terrorist entry into the United States	Uses TIPOFF in the visa program to identify and stop potential terrorists trying to enter the United States. In fiscal year 2001, CA indicated that there had been 178 TIPOFF matches for visa applicants; of those, 81 were denied, 14 abandoned their applications, and 4 withdrew their applications. TIPOFF, used by the Immigration and Naturalization Service, yielded 86 matches from the terrorism database at ports of entry in fiscal year 2001. Of these, 38 of the individuals were denied entry, and 1 was arrested.
DS	Investigation of visa and passport fraud	Impedes terrorist entry into the United States. DS investigates more than 3,500 passport and visa fraud cases annually, resulting in more than 500 arrests each year. A number of suspects have been linked to terrorism. DS has 450 special agents in over 160 countries and approximately 700 special agents assigned throughout the United States.
S/CT	Terrorist Interdiction Program (TIP)	Enhances border security by providing participating foreign governments with a computerized database that allows border control officials to identify and detain or track individuals of interest. The TIP is currently installed in 2 foreign countries, with another 60 countries under consideration. TIP is scheduled to be installed in up to 5 new countries per year.

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

(Continued From Previous Page)

<b>State Department</b>		
<b>office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
Office of the Inspector General (OIG)	Investigation of visa and passport fraud	Conducts visa and passport investigations. OIG conducted several joint investigations with the Immigration and Naturalization Service in fiscal year 2001. In one case, OIG found that defendants took in \$21 million by defrauding the visa program.
<b>Public Diplomacy</b>		
Office of International Information Programs (IIP)	Build international support for U.S. foreign policy	Influence international opinion in support of U.S. foreign policy objectives. Since the September 11, 2001, terrorist attacks, IIP has encouraged international support for the war on terrorism. For example, its initiatives have generated over 240 newspaper, 100 radio, and 150 television interviews, and over 300 opinion-editorial articles in newspapers either signed or prepared for ambassadors. Almost 60 U.S. speakers have traveled abroad on IIP-funded programs addressing September 11th-related issues. U.S. embassies have sponsored over 100 panel discussions and over 220 speeches on the issue. In addition, <i>Network of Terrorism</i> , an IIP-produced print and electronic pamphlet, is available in 36 languages, and 1.3 million print copies are in circulation.
<b>DISRUPT AND DESTROY TERRORIST ORGANIZATIONS ABROAD</b>		
<b>Military operations</b>		
PM	State's primary liaison with Department of Defense	Facilitates Defense-State actions concerning military operations.
PM	Supporting U.S. military war on terrorism	Assists in developing and maintaining the global military coalition against terrorism and serves as main point of contact for coalition matters. Assists in negotiating with foreign governments for deployment orders, requests for coalition forces, fly-over rights, and bed-down rights. Between September 11, 2001, and the end of January, 2002, PM processed 120 deployment orders and 72 requests for coalition forces in support of Operation Enduring Freedom in Afghanistan.
PM	Political Advisor to U.S. regional military commands	PM provides personnel to DOD and the principal military commands to improve cooperation between State and the U.S. military. For example, the Political Advisor at the U.S. Central Command provides liaison services between State, the command, and the representatives of the 31 nations located at U.S. Central Command that provide assets for Operation Enduring Freedom.
<b>International relations</b>		
Office of the Secretary	Worldwide diplomatic support for war on terrorism and Operation Enduring Freedom	<p>Military assistance was offered by 136 countries for the war on terrorism.</p> <p>Secured over-flight rights from 89 countries.</p> <p>Secured landing rights for U.S. military aircraft from 76 countries.</p> <p>Secured NATO support to invoke article V of the NATO charter, which states that an attack on one is an attack on all.</p> <p>Developed new U.S. relationships with key countries against terrorism.</p>

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

*(Continued From Previous Page)*

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
U.S. embassies (ambassador)	Bilateral diplomatic support for war on terrorism and Operation Enduring Freedom	Implements the above activities of the Office of the Secretary, in support of the war on terrorism and Operation Enduring Freedom.
Bureau of International Organization Affairs (IO)	Works with international organizations on counterterrorism issues	<p>Develops and implements U.S. counterterrorism policy in the United Nations and other international organizations, serving as State's primary liaison.</p> <p>Helped craft and aided in the adoption of United Nations Security Council Resolution (UNSCR) 1373, obligating all member nations to fight terrorism and report to the Security Council on their counterterrorism efforts.</p> <p>Assisted in the creation of a U.N. Counterterrorism Committee to oversee the implementation of UNSCR 1373. Through bilateral and multilateral efforts, IO encourages all nations to comply with UNSCR 1373 and has offered the services of the U.S. government to other nations to aid in their compliance.</p> <p>Assisted with resolutions extending U.N. sanctions on (1) al Qaeda and the Taliban, (2) Iraq (including gaining passage of new "smart sanctions"), (3) Libya, and (4) certain African regimes, including those whose activities benefit terrorists.</p> <p>Assisted in the lifting of U.N. sanctions on Sudan, which has cooperated with the international community and the United States in its war on terrorism.</p> <p>Aided in the U.N. International Atomic Energy Association's reevaluation of its response to the threat of nuclear terrorism.</p> <p>Assisted in the U.N. International Civil Aviation Organization's passing an antiterrorism resolution.</p> <p>Is working toward U.S. ratification of the final 2 of 12 U.N. terrorism conventions, and is active in encouraging more nations to become party to all the U.N. terrorism conventions.</p>
S/CT, INL, and the Economic Bureau, in coordination with the Department of the Treasury and other agencies	Reduce the flow of money and other material support to terrorists.	Blocks terrorism-related financing. S/CT, with the concurrence of the Justice and Treasury Departments, designates foreign terrorist organizations, individuals, and groups for the purpose of blocking terrorism-related financing. The Economic Bureau is responsible for leading the effort to build international coalition support to also block these assets. According to State, since September 11, 2001, the United States has blocked \$34.3 million in terrorist-related assets.
Office of the Legal Advisor (L)	Negotiates international agreements	Pursues extradition and mutual legal assistance treaties with foreign governments and works with the United Nations and with other nations in drafting multilateral agreements, treaties, and conventions on counterterrorism.
L	Works with Department of Justice on international law enforcement issues	Works closely with the Department of Justice's Office of International Affairs (OIA) on specific cases and on building consensus on broad international counterterrorism and crime issues.

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

(Continued From Previous Page)

State Department office or bureau	Program or activity	Description of program or activity
L	Drafts U.S. counterterrorism-related legislation	L works with S/CT, the Economic Bureau, and the Department of Justice when U.S. legislation is needed to combat terrorism abroad.
<b>Law enforcement</b>		
DS, RSO	Law enforcement cooperation	Cooperates with local intelligence, security, and law enforcement entities to track and capture terrorists in country and to block attempted terrorist attacks on U.S. citizens and U.S. assets abroad.
DS	Investigations of terrorist incidents	Conducts investigations of terrorist incidents involving U.S. diplomatic personnel and other persons under its protection. These investigations are conducted for the purpose of preventing or deterring future incidents. DS supports the FBI in its extra-territorial investigations into the criminal prosecution of the perpetrators.
S/CT	Coordinates State's role in negotiating and conducting renditions	Captures suspected terrorists overseas. In cases where the United States lacks an extradition treaty, the U.S. government can capture suspected terrorists through an overseas arrest called a rendition. S/CT, in conjunction with L, the Department of Justice, and other agencies, would coordinate State's role in negotiating and conducting these arrests. Since 1993, there have been 10 reported renditions.
DS	Rewards for Justice program	Provides payments for information leading to the arrest and prosecution of individuals involved in international terrorism, and for information that thwarts a terrorist attack. Rewards have been offered for terrorists involved in the September 11, 2001, terrorist attacks, the African embassy bombings, and the <i>USS Cole</i> bombing. The program awards payments of up to \$25 million for this information. In fiscal year 2001, State spent \$113,000 for cases concerning terrorist acts, \$1.7 million for cases concerning narcotics traffickers, and \$14,000 for cases concerning war crimes.
<b>Intelligence on terrorist groups and threat assessments</b>		
INR	Intelligence support for Secretary of State and for U.S. missions	Prepares intelligence reports for the Secretary of State, department officials, and ambassadors at U.S. missions. Monitors governmentwide intelligence activities to ensure their compatibility with U.S. counterterrorism foreign policy objectives. Seeks to expand interagency data sharing on known terrorist suspects.
INR	Intelligence assessments and policy guidance	Conducted the first public opinion survey inside Taliban-controlled Afghanistan to determine public reaction to the Taliban government. Results were used in U.S. counterterrorism briefings to State, National Security Council, CIA, DOD, and U.S. Central Command officials.  Conducted "flash surveys" immediately after September 11, 2001, in Syria, Jordan, Lebanon, the United Arab Emirates, Saudi Arabia, Kuwait, and the Palestinian Authority, gauging Arab public reaction to the attacks on the United States and public perceptions of Osama bin Laden for use in policy formulation.
INR	Electronic Read-and-Burn Pilot Project	Provides intelligence products, especially threat information, to Chiefs of Mission who could not previously receive this type of highly classified material.
S/CT	Studies terrorist groups worldwide	Publishes an unclassified report called <i>Patterns of Global Terrorism</i> , as called for under title 22, USC 2656f (a).

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

(Continued From Previous Page)

State Department office or bureau	Program or activity	Description of program or activity
DS	Publishes annual security reports	The annual reports, <i>Significant Incidents of Political Violence against Americans</i> and <i>Terrorist Tactics and Security Practices: Lessons Learned, and Issues in Global Crime</i> , are intended to provide a comprehensive picture of the broad spectrum of political violence and security threats to American citizens and interests abroad.
DS, RSO	Threat and intelligence assessments	Interacts with police and intelligence contacts in other countries. A mission's RSO is often the first to recognize, through investigative work, possible terrorist activities. DS agents frequently are requested to follow up on leads for other law enforcement agencies not represented at the mission.
<b>Intelligence—information sharing (with foreign governments)</b>		
DS, RSO	Information sharing and cooperation with host country governments	Cooperates with foreign governments and their law enforcement and security forces in sharing threat and security information.  Conducts extensive liaison with foreign police and security and intelligence services, which allows RSOs to assist other U.S. government law enforcement agencies. Such activities include criminal record checks, tracing fugitives, interviewing informants and suspects, and processing extradition requests.
<b>RESPOND TO TERRORIST INCIDENTS ABROAD</b>		
<b>Crisis and consequence management<sup>a</sup>—domestic and abroad</b>		
S/CT	Headquarters leadership of the U.S. government response to a terrorist incident overseas	Serves as the lead for crisis and consequence management in directing the U.S. government response to a terrorist incident overseas. The S/CT coordinator would lead a task force, working through the State Department Operations Center (discussed below).
State Department Operations Center (S/SO)	Headquarters task force for coordinating the U.S. government response to a terrorist incident overseas	State's Operations Center maintains a 24-hour global watch and crisis management support staff. The watch is the initial point of contact for posts experiencing emergency crises, including terrorist attacks. In a crisis, the Operations Center would establish a 24-hour task force to coordinate the flow of communications and instructions between State, other involved agencies, overseas posts, and foreign governments. This task force would be led by the S/CT Coordinator and, in addition to relevant State Department bureaus, may include other U.S. government agencies with action responsibilities.
U.S. embassies (ambassador)	Serves as the U.S. government on-scene coordinator for terrorist incidents overseas	In a given country, the ambassador would act as the on-scene coordinator in a terrorist incident. The ambassador would lead the Emergency Action Committee to manage the response. The ambassador could request a Foreign Emergency Support Team (discussed below) for assistance and to help coordinate the U.S. government's interagency response.
S/CT	Foreign Emergency Support Team (FEST) to provide on-scene support	In coordination with the NSC, S/CT would lead an interagency FEST to assist the ambassador and host government to manage a terrorist incident. The FEST is advisory and will not enter the host country unless requested by the ambassador, with the host country's permission. The FEST provides the ambassador a single point of contact to coordinate all U.S. government on-scene support during a terrorist incident. Each FEST is tailored to the specific incident and can provide guidance on terrorist policy and incident management, dedicated secure communications, and special expertise.

**Appendix II  
Department of State Programs and Activities  
to Combat Terrorism Abroad**

*(Continued From Previous Page)*

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
DS	Special DS teams to assist and investigate crisis situations	Deploys its Mobile Support Teams and Security Support Teams to respond to increased threats or critical security needs at U.S. missions in crisis, including providing special training or draw down/evacuation assistance. These teams provide supplemental support to RSOs and stand ready for immediate deployment to any U.S. mission where conditions require the reestablishment of a secure environment.
PM	Consequence management; Consequence Management Support Team	<p>Serves as the lead for consequence management in directing the U.S. government response to a terrorist incident outside of U.S. territory. The U.S. government provides assistance overseas when a U.S. ambassador has determined that the host government is unable to cope with a problem, when the host government seeks U.S. assistance, and when it is in the U.S. interest to provide such assistance.</p> <p>Provides a standing Consequence Management Support Team designed to help manage the consequence of a weapons of mass destruction emergency overseas. The multi-agency team is tailored to manage the specific emergency situation or conditions of the host nation. The team coordinates and facilitates the flow of critical requirements and information necessary to respond, advise, and assist foreign government and U.S. decision makers. The team would deploy as an integral part of the FEST operations and would take the lead for the consequence management response.</p>
OBO	Emergency Response Team	Helps secure embassy grounds and restore communications following a crisis.
CA	Medical care	Assists American victims with medical care. Also, assists in the process of identifying victim remains, notifying the next of kin, and shipping home the remains.
CA	Liaison with U.S. citizens under duress	Provides assistance for Americans stranded overseas by the closure of U.S. air space.
CA	Liaison with foreign nationals in the United States	<p>Provided assistance to New York City officials handling the deaths of foreign nationals in the September 11, 2001, terrorist attack on the World Trade Center.</p> <p>Works with the Department of Justice to address foreign embassy concerns regarding the large number of aliens detained on a variety of charges as part of the war on terrorism.</p>
<b>Planning and exercises at headquarters and abroad</b>		
S/CT	Counterterrorism Security Group, Subgroup on Exercises	Manages the interagency exercise program for combating terrorism overseas, and coordinates these exercises with other departments. The exercise program is designed to strengthen the U.S. government's ability to deal with terrorist attacks.
S/CT	International Counterterrorism Exercise Program and Training	Conducts, in conjunction with DOD, exercises with friendly foreign governments. These exercises are generally tabletop simulations with no actual physical deployment of troops. Coordinates training programs to help other countries develop and coordinate responses to a weapons of mass destruction event.

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

*(Continued From Previous Page)*

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
PM	Contingency planning	Has responsibility for preparing U.S. forces, foreign governments, and international organizations to manage the consequences of a chemical, biological, radiological, or nuclear incident overseas.
PM	Consequence management exercises	Sponsors consequence management exercises, in conjunction with other U.S. government agencies. Exercises can be directed at select department and agency components—for example, regional military commands, the Centers for Disease Control and Prevention, or partner nations.
DS	Emergency Planning Handbook	Serves as a consolidated source of guidance for overseas missions on how to plan for and deal with emergencies abroad. The handbook is used as the principal reference when a mission prepares its Emergency Action Plan.
U.S. embassies	Emergency Action Committee (EAC)	Every foreign service mission is required to have an Emergency Action Committee (EAC). In organizing for emergency action, the Chief of Mission establishes an EAC and designates personnel responsible for specific crisis-related functions. The EAC is responsible for developing and testing the mission's Emergency Action Plan.
U.S. embassies	Emergency Action Plan (EAP)	Every foreign service mission requires an Emergency Action Plan, which is written by members of the EAC and provides mission-specific procedures for responding to terrorist and other crises. The plan translates worldwide guidance for dealing with emergencies into a mission-specific action plan.
Foreign Service Institute	EAC exercises	Trains EAC members in their emergency action plan using various scenarios. Exercises are designed to expose mission officials to issues of decision-making, contingency planning, implementation of plans, and interpretation and coordination of policy.
DCM, RSO	EAC/EAP exercises	Tests its EAP to prepare for management of crises, including terrorist attacks. The EAC at each mission is responsible for periodic drills, including their preparation, execution, and evaluation.
U.S. embassies (ambassador)	Plans and coordinates evacuations and military noncombatant evacuation operations	The Secretary of State is responsible for the protection and evacuation of U.S. citizens. In a crisis such as a terrorist incident, an ambassador can order the evacuation of U.S. government personnel and dependents. The preferred method of evacuation is through normal commercial transportation or commercial charter. However, to assist State in some cases, DOD may execute military Noncombatant Evacuation Operations. Ambassadors can request the assistance of the appropriate unified military command to assist planning such operations. State, and in urgent cases the ambassador, will make the determination as to when such evacuation plans should be implemented.

**Appendix II**  
**Department of State Programs and Activities**  
**to Combat Terrorism Abroad**

*(Continued From Previous Page)*

<b>State Department office or bureau</b>	<b>Program or activity</b>	<b>Description of program or activity</b>
<b>Alternative command centers</b>		
Office of the Secretary	Alternate operations center	Transformed State's Alternate Operations Center from a part-time facility to a full-time alternate site to carry out critical State functions.
OBO	Alternate operations centers	Maintains an alternate operations center for its headquarters operations and maintains facilities or the ability to establish alternate operations centers for its overseas U.S. mission operations.
<b>Post-incident law enforcement investigation</b>		
U.S. embassies (ambassador)	Point of contact during any investigation	Serves as the point of contact for any post-incident law enforcement investigation. The ambassador would serve as the official liaison between the host country government and the U.S. government investigation.

<sup>a</sup>The response to a terrorist incident involves managing the immediate crisis as well as its consequences. "Crisis management" involves efforts to prevent and deter a terrorist attack, protect public health and safety, arrest terrorists, and gather evidence for criminal prosecution. "Consequences management" involves efforts to provide medical treatment and emergency services, evacuate people from dangerous areas, and restore government services.

Source: Departments of State, Defense, Justice, and the Treasury.

# Comments from the Department of State



United States Department of State

Washington, D.C. 20520

AUG 19 2002

Dear Ms. Westin:

We appreciate the opportunity to review your draft report, "COMBATING TERRORISM: Department of State Programs to Combat Terrorism Abroad," GAO-02-1021, GAO Job Code 320138.

The Department's comments are enclosed for incorporation, along with this letter, as an appendix to the GAO final report. We also provided technical comments via e-mail to Ms. Cheryl Goodman.

If you have any questions regarding this response, please contact Michael Kraft, Bureau of Coordinator for Counterterrorism on (202) 647-1845.

Sincerely,

A handwritten signature in black ink, appearing to read "Christopher B. Burnham".

Christopher B. Burnham  
Assistant Secretary for  
Resource Management and  
Chief Financial Officer

Enclosure:

As stated.

cc: GAO/IAT - Ms. Goodman  
State/OIG - Mr. Berman  
State/S/CT - Ms. Kinney

Ms. Susan S. Westin,  
Managing Director,  
International Affairs and Trade,  
U.S. General Accounting Office.

**Department of State Comments on GAO Draft Report**

**COMBATING TERRORISM: Department of State Programs to Combat  
Terrorism Abroad**  
**(GAO-02-1021, GAO Job Code 320138)**

The Department of State appreciates the interest of Congress in learning more about State's contribution to the War on Terrorism. The report provides a good outline of the State Department's numerous activities and roles in the campaign against international terrorism. We appreciate the challenge its authors faced in trying to capture the dynamic movement and intensity of the U.S. government's counterterrorism effort.

Looking at an organizational chart or tasking list does not convey the impact, intensity and pace of the War on Terrorism since 9/11. Numerous policies and programs had been developed before September 11, but the State Department and other agencies have literally doubled their efforts and resources to dismantle and bring to justice al-Qaida and other terrorists since last September.

While the military campaign was visible on the world's TV screens, an important campaign was also launched at the political, diplomatic, and economic levels. The economic aspects have been easier to cover in the report, since they are more conspicuous than other work which involves intelligence gathering and analysis, preparation required to legally seize assets, and efforts to persuade other Islamic countries that their best interests do not lie with extremism, nor with regimes that support it.

The report is a useful guide, one of the best unclassified documents yet prepared. However, it should be read with the understanding that there are many more, often intangible and hard-to-measure actions taking place as part of the State Department's contribution to combating terrorism.

# GAO Contact and Staff Acknowledgments

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## GAO Contact

Cheryl Goodman, (202) 512-6571

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## Acknowledgments

In addition to the contact named above, Edward George, Addison Ricks, Steve Caldwell, Mark Pross, James Lawson, Lori Kmetz, Yolanda Elserwy, Reid Lowe, and Cheryl Weissman made key contributions to this report.

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