

107701  
107706

U.S. Department of Justice  
National Institute of Justice

107701-  
107706

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by  
FBI Law Enforcement Bulletin

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

# Contents

October 1987, Volume 56, Number 11

**FILM WITH EACH ARTICLE**

107701

**1 Terrorism Today**

By Oliver B. Revell

107702

**5 Domestic Terrorism in the 1980's**

By John W. Harris, Jr.

107703

**14 The FBI and Terrorism**

By Steven L. Pomerantz

107704

**18 Irish Terrorism Investigations**

By J.L. Stone, Jr.

107705

**24 Narco-Terrorism**

By Daniel Boyce

107706

**28 FBI's Expanding Role in International  
Terrorism Investigations**

By D.F. Martell

# FBI

## Law Enforcement Bulletin



United States Department of Justice  
Federal Bureau of Investigation  
Washington, DC 20535

John E. Otto, Acting Director

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through June 6, 1986.

Published by the Office of Public Affairs  
Milt Ahlerich, *Acting Assistant Director*

*Editor*—Thomas J. Deakin  
*Assistant Editor*—Kathryn E. Sulewski  
*Art Director*—John E. Ott  
*Production Manager*—Mark A. Zettler  
*Reprints*—Carolyn F. Thompson

**The Cover:**

This issue of the Bulletin is a special report on terrorism. Cover design by John E. Ott.

The FBI Law Enforcement Bulletin (ISSN-0014-5688) is published monthly by the Federal Bureau of Investigation, 10th and Pennsylvania Ave., N.W., Washington, DC 20535. Second-class postage paid at Washington, DC. Postmaster: Send address changes to Federal Bureau of Investigation, FBI Law Enforcement Bulletin, Washington, DC 20535.

ISSN 0014-5688

USPS 383-310

# The FBI and Terrorism

***"Terrorism is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives."***

By

STEVEN L. POMERANTZ

*Chief, Terrorism Section  
Federal Bureau of Investigation  
Washington, DC*

The American criminal justice system, like the American political system as a whole, is organized according to the principle of Federalism. In the United States, law enforcement authority is divided between the Federal and State governments. States, in turn, have delegated considerable authority to local governments. In order to ensure the American tradition of local self-reliance, jurisdictional boundaries between Federal, State, and local law enforcement agencies are defined by various statutes. In the event of concurrent or joint jurisdiction, cooperation between Federal and local agencies is established. This spirit of cooperation between all U.S. law enforcement agencies has proven to be a most effective weapon against crime.

At the Federal level of government, the FBI serves as the investigative arm of the U.S. Department of Justice. Presently, the FBI derives jurisdiction from more than 200 Federal statutes, collects evidence in cases in which the U.S. Government has an interest, and performs other duties as imposed by law or Presidential directive.

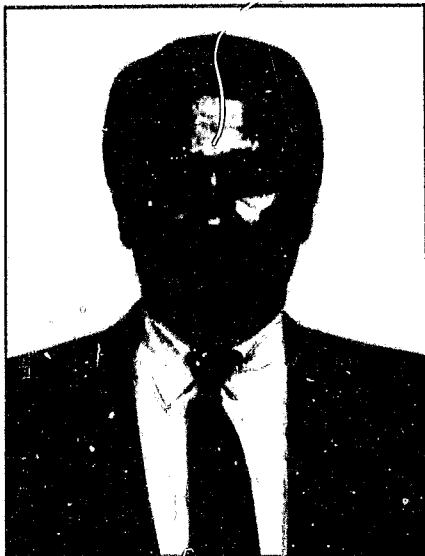
Information developed through FBI investigations is presented to the appropriate U.S. attorney or Department of Justice official who determines if prosecution or other action is warranted. In cases of concurrent jurisdiction where Federal prosecution is declined in favor of trial in State courts, the FBI makes available to the proper local authorities all evidence it possesses.

The FBI has assigned national pri-

ority to the major areas which affect U.S. society on a nationwide scale: Organized crime (including drug trafficking), foreign counterintelligence, white-collar crime, and terrorism. The FBI's Terrorism Program was elevated to a national priority status in October 1982, to ensure that sufficient resources are dedicated to countering the threat of terrorist violence. This move reflects the seriousness with which the American people view the problem of terrorism.

## Definitions

The FBI uses the following definitions in the administration and operation of the Terrorism Program. *Terrorism* is the unlawful use of force or violence against persons or property to



Special Agent Pomerantz

intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

The FBI describes terrorism as either domestic or international, depending on the origin, base, or activities of the terrorist organization. *Domestic Terrorism* involves groups or individuals who are based and operate entirely within the United States and are directed at elements of our Government or population. *International Terrorism* is described as terrorist activity committed by groups or individuals who are foreign-based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries. A *Terrorist Incident* is a violent act or an act dangerous to human life in violation of the criminal laws of the United States or any State to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

#### Jurisdiction

The U.S. Government's response to terrorism is divided along domestic and international lines of authority. The U.S. Department of State is the lead agency for handling terrorist incidents affecting U.S. citizens which occur outside the United States. Within the United States, responsibility for managing the Federal response to acts of terrorism rests with the Attorney General. As the chief law enforcement officer of the Federal Government, the Attorney General coordinates all Federal law enforcement activity. He has designated the FBI as the lead agency for the operational response to terrorist incidents. The FBI's authority has been confirmed through National Security directives and Executive orders issued by the President.

#### Recent Legislation

In response to the recently increasing threat posed by terrorists against Americans and their interests abroad, the U.S. Congress has passed legislation defining certain criminal acts committed overseas as violations of Federal law. This legislation, which is included in the Comprehensive Crime Control Act of 1984 and the Omnibus Diplomatic Security and Antiterrorism Act of 1986, assists the U.S. Government's counterterrorist efforts by establishing Federal jurisdiction over crimes involving U.S. nationals which take place outside the United States. These acts are based on international law and will be invoked for serious crimes against U.S. persons or interests occurring abroad. Congress has also implemented the International Convention Against the Taking of Hostages. The convention requires that hostage taking be made a Federal offense. With certain limitations, the FBI will now have jurisdiction over hostage-taking situations both within the United States and in other nations when the United States is an involved party. With host country concurrence, the FBI may collect evidence in these international incidents for eventual prosecution in a U.S. court.

#### The Attorney General's Guidelines

FBI terrorism investigations are premised upon the fundamental duty of Government to protect the public against terrorism and criminal violence intended to destroy our constitutional system. While it is the responsibility of the Attorney General to ensure that every effort is made to protect U.S. citizens and property, it is also his responsibility to protect the rights of all individuals in the United States. To accomplish this, the Attorney General issues investigative guidelines. These guidelines, which are subject to continual review and revision, establish a

---

***"To provide the President and the Attorney General with a civilian law enforcement alternative to the use of military force, the FBI has developed the Hostage Rescue Team...."***

---

consistent policy concerning when an investigation may be initiated and what techniques may be employed while conducting the investigation. In recognition of differences between various groups, separate guidelines have been developed for investigation of domestic and international terrorist organizations.

International terrorists who may be operating in the United States are considered hostile foreign elements. Therefore, investigation of their activities is conducted under the Attorney General's Foreign Counterintelligence Guidelines (FCIG). The investigative activities authorized by the FCIG are combined with the special techniques allowed under the Foreign Intelligence Surveillance Act (FISA) to develop information on the identities, plans, and capabilities of international terrorists.

Investigations of domestic terrorist groups are conducted under the Attorney General's Guidelines for General Crimes, Racketeering Enterprises, and Domestic Security/Terrorism Investigations. Electronic surveillances in domestic cases are conducted pursuant to the provisions of Title III of the Omnibus Crime Control and Safe Streets Act of 1968. Under these guidelines, domestic terrorist groups are treated as criminal enterprises. Investigations are initiated when the facts indicate that two or more persons are engaged in an enterprise for the purpose of furthering political or social goals through activities that involve force or violence.

The Attorney General's guidelines permit the Government to actively combat terrorism while at the same time avoiding the repressive measures that the terrorists seek to provoke in their efforts to influence the Government.

As the lead Federal agency responsible for countering terrorism in the

United States, the FBI has the dual mission of both preventing and reacting to terrorist violence. The FBI's efforts to prevent terrorism involve collecting information, through legal methods, on terrorist groups which pose a threat to the United States. Once sufficient evidence of violations of the law is collected, the terrorists are arrested and prosecuted. Should a terrorist incident occur, the FBI responds by initiating an investigation of the crime using traditional law enforcement methods. In addition, the FBI can respond to, contain, and terminate terrorist attacks in progress by using its Special Weapons and Tactics (SWAT) teams, or when warranted, the Hostage Rescue Team (HRT) (see below).

The focus of FBI investigations of terrorist organizations is on the unlawful activity of the group, not the ideological motivations of the groups' members. Investigation concentrates on the entire criminal enterprise to obtain information on the structure of the organization, finances, geographical dimensions, membership, and past and future activities and goals. The purpose of the investigation is to gather evidence sufficient to sustain prosecution by the United States for criminal violations of Federal laws.

The FBI collects information on terrorist groups by using both standard and technical investigative techniques. Standard techniques include examination of existing records and forensic evidence, the acquisition of new data through interviews of witnesses and individuals otherwise involved, the use of undercover Agents and informants, and physical surveillances.

In cases where standard investigative techniques are insufficient, the FBI uses technical methods, such as court-authorized electronic surveillances, to gather information. The circumstances under which technical methods may be

employed are described in the Attorney General's guidelines and are regulated through executive, legislative, and judicial oversight. All investigations are monitored for compliance with the Attorney General's guidelines by the Terrorism Section of the Criminal Investigative Division located at FBI Headquarters in Washington, DC.

The Terrorism Section of the Criminal Investigative Division at FBI Headquarters provides management of all terrorism investigations being conducted by Special Agents in the field, as well as overall program direction and management of crisis situations.

#### **Program Direction And Crisis Management**

Program management involves the routine direction and control of ongoing counterterrorism investigations. While each Special Agent in Charge (SAC) is responsible for overseeing investigations in the area covered by his own field division, overall program policy and investigative procedures are set and monitored by program managers at FBI Headquarters. Since most domestic terrorist groups operate in broad geographic areas crossing field office boundaries, it is necessary that managers at FBI Headquarters coordinate investigative activity. Other program management responsibilities include evaluation, training, staffing, and funding.

Management in crisis situations is carried out both at field and Headquarters levels. Since 1972, each FBI field office has had a contingency plan to be put into effect should a terrorist incident occur. These plans require the immediate notification of FBI Headquarters, so that necessary coordination and control can be obtained through activation of the Emergency Operations Center (EOC). The EOC is staffed by FBI

---

Headquarters Terrorism Program managers and is in direct contact with all law enforcement and intelligence elements considered necessary to resolve a particular crisis.

### **Special Events Management**

A special event is defined by the FBI as any major event occurring within the United States of such national or international importance which makes it an attractive terrorist target. Some recent special events, for which the FBI has assumed the primary responsibility for security and contingency planning, have included the 1984 Olympic Games held in Los Angeles, CA., the 1984 Democratic and Republican National Conventions, the 1984 New Orleans World's Fair, the 1985 Presidential Inauguration, and the 1986 Statue of Liberty rededication.

Within the Terrorism Section, responsibility for Special Events Management rests with the Counterterrorism Planning and Special Investigations Unit. The function of this unit is to coordinate all security and contingency planning activities associated with the particular needs created by the special event. The unit also provides continuous coordination between FBIHQ and the field office responsible for covering the event.

### **Terrorist Research And Analytical Center**

The Terrorist Research and Analytical Center (TRAC), within the Terrorism Section, supports FBI investigations by providing analysis of terrorist groups or events of interest to the FBI. The TRAC aids investigations through research and computer analysis in an effort to detect associations between groups and individuals, corroborate information received from sources, establish patterns of activity, identify

group leadership, and trace financial and support networks.

The TRAC also enhances the FBI's preventive efforts by determining trends in terrorist violence and by providing threat assessments, which allow the FBI to concentrate its resources on the most volatile individuals or groups before they act.

### **Training**

The FBI Training Division conducts specialized training in the theory and politics of terrorism at the FBI National Academy and in field schools throughout the country. This course explores the origins of terrorism and traces its development from early stages to a modern mode of conflict. Both international and domestic aspects of political upheaval are analyzed with emphasis placed on the social, economic, psychological, and political aspects and the impact of terrorism on world order. Regional, national, and global perspectives are examined in this course of instruction.

### **The Hostage Rescue Team**

The reactive portion of the terrorism program includes the FBI's response to high-risk terrorist takeovers and hostage and nonhostage barricade situations. To resolve these situations, special abilities, equipment, and techniques beyond those of local authorities or FBI SWAT teams are sometimes required. To provide the President and the Attorney General with a civilian law enforcement alternative to the use of military force, the FBI has developed the Hostage Rescue Team (HRT). The HRT exceeds the capabilities of a normal SWAT team in the areas of communication, command control, and the use of sophisticated electronics equipment. HRT personnel have expertise in handling several types of weapons and

in using explosive devices for breaching and diversionary tactics.

The FBI's HRT is an important element of the Federal Government's Crisis Management Program. It provides the means for a measured response to high-risk domestic situations. The HRT has been deployed in certain instances, such as the Los Angeles Olympic Games in 1984, and more recently in several major investigations, and its presence alone at the site has promoted the peaceful surrender of armed subjects on occasion. The HRT demonstrates the willingness and capacity of our political system to deal with terrorism promptly and in a lawful manner.

### **Cooperation**

Combating terrorism is the responsibility of all law enforcement agencies. In the United States, the FBI has joined with other law enforcement organizations to form joint task forces of the U.S. law enforcement community to focus on particular terrorist incidents or groups. Internationally, the FBI has Legal Attaches in countries throughout Europe, Latin America, Australia, and the Far East in order to facilitate the exchange of law enforcement-related information. In the international arena, cooperation through joint investigative efforts and regular exchange of information enables all law enforcement agencies and governments to more effectively combat terrorism.

Each nation must possess the willingness and capability to combat terrorist violence in order to ensure the safety of its own citizens and those of other nations. Today's terrorists pose a threat to all governments, but through cooperative efforts of law enforcement agencies, this threat can be dealt with successfully.

**FBI**