

The Police Foundation

POLICE FOUNDATION LECTURE

1990

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U.S. Department of Justice

Federal Bureau of Investigation

Office of the Director

Washington, D.C. 20535

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FEDERAL BUREAU OF INVESTIGATION

AT THE

POLICE FOUNDATION

LONDON, ENGLAND

JULY 18, 1990

Introduction

Good evening, ladies and gentlemen. It's an honor for me to be here with you and to receive your invitation. I'd like to publicly thank my gracious hosts, from the Police Foundation, for their hospitality. It is a delight to visit the city of London and spend even a brief time here.

Last October I met with Lord Harris at FBI Headquarters in Washington to discuss what might be of interest to the Police Foundation. I wanted to know what was happening here in the United Kingdom in terms of crime--what the trends were, what crimes were increasing, what crimes were decreasing--that type of thing.

I learned that the crimes being fought by law enforcement authorities in Great Britain are much the same as those crimes facing American law enforcement authorities--illegal drug trafficking, the related problems of increased violent crime, money laundering, and other types of financial fraud, and terrorism. As a matter of fact, these crimes are common to other countries as well, not just the United Kingdom and the United States. And not infrequently, these crimes transcend the national boundaries of a single country and involve other nations, far-flung around the globe.

Increase in International Crimes

Recent years have seen a dramatic increase in the crimes of terrorism, drug trafficking, and financial fraud--

crimes that many times are international in nature. We need only to look in our own backyards to see the evidence. There has been a fresh wave of IRA attacks against British soldiers and military installations as well as what could be a possible shift back to political targets. And, in the United States, more than half of the FBI's drug cases involve internationally-rooted drug trafficking organizations.

All of us in law enforcement have a tremendous interest in why these international crimes are increasing. It is just possible that this is happening because our world is becoming a global community. The evidence is found in the unfolding situation in the world right now--a proliferation of conferences among nations, summits of all kinds, all with the purpose of lessening the tensions among the superpowers, by finding common ground for agreement. Nothing symbolizes this better than the fall of the Berlin Wall, the linchpin of the Iron Curtain. This lessening of tensions has resulted in greater freedom of travel between countries, not only for business people and tourists, but, obviously, also for criminals.

And something that will directly affect Great Britain is the coming of 1992 and the dropping of internal European national borders, with all of the inherent protections those borders afforded each nation. This proposed establishment of a unified internal European market may unfortunately offer further incentives to the international criminal.

Closer relationships among countries is laudable, but law enforcement must contend with high-speed methods of transportation which allow criminals to physically travel anywhere in the world in incredibly short periods of time. We must somehow learn to contend with new computer technologies that allow criminals in one country to steal data or launder millions of dollars from another country and transfer the funds to third countries on the push of a computer key.

This mushrooming international crime has mandated closer ties among the governments of the world. It has also necessitated closer ties among law enforcement agencies around the world if there is to be effective law enforcement. Many of these necessary ties exist now, but they must be strengthened through greater use during the 1990s and into the 21st century if we are to maintain our effectiveness against the threats posed by international criminals.

This evening, I'd like to discuss some of these issues with you. First, the international crime problems of terrorism and drug trafficking and how the FBI deals with them; second, the FBI's relationships with law enforcement agencies around the world; and lastly, the FBI's unique role in American law enforcement.

Focus on Terrorism

Terrorism--an abominable crime, so atrocious and repugnant, in no small part, because of the inescapable potential for massive loss of life; most of its victims completely

innocent; nearly every country in the world having experienced it in some way.

During 1989, the citizens or property of 74 countries, including the United States and the United Kingdom, were attacked by terrorists; the 528 attacks took place in 60 countries in every region of the world, including Western Europe and North America; and 390 people, among them U.S. and U.K. citizens, were killed in these attacks.

During the past year, the number of terrorist incidents worldwide have declined. In 1989, there were 528 terrorist attacks, compared to the 856 in 1988 and 832 in 1987. What elements coalesced to bring about the decrease? One of the major reasons for the decrease must be rooted in the improved counterterrorism capabilities of law enforcement agencies, as well as closer police coordination on an international level. Time and again during 1989, law enforcement got there before the bombs went off. And, when the bombs did go off, law enforcement had better systems in place to bring the guilty to justice.

Notwithstanding this decline, we must not forget that 390 people were killed by terrorists last year, and only 30 percent of these people were in the military, in government, in business, or in the diplomatic corps. The remaining 70 percent were tourists, students, teachers -- in short, people who did not even remotely have anything to do with the so-called "political" goals of terrorists. We cannot afford to become complacent about

the decrease in terrorist incidents because innocent civilians continue to be at risk.

The number of overseas terrorist attacks suffered by United States citizens declined from 193 in 1988 to 165 in 1989, though the percentage of U.S. citizens as victims remained the same at 32%. However, over the past few years, there has been a dramatic overall increase -- for instance, there were only 131 incidents involving U.S. interests overseas in 1984. In that regard, we can certainly identify with our British friends who continue to be targets of terrorist attacks both home and abroad.

FBI's Role in Counterterrorism

In 1982 the FBI became the lead agency responsible for countering terrorism in the United States, having been given that status by the president. Shortly thereafter, terrorism became an FBI national priority investigative program, joining organized crime, white-collar crime, and foreign counterintelligence--a group that was to later include drug trafficking and violent crime. Priority programs receive priority in resource allocation and in investigative status.

Since 1982 terrorist acts in the United States have declined dramatically, from 51 in 1982 to a total of 4 in 1989. In the United States, the FBI investigates both domestic and international terrorist groups. We differentiate between the two--domestic terrorist groups operate entirely within the United States and normally receive no foreign support or

direction, while international terrorists are foreign-based and receive some degree of foreign direction or support.

The FBI's counterterrorism strategy in the United States consists of two elements--prevention and reaction. Our main objective is to prevent terrorist attacks, necessarily involving the collection and analysis of intelligence information. If an attack does take place, the FBI then reacts to the incident by conducting a full-fledged investigation.

Overseas terrorist attacks involving Americans are of great concern to us at home in the U.S. The increase in terrorist attacks overseas aimed at Americans and American interests prompted our Congress in the 1980s to pass two laws giving the FBI limited jurisdiction to become involved in investigating these cases.

In 1984, the Comprehensive Crime Control Act gave the FBI the authority to conduct investigations overseas when Americans are taken hostage by terrorists. Two years later, in 1986, the Omnibus Diplomatic Security and Antiterrorism Act broadened our extraterritorial jurisdiction to crimes, including murder and conspiracy to commit murder or physical violence during a terrorist incident.

When an overseas attack against Americans does occur, the FBI does not immediately enter the investigation. We become involved only after receiving the approval of the country where the attack took place and then pursue the investigation in close coordination with the United States Department of State. The

FBI's involvement can take many forms, from offering forensic support and other laboratory assistance to reviewing relevant records and bringing in the FBI Identification Division's Disaster Squad. Many of you may be aware that the members of the Disaster Squad were brought to the scene of the tragic Pan Am 103 attack where they assisted in the identification of the 253 victims, 109 were identified through inked and latent fingerprints.

Concerning the Pan Am 103 investigation, the level of international cooperation among investigating agencies from Scotland, England, West Germany, Sweden, Switzerland, Malta, the United States, and elsewhere is unprecedented. By working closely with each other, by sharing information, by traveling back and forth across the Atlantic, we have gained valuable intelligence into terrorist organizational structure and methods, and I continue to be strongly optimistic that this horrendous crime will be solved and those responsible brought to justice.

In order to facilitate international investigations like that of Pan Am 103, the FBI has stationed 17 Legal Attaches around the world who facilitate the exchange of information on terrorists with foreign police and intelligence agencies. I've been told that the various constabularies here in England, in Wales, in Scotland, and in Northern Ireland have close and productive working relationships with our London Legat. Of course I'm very pleased to hear that, because these are the kinds of relationships that are absolutely essential to effectively

combatting not only terrorism, but other international crimes as well, crimes like drug trafficking.

FBI Role in Countering Drug Trafficking

Let me turn to the issue of drug trafficking for a few minutes. The problem of illegal drugs, especially crack cocaine, has reached epidemic proportions in the United States, and from what I understand, it is rapidly becoming a problem in the United Kingdom and across Europe. All of you in law enforcement are struggling with the problem, just as we in the United States continue to wrestle with the massive problem and potential solutions.

Law enforcement agencies in the United States have had a great deal of success over the past few years in arresting individuals on drug charges and seizing huge amounts of illegal drugs and cash. But, the drugs continue to flow into the country; people are still buying, selling, and using them. Major international trafficking organizations are responsible for most of the illegal drugs coming into our country.

Most of our drug investigations do have an international aspect to them because much of the illegal drug supply in the United States originates in other countries. The drugs are smuggled into the United States and distributed by sophisticated drug-trafficking networks. These networks are the FBI's major focus, and since the roots of these networks are

overseas, we maintain close, working relationships with law enforcement agencies from around the world.

The FBI's role in countering the trafficking of illegal drugs is a fairly recent one. In 1982, the FBI received concurrent jurisdiction over federal drug violations in the United States with the Drug Enforcement Administration. From that initial entry, our role in the drug war has been narrowly focused.

By 1986, after determining how the FBI could best fit into the overall war against drugs, we formulated and implemented our National Drug Strategy, which was and is the cornerstone of our drug program. Under this strategy, the Bureau conducts long-term investigations, targeting major drug-trafficking organizations and enterprises utilizing sensitive techniques, such as the use of undercover agents, informants, physical surveillances, and court-authorized electronic surveillances.

In formulating our National Drug Strategy, we drew heavily on the strategy which has been so effective in our battle against organized crime. These investigative and prosecutive successes against La Cosa Nostra in recent years have resulted from the concept of the "enterprise" theory of investigations. In these investigations we focus on the entire criminal organization, or criminal enterprise, its activities and members, rather than concentrating on one individual or investigating one criminal act. The overall objective of our National Drug

Strategy, as with our Organized Crime Strategy, is to dismantle, through prosecution, entire drug-trafficking organizations and seize and forfeit their assets.

Examples of Cooperation on International Investigations

The working relationships in all criminal investigative areas between law enforcement agencies here in the U.K. and the FBI, not only on terrorism and drug-trafficking matters, but on all criminal matters, are excellent. An example: just last month, in June, 1990, two Americans and one Irishman were convicted in Boston, Massachusetts, on charges of plotting to export arms and weapons technology to Ireland, including sophisticated anti-aircraft missiles for use against British helicopters. These convictions were the result of a year-long FBI investigation that involved the close coordination of various FBI field offices in the United States, FBI Headquarters in Washington, D.C., our Legat in London, and British and Irish police authorities.

However, it is never just a one-way street. Fortunately, we have been able to assist you when your investigations lead to the United States. For example, last year in 1989, Special Agents from our Portland, Oregon, FBI Office assisted the Grampian Police by locating and arresting the subject of one of their investigations. A senior accounts assistant of a company in Scotland was suspected of attempting a 23.5-million-Pound fraud by wire transfer. The scheme was uncovered before any money was actually transferred, but the

woman fled Scotland. She eventually made her way to the United States using false identification but was discovered and arrested. The arresting Agent from the Portland FBI Office testified at the woman's trial in Aberdeen, Scotland, and she eventually entered a guilty plea.

We continue to work well together operationally and in other areas as well--training, for instance. Training makes it possible to standardize law enforcement's response to certain crimes, and it creates and fosters a spirit of cooperation. I wholeheartedly support efforts at cross training on an international level. The FBI offers training to American police officers through its National Academy (NA) program at the FBI Academy in Quantico, Virginia, but, the NA program is also open to police officials from around the world, including the United Kingdom. As a matter of fact, 56 police officers from the U.K. have successfully completed our National Academy course--some of those officers might well be here today.

Many National Academy graduates continue their involvement with the NA through membership in the European Chapter of the NA Associates and by attending NA retraining sessions held each year. One of your Chief Constables is the European Chapter president, and the next retraining session is scheduled to take place this September in Rome.

The FBI has no monopoly on police training on an international level. Ten FBI Agents have been privileged to

complete the Senior Command Course at the Police College in Brahmshill.

In addition to working together on international investigations and cross-training efforts, the FBI strongly supports and actively participates in several international working groups to exchange information and develop joint strategies for combatting international crime problems.

For several years now, we have been an observer nation with the TREVI group of the European Economic Community. The acronym TREVI stands for Terrorism, Radicalism, Extremism, Violence International. TREVI, as you may know, is an organization made up of ministers of justice and of interior from the European Economic Community countries dedicated to fighting terrorism. The United Kingdom is a member of TREVI.

Another extremely productive area of bilateral cooperation is with the Joint Italian-American Working Group. The original focus of this working group was on drugs and organized crime issues but the focus was eventually expanded to include terrorism. The working group is a forum for law enforcement agencies to improve relations, to create formal avenues for timely exchange of information, and to attack problems and issues relating to the successful resolution of international criminal problems.

Recently, discussions have been had with a representative of the Home Office about ways the FBI and the Home Office can work together to begin solving a problem which has

eluded law enforcement on both sides of the Atlantic for so long. I'm talking about the development of a national Automated Fingerprint Identification System -- what we in America call an "AFIS" system and you call "A.F.R." [Automated Fingerprint Recognition].

Congress has recently given the FBI seed money to begin the process of developing a nationwide AFIS within the United States. It seems that both the United Kingdom and the United States would benefit from that cooperative venture.

There are many other ways--both formal and informal--that the FBI comes in contact with other law enforcement agencies on an international level. I strongly encourage these contacts because they almost invariably lead to a better understanding of each country's crime problems--crime problems that can be unique to a certain country but also crime problems that countries have in common with each other. Ultimately, this international contact leads to solutions to international crimes.

The FBI's Unique Role in Law Enforcement

Around the world I find that law enforcement officials have great interest in how the FBI, a nationwide organization, operates in relation to the far-flung 50 states and numerous towns and cities.

The FBI, a component of the U.S. Department of Justice, is the Department's principal investigative arm. The FBI employs about 23,000 men and women--9,500 of whom are sworn law

enforcement agents--in our 56 field offices across the country and in our 17 Legat offices.

Our basic statutory authority comes from Section 533 of Title 28 of the United States Code, which gives the Attorney General the power to detect and prosecute crimes against the United States and to conduct investigations. FBI Agents get their arrest powers, service of warrants and subpoena authority, and authority to carry weapons from Section 3052 of Title 18 of the United States Code. The Bureau is charged with investigating violations of all federal laws except those specifically assigned by statute to other federal agencies. Right now, we have investigative jurisdiction over more than 250 categories of federal law.

The FBI is not totally independent, though, when it comes to conducting investigations. We are held responsible for our actions; we do have accountability in three main areas.

First, the FBI is accountable to the U.S. Attorney General, who, as the head of the Department of Justice, is a member of the president's cabinet. The FBI conducts criminal investigations of violations of federal law, and the Department of Justice, through the 94 U.S. Attorneys across the country, conducts prosecutions based upon those investigations.

Second, the FBI is accountable to the U.S. Congress. There are six congressional committees that oversee the activities of the Bureau--the Senate Judiciary Committee, the Senate Select Committee on Intelligence, the Senate

Appropriations Committee, the House Judiciary Committee, the House Permanent Select Committee on Intelligence, and the House Appropriations Committee. The Congress enacts the laws and gives us the financial resources to enforce them.

And finally, the FBI is accountable to the American people through oversight by the federal courts where our cases are presented. By law, we are responsible for protecting our society as a whole without trampling on the Constitution and statutory rights of the individual, and the public has the right to demand we carry out our responsibility in a lawful manner.

What about our relationship with state and local police departments? Obviously, the roles are quite different--the FBI is charged with investigating violations of U.S. federal law; state and local police are charged with enforcing the laws of their own communities and states. But, it is more than just jurisdiction.

The FBI concentrates about 85 percent of its resources on the six main priority investigative areas--white-collar crime, organized crime, foreign counterintelligence, terrorism, drug trafficking, and crimes of violence. With the exception of crimes of violence and drug trafficking, local police are seldom involved in these areas, and even when they are involved, they approach them differently than the Bureau. For example, a local police department might normally investigate one drug dealer selling crack on one street corner, while the FBI would target and seek to identify the involvement of the entire drug-

trafficking organization. Crimes like drug trafficking and terrorism are often national or international in scope, and they require a national response. The FBI has the jurisdiction to give such a national response.

The FBI relies very heavily on the strong and continuous assistance and cooperation of state and local police in carrying out our own mission. In response, the Bureau provides state and local law enforcement departments with many law enforcement services, including fingerprint identification, laboratory examinations, and police training. State and local police departments work hand-in-hand with the FBI, not for the FBI. We may have different agendas, but we have the same overall goal--the protection and safety of American citizens. Close cooperative relationships among the various law enforcement organizations in the United States ensure that we reach this goal.

Conclusion

Today's world is in a constant state of change. The changes in Eastern Europe will certainly have a profound effect on law enforcement. The FBI is looking for appropriate ways to cooperate with the law enforcement agencies of former Eastern Bloc countries--countries which are now emerging democracies. The strong fabric of international cooperation among law enforcement organizations contributes, greatly, to international understanding and facilitates good relationships among nations.

To combat international criminals effectively, we must continue to create and maintain that strong fabric.

We must strive to maintain and even improve our working relationships with each other, no matter what side of the Atlantic we're on. By continually working together operationally; by offering cross training in law enforcement procedures and techniques, leading to mutual respect and understanding of each other's laws; and by taking part in multinational forums to discuss common strategies for dealing with international crime, our common law enforcement objectives can be met.

By planning, by training, and by working together on an international level, we have been very successful in bringing international criminals to justice. We must strengthen this course of action to assure greater and continued success in the future.

Thank you for giving me the opportunity to express these ideas here tonight and for inviting me to speak at this prestigious gathering.