

CONCLUSION



A MONUMENTAL BUT ESSENTIAL TASK

Diplomatic security has a long history at the Department of State. Since the first American diplomats, U.S. policymakers have confronted threats to the nation's diplomacy and sought to counter those threats with effective security measures. Ensuring the security of U.S. diplomacy, however, has been a monumental task, and those assigned to it have undertaken that task with limited resources and high expectations. In doing so, the men and women of DS and its predecessors have created a proud tradition of innovation, hard work, and selflessness.

The United States has always had some form of diplomatic security procedures. The persistent evolution of threats, the adoption of new technologies, and the growth of the Department of State have continually redefined and reshaped diplomatic security. U.S. diplomatic security efforts began with codes and diplomatic pouches, and gradually expanded during the nineteenth century to include Despatch Agents, safes, formal procedures outlined in Department manuals, and classification of Department affairs as "confidential." The rise of the United States as a world power and its participation in two world wars hastened the development of diplomatic security, adding Special Agents, foreign dignitary protective details, and passport fraud investigations to its purview. The Cold War prompted the Department of State to appoint Regional Security Officers, Technical Security Engineers, and Marine Security Guards. The rise of terrorism accelerated the evolution of diplomatic security, not only transforming the Office of Security (SY) into the Bureau



Figure 1: As Secretary of State Hillary Rodham Clinton arrives at the Ekho Moskvyy radio station in Russia, in November 2009, she is followed (at left, and at center, extreme rear) by her DS protective security detail. Source: TIME/Callie Shell.



Figure 2: The “Big Board” in the DS Command Center, at the Bureau of Diplomatic Security headquarters near Washington, D.C. A major renovation of the Command Center in 2008 led to the addition of the video wall, creating a state-of-the-art facility. The video wall enables the Command Center to monitor the security status of U.S. posts around the world, as well as information about threats to U.S. missions, the Secretary of State, and U.S. citizens abroad, 24 hours each day. The Command Center prepares briefings for U.S. Government officials, coordinates the DS response during a crisis, and exchanges information with more than 265 diplomatic facilities overseas. Source: Bureau of Diplomatic Security Files.

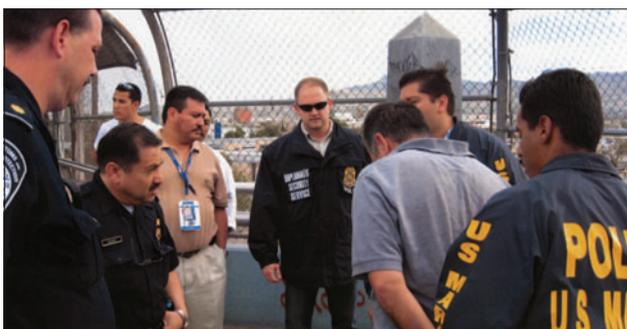


Figure 3: An Assistant Regional Security Officer-Investigator (center) looks on as a fugitive murder suspect is taken into custody at a U.S. border crossing in 2008. Special Agents make arrests and assist other U.S. and foreign law enforcement agencies in locating and apprehending fugitives from justice. In 2008, DS assisted with the return to the United States of nearly 140 fugitives overseas. In 2007, DS agents made a grand total of 1,956 arrests of passport fraud perpetrators, pedophiles, and other fugitives from justice at home and abroad, including many featured on law enforcement agencies’ “most wanted” lists. Source: Bureau of Diplomatic Security Files.

of Diplomatic Security (DS), but also expanding diplomatic security to include threat analysis, access controls, Mobile Security Deployments, physical security standards, construction security, and a 24-hour detail for the Secretary of State. The adoption of computer technologies required additional security measures to counter a new host of threats to U.S. diplomacy, such as viruses, hackers, trojan horses, and denial-of-service attacks. Transnational terrorism as represented by al-Qaeda’s attacks on September 11, 2001, further defined and expanded diplomatic security. Diplomatic security in 2010 hardly resembles diplomatic security of earlier generations; but the United States, the Department of State, and the threats to U.S. diplomacy in 2010 also bear little resemblance to their earlier forms.

Major wars have caused Department officials to reshape diplomatic security measures and construct new frameworks for enforcing it. During World War I, World War II, and the Cold War, belligerents exploited new tactics that undermined the security of U.S. diplomacy. During World War I, the Germans and Austrians encouraged sabotage and espionage, which in turn led Secretary of State Robert Lansing to create Special Agents. During the 1920s and 1930s, the Nazis, fascists, and Communists created fraudulent U.S. passports and recruited U.S. Government personnel to conduct espionage, leading the Office of the Chief Special Agent to begin conducting passport and visa fraud investigations. As a result, President Franklin D. Roosevelt and Secretary of State Cordell Hull expanded diplomatic security in several directions under multiple offices, including State Department

personnel background investigations, creation of a multi-level classification system for U.S. Government documents, surveillance of foreign agents, and munitions controls. The reshaping of security during World War II received perhaps its clearest expression in Robert L. Bannerman's three-point plan for the Security Office, which included personnel security (background investigations), documentary and physical security (classification, training of Department personnel, Main State security), and overseas security.

The Cold War redefined security twice. At the Cold War's beginning, Soviet recruitment of U.S. citizens as spies led U.S. officials to consider a person's past and present associations as crucial in determining their suitability for U.S. Government employment. The early Cold War highlighted Soviet technological espionage and exploitation of diplomatic privileges, which made every U.S. diplomatic post a potential site for a security breach, not just the U.S. embassies in Soviet bloc capitals. The Cold War reshaped security a second time when the Communist bloc and the Soviet Union collapsed, ending the bipolar framework that had long characterized U.S. thought about diplomatic security. Although many threats such as espionage continued, often by the same players, the end of the Cold War did allow U.S. officials to reevaluate and revise how they were responding to the evolving threats of terrorism and civil disorder, as well as to emerging threats from cyber attacks.

Terrorism has singularly redefined and expanded diplomatic security; in fact, by 1975, Deputy Assistance Secretary of State for Security Victor Dikeos and SY personnel recognized that terrorism had fundamentally transformed SY and



Figure 4: A Regional Security Officer (left) instructs Marine Security Guards during a reaction drill, conducted to prepare U.S. embassy Marine Security Guards for incidents of riots, fires, bomb threats, and civil disorders. Source: Department of State.



Figure 5: DS Special Agents investigate a U.S. Government vehicle destroyed by a roadside bomb in Afghanistan, in June 2007. Source: Bureau of Diplomatic Security Files.



Figure 6: A DS Special Agent on board a “Little Bird” helicopter flying over Baghdad, Iraq, in July 2005. Source: Private collection.

its mission. Since the emergence of terrorism in the mid-1960s, terrorism has not been embodied in hostile nation-states, their militaries, and their intelligence services, and the battle lines have not been defined primarily in territorial terms, as was the case during two world wars and the Cold War. Terrorism, instead, is a strategy employed by groups, organizations, or non-state entities to achieve specific objectives. Membership in terrorist entities has been elective, fluid, and transnational, and some international leaders have supported or sponsored terrorist organizations in order to facilitate the attainment of their diplomatic or national objectives. Over the course of four decades,

Department officials have altered existing, or initiated new security measures to protect U.S. diplomats and diplomacy from terrorism.

Terrorists and other violent extremists operate on a “moral equation of self-righteousness.” They deem that such acts as bombing an embassy, kidnapping or killing a diplomat, or attacking a diplomatic vehicle constitute acceptable expression of opposition to a nation-state and its policies, and/or suitable retribution for perceived “oppression” from that nation-state, its apparatus (facilities, representatives) — even its local

“collaborators.” Moreover, terrorists and extremists operate under the belief that such tactics constitute an effective strategy for drawing attention to the “justice” of a cause. Indeed, if one reviews the past four decades, one cannot deny that terrorist acts, with all of their injury, damage, emotion, and drama, have grabbed the attention of the public media, national governments, and international organizations.

By undermining one of the most deeply held principles of diplomatic immunity—the physical security of diplomats—terrorism has transformed diplomatic security. When the United States emerged as a nation in the late eighteenth century,



Figure 7: A DS Mobile Security Tactical Team trains to secure a motorcade in the event of an attack. Source: Department of State.

diplomatic immunities were largely accepted, and instances of diplomats being targets of deadly violence were rare. Since its rise in the late 1960s, modern terrorism has broken down the traditional rules, immunities, and practices of diplomacy, many of which have been in place since the Vienna Convention of 1815 or even the Renaissance. Among the most notable has been the ability of and commitment by host governments to protect the diplomats assigned to them. By breaking down such long-held rules of diplomacy, terrorism transformed the SY from a reactive force to a precautionary entity that introduced additional security measures to minimize risk and physical harm to U.S. diplomatic personnel. With the 1983-1984 suicide bomb attacks against the U.S. Embassies in Beirut and Kuwait City, terrorism joined espionage as a preeminent threat to U.S. diplomacy and prompted the elevation of SY to a bureau with the resources and authority necessary to implement and enforce stronger, more effective security procedures. Al-Qaeda's 1998 attacks on the U.S. Embassies in Kenya and Tanzania again transformed DS, this time from a precautionary organization into a proactive bureau working to safeguard American diplomacy.

Several factors have abetted those choosing to employ terrorism. Two of the factors include the minimal resources and personnel required to inflict terror, and the willingness of particular leaders and non-governmental organizations to support or sponsor terrorism as a means to achieve political or diplomatic ends. The brutality and horror of the attacks and the ability of such attacks to capture media and public attention have combined with the global expansion of mass media – and such media developments as the 24-hour news cycle – to further abet terrorism as a strategy. Terrorism has also benefited from post-World War II structural changes to international diplomacy. Such changes include the sharp increase in the number of diplomatic posts and personnel abroad, the number of U.S. Government agencies represented at an embassy, and the diversification of diplomatic relations to encompass social, cultural, environmental, and technological relations, as well as the more traditional political and diplomatic ties.



Figure 8: As the DS Special Agent in charge of his protection detail (center) scans the crowd, Great Britain's Prince Harry (right) tours the former site of the New York World Trade Center with New York Governor David Paterson (left) in May 2009. Source: Bureau of Diplomatic Security Files.

Terrorism has prompted diplomatic security measures that were unimaginable prior to World War II. Diplomatic security now encompasses armored cars and security details for ambassadors and other dignitaries. It includes threat analysis, surveillance detection programs, rapid response details, building and architectural design standards, and construction site security. DS Special Agents have trained embassy staff in personal protection skills and embassy chauffeurs in defensive driving skills. Through the Antiterrorism Assistance program, DS has provided training and assistance to local police forces to combat terrorism. DS's Rewards for Justice program has obtained information on the perpetrators of terrorist attacks, and the Overseas Security Advisory Council has aided U.S. citizens and businesses by sharing information about local security conditions.

Structural changes to U.S. diplomacy since 1945 have increased the demands for diplomatic security. Embassies and consulates are now communities, housing representatives of many U.S. Government agencies, not the single diplomat or small delegation of three or four persons that often comprised a legation or consulate prior to World War II. Around 1885, with the addition of military attachés, diplomacy has extended to military relations and gradually expanded to international economic, financial, commercial, agricultural, cultural, and environmental relations, in addition to the political and diplomatic realms. Additionally, the number of nation-states grew dramatically (largely a result of decolonization), and this, in turn, led to a proportionate rise in the number of diplomatic posts and personnel overseas. Furthermore, the airplane fostered an exponential increase in diplomatic travel by the Secretary of State and other Department

officials, and in visits to the United States by senior foreign diplomats. The creation of regional and international entities such as the United Nations, the North Atlantic Treaty Organization (NATO), and the Organization of American States (OAS) further added to the number of diplomatic officials and amount of overseas travel. The additional facilities and personnel required SY to expand and adjust how it implemented and enforced security after 1945.

The exponential expansion of diplomatic posts, personnel, and travel has altered the dynamics and demands of diplomatic security. Whereas local police forces could previously protect a single diplomat or small delegation when the infrequent need arose, now U.S. embassies



Figure 9: Security improvements at Main State. DS constantly updates and improves security at all U.S. diplomatic facilities. In this image, a DS Security Technical Specialist (left) and a DS contractor remove a vehicle barrier plate in order to lay experimental surface treatment at the Department of State's Harry S Truman building in Washington, D.C. Source: Private collection.

are compounds and communities that require a group of DS personnel, large guard details, and a contingent of the host nation's police or armed forces for security. The larger groups of security personnel also have led to questions regarding diplomatic privileges, such as whether or not Marine Security Guards merit diplomatic privileges (they do). Moreover, the greater number of diplomatic personnel overseas has significantly impacted how the U.S. public and Congress have viewed diplomatic security crises, as exemplified by the Iran hostage crisis of 1979-1981 and the East Africa embassy bombings of 1998. In basic structural terms, ensuring the security of U.S. diplomacy has become a monumental but essential task. In many ways, DS in the twenty-first century continues to confront the challenge that bedeviled the first Special Agents a century earlier: how to allocate limited resources to meet the great task of ensuring security for the Department.

New technologies create greater vulnerabilities, expand the number of threats, and increase the number of security measures. Despite the allure of new technologies and the many ways that they facilitate the Department's work, new technologies have increased, not lessened, the need for and the cost of security. Technologies such as the telegraph and computer have unquestionably offered tangible benefits to U.S. diplomacy, whether through more or better information or greater productivity of the Department's employees. However, one cannot ignore that the adoption of new technologies incurs a much higher price than merely the cost of software, hardware, and installation. The telegraph was among



Figure 10: Diplomatic Security weapons familiarization training in 2005, part of the "DSAC/Iraq" course offered by the DS training center in Virginia. All U.S. Government employees working under the U.S. Chief of Mission in Iraq are required to undergo this training, to prepare for the rigors of serving in Iraq. In February 2007, the course was expanded into the "Foreign Affairs Counter Threat" course to prepare government employees for service in various high-threat environments abroad. Source: Bureau of Diplomatic Security Files.



Figure 11: A DS Uniformed Protective Division officer screens a package entering the Harry S Truman building at the Department of State, in Washington, D.C. The DS Uniformed Protective Division safeguards more than 100 domestic State Department facilities today. Source: Department of State.



Figure 12: A DS-trained protective detail provides security for President Hamid Karzai of Afghanistan in 2005. DS provided protection for President Karzai while it helped to establish and train Afghanistan's new presidential security force, after the 2002 ouster of the Taliban-led government. Source: © Associated Press.

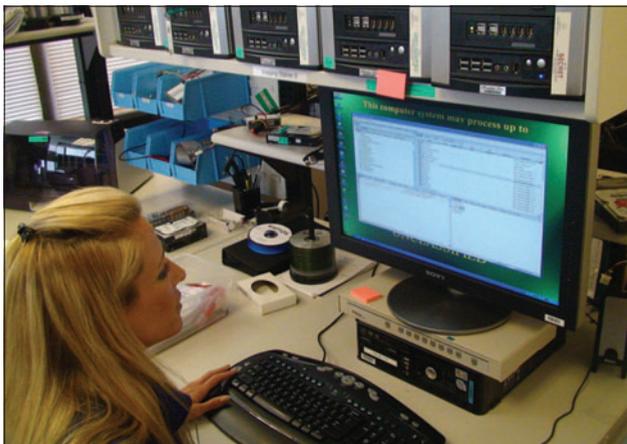


Figure 13: The DS Computer Investigations and Forensics division (CIF) provides counterintelligence, visa and passport fraud, and criminal investigation support. Here, a computer forensics evidence technician examines relevant data. In recent years, CIF, through the recovery of data from a damaged computer's hard drive, was able to assist a former Soviet republic in convicting several people of terrorism that targeted U.S. interests. Source: Bureau of Diplomatic Security Files.

the first technologies to expose this development. The telegraph hastened communications between the Department and its posts, and provided the Department with greater, more current information about international events and local national affairs. Department officials also deemed the telegraph an inherently unsecure communications medium, recognizing the ease with which one could “tap” a telegraph line, the fact that other governments sought to break U.S. telegraphic codes, and the need for more sophisticated codes to protect classified U.S. communications. The telegraph offered significant benefits to U.S. diplomacy, yet it also created a greater demand for security if the United States was to continue to enjoy the benefits of that technology.

The computer revolution replayed the Department's experience with the telegraph but on a larger scale and at even higher stakes. Computers exponentially increased the amount of information available to Department personnel, sharply elevated their productivity, and greatly facilitated the sharing and transmission of documents. Simultaneously the threats to U.S. diplomacy have also exponentially increased, with viruses, worms, phishing attacks, spyware, and other types of malware hampering U.S. diplomacy. Equally challenging to diplomatic security is the capability of “thumb drives” to store vast amounts of information without producing a detectable signal. The benefits of new technologies outweigh the extra costs of security; but as with the telegraph, additional security measures and costs are needed if the Department is to continue to enjoy the benefits of computer technologies.

The degree or extent of diplomatic security appears to be a reflection of a nation-state's power and wealth. During the nineteenth century, the United States was a developing nation on a continent distant from the European centers of power; therefore, its diplomatic security threats centered on the confidentiality of correspondence and Department business. After 1900, the United States became one of several great powers, and correspondingly, its concerns about diplomatic security grew. During World War I, Secretary Lansing created Special Agents; and when the United States emerged as a superpower after World War II, the Department created an Office of Security. As a superpower, the United States' extensive involvement in global affairs resulted in greater amounts of classified information, greater appeal of U.S. personnel and facilities as targets of espionage, and a larger bureaucracy to conduct diplomacy. Only a nation of great wealth could afford the security measures undertaken since the 1980s to ensure the physical security of U.S. embassies overseas.

Finally, this history of diplomatic security has shown that the threats to U.S. diplomacy are real, numerous, and constant. Countermeasures and preventative initiatives generally arose after a hostile entity exploited for an extended time a particular security weakness in the conduct of U.S. diplomacy. Furthermore, that weakness resulted from a new tactic by the hostile entity (e.g., suicide bombers breaching perimeter security) or the rise of a new diplomatic practice and development (e.g., use of passports and the rise of passport fraud during the 1920s). DS and its predecessors consistently have sought to facilitate the conduct of U.S. diplomacy, not impede it.



Figure 14: A DS security detail (at left, center, and right) protects His Holiness the Dalai Lama of Tibet (right of center) during his 2007 visit to the United States. Source: Craig Lovell/Eaglevisions.

🌀 *9/11 and Diplomatic Security* 🌀

Diplomatic security after September 11, 2001, in several ways, exhibits continuity with the 1990s and eras prior to the post-Cold War period. The emphases on protecting U.S. diplomats and diplomatic facilities from terrorism, and protecting the Department of State's computer and communications systems from cyber attacks, emerged during the 1990s. Several parallels exist between the Bureau of Diplomatic Security during the post-Cold War era and the Office of the Chief Special Agent during the World War II era. Just like the Chief Special Agent's office that confronted Nazi and Communist threats during the

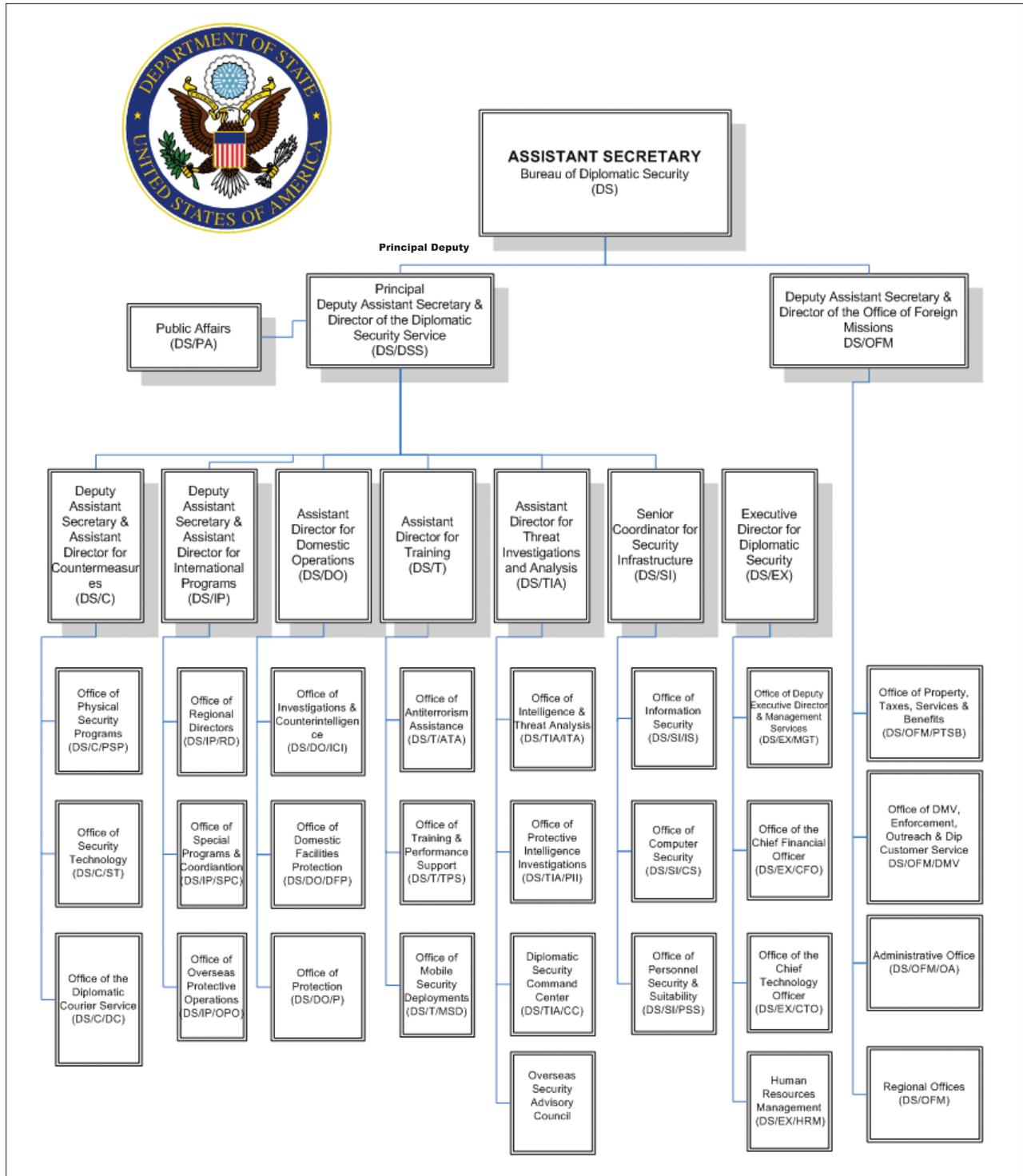


Figure 15: Organizational Chart for the Bureau of Diplomatic Security, January 2010. Source: Department of State.

1930s, well before World War II had started, DS confronted the terrorist threat well before September 11, 2001. Perhaps no bureau in the U.S. Government was better prepared to meet the elevated security needs of the post-9/11 world than DS; programs such as Antiterrorism Assistance, Rewards for Justice, Surveillance Detection, Mobile Security Deployments, and Intelligence and Threat Analysis were already well-established by 2001. Also, like the World War II era when the use of airplanes and developments in cryptology altered U.S. diplomacy, technological innovations during the post-9/11 era may be altering diplomacy in new ways. Video conferencing is one innovation that appears to have gained prominence, where it was virtually non-existent before 1992. Also, cellular telephone cameras, Blackberries, and other personal mobile hand-held devices have altered the sharing and distribution of information.

As another parallel of the post-9/11 era with the World War II era, the shocking attack did not fundamentally alter the Department's diplomatic security office. Although the Japanese attack on Pearl Harbor sharply altered the American mindset towards the wars in Europe and Asia, it did not change the Office of the Chief Special Agent, but rather placed greater emphasis upon its existing responsibilities of protective details, background investigations, and passport fraud. The experience of DS after 9/11 appears to have followed a similar course. DS already had focused upon terrorism and established programs to combat it before 9/11. The aftermath of 9/11 appears to have expanded and accentuated DS's existing programs, such as Antiterrorism Assistance, Mobile



Figure 16: Two DS Special Agents talk with a visitor to the DS exhibit at the annual International Association of Chiefs of Police conference. As a law enforcement entity, DS continually interacts with other law enforcement agencies such as the FBI, U.S. Marshals Service, Drug Enforcement Agency, and local police forces. Source: Bureau of Diplomatic Security Files.



Figure 17: The Seabees graduation Class of 2009 assigned to DS. Source: Bureau of Diplomatic Security Files.



Figure 18: Using a DS Weapons of Mass Destruction training program, a U.S. embassy overseas conducts a decontamination drill for a possible chemical, biological, or radiological attack. Source: Department of State.

Security Deployments, the use of contracted private protective security details, surveillance detection, and threat analysis.

The parallel with the World War II era, however, may not apply to the post-9/11 era in one key respect. During World War II, new diplomatic security measures and changes in munitions controls, the courier system, the document classification system, and use of military squads to guard U.S. embassies appeared, none of which fell within the parameters or duties of the Office of the Chief Special Agent. The creation of the Department of Homeland Security and the President's authorization of surveillance measures by

the National Security Agency after 9/11 demonstrate that new developments in security are emerging outside the Department of State, yet DS has continued to innovate its diplomatic security efforts and practices. In



Figure 19: DS Regional Security Office personnel in front of the interim U.S. Embassy in Baghdad (former palace of deposed Iraqi leader Saddam Hussein) in April 2006. This image illustrates the sheer magnitude of change in diplomatic security at the Department of State in recent decades. The number of DS Regional Security Office personnel in Baghdad shown here is larger than the entire Office of Security (SY) was in the early 1960s. Included in this image are the RSO and other DS Special Agents, logistics personnel, contractors, Marine Security Guards, military police, Canine Unit personnel, and several DS contract personal security detail professionals. Source: U.S. Embassy Baghdad.

fact, since 9/11, DS has continued to remain at the forefront of diplomatic security and has deepened its inter-agency relationships.

Diplomatic security has had a long and fascinating history in the Department of State. It has grown dramatically over the course of more than two centuries, and the range of duties defined as security-related now extends far beyond the codes and diplomatic pouches of the Department of State's early days. The men and women who have served as the Department's security professionals have faced a monumental but essential task, often with limited resources. Even so, DS and its predecessors have also enjoyed a tradition of excellent leadership and vision, and a tradition of innovation rising from the ranks of Special Agents, Security Engineers, Security Technical Specialists, Diplomatic Couriers, and other professional support personnel. As a result, diplomatic security remains a fundamental, even pivotal component of U.S. engagement with the rest of the world.



Figure 20: A DS Assistant Regional Security Officer at U.S. Embassy Islamabad in Pakistan (right) inspects a communications log with a U.S. Marine Security Guard (center), as another Marine guard (left) adjusts equipment inside Post One, the facility's communications hub. Marine Security Guards serve U.S. embassies worldwide, 24 hours a day, seven days a week. Source: Department of State.



Figure 21: IN MEMORIAM: The Bureau of Diplomatic Security honors all its employees and contractors who have died while in service to the bureau and the United States of America. These four Special Agents and the Diplomatic Courier died in the line of duty since 1988. The courage and devotion to duty of our fallen colleagues will never be forgotten. Source: Bureau of Diplomatic Security Files.