

Patterns of Global Terrorism: 1991

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The Year in Review

The number of international terrorist incidents rose in 1991 as a result of the Persian Gulf war, when terrorists in many regions of the world attacked targets belonging to the international coalition opposed to Saddam Hussein. Most of these were minor incidents, resulting only in property damage. War-related attacks brought the total number of international terrorist incidents in 1991 to 557, up from 456 in 1990. Fully half of the incidents in 1991 occurred during January and February, while Operation Desert Storm was under way. After the war, however, the number of terrorist incidents dropped sharply and actually fell below 1990 levels.

Several events in 1991 revealed the threat and extent of state-sponsored terrorism, particularly as practiced by Iraq, Libya, and Iran.

In the months following Iraq's invasion of Kuwait, Iraq issued repeated exhortations to terrorists to strike at coalition targets worldwide. Terrorists of many stripes embraced Saddam Hussein and publicly vowed to launch attacks in the event of war. During Operation Desert Storm, we recorded 275 terrorist incidents. Most of these attacks, however, were sporadic, uncoordinated, and low-level incidents. Only a small percentage resulted in deaths, significant injuries, or property damage. The Iraqi government was directly involved in several incidents, but the threatened massive wave of Middle Eastern terrorism that Saddam promised did not materialize; the numerous terrorist groups that had sworn allegiance to Saddam failed to act.

After an extensive investigation of worldwide scope, U.S. and British authorities developed evidence that conclusively linked Libya to the 1988 terrorist bombing of Pan Am Flight 103. On 14 November 1991 both governments issued indictments for two Libyan agents, Abdel Basset Ali Al-Megrahi and Lamem Khalifa Fhimah, charged with carrying out the bombing. In addition, French authorities issued warrants for four Libyan agents in connection with the 1989 bombing of UTA Flight 772 that killed 171 people, including seven Americans.

Nine long-held Western hostages were freed from captivity in Lebanon last year, including six Americans, and the remains of William F. Buckley and Col. William R. Higgins were recovered and returned to the United States. The hostages, including the two who died while in captivity, had been held by elements of the Iranian-supported terrorist group Hizballah, which receives substantial amounts of financing, training, and political direction from Tehran. The release of the hostages was achieved largely through the efforts of U.N. Secretary General Javier Perez de Cuellar and his special envoy Giandomenico Picco. The releases apparently reflected a belief held by both the Government of Iran and the hostage holders themselves that the continued detention of the hostages served no purpose. The United States made no concessions to gain the hostages' release.

At year's end, two German hostages, Thomas Kemptner and Heinrich Struebig, remained captive in Lebanon. We continue to call for the immediate, safe, and unconditional release of all persons held outside the legal system in the region as well as an accounting of all those who may have died while in captivity.

During 1991 Iran continued to build closer ties to Palestinian terrorist groups and Islamic militant organizations. Iran has used conferences like "Intifadah and the Islamic World" -- held in Iran

during the period 19-22 October -- to maintain contact with numerous terrorist groups. Subsequent to this conference, some such groups issued threats to participants in the Middle East peace talks.

Iran also continued its practice of assassinating dissidents; Iranian agents are the prime suspects in the murder of former Prime Minister Shapour Bakhtiar in Paris last August, and the French government has issued an international arrest warrant for an Iranian official suspected of supporting the operation.

Seven Americans died during 1991 in terrorist attacks: -- On 2 January in El Salvador, the Farabundo Marti National Liberation Front (FMLN) downed a U.S. helicopter carrying three U.S. military advisers who were en route to Honduras. Two of them, Lt. Col. David Pickett and crew chief PFC Earnest Dawson, were brutally executed after surviving the crash. The third, CWO Daniel Scott, died of injuries suffered in the shutdown. (The incident is considered terrorism because the three advisers provided administrative/logistic support from Honduras to U.S. military personnel assigned to El Salvador and were thus noncombatants.)

-- The Turkish terrorist group Devrimci Sol (Revolutionary Left or Dev Sol) murdered two Americans last year. On 7 February in Adana, Bobbie Eugene Mozelle, an American contract employee of the Department of Defense, was shot as he left his apartment on the way to his car. On 22 March in Istanbul, another American contract employee of the Department of Defense, John Gandy, was murdered when three gunmen entered his office, separated him from the other employees, and shot him in the head.

-- On 12 March in Glyfada, Greece, U.S. Air Force Sgt. Ronald Odell Stewart was killed by a bomb explosion outside his residence. The Greek terrorist group 17 November was responsible.

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Africa Overview

There were only three international terrorist incidents in Africa in 1991, strikingly fewer than the 53 reported in 1990. This is largely explained by the partial or complete settlement of several insurgencies that had produced high levels of terrorism and domestic unrest. A successful peace accord was reached in Angola, negotiations moved forward in Mozambique, and the Marxist Ethiopian government was overthrown. The number of incidents in several other countries was down considerably, though the total collapse of the Somali and Liberian Governments leaves the long-term status of those nations in doubt. Negotiations on a transition to majority rule in South Africa were accompanied by a continued high level of violence, particularly among competing black groups, but with rightwing white groups presenting a growing threat of violence. The most disturbing development was the apparent presence in Sudan of many different international terrorist organizations, with the tacit support of the National Islamic Front-dominated government.

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Asia Overview

The number of international terrorist incidents in Asia decreased from 92 incidents in 1990 to 47 in 1991, partly because of the Philippine Government successes against the Communist New People's Army. The death toll from attacks by Sikh, Kashmiri, Assamese, and other militant groups in India continued to rise, with foreigners increasingly targeted or caught in the crossfire. Sri Lankan terrorists carried out several fatal attacks in the capital of Colombo and elsewhere and are believed responsible for the assassination of Congress-I party leader Rajiv Gandhi in India. There was an increased number of attacks against Western aid workers and moderate Afghans in northwestern Pakistan attributed to militant Afghan fundamentalist groups. Also, Iraqi terrorists and their surrogates attempted or planned attacks in several Asian countries, none of which resulted in serious injuries or death to any but the terrorists themselves.

Afghanistan

Four international acts of terrorism occurred in Afghanistan in 1991, all directed at Western humanitarian organizations operating in the midst of civil strife. In January, a commander affiliated with the Afghan resistance group Hezb-I Islami kidnapped and briefly held four International Committee of the Red Cross (ICRC) workers. On 6 August, a Swiss employee of the ICRC was kidnapped by a member of an unidentified faction of the Afghan resistance about 60 kilometers north of Kabul; he was released 12 days later. Two Americans working for a British aid organization were seized by Afghan insurgents on 7 July in the Ghazni province of Afghanistan; one was released in October and the other in December. A French national working on a USAID project in Zabol province was kidnapped on 4 July and released on 16 July.

India The level of indigenous terrorism was high throughout 1991, as Punjabi, Kashmiri, and Assamese separatists conducted attacks in a bid to win independence for their states. Violence related to separatist movements claimed at least 5,500 lives in Punjab and over 1,500 lives in Kashmir.

The separatists regularly assassinated civil servants, political candidates, and presumed government informers. Last spring in the Punjab, Sikh terrorists killed 23 candidates running for state and national office. Sikh terrorists also carried out random attacks and bombings, which included massacres of people aboard trains and buses. In Assam, the United Liberation Front of Assam (ULFA) was responsible for a spate of terrorist operations, particularly kidnappings. One such kidnapping targeted a Soviet technician, who was killed, as were several Indian kidnap victims. Kashmiri militants routinely planted bombs in and around bridges and communications targets and extorted money from local businessmen. They also kidnapped relatives of prominent officials and several foreigners.

Separatists also have stepped up attacks against journalists. In January, Sikh extremists declared war on the press in Punjab and forced reporters to stop calling them terrorists. Newsmen critical of Sikh terrorist tactics received death threats. Kashmiri groups also assassinated journalists, including the editor of the Urdu daily Al-Safa in April.

Although Assamese and Kashmiri terrorists limited their operations to their respective states, Sikh

terrorists expanded their operations outside Punjab. In late January, Sikh terrorists bombed a movie theater in New Delhi, injuring six people. Sikh extremists probably also were responsible for a bombing in New Delhi in late April that killed three people and wounded eight. In mid-October, a Sikh bomb killed at least 55 people and wounded 125 others at a Hindu festival in Uttar Pradesh, near the Nepalese border. In late August, four members of the Khalistan Liberation Front unsuccessfully attempted to assassinate the Indian Ambassador to Romania in Bucharest; Romanian antiterrorist experts killed one person and captured the other three. This was the first Sikh terrorist operation outside India since 1987. Separatists also conducted a spate of kidnappings of foreigners in a bid to attract international attention to their cause:

-- On 31 March in western Kashmir, the Muslim Janbaz Force (MJF) kidnapped two Swedish engineers working at a hydroelectric project. The MJF had pledged to hold the pair until the United Nations or Amnesty International investigated alleged human rights abuses in Kashmir. On 5 July, however, the engineers escaped when they were left unguarded.

-- On 26 June an obscure Kashmiri group, Pasdaran-i-Inqilab-e-Islam, kidnapped seven Israelis and a Dutch woman who were visiting Kashmir. The Dutch national was freed shortly after being captured. One of the Israelis was killed and two others injured when the Israeli prisoners jumped the kidnappers. One Israeli who did not escape was freed in early July.

-- On 1 July, the ULFA seized a Russian mining engineer and 14 Indian nationals; the Russian later was killed as were several of the Indians.

-- On 9 October Sikh terrorists kidnapped the Romanian Charge in New Delhi shortly after he left his home for work. The Khalistan Liberation Front claimed responsibility and demanded the release of three imprisoned Sikh terrorists. The diplomat was released on 26 November without the conditions being met.

-- On 14 October the Kashmiri separatist group Al-Fateh kidnapped a French engineer in Kashmir. He was freed in early 1992.

The Sri Lankan separatist group, the Liberation Tigers of Tamil Eelam (LTTE), is believed responsible for the 21 May assassination of Congress-I party president Rajiv Gandhi in southern India. Seventeen others also died in the bombing, which occurred while Gandhi was campaigning. The terrorist detonated explosives strapped to her waist as she approached and greeted Gandhi. The attack may have been conducted to avenge Gandhi's decision in 1987, when he was Prime Minister, to dispatch more than 50,000 troops to Sri Lanka to quell the Tamil separatist campaign. Numerous LTTE members suspected of involvement in the operation have committed suicide to avoid capture by Indian authorities.

Iraqi terrorists or their surrogates probably were responsible for the bombing of the American Airlines Travel Agency, an Indian-owned agent of American Airlines, in New Delhi on 16 January. The blast caused extensive damage but no casualties. New Delhi plans to either extradite or prosecute two Burmese students who hijacked a Thai airliner to Calcutta in 1990; however, the Communist-led state government in West Bengal says the pair are "freedom fighters" and is resisting New Delhi's efforts. India also has cracked down on LTTE elements in southern India following the assassination of Rajiv Gandhi.

Pakistan Westerners and moderate Afghans in northwestern Pakistan, particularly Peshawar, have increasingly become the targets of terrorist attacks. Although the sponsors of these attacks are not known, radical Afghan fundamentalist groups are suspected:

-- On 24 February, a bomb blast in Peshawar at the office of the Swedish Relief Committee -- a private voluntary organization (PVO) involved in cross-border work in Afghanistan -- seriously injured an Afghan-Australian national who later died from the wounds.

-- On 13 August, an Afghan-American USAID contractor was wounded in a shooting attack in Peshawar.

-- On 30 October, an Afghan working for an Austrian PVO in Peshawar was shot and wounded.

-- On 25 November, the Afghan director of the English language program of the International Rescue Committee, an American private voluntary agency, was shot and killed by unidentified assailants.

There were also numerous bombings in Pakistan's major cities throughout the year. The Pakistani Government frequently attributed these attacks and other acts of violence to the intelligence services of India and Afghanistan. The United States is unable, however, to determine if the incidents were carried out by terrorists or criminals, or if there was external involvement.

Several terrorist attacks related to the Persian Gulf war and probably organized by Iraq or Iraqi sympathizers occurred in Pakistan in 1991. In January, gunmen fired at the Saudia Airlines office in Karachi, shattering windows but causing no casualties. In February a bomb exploded as it was thrown over the wall of the residence of the Saudi Consul General in Karachi, injuring a security guard. Later in the month a British-sponsored humanitarian organization in Peshawar was bombed.

During the Persian Gulf war, Pakistani authorities actively sought to counter possible terrorist threats. At least one Iraqi diplomat was declared persona non grata and two other Iraqis were arrested and expelled for their questionable activities. Pakistan has also cooperated with the U.S. investigation of an additional suspect in the 1986 hijacking of Pan American Flight 73.

There were continuing credible reports throughout 1991 of official Pakistani support for Kashmiri militant groups engaged in terrorism in Indian-controlled Kashmir, as well as support to Sikh militant groups engaged in terrorism in Indian Punjab. This support allegedly includes provision of weapons and training.

Sri Lanka Although the separatist group Liberation Tigers of Tamil Eelam (LTTE) suffered a series of setbacks on the battlefield in 1991, it continued to pose a terrorist threat.

In March 1991, the LTTE returned to urban terrorism with the car-bomb assassination of Deputy Defense Minister Ranjan Wijeratne in Colombo. Scores of innocent bystanders were killed or injured. A second car-bomb attack in June devastated the government's Military Operations Headquarters, again taking many civilian lives. Interrogation of LTTE suspects reportedly revealed that future targets included government figures and major public utilities.

In India, a Madras court indicted the leader of the LTTE and his intelligence chief in connection with the 21 May assassination of former Prime Minister Rajiv Gandhi. Seventeen others also died in this bombing, which occurred while Gandhi was campaigning. Numerous LTTE suspects tracked by Indian police committed suicide to avoid capture.

The LTTE also continued to assassinate rival Tamil politicians in Sri Lanka and India. In rural

areas, the Tigers massacred hundreds of Sinhalese and Muslim villagers to drive them from areas deemed part of a "Tamil Homeland."

Singapore

One act of international terrorism ended in Singapore in 1991. On 26 March, four Pakistanis claiming to be members of the Pakistani People's Party (PPP) hijacked a Singapore Airlines flight shortly after takeoff from Kuala Lumpur, Malaysia and demanded the release of several people reportedly imprisoned in Pakistan. The PPP denied any involvement in the operation. The plane landed in Singapore, and local counterterrorist forces stormed the plane after six hours of negotiations proved futile. The hijackers were killed; all passengers and crew were unharmed.

Philippines

The Philippine government made major strides in its counterterrorist efforts in 1991, arresting over 80 middle- and high-level members of the Communist Party of the Philippines (CPP) and its military arm, the New People's Army (NPA). Those arrested include Romulo Kintanar, chief of the NPA's General Command, and most of the other members of the General Command. The government also successfully prosecuted two NPA operatives for the murder of U.S. Army Col. James Rowe in April 1989. Both were sentenced in February to life imprisonment.

Primarily because of the arrests, the Communists were able to conduct only sporadic terrorist operations. The only attack against U.S. interests occurred early in the year on 31 January, when the NPA planted bombs at the Voice of America (VOA) transmitter in Tinang; the devices were successfully disarmed. Communists in Northern Luzon, however, continue to hold an American, Arvey Drown, who was kidnapped there in October 1990. They demanded the suspension of Philippine government military operations in the region and release of captured NPA members.

CPP leader Jose Maria Sison continues to reside in exile in the Netherlands. We believe that he is involved in raising money for his movement, mostly from sympathetic European leftist groups.

Philippine authorities aggressively worked against terrorists during the Persian Gulf war, particularly Iraqis who planned to conduct operations against Western targets in Manila. On 19 January, a bomb exploded close to the Thomas Jefferson Cultural Center in Manila, killing the man carrying the device -- an Iraqi national -- and seriously injuring his partner, also an Iraqi. Following the attempted bombing, the consul general of the Iraqi embassy was expelled. Manila also rejected the credentials of an arriving Iraqi diplomat and forced him to depart. Two Iraqi students were also expelled.

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Western European Overview

1991 saw a marked resurgence of European leftwing terrorist groups, especially through attacks during the Persian Gulf war. Four Americans were killed in terrorist attacks in Europe this year -- three were victims of indigenous leftist groups -- as compared with none in 1990.

A particular concern was a surge in terrorist attacks against U.S., Western, and other interests in Greece and Turkey in 1991 by indigenous groups. The deadly 17 November organization carried out several bombing attacks in Greece and assassinated a U.S. serviceman during the first quarter of 1991. In Turkey, the Turkish Revolutionary Left (Dev Sol) and the Kurdish Workers' Party (PKK) were both involved in terrorist activities such as assassinations, bombings, and kidnappings. Two Americans died in such attacks. A third American was killed in a fundamentalist-related murder.

Looking to the future, Western Europe may experience a growth in rightwing terrorism as European integration progresses and international migration into Europe increases.

Eastern European Overview Cooperation between the countries of Eastern Europe and the West on counterterrorist issues began in earnest with the fall of communist regimes in 1989 and continued unabated in 1991. This cooperation was strengthened during the Persian Gulf crisis, as East European governments closed borders to suspected terrorists, monitored or expelled suspect alien residents, and took steps to protect U.S. and other coalition government interests on their territories. Official procoalition stances by East European governments during the war increased the risk in several of these countries, as evidenced by numerous terrorist threats. However, only in Yugoslavia was there a war-related attack: a failed firebombing in February of a U.S. Information Service office in Sarajevo by unknown assailants.

Incidents of international terrorism remained relatively few in Eastern Europe for the rest of the year as well. In Hungary, a caller claiming to represent "The Movement for the Protection of Jerusalem" said that the group set off a bomb in December near a bus containing Jews emigrating from the former Soviet Union to Israel. Two Hungarian policemen in an escort vehicle were severely injured in the blast. Several days before, a terrorist failed in his attempt to assassinate the Turkish Ambassador in Budapest. An anonymous caller claiming to represent the Armenian Secret Army for the Liberation of Armenia (ASALA) claimed responsibility for that attack. In August, Sikh militants in Bucharest attempted to assassinate the Indian Ambassador to Romania, who had previously served as Director-General of Police in Punjab. Sikh extremists later kidnapped a Romanian diplomat in India, demanding the release of both the two assailants held by the Romanian authorities in the attack on the Indian Ambassador and three Sikh militants held by Indian authorities for other crimes. Although none of those demands was met, the Romanian diplomat was released seven weeks later. A Soviet commercial airliner was hijacked in January to Bulgaria, where the lone Soviet hijacker was arrested. Soviet Consulates in Poland were the targets of firebombs after the Soviet crackdown in Lithuania and Latvia in January 1991. In Latvia, Estonia, and Lithuania more than a dozen bombings were aimed at political party offices and security installations, especially during the first quarter of 1991. In July, seven Lithuanian border guards were shot dead execution style. Reactionary elements were probably responsible for the incidents in the Baltics.

The civil war that consumed Yugoslavia in 1991, however, generated serious concern that combatants or their sympathizers abroad would resort to international terrorism to continue the fight on other fronts. To discourage diplomatic recognition of Croatia, for example, Serbian extremist groups made threats against German and Austrian officials and interests abroad. Actual terrorist incidents were few, however, and included the firebombing, probably by Serb nationalists, of a Croatian church near Munich and the attempted firebombing, most likely by Croat nationalists, in November of Yugoslav diplomatic missions in Canada and Germany.

For political and budgetary reasons, police presence in the East European countries continued to decline in 1991, possibly reducing the control authorities wielded over the activities of potential terrorists. The United States and others sponsored training programs in antiterrorist techniques for law enforcement and other officials of several countries in the region. Police cooperation was the subject of several bilateral agreements between Eastern and Western European countries. All states in the region except Albania are members of Interpol. Czechoslovakia, which joined Interpol in 1991, also ratified the International Civil Aviation Organization Convention on the Marking of Plastic Explosives for the Purpose of Detection. (Semtex, a plastic explosive used in several terrorist incidents, including the bombing of Pan Am Flight 103, is a product of Czechoslovakia.)

There were no prosecutions in Eastern Europe of suspects of international terrorism in 1991. Hungary did, however, extradite to Greece a suspected Greek terrorist in August.

Bulgaria cooperated with Western countries in investigating the alleged involvement of its former Communist government in the assassination in London in 1978 of dissident writer Georgi Markov and the attempted assassination of the Pope in 1981.

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Latin America Overview

A record number of international incidents occurred in Latin America during 1991, most in South America, while Central America and the Caribbean experienced only a handful of attacks against foreign interests. A considerable number of attacks in the Latin American region were inspired by the U.S. role in the Persian Gulf war. Latin American terrorist groups conducted 224 attacks on foreign interests, continuing the upward trend of the past four years. It should be noted, however, that this figure represents only a small percentage of the total number of terrorist incidents in the region. In most countries with a terrorist problem, the primary targets of guerrillas and narcotraffickers have been domestic institutions -- government employees, law enforcement personnel, politicians, and media representatives. Most of the attacks occurred in Peru, Chile, and Colombia. At least 30 people died -- three were U.S. citizens -- and 62 people were injured in international incidents over the course of the year. Anti-U.S. terrorism rose to 174 attacks -- up from 131 in 1990. While the Persian Gulf war clearly was a factor in the large number of attacks in early 1991, 116 international incidents occurred after the end of Operation Desert Storm.

Bolivia Bolivian terrorists hit power pylons belonging to a U.S.-owned power company three times in 1991, all low-level bombing incidents. Domestic terrorism, however, increased almost sevenfold. More than 40 bombing incidents occurred. Among the targets were Bolivian Government buildings near the U.S. Embassy. Five bombs detonated at the La Paz International Airport. The Nestor Paz Zamora Commission (CNPZ), part of the refurbished National Liberation Army (ELN), and several previously unknown terrorist groups claimed responsibility for a handful of the attacks, but most went unclaimed. The new groups included the Tupac Katari Guerrilla Army (EGTK) and the Tomas Katari Communal Army (ECLK). Both advocate the return of Bolivia to precolonial forms of government and indigenous Indian culture.

The Bolivian Government initiated improvements in its domestic and regional counterterrorism programs, while publicly downplaying the increase in terrorist incidents. The government established various crisis management mechanisms and began developing a national counterterrorism strategy. The Bolivian police held high-level meetings with their counterparts from Chile, Peru, and Brazil to help improve coordination against cross-border terrorism. While these steps demonstrated greater political willingness to deal with terrorism than in past years, a severe lack of resources and investigative and judicial weaknesses continued to hamper the government's ability to counter the growing terrorist problem. Nonetheless, eight members of the Zarate Willka Armed Forces of Liberation (FALZW) received stiff sentences for their role in the 1988 attack on Secretary Shultz's motorcade and the murder of two U.S. Mormon missionaries in 1989. At the close of 1991, a trial was also under way for CNPZ terrorists who attacked the U.S. Marine guard-house in La Paz in October 1990.

Chile Since the end of the Pinochet regime in March 1990, several far-left groups, including the Communist Party of Chile (PCCH), have moved away from terrorist tactics, but other, more extreme organizations continue to use armed actions in pursuit of their political goals. Chilean terrorist organizations, which had targeted U.S. interests in record numbers in 1990 and early 1991, were somewhat less active during the remainder of the year. There were 52 anti-U.S. attacks in Chile in 1991, down from 61 in 1990. Of these attacks, more than half were conducted after the end of the Persian Gulf war. After a brief lull following the war, sporadic anti-U.S. attacks resumed in

May and became more numerous during the last quarter of the year. Attacks against Mormon churches increased in intensity toward the end of the year, involving more powerful bombs or bombs containing shrapnel clearly designed to cause serious injury and substantial damage. Three Chilean children were injured in one attack against a Mormon church in November. Two terrorist organizations, the dissident faction of the Manuel Rodriguez Patriotic Front (FPMR/D) and elements of the Lautaro Youth Movement (MJL), were responsible for most of the political violence. Two previously unknown groups surfaced during the year -- the Guerrilla Army of the People-Free Fatherland and the Joaquin Murieta Extremist Movement. During October, the Guerrilla Army of the People carried out several low-level domestic bombings and an armed occupation of the French News Agency. Several of its leaders were subsequently arrested.

Several significant anti-U.S. and domestic incidents occurred in 1991. On 16 February, the FPMR/D fired a light antitank weapon rocket at a U.S. Marine guard van, but it failed to detonate. Ensuing gunfire by the terrorists injured one Marine. Some domestic incidents were pegged to the release of the National Truth and National Reconciliation Commission Report (Rettig Report), which detailed human rights violations during the Pinochet regime. The FPMR/D assassinated a retired Army medical doctor and his wife the day before the release of the report. The assassination of Senator Jaime Guzman on 1 April was probably carried out by the FPMR/D, although the investigation is continuing. The MJL claimed responsibility for the murder of investigations police chief Hector Sarmiento Hidalgo in Concepcion on 15 March.

The Chilean Government is focusing more attention on Chile's terrorism problem. Increased training and efforts by members of the police have improved their counterterrorism capabilities in the past year. During 1991, the police uncovered several safehouses and training sites used by Chilean terrorists and arrested several leaders and members of each of the country's main terrorist organizations. Immediately after the Guzman murder, the Chilean Government created the Public Security Coordinating Council, an advisory group whose function is to unite the counterterrorism efforts of government agencies. In its first report to President Aylwin, submitted in September, the Council recommended the establishment of a permanent intelligence organization to coordinate the government's counterterrorism effort. In December, President Aylwin announced a plan to set up an Under Secretariat for Public Security and Intelligence at the Interior Ministry to coordinate police efforts to combat crime and delinquency as well as terrorism. Implementing legislation will be taken up during the next session of Congress. The government has also appointed special investigating judges to try the more serious cases, such as the Guzman murder.

Colombia Terrorist incidents in Colombia continue to be perpetrated by three leftist insurgent groups loosely affiliated under the umbrella group Simon Bolivar Guerrilla Coordinator (CGSB), by narcotics traffickers, and by rightwing paramilitary groups.

There were 62 international terrorist incidents in Colombia in 1991, up from 28 in 1990 and 46 in 1989. While most of the violence in the country was domestic, the two main CGSB terrorist groups, the National Liberation Army (ELN) and Revolutionary Armed Forces of Colombia (FARC), continued to target foreign workers for kidnapping. Three French and two Japanese engineers were kidnapped and held for ransom by the FARC during 1991. Three U.S. engineers held since November 1990 by the ELN were released a year later. The majority of the international attacks in Colombia in 1991 were bombings of Colombia's oil pipelines, particularly the Cano-Limon Covenas pipeline in northern Colombia, jointly owned by Ecopetrol and a consortium of U.S. and West European companies.

The surrender of Pablo Escobar, the head of the Medellin drug cartel, and many other members of his narcotics ring resulted in a sharp decrease in narcotics-related violence in Colombia. As a result,

several paramilitary groups publicly demobilized, claiming that with Escobar behind bars the battle they had been fighting was over.

Peace talks between the Colombian Government and the CGSB continued in 1991, with little success. The end of the fifth round of talks in November prompted an increase in guerrilla attacks, primarily directed at domestic targets, as the terrorist groups sought to strengthen their negotiating position.

The Colombian Government made efforts toward improving the nation's judicial system in the past year by forming special courts to handle terrorist and narcotics cases and approving a new antiterrorist statute that strengthens sanctions for terrorist crimes. The Colombian Government also imposed a new tax to fund counterinsurgency efforts.

Ecuador The Government of Ecuador continued its policy of negotiating with the Alfaro Vive Carajo (AVC), a small, Marxist-Leninist extremist group, to encourage its participation in the legitimate political process. This effort resulted in a ceremony in February at which a handful of AVC members turned in 65 guns. In October, some of the members publicly announced their desire to join President Borja's Democratic Left Party, while a dissident faction denounced the move to abandon clandestine terrorist activities. AVC members occupied the French Consulate in Guayaquil in January 1991 and the British Embassy in Quito in September 1991. The Ecuadorian Government chose not to prosecute those who seized the facilities although one AVC member was charged with illegal possession of explosives in connection with an attempted bombing of the Social Welfare Ministry in May. Other minuscule extremist groups carried out five low-level attacks against foreign interests in Ecuador during 1991, four during the Gulf war.

El Salvador The leftist Farabundo Marti National Liberation Front (FMLN) signed a cease-fire agreement on 31 December with the Government of El Salvador, ending the decade-long civil war. Before the cease-fire agreement, there were three international terrorist incidents in El Salvador in 1991. One of the incidents, notably, claimed the lives of the only three Americans to die as a result of terrorist activity in Latin America in 1991. On 2 January, the FMLN downed a U.S. helicopter carrying three U.S. military advisers who were enroute to Honduras. Two of them, Lt. Col. David Pickett and crew chief PFC Earnest Dawson, were brutally executed after surviving the crash. The third, Chief Warrant Officer Daniel Scott, died of injuries suffered in the shootdown. The FMLN has refused to turn over the two individuals responsible. In July, a U.S. Embassy security vehicle was fired on in San Salvador by suspected FMLN members.

A significant development in Salvadoran justice was the September conviction of two military officers for the 1989 murder of six Jesuit priests, marking the first time a military officer has been convicted for rightwing terrorism.

Guatemala Leftist insurgent groups under the umbrella group Guatemalan National Revolutionary Unity (URNG) accounted for much of the terrorist violence in the country in 1991. There were seven incidents of international terrorism, the same figure as in 1990.

The Gulf war prompted the most significant international terrorist incidents in Guatemala in 1991. Attempted bombings and shootings were directed against the Uruguayan, British, and Canadian Embassies, as well as the residence of the Japanese Ambassador in February. Four armed men fired shots at the U.S.-affiliated Covenant House in July 1991. A series of threats against foreign media in Guatemala prompted representatives of several international news agencies to leave Guatemala City in August 1991.

The Guatemalan Government, with the support of the military, made some progress in direct talks with the leaders of the URNG during 1991. But the country's ineffective criminal justice system and the intransigence of the URNG have proved to be major impediments to effective counterterrorist strategies.

Mexico Mexico, which had not experienced international terrorist incidents in the past several years, had five terrorist bombing attacks during August, apparently timed to coincide with midterm national elections. (The Government of Mexico considers the group that claimed responsibility for carrying out the bombings to be a criminal rather than terrorist organization.) Targets included U.S.-owned banks and other commercial interests and a Japanese automobile dealership. No other attacks were perpetrated in 1991 against foreign interests.

The Clandestine Worker's Revolutionary Party, Union of the Poor (PROCUP), a leftist extremist organization, claimed responsibility for all five attacks. PROCUP has been periodically active since its formation in 1970, but the Government of Mexico has, for the most part, effectively monitored and controlled its activities.

Peru Terrorist activities of Peru's two insurgencies, Sendero Luminoso (SL) and the Tupac Amaru Revolutionary Movement (MRTA), have made Peru a dangerous country for foreigners. Of the 59 international attacks in Peru, 34 were against U.S. interests. Most were probably perpetrated by the MRTA, although SL also claimed two attacks against U.S. facilities. Violent terrorist attacks, which occurred on a nearly daily basis, were spread over much of Peru but were most heavily concentrated in Lima itself, where more than 600 terrorist attacks caused about 350 deaths. At least 2,800 people died during the year in an unknown number of terrorist attacks in the country; a record 422 people were killed in October alone. SL continued its campaign of assassinating teachers, clergy, engineers, development and human rights workers, Indian peasants, and political candidates, as well as government, police, and political party officials. SL killed at least 10 foreigners, none of them U.S. citizens. Nine of the foreigners were missionaries, clergy, or economic assistance workers.

Despite extensive security precautions, President Alberto Fujimori was the target of two terrorist attacks in November by the MRTA. A letter bomb campaign directed against domestic targets occurred in Lima, the first of its kind in South America, resulting in the death of one pro-MRTA journalist and serious injuries to three other Peruvians. It is not clear which group, or groups, is responsible for the letter bombs. On 3 November, 17 persons were killed in the Barrios Altos neighborhood of Lima by a group of armed men. Those responsible have not been identified, but local human rights groups attribute the act to a paramilitary group.

The troubled Peruvian justice system has proved ineffective in the fight against terrorism. In 1991 the Government of Peru prosecuted no cases involving international terrorism and few cases of domestic terrorism. A chronic lack of basic resources plagues the judicial system. Severe staffing and morale problems pervade the judicial and law enforcement communities because of meager salaries. Constant terrorist actions have left hundreds of policemen, soldiers, prosecutors, and judges dead, injured, or co-opted. The lack of properly trained personnel, a failure to employ modern investigative methods, and professional rivalries between the police and prosecutors are further impediments to terrorist prosecutions. Use of criminal forensics is inadequate, and the Peruvians lack an effective witness protection program. Imprisoned terrorists largely control the facilities where they are incarcerated.

The Government of Peru, nonetheless, has taken steps to strengthen its hand against terrorism. In November, the administration issued a series of legislative decrees designed to strengthen the

government's counterterrorism capabilities. Among these decrees, which were subject to review by the Peruvian Congress, are measures to reduce sentences in exchange for information, to increase the powers of military commanders in areas outside emergency zones, and to reorganize the police and intelligence services.

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Middle East Overview

The number of international terrorist incidents in the Middle East increased from 65 in 1990 to 79 in 1991, largely because of a spate of attacks in Lebanon during the Persian Gulf war.

International terrorism by Palestinians again decreased from 41 in 1990 to 19 last year. Although many of the Palestinian groups threatened to conduct terrorist operations against the international coalition opposing Baghdad's invasion of Kuwait, few such attacks actually occurred. Most incidents recorded during the Persian Gulf war were bombing attacks outside the Middle East region, and most of these were against commercial property belonging to coalition countries' firms. Few of these attacks were carried out against civilians.

There are several reasons why Palestinian terrorists did not carry out attacks in support of Saddam Hussein:

- Military operations disrupted the command and control links between Baghdad and the terrorist networks it had established.
- Enhanced security measures were widely implemented in most regions of the world.
- Coalition countries expelled Iraqi diplomats and intelligence operatives. --The rapidity of the coalition advance into Iraq sealed Iraq's defeat before operations could be coordinated.

Several Palestinian groups that threatened terrorism during the Gulf war were weakened during 1991. Abu Abbas, the leader of the Palestine Liberation Front (PLF), left the Palestine Liberation Organization (PLO) Executive Committee in September, although the PLF itself is still represented on the Committee. The PLF also failed to follow through on the terrorist threats it issued from Baghdad during the war. The Hawari organization, which was based in Baghdad, was seriously damaged by the death of its leader, Colonel Hawari, in a car accident on the road between Baghdad and the Jordanian border immediately after the war.

During 1991, nine long-held foreign hostage's -- six Americans and three British citizens -- and the remains of Col. William R. Higgins and William F. Buckley were released by Iranian-supported Hizballah members in Lebanon. At year's end, U.N. special negotiator Giandomenico Picco continued his efforts to secure the release of two German aid workers held in Lebanon and to negotiate an exchange of Lebanese and Palestinian prisoners for missing Israeli servicemen in Lebanon.

Despite the decline in international incidents undertaken by Middle Eastern groups, domestic terrorism continued in Israel, the occupied territories, and Lebanon. The attacks appeared to be carried out by rejectionist groups and coincided with positive developments in the Middle East peace process. Internecine conflicts within and between Palestinian and Lebanese terrorist groups once again added to the violence.

Iran's success in building closer ties to Palestinian terrorist groups (see a detailed discussion in the

section on state-sponsored terrorism) poses a potential threat to international peace and security. Iran hosted a conference in October on the Palestinian problem, which generated a large amount of rhetorical protest against the Middle East peace talks.

A rocket attack was launched against the American Embassy in Beirut during the Madrid peace conference, and a bomb attack damaged several buildings at the American University of Beirut shortly thereafter.

Sudan

In the past year Sudan has enhanced its relations with international terrorist groups, including the Abu Nidal organization (ANO). Sudan has maintained ties to state sponsors of terrorism such as Libya and Iraq and has improved its relations with Iran. The National Islamic Front (NIF), under the leadership of Hassan al-Turabi, has intensified its domination of the government of Sudanese President General Bashir and has been the main advocate of closer relations with radical groups and their sponsors. The NIF has organized its own militia, the People's Defense Force, modeled after the Iranian Revolutionary Guards Corps. Sudan was one of the few states to support Iraq in the Persian Gulf war. Ties to Libya and Iran also were maintained, as evidenced by the visit to Sudan last June by Colonel Qadhafi and the visit last December by Iranian President Rafsanjani to Khartoum.

Terrorist and militant Moslem groups also have increased their presence in Sudan. The government reportedly has allowed terrorist groups to train on its territory and has offered Sudan as a sanctuary to terrorist organizations. In October, the Government of Tunisia recalled its Ambassador from Khartoum to protest Sudanese renewal of a diplomatic passport for the leader of Tunisia's An Nahda party, a group that Tunisia considers a terrorist organization. Sudan also played host to members of radical groups, such as the Islamic Resistance Movement (HAMAS), and allowed them to hold public meetings in Sudan.

Algeria

Algeria has condemned international terrorism but considers some acts of violence by movements of national liberation to be legitimate. As an expression of this position, Algeria has refused to sign numerous international agreements intended to counter acts of terrorism. The Algerian Government permits a number of radical groups, including some that have been involved in terrorism, to maintain a presence in Algeria. This has occasionally led to security incidents (for example, the April 1990 attack by the Abu Nidal organization (ANO) on an ANO dissident and a bomb explosion at a PLO office in Algiers in the spring of 1991). Palestine Liberation Front (PLF) leader Abu Abbas and a few other Palestinians affiliated with terrorist organizations attended the September 1991 meeting of the Palestine National Council in Algiers, but the Algerian Government made it clear that it would not tolerate terrorist activities on its territory.

In March a lone armed hijacker took over an Air Algerie flight on the ground in Algiers, holding its 44 passengers and six crew members hostage. The hostages were released unharmed a few hours later. In October an Algerian court handed down 10-year prison sentences to two men responsible for a similar hijacking in late December 1990.

Algeria was thrown into an internal political crisis in late December 1991 when Muslim fundamentalists won an overwhelming victory in the first round of National Assembly elections and were poised to win the second round and gain a majority in the Assembly. Since President Bendjedid's resignation, the suspension of the second round of elections, and the crackdown on the

Islamic Salvation Front (FIS) by the military, there has been a serious upsurge in violent clashes between Islamist elements and the security forces.

Egypt

There were no terrorist attacks against Americans or U.S. interests in Egypt in 1991, despite concerns of such attacks in support of Operation Desert Shield/Desert Storm.

U.S. and Egyptian security services cooperated closely on security and antiterrorism matters. During the Persian Gulf war, Egyptian security forces reported several apparent terrorist threats against U.S. interests in Egypt. Egyptian security agents arrested a number of individuals suspected of planning terrorist acts against Egyptian or Western targets.

In early September, Egyptian authorities arrested armed agents of the Palestinian Islamic Jihad (PIJ) who had entered Egypt with the intention of committing terrorist acts. In November, Israeli security forces intercepted four armed Palestinians who had entered the Israeli Negev from the Sinai. It is quite likely that these terrorists entered Egypt from a third country with the intention of infiltrating into Israel for future terrorist attacks. There are unconfirmed reports that two bodies found on a Gaza beach in December were terrorists who drowned while attempting an attack that may have been launched from Egyptian territory.

The radical Islamic group Al-Gama'a Al-Islamiyya is believed responsible for a number of armed robberies of local Egyptian merchants in 1991 but has conducted no major terrorist incident since the October 1990 assassination of assembly speaker al-Mahgoub. This group seeks the violent overthrow of the Government of Egypt but is not known to have attacked U.S. or other Western targets. More important, it receives support from Iran and has established networks with several counterparts in the Arab world and elsewhere.

Israel and the Occupied Territories There were numerous attacks and attempted attacks in Israel and the occupied territories in connection with the Palestinian intifadah and the Arab-Israeli conflict, several of which coincided with key developments in the Middle East peace process.

Many small bombs exploded or were discovered and defused by Israeli authorities in the course of the year. There were several firebomb or arson attacks on coalition interests in the occupied territories early in the year, probably in reaction to the Persian Gulf war. On 12 April, a bomb exploded in East Jerusalem at the Damascus Gate just before a visit to Israel by Secretary of State Baker. In a similar incident on 16 September, two people were injured when a bomb exploded at an outdoor market in Beersheba.

Stabbing incidents in Israel and on the West Bank occurred throughout 1991. While some of the attacks were probably carried out by organized groups, others appeared to be the work of lone individuals. On 18 May, an apparent Islamic zealot stabbed and wounded three Israelis in West Jerusalem; a faction of the Palestinian Islamic Jihad (PIJ) claimed responsibility. Several European tourists were also the victims of stabbings.

On 7 July, the Popular Front for the Liberation of Palestine (PFLP) claimed responsibility for shooting and seriously wounding an Israeli who was transporting Palestinian workers to Israel from the Gaza Strip. The Democratic Front for the Liberation of Palestine (DFLP) claimed responsibility for a similar attack the following day, also in Gaza.

On 28 October, just days before the opening of the Madrid peace conference, gunmen opened fire on a busload of Israeli settlers on the West Bank north of Jerusalem. Two Israelis were killed and at least six wounded, including five children. Both the PFLP and a PIJ faction claimed responsibility.

On numerous occasions in 1991, Jewish settlers in the occupied territories attacked Palestinian civilians and property, often in response to Palestinian attacks. In late October, the son of slain Jewish extremist leader Rabbi Meir Kahane publicly threatened to "blow up" the Madrid peace conference. He was later arrested in Madrid along with two associates while distributing leaflets critical of Israel's participation in the conference. Slogans from Kahane's group Kach were found painted on the walls of the American Cultural Center in Jerusalem after a fire-bombing there on 28 October.

Israeli security forces intercepted over 20 attempted guerrilla infiltrations into Israel from Lebanon, Jordan, and Egypt in 1991. Several of the attempted cross-border attacks were conducted by Lebanese groups and Palestinian fighters from factions both within and outside the PLO. Others appear to be the work of disgruntled individuals acting alone or with a few colleagues but with no discernible ties to any known terrorist group. In most cases, the infiltrators failed to penetrate the Israeli border, and the precise targets of the attacks were not clear.

In late January, Palestinians fired several rockets over a three-day period at Israel from Lebanon. The rockets landed in the Israeli-controlled south Lebanon security zone. PLO forces are suspected of perpetrating these rocket attacks in order to show support for Iraq.

On 13 September, a Swedish officer with the UN peacekeeping force (UNIFIL) in south Lebanon was killed and five other officers wounded in a gun battle between Israeli troops and their Lebanese allies and a group of Palestinian guerrillas attempting to infiltrate Israel by sea. The Palestinians landed in small boats in south Lebanon and took the UNIFIL officers hostage after failing to reach Israel, where they apparently intended to conduct a terrorist attack. One of the captured guerrillas admitted he was a member of Arafat's Fatah faction of the PLO.

On 11 November, four heavily armed Palestinians were killed by Israeli forces in the Negev desert as they attempted to infiltrate Israel from Egypt.

The Lebanese Shia group Hizballah conducted several dozen attacks on Israeli soldiers in Israel's self-proclaimed security zone in south Lebanon, which continued to be the site of numerous incidents.

Israel takes a strong stand against terrorism and terrorist state sponsors. The Israeli Government has made fighting terrorism a high priority and devotes a considerable proportion of its internal and external security resources to this effort. Israeli police and military forces are involved in planning and training to meet the terrorist threat.

Israeli counterterrorist efforts continue to target countries aiding, harboring, or failing to inhibit terrorists. Israeli military forces have launched preemptive and retaliatory airstrikes against suspected terrorist installations in neighboring Lebanon and have occasionally detained Lebanese nationals in an attempt to thwart attacks. At year's end, Israel continued to hold outside the legal process Sheikh Abdul Karim Obeid, a Hizballah cleric from south Lebanon whom Israeli forces abducted in July 1989, apparently in an effort to exchange him for Israeli military personnel held by Lebanese and other groups.

Israel uses curfews and other restrictive measures to control violence in the occupied territories. The West Bank and Gaza Strip were sealed off from Israel on several occasions in 1991 when the threat was considered to be especially high, most notably during the Gulf war and during sessions of the Middle East peace talks. Israel has also responded to violent incidents by deporting to neighboring countries Palestinian activists who are deemed to be security risks or accused of anti-Israeli offenses. The United States strongly opposes deportations as a violation of the Fourth Geneva Convention.

Israeli courts generally hand down strict prison sentences to those convicted of terrorist attacks. In May, a former member of the 15 May Organization and the Hawari Special Operations Group was sentenced to 25 years in prison for a failed attempt to blow up an El Al airliner in 1984. Mahmud Atta, a member of the Abu Nidal organization who was extradited to Israel from the United States in 1990, was sentenced to life in prison in October for a machinegun attack on an Israeli bus on the West Bank in 1986. Later that month, Sheikh Ahmad Yassin, founder of the Palestinian fundamentalist group Hamas, received a life sentence plus 15 years after admitting to Israeli charges, including plotting the murder of two off-duty Israeli soldiers.

Militant Jewish extremist Rabbi Moshe Levinger was sentenced in January to four months in prison for assaulting a Palestinian family in Hebron. The sentence was later reduced, for good behavior. In June an Israeli court approved the extradition to the United States of an American-born Israeli couple suspected of sending a letter bomb that killed an American woman in California in 1980. One of the two is also a suspect in the murder of an Arab-American activist in 1985. The extradition case was appealed to the Israeli Supreme Court in December.

The Palestinian Uprising Violence associated with the Palestinian intifadah, which began in the Israeli-occupied West Bank and Gaza Strip in December 1987, continued in 1991, though at a significantly reduced level. Tight Israeli security restrictions imposed during the Persian Gulf war, and the adverse economic consequences for the local population caused by prolonged strikes, probably account for the change. In the latter part of the year, some Palestinian leaders appeared to be trying to shift the uprising toward less violent forms of protest in response to the Middle East peace negotiations.

Nonetheless, clashes between Palestinians and Israeli troops and settlers resulted in the deaths of at least 101 Palestinians and 12 Israelis in 1991. Although there were far fewer mass demonstrations by Palestinian protestors, there were many vicious personal attacks by individuals or small groups, often involving the use of firearms, over the course of the year. Several of the attacks appeared to involve Islamic extremist groups opposed to any compromise with Israel. Furthermore, at least 140 Palestinians were killed by other Palestinians in 1991, once again outstripping the number of Palestinians killed in clashes with Israeli forces. Most of the victims of intra-Palestinian violence were suspected of being informers for the Israeli authorities.

The intifadah as a whole is primarily a civil insurrection that contains elements of terrorism in specific instances. Acts of intifadah violence frequently go unclaimed and often are not clearly tied to specific goals and objectives or organized terrorist groups. In the absence of an identifiable perpetrator or motive, it is difficult to apply our working definition of terrorism to most intifadah incidents.

Jordan Despite additional security measures provided by Jordanian authorities, tensions stemming from the Persian Gulf war led to a spate of attacks in early 1991 against business and diplomatic targets associated with countries taking part in the coalition against Iraq. Most such incidents were minor attacks apparently intended to cause property damage rather than casualties.

At least some of the attacks were apparently the work of a group of Islamic extremists known as Muhammad's Army. In July, Jordanian authorities arrested dozens of persons suspected of belonging to the group, 18 of whom went on trial in October. In open court, the defendants admitted to conducting a series of attacks on Jordanian and Western interests, including two car bombings that seriously wounded the daughter of a local cleric in January and a Jordanian intelligence officer in July. They also confessed to planning attacks against U.S. and other Western diplomatic facilities. Eight defendants, including two in absentia, were found guilty and sentenced to death. In December King Hussein commuted the death sentences for six defendants to varying prison terms; he let stay the death sentences on the two tried in absentia.

A variety of Palestinian factions maintain a presence in Jordan, including elements of the PLO and more radical Islamic fundamentalist groups like Hamas and the Palestinian Islamic Jihad (PIJ). Prominent members of the PIJ in Jordan publicly threatened attacks on U.S. interests during the Gulf war.

There were a number of armed infiltration attempts across the Jordanian boundary with Israel in 1991. Some, such as an 8 February attack claimed by Muhammad's Army, appeared to have been carried out by an organized group; others were most likely conducted by zealous individuals with no connection to any known political organization. One Israeli farmer was killed and three others wounded in a cross-border attack in April. A decline in cross-border raids in the latter half of the year may have been because of Jordan's efforts to enforce tighter border security.

The Jordanian Government considers itself to have been a victim of terrorism over the years and has cooperated in international terrorism efforts. In late 1991 Jordan sought the extradition from Sweden of a Palestinian accused of the 1971 murder of Jordanian Prime Minister Wafsi Tell. Jordanian security services are alert to attempted terrorist acts and have detained members of groups, such as the PIJ, who have been accused of inciting violence.

Kuwait Kuwait has historically been a target of international terrorism and has had to cope with hijackings, bombings, and assassination attempts. It has been aggressive in bringing terrorists to justice. Before the 2 August 1990 Iraqi invasion, and consistent with its no concessions policy on terrorism, the Amir resisted pressure to pardon members of the pro-Iranian fundamentalist Dawa terrorist group imprisoned in Kuwait for a series of 1983 bombing attacks against U.S., French, and Kuwaiti interests. The Dawa terrorists either escaped or were freed during the Iraqi occupation.

During 1991 there were no significant acts of domestic terrorism in Kuwait. The government closed down offices of the PLO and all other Palestinian groups, including some associated with terrorism. The Palestinian population in Kuwait also shrunk during the Persian Gulf war and its aftermath from approximately 350,000 to about 40,000, thus severely reducing the ability of these groups to operate in Kuwait.

Lebanon The number of international terrorist incidents in Lebanon in 1991 rose to a high of 32, up from 10 in 1990 and 16 in 1989. Much of the increase reflected a low-level bombing campaign against foreign targets, largely French-owned banks, during the Persian Gulf war. These incidents caused only minor damage and few casualties. There also were a number of domestic terrorist incidents related to struggles between various Lebanese factions.

During much of 1991, the central government extended its control, particularly over a significant portion of the area from Beirut north to Tripoli. It disarmed several militias and began to expand its control into south Lebanon. The Lebanese Government, however, has been unable to fully

implement the Taif Accords, which provide for the extension of its authority nationwide. It has yet to move into the Bekaa Valley or east Lebanon or to expand into portions of the south dominated by Hizballah or the South Lebanon Army (SLA).

Syria, however, continues to maintain a sizable military presence in Lebanon, exercising control over portions of the north and the east. Israel and its client Lebanese militia, the SLA, control a region along the Israeli border.

Terrorism continues to plague Lebanon, and the year saw many violent attacks. Eight people died in a 20 March car bombing believed to have been an attempt on the life of the Defense Minister, the first such incident since the central government's assumption of authority in Beirut. The year closed with a 30 December Beirut car-bombing incident in which at least 30 were reported killed and 120 injured. The year also saw a rocket attack on 29 October on the U.S. Embassy and the 8 November bombing that destroyed buildings of the American University of Beirut. Both attacks are believed to have been protests against the opening of the Middle East peace talks. A French aid worker was abducted on 8 August to protest the release of British hostage John McCarthy. The Frenchman was freed three days later after Syrian troops and Lebanese armed forces exerted pressure on Hizballah strongholds in Beirut.

Iran, Iraq, Syria, and Libya continued to provide varying degrees of financial, military, and logistic support to radical groups engaging in terrorism in Lebanon. Several international groups including radical Palestinians, such as the Popular Front for the Liberation of Palestine-General Command (PFLP-GC), the Palestinian Islamic Jihad (PIJ), the Popular Front for the Liberation of Palestine (PFLP), the Democratic Front for the Liberation of Palestine (DFLP), the Abu Nidal organization (ANO), and Abu Musa, as well as non-Palestinian groups, such as the Japanese Red Army (JRA), the Kurdish Workers' Party (PKK), Turkey's Revolutionary Left (Dev Sol), and the Armenian Secret Army for the Liberation of Armenia (ASALA), maintain training facilities in Lebanon, chiefly in the Syrian-garrisoned Bekaa Valley.

The Lebanese Government frequently has condemned terrorist acts and has repeatedly called for the release of foreign hostages but has been unable to rein in terrorists.

One bright spot over the past year was the winding down of the hostage problem in Lebanon. Iranian-backed elements of Hizballah freed six American and three British hostages and returned the remains of U.S. hostages Col. William Higgins and William Buckley at the end of 1991 following a UN-orchestrated process involving frequent contact with Iran, Syria, the Lebanese Shia, Israel, and others. In return, many Lebanese held by Israel and the SLA were freed, but several hundred remain in captivity. Israel received through the UN conclusive information from Hizballah that two of its six missing soldiers were dead. The remains of another Israeli soldier killed in fighting in Lebanon in the mid-1980s were returned by the Democratic Front for the Liberation of Palestine (DFLP).

At the end of 1991, two German relief workers who are also held by Hizballah -- Heinrich Struebig and Thomas Kemptner -- remained in captivity; their release has been linked to freedom for two Lebanese terrorists jailed in Germany. There had also not yet been a full accounting of all those held hostage who may have died while in captivity.

Saudi Arabia The defining event concerning terrorism in Saudi Arabia in 1991 was Operation Desert Storm and its aftermath. Throughout the Desert Shield/Desert Storm period, Saudi Arabia shared information on possible terrorist acts with other governments and made every effort to assist the international community in countering and preventing terrorism. The Saudi Government

expelled Iraqi diplomats and attaches and closed its borders with Jordan and Yemen, countries it viewed as aligned with Iraq. It also tightened visa requirements for foreign workers from countries opposing the international coalition. Many foreign workers were expelled from Saudi Arabia, and others were transferred or fired from sensitive government positions. Saudi Arabia also employed additional security measures on Saudia Airline flights.

Despite the huge U.S. military presence in Saudi Arabia, there was only one act of terrorism directed against U.S. forces. On 3 February 1991, two U.S. airmen and a Saudi guard were wounded in an attack on a military bus in Jeddah. Four Palestinians (one a naturalized Saudi) and two Yemenis were arrested. The incident is still under investigation, and the four Palestinians remain in custody.

The Saudi Government is still closely following the investigation of the February 1990 killing of three Saudi diplomats in Bangkok, Thailand. The Thai Government has publicly blamed a non-Thai terrorist no longer in Thailand.

Thanks to the intensive but largely unobtrusive security precautions taken by Saudi security forces, the annual Mecca pilgrimage (hajj) passed without incident.

Saudi Arabia has repeatedly spoken out and voted against terrorist acts in international fora. It has raised terrorism issues in bilateral discussion with governments it considers to be state sponsors of terrorism. Saudi Arabia decries acts of terrorism allegedly committed in the name of the Palestinian cause; it considers this cause to be a legitimate movement of national liberation and resistance to military occupation. Saudi Arabia suspended financial and political support for the PLO in late 1990 because of that group's strong pro-Iraqi stance but then reportedly resumed transfer to the PLO of revenue from a tax on Palestinians working in the kingdom in late 1991.

Yemen The Republic of Yemen (ROY) is committed to cutting all ties to terrorist groups. A few groups, however, continue to maintain a presence in ROY territory, typically with the assistance of ROY officials who were previous officials of the former People's Democratic Republic of Yemen (PDRY). The PDRY was on the U.S. Government's list of state sponsors of terrorism until its unification with the Yemen Arab Republic (YAR) to form the ROY in 1990.

The ROY is reportedly narrowing criteria and tightening procedures for issuing passports to non-Yemenis, including Palestinians, and has denied press reports that international terrorist Carlos was granted refuge in Yemen.

During the past year several incidents of international terrorism occurred in Yemeni territory, especially during the Persian Gulf war when Yemen was a strong supporter of Iraq. In January, during the Gulf crisis, the embassies of the U.S., Turkey, and Japan were attacked by unknown persons. The ROY condemned these attacks and increased protection of citizens and property of coalition member countries. In October unknown persons attacked the German and U.S. Embassies in what was probably part of a wave of attacks that also included ROY government targets.

International Organizations United Nations The United Nations was involved in two successful efforts concerning terrorism in 1991. The General Assembly adopted Resolution 451 on 9 December 1991 that unanimously reaffirmed the commitment of all nations to work together to counter terrorism.

Former United Nations Secretary General Javier Perez de Cuellar and his special representative

Giandomenico Picco were instrumental in securing the release of all the remaining American and British hostages during 1991 and the return of the remains of two Americans -- Col. William "Rich" Higgins and William Buckley -- who died while in captivity. Colonel Higgins, it must be noted, was kidnapped and murdered while serving with a UN peacekeeping group in South Lebanon.

On 13 September 1991, in Lebanon near the Israeli border, a United Nations peacekeeping soldier was killed and five other soldiers were wounded after being taken hostage during a botched terrorist raid on Israel by Palestinians. The death and injuries occurred as negotiations were in progress to free the hostages. Israeli military units became involved. The United Nations protested to the Palestine Liberation Organization and to the Israeli Government about this incident.

International Civil Aviation Organization A Diplomatic Conference on Air Law was held under ICAO's auspices in Montreal from 12 February to 1 March 1991, at which the United States and 40 other nations joined together to sign in Montreal an international convention on The Marking of Plastic Explosives for Detection. The signing of this convention capped a two-year effort in the aftermath of the bombing of Pan Am Flight 103 to develop an international convention requiring the introduction of certain marking chemicals into plastic explosives at the time of manufacture in order to improve their preblast detection by various existing technologies.

Advice and consent by the U.S. Senate to this convention will be sought in 1993, following the completion of certain required technical studies that are currently under way. The technical assessments will help ensure that the marking chemicals required by the convention do not have any adverse effects on the safety and health of those involved in the manufacture or use of marked plastic explosives, that the shelf life of marked explosives is sufficient for purposes of the convention, and that the properties and performance of the explosives are not adversely affected by the introduction of the required marking agents.

Foreign Political Hostages Kidnapped in Lebanon: 1991 Status Report

Name/Nationality/Profession Date/Place Kidnapped Kidnapping Claimed by Status

William Buckley, United States, CIA Officer 16 March 1984 West Beirut Islamic Jihad Remains recovered 27 December and flown to United States for burial at Arlington National Cemetery

Terry Anderson, United States, AP Middle East Bureau Chief, journalist 16 March 1985 West Beirut Islamic Jihad Released 4 December

Alec Collett, United Kingdom, journalist, UNRWA 26 March 1985 West Beirut Revolutionary Organization of Socialist Muslims Reported to have been killed in 1986, but information is inconclusive

Thomas Sutherland, United States, American University of Beirut (AUB), educator 9 June 1985 West Beirut Islamic Jihad Released 18 November

Alberto Molinari, Italy, businessman 11 September 1985 West Beirut No claim Presumed dead, but evidence not conclusive

John McCarthy, United Kingdom, TV journalist 17 April 1986 West Beirut Arab commando cells Released 8 August

Joseph Cicippio, United States, AUB comptroller 12 September 1986 West Beirut Revolutionary Justice Organization Released 2 December

Edward Tracy, United States, writer 21 October 1986 West Beirut Revolutionary Justice Organization Released 11 August

Terry Waite, United Kingdom, Church of England, envoy 20 January 1987 West Beirut No claim Released 18 November

Alann Steen, United States, BUC, educator 24 January 1987 West Beirut Oppressed of the Earth and Islamic Jihad for the Liberation of Palestine Released 3 December

Jesse Turner, United States, BUC, educator 24 January 1987 West Beirut As above Released 22 October

William Richard Higgins, United States, Col. Marine Corps 17 February 1988 Near Tyre Islamic Revolutionary Brigades and Organization of the Oppressed on Earth Remains recovered 22 December and flown to United States for burial at Quantico National Cemetery

Heinrich Struebig, Germany, relief worker 16 May 1989 Lebanon No claim Still held

Thomas Kemptner, Germany, relief worker 16 May 1989 Lebanon No claim Still held

Jack Mann, United Kingdom, retired 6 October 1989 Sidon Uncertain Released 24 September

Jerome Leyraud, France, relief worker 8 August 1991 Beirut No claim: probably Hizballah

Released 11 August

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Overview of State-Sponsored Terrorism

The United States and its allies focus on raising the costs for those governments that support, tolerate, and engage in international terrorism. It is widely recognized that government support for terrorist groups enhances their capabilities and makes more difficult law enforcement efforts to counter terrorism.

A number of governments continue to provide terrorists safehaven, travel documents, arms, training, and technical expertise. In addition to support for terrorist groups, some governments engage directly in terrorism as a tool of their foreign and domestic policies. During 1991 Iranian and Iraqi agents carried out international terrorist attacks, and the evidence of Libyan responsibility for the bombings of Pan Am 103 in 1988 and UTA 772 in 1989 was made public. Other governments, though not direct sponsors of terrorist groups, contribute to such groups' capabilities by allowing them unimpeded transit, and permitting them to carry out recruitment and other support activities.

The United States currently lists Cuba, Iran, Iraq, Libya, North Korea, and Syria as state supporters of terrorism. This list is maintained pursuant to Section 6(j) of the Export Administration Act of 1979. This and related U.S. statutes impose trade and other restrictions on countries determined by the Secretary of State to have repeatedly provided support for acts of international terrorism. The list is sent annually to Congress, though countries can be added or removed at any time that circumstances warrant.

The international effort to curtail state support for terrorism achieved tangible results in 1991. The United States in concert with the international community responded swiftly and firmly to Iraq and the groups pledging to carry out terrorist attacks on behalf of Saddam Hussein. Messages were sent warning Iraq and these groups of the consequences of a resort to terrorism. Many governments preemptively expelled more than 200 Iraqi diplomatic and intelligence personnel to reduce the threat posed by Iraq's network of support. Many countries also alerted their citizens to the threat posed by Iraqi-sponsored terrorism and upgraded security at facilities likely to be terrorist targets such as airports and the airlines of coalition countries. Cooperation among law enforcement and intelligence services in many different nations increased the effectiveness of national counterterrorist measures against Iraq.

Scottish authorities and the U.S. Department of Justice on 14 November publicly charged two Libyans with carrying out the bombing of Pan Am Flight 103 on 21 December 1988 and the resulting murder of 270 innocent people. An exhaustive nearly three-year investigation, relying on cooperation among law enforcement and intelligence services in many countries, resulted in the indictment against a senior Libyan intelligence official, a former manager of a Libyan Arab Airlines office, and unidentified coconspirators. French judicial authorities had issued international arrest warrants two weeks earlier charging four Libyan officials with involvement in the September 1989 bombing of UTA Flight 772. The bombings of Pan Am 103 and UTA 772 are part of a historical pattern of Libyan Government-sponsored terrorist attacks.

Despite these counterterrorism accomplishments, there is a continuing danger posed by state sponsorship. Iranian agents have been charged with the August murder of former Iranian Prime

Minister Bakhtiar and his aide outside Paris. Iran has also strengthened its relationship with extremist groups throughout the world by providing advice and financial and material assistance, often through its embassies. Iran's support is increasingly important not only to Islamic extremist organizations but also to Palestinian groups that may have lost some support from other state sponsors. Libya continues to provide financial, logistic, and training facilities for international terrorist groups, including the notorious Abu Nidal organization (ANO), which is headquartered in Libya. Syria continues to allow terrorists to operate within its territory and allows numerous terrorist groups -- of both Palestinian and non-Palestinian origin to have training facilities in the Bekaa region of Lebanon, which is under effective Syrian military control. Cuba and North Korea continue to provide safehaven and training for various terrorist groups.

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