**ORDER**

**DEPARTMENT OF TRANSPORTATION**
**FEDERAL AVIATION ADMINISTRATION**

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SUBJ: DEFENSIVE SECURITY BRIEFING REQUIREMENTS FOR FAA EMPLOYEES TRAVELING TO COMMUNIST-CONTROLLED COUNTRIES

1. PURPOSE: This order implements DOT Order 1640.9, Defensive Security Briefing Requirements for Departmental Personnel Traveling to Communist-Controlled Countries, dated February 27, 1981.

2. DISTRIBUTION. This order is distributed to all supervisors in FAA headquarters, regions, centers, and field offices and facilities.

3. BACKGROUND.

a. As a result of the execution of a number of bilateral agreements with the Soviet Union and certain other Communist-controlled countries (see Appendix 1) in the areas of trade, tourism, and exchanges in education, science, and technology, some FAA employees travel on agency business to these countries. Other employees may visit the listed countries on personal business or as tourists.

b. Travel to Communist-controlled countries presents an excellent opportunity for hostile intelligence services to target individuals for possible immediate or future exploitation. U.S. Government employees, regardless of position or assignment, are of particular interest to intelligence services of Communist-controlled countries because of their awareness or actual knowledge of information that could be used to enhance the Communist nation's strength. Even a small bit of information, whether it be classified or not, could represent a very important piece in a much larger puzzle--the missing link leading to resolution of a hostile nation's problem.

c. Further, some innocent activity, often perfectly acceptable in the West, may be seized upon by the hostile nation as a basis for the arbitrary arrest or detention of the traveler, and as a means of embarrassing the traveler and the United States.

d. Because of the circumstances stated above, FAA employees must be made aware of situations that could be encountered during their visit, and given advice on defensive measures against possible hostile intelligence exploitation.

4. DEFENSIVE SECURITY BRIEFING REQUIREMENTS. A Defensive Security Briefing is required for all FAA employees PRIOR to their traveling to Communist-controlled countries, either on government travel or for personal reasons, regardless of the sensitivity of the employee's current position or whether the employee has had access to National Security (Classified) information. The Defensive Security Briefing included in this order as Appendix 2 has been approved for use within DOT/FAA by the National Security Council.

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5. RESPONSIBILITIES.

a. The Supervisor shall:

(1) Assure that employees are aware of the briefing requirements of this order prior to approval of official travel orders, or personal leave, to any of the countries on the attached list.

(2) Provide or arrange for Defensive Security Briefing for the employee using the attached briefing outline and any other pertinent information that may be available.

b. Each employee who plans to travel to any country listed in Appendix 1 shall arrange with his/her supervisor to be given the Defensive Security Briefing prior to commencing the travel to that country.

6. FREQUENCY OF BRIEFINGS. Employees who have occasion to travel to the listed countries on a recurring basis need not be briefed prior to each trip, provided the employee has been briefed at least once in the preceding 12 months. Employees who receive a Defensive Security Briefing before leaving for a foreign duty post normally do not require a rebriefing as long as they remain at that particular post.

7. BRIEFING CERTIFICATE. On completion of the Defensive Security Briefing, the employee shall sign the Defensive Security Briefing Certificate, DOT Form 1630.6, certifying that he/she has received the briefing. The supervisor as briefing official shall witness the signature. The certificate shall be forwarded to the servicing security element, where it shall be retained on file for at least two years.

8. FORM AVAILABILITY. DOT Form 1630.6 is available in the DOT Warehouse, M-443.1. A sample is included as Appendix 3 to this order for informational purposes.

Billie H. Vincent
Director of Civil Aviation Security

1600.61

## IDENTIFICATION OF COUNTRIES

Travel to the following countries will require Defensive Security Briefings:

Albania

Bulgaria

Cambodia

Cuba

Czechoslovakia

German Democratic Republic (GDR) (East Germany, including Soviet Sector of Berlin)

Hungary

Laos

Mongolian People's Republic (Outer Mongolia)

North Korea

People's Republic of China (Communist China including Tibet)

Poland

Rumania

Union of Soviet Socialist Republics (USSR) (Including Estonia, Latvia, Lithuania and all the other constituent republics, Kurile Islands on South Sakhatin (Karafuto)

Vietnam

Yugoslavia

# DEPARTMENT OF TRANSPORTATION
# DEFENSIVE SECURITY BRIEFING

## INTRODUCTION

All U.S. Government employees, regardless of position or assignment, are likely to be of interest to intelligence services of Communist-controlled countries. Hostile intelligence networks make it their business to learn the identities of Americans, and frequently attempt to target them for intelligence approaches when they travel abroad. The approach may be direct or indirect, highly sophisticated, or crudely obvious. In any case, U.S. personnel traveling to Communist-controlled countries should be constantly alert to the problems that can befall them. The purpose of this briefing is to make employees aware of the pitfalls associated with such travel, and to advise them on defensive measures against possible hostile intelligence exploitation.

## PRIOR TO DEPARTURE

1. The Bureau of Consular Affairs, U.S. Department of State, frequently publishes advisory material on current travel conditions in Communist-controlled countries. This material should be available through your agency and you should carefully review any such information covering the country(s) you will be visiting. It is especially important that you are aware of the items which may or may not be taken into the country(s) to be visited.

2. Visa applications are routinely scrutinized by intelligence services of Communist countries. In order to avoid possible difficulties in this area, it is important that you fill out the forms truthfully and accurately. It is especially important that you name any relatives that you intend to visit in the host country.

3. When obtaining visas, travelers should ask the appropriate Consular Officer how much foreign currency (United States and other) and what valuables may be taken into and out of the Communist country(s) to be visited. Make sure you have enough money for the trip, and strictly follow the approved itinerary. You may not import local currency into the country(s) to be visited.

4. If you are a naturalized American citizen of East European origin, note carefully: There have been instances in which an East European country has not recognized the U.S. citizenship of former nationals, and has taken the position that such persons retain their original nationality and are therefore subject to treatment as citizens of that country upon reentry into its jurisdiction. If you have a problem for this reason, consult first with the U.S. Department of State for advice and clarification of your status.

5. You may wish to carry with you gifts for friends or relatives. Items to be carried as gifts should be neither controversial nor prohibited. Do not bring pornography, narcotics, or political material. Communist pornography laws are far stricter than those in the United States, and you should avoid taking with you magazines or other materials that might be considered pornographic. Any patent medicines or prescription drugs should be clearly for your own use and in reasonable quantities to convince authorities that they are for your personal consumption.

6. Do not carry with you, on behalf of a third party, any letters, messages, or packages for private individuals in Communist countries. You may be deemed guilty of circumventing normal channels of communication, or you may be regarded as a courier for illegal or subversive purposes.

7. Carry only essential forms of identification. Leave Government badges, building passes, etc., at home. Write down your passport number and keep it separate from your passport. Do the same with the address and telephone number of the American Embassy.

8. DO NOT TAKE THIS DOCUMENT WITH YOU! Study it; think about it; and remember its warnings during your visit. But leave the document home.

## UPON ARRIVAL

1. Rules governing declarations of valuables and currency and those relating to transactions are strictly enforced. An accurate declaration should be made at entry of all money and valuables, including travelers' checks. Some countries give the traveler a copy of the declaration which must be surrendered upon leaving. It is important to keep receipts of all money changes, as these are frequently requested upon departure. Undeclared sums of U.S. or other currency is likely to cause difficulty with authorities and may be confiscated upon departure.

2. You will generally be permitted to take in such items as cameras, transistor radios, etc. It is wise to declare such items as you enter, however, to preclude possible explanations, customs charges or confiscation when you leave. Baggage inspections may be extremely thorough or only perfunctory. On occasion, your baggage may not even be opened at entry.

3. As soon as possible after arrival, it is recommended that you contact the American Embassy or Consulate, either by telephone or in person, and provide your local address and the probable length of your visit.

4. It is unwise for you to drive yourself in a Communist country. Try to use public transportation or hire a driver, as local traffic regulations may be confusing. There have been incidents where traffic accidents were deliberately provoked to incriminate or embarrass a visitor.

## ACTIVITIES WHILE IN COMMUNIST COUNTRIES

1. Assume that your hotel room is equipped with devices to overhear or record your conversations. There may be devices installed through which you can be physically observed, even while your room is in darkness. In addition

to the usual microphones, telephone taps, miniature recording devices, etc., intelligence operatives today use infrared cameras, infrared "snooper-scopes" and optical lenses, closed circuit TV, and other highly advanced equipment. Do not search for such devices, and do not make an issue of it if you should by chance find one. The presence of such equipment may not necessarily be significant as concerns you. The device may or may not be monitored during your visit, or it may be monitored only on a spot-check basis. Do not try to neutralize such devices by running tap water, playing your radio, etc. Some modern devices are so sophisticated that they cannot be neutralized. Overt efforts on your part to combat such penetration will only make you more suspicious to the intelligence services. The best defense against such devices is the abstinence from other than light, uninformative discussions.

IMPORTANT: Should you discover any device of the above kind, take no overt action against it. Continue your normal conversation giving no indication you have discovered it, and then report your findings to the U.S. Embassy, Consulate or to your security officer upon your return.

2. Beyond your hotel room, you should assume that conversations in vehicles (including embassy vehicles), train compartments, restaurants, conference rooms and other public places, may be monitored. Miniature microphones with transmitters or recorders can easily be secreted on the person of an individual in your group. It is even technically possible to record your conversations in open, outdoor areas; however, those areas are normally more secure than indoor locations.

3. Avoid unnecessary discussions concerning your job, your work place and other official matters. Also avoid discussing other U.S. employees' habits, character, or other matters which reveal weaknesses or idiosyncrasies.

4. Assume that your personal luggage will be searched at some time in your hotel room. If you discover evidence of this, do not make a big issue of it. Positive evidence of such activity, however, should be reported to the U.S. Embassy and your security officer upon your return. It is just as well not to bother locking your luggage, as most locks will be readily picked. If the lock cannot be picked, this will only increase the curiosity of the intelligence agent and the lock may be broken. Never leave your luggage unattended containing valuable papers or documents you do not wish anyone else to read. If you surprise someone searching your possessions, don't take any violent or physical action, but report the incident to local and U.S. authorities.

5. You may receive a "wrong number" or otherwise mysterious telephone calls in the hotel room at any hour of the day or in the middle of the night. Do not let this unduly upset you. It may be a crude but effective method of determining whether or not you are in your room. It may be only a result of poor telephone service.

6. Do not rely on hotel employees for protection service. In these countries, you should always assume that chamber maids, elevator operators and hotel employees, as well as waiters or the maitre d' in restaurants are in the employ of the intelligence services. Be particularly circumspect in your relations with guides, interpreters, and Communist travel agency personnel, as these people are invariably used by intelligence agencies.

7. You may be placed under physical surveillance as you travel either on foot or by vehicle. You may suspect you are being observed when actually you are not. In either event, the best tactic is to ignore it. Communist intelligence agents at various times observe visitors on a spot-check basis for no apparent reason. On the other hand, they may

be collecting detailed data concerning your activities in preparation for a more direct intelligence approach. Do not attempt to lose the surveillance. If you are actually being followed for intelligence objectives, you will be covered by a team of several agents, and your evasion attempts will only make you more suspicious.

8. You will be permitted to take photographs with your personal camera, but be careful not to photograph restricted areas. Travelers should refrain from taking photographs from aircraft, photographing military and police installations and personnel, industrial structures, harbor, rail and airport facilities, and border areas. Communist countries also resent your photographing items which put them in a bad light, such as slum areas, public drunks, scenes of civil disorder or other public disturbances. If you do take such photographs, your film may be confiscated.

9. Be particularly circumspect in approaches which may be made offering social companionship, especially of a sexual nature. Many of these persons are "plants" of Communist intelligence agencies and will offer themselves attractively for the purpose of getting you in a compromising situation which will be followed by a blackmail threat to force your cooperation in intelligence activities. Under no circumstances should you seek or accept this kind of social companionship in a Communist country. The intelligence services are fully aware of the possibilities inherent in human frailties, and will capitalize immediately upon any indication of immoral or indiscreet behavior of American travelers. Even when failing to detect a vulnerability, Communist agents have attempted entrapment of innocent travelers. For this reason, you should maintain the highest level of personal behavior at all times, avoid long walks at night alone, and endeavor to always be in the company of someone you can trust. Be especially careful

to stay well within your capacity for alcohol so as not to weaken your defense or lose your self-control.

10. Do not accept from anyone (including friends, relatives or professional contacts) letters, photographs, packages or any other material to be smuggled out of the country or carried in your effects when you depart. Be firm in your denials in these matters, as such requests may be acts of intelligence provocation to entrap you.

11. Bear in mind that there are many political, cultural and legal differences between the U.S. and Communist countries. Actions which are innocent or, at worst, carry wrist-slapping penalties in the U.S., are often considered serious offenses against the law in Communist-dominated societies. Persons violating the law, even unknowingly, run the risk of arrest or expulsion. Do not, for instance, take "souvenirs" from hotels or institutions, however insignificant in value they may appear.

12. Do not engage in any private currency transactions with individual citizens. Do not try to sell or trade any personal items, including clothing, which you have brought into the country, or purchase bargains from street peddlers or other questionable vendors. Do not engage in blackmarket activities. Many Communist countries have laws governing exportation of art work and historic relics. Be familiar with these laws if you intend to purchase such items, and make these purchases only at official establishments.

13. Should you be detained or arrested for any reason by police or other officials of these countries, be cooperative, but insist promptly, politely, and repeatedly, if necessary, that the U.S. Embassy or Consulate be notified. Do not make any statements or sign any documents you do not fully understand, until you have had an opportunity to confer with an embassy representative. You may possibly be accused of having some connection with

an American intelligence service, or of having accepted an assignment by such service to be carried out in the host country. You should make no admission whatever indicating you have ever had any dealings, under any circumstances, with any U.S. intelligence agency.

14. Mail which you receive or transmit is subject to censorship in a Communist country. In all mail you write prior to, during, or after your visit to a Communist country, make no reference to classified information nor reveal information of possible value to a hostile intelligence service. Be careful in writing to or about relatives or friends in these countries, as they may become targets for investigation or exploitation.

15. There have been several incidents in Communist countries wherein speech-inducing drugs, medicines, etc., have been used under the guise of medical treatment for the purpose of aiding in interrogation. In non-emergency situations, every effort should be made to avoid Communist hospitals or medical facilities without first having notified the U.S. Embassy or Consulate.

16. Report immediately any action which might form the basis of pressure or compromise, or any attempt to pressure or compromise you, to the American Embassy (security officer) in the country being visited, and also to your security officer immediately upon your return to your job. Also report any unusual subsequent contacts with Communist country nationals.

We have discussed above many, but not necessarily all, pitfalls which may befall an American traveler. New espionage techniques and tactics are constantly being developed, and the highest degree of alertness is necessary at all times. While the techniques employed by Communist countries' intelligence services seem far-fetched, illicit, or taken from "spy novels", they are in fact used in day-to-day activities and operations. Although these techniques are revolting to

an American, one must nevertheless recognize them as a part of the Communist system, in order that he or she may successfully counter such practices.

Well, so much for the dark side of the picture. All of these things had to be said so you would be forewarned of the possibilities. Now for the probabilities: You probably will not be entrapped by Communist intelligence services, and you probably will not have any problems if you respect local laws and customs, be honest in your dealings and behave discreetly. You can expect friendly treatment from most of the citizens with whom you come in contact, and you will find that they are very interested in all aspects of American life. You can therefore serve as a valuable goodwill ambassador for the U.S., while you enjoy the interesting and innocent features of the country(s) you visit. Be open to this experience, have a good trip and come home safely.