

Explanatory Note

Department of State May 2008 Report on the Consolidation of Diplomatic Security (DS) Training

On May 12, 2008, The Department of State (DOS) transmitted to Congressional appropriations committees a report that detailed the critical need to consolidate security related training for U.S. government personnel. The subject report was developed in response to a request made in the joint explanatory statement accompanying the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2008 (Div. J, P.L. 110-161), that DS develop a thorough plan to consolidate and expand hard and soft skills training. The report accurately reflects the mission, needs, planning, and programming efforts accomplished up to May 1, 2008. Since 2008 the mission, needs, planning, and programming efforts have evolved into the current Foreign Affairs Security Training Center (FASTC) project.

DS identified the need to consolidate training functions in the mid-1990s. Since that time, DS has made several attempts to coordinate an effort to develop a consolidated facility to accomplish its training objectives. In light of the global security climate and recent attacks on U.S. government personnel working overseas, DS's mission requirements and its role in the global fight against terrorism have grown exponentially, particularly since the release of the 2008 report. The scope of the DS training operation has evolved in order to meet the increased demands of its mission. As part of the American Recovery and Reconstruction Act signed into law on February 17, 2009, Congress appropriated \$70 million to the DOS to be used in part to identify and procure a permanent site for a consolidated training facility allowing DS to achieve its training mission. Given the dynamic mission requirements, the needs and scope of the current FASTC project are not fully captured in the 2008 report. Furthermore, due to the increase in scope of DS's mission, there are details within the 2008 report that may not coincide with current FASTC project information on the public record.

U.S. Department of State

**Report on the
Consolidation of Diplomatic Security Training**

May 1, 2008

I. The Mission, the Need

As requested in the joint explanatory statement accompanying the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2008 (Div. J, P.L. 110-161), the following report outlines the Department's comprehensive facility plan to consolidate and expand hard and soft skills training.

The Department's Bureau of Diplomatic Security (DS) has the crucial responsibility to ensure a safe and secure environment for the successful conduct of U.S. foreign policy. The Secretary of State's transformational diplomacy initiative and growing threats of terrorism, civil disorder, and crime mean that Foreign Service Officers and family members are increasingly called upon to live and operate in more unstable and dangerous locations worldwide. DS is responsible for developing security strategies and training programs to protect U.S. diplomatic personnel and facilities to counter these threats. There exist critical requirements to:

- Provide U.S. employees and families serving overseas with enhanced hard skills security training;
- Improve Special Agent/Regional Security Officer training to reflect the move to heavier weapons, larger armored vehicles, and evolving tactics; and
- Train Foreign Service Nationals and foreign police partners with up-to-date skills-based security training.

The mandate to operate in critical threat areas involves great personal risk and cost. This year USAID Foreign Service Officer John Granville and FSN driver Abdelrahman Abbas Rahama were assassinated in Khartoum by al-Qaeda operatives. Two U.S. Embassies, N'Djamena and Belgrade, required emergency evacuation and suffered shell-fire and arson set by mobs. Heavy armored vehicles were destroyed by improvised explosive devices (IEDs) in Iraq, Afghanistan, and Beirut. Rocket attacks in Iraq took multiple lives, inflicted numerous injuries, and destroyed helicopters and armored vehicles. Mortar attacks in Yemen required evacuation of families and dependents.

In 2007, Department security contractors in Iraq lost four helicopters and five crewmen to intense hostile fire in one incident. At the U.S. Embassy in Vienna,

security screening thwarted a man attempting to enter the Embassy with two grenades, explosives, and two kilograms of nails for enhanced shrapnel effect. Earlier that year two Moroccan suicide bombers blew themselves up outside U.S. Consulate Casablanca and the American Language Center.

In 2006, Department of State Facility Management Officer David Foy and his driver were killed in a suicide car bomb attack on U.S. Consulate Karachi. In September 2005, DS Special Agent Steve Sullivan was killed in a suicide vehicle bomb attack in Mosul, Iraq, and in October 2004 Special Agent Ed Seitz was killed in a rocket attack on Camp Victory in Iraq.

The Department's commitment to security training was recognized in September 2005; the DS Training Center was the first training academy accredited by the Federal Law Enforcement Training Accreditation Board. However, Department training needs, singular to the particular mission and the environment in which the Foreign Service operates, require dedicated space and facilities to carry out hard skills security training. Weapons training, anti-terrorism and armored vehicle driver training, surveillance detection training, shock/trauma medical training, exposure to explosive effects, military vehicles and munitions, and IED recognition training all require specialized facilities.

Hundreds of new and in-service Special Agents need effective and realistic training every year. The Department will train 1,500 Foreign Service Officers in high threat security and counter-threat operations for deployment to Iraq, Afghanistan, and other critical threat posts this year. The need for this training for all members of the Foreign Service and their families was noted in a report by the Center for Strategic and International Studies, Inspector General reports, and Accountability Review Boards.

The Department is appreciative of the Congress's recognition of this critical need that will fully address the security training requirements of the Department of State and other foreign affairs agencies.

II. Previous Efforts to Establish a Security Training Center

Department efforts to establish a dedicated security training facility began in 1993 to support Antiterrorism Assistance (ATA) training. Over the next five years, military bases – some slated for closure – were evaluated for suitability, including locations in California, Florida, Alabama, Louisiana, Arkansas, and Virginia. The requirement was never developed beyond concept.

The need for a consolidated security training facility was revisited in 1998 after the al-Qaeda bombings of the Embassies in Dar es Salaam and Nairobi. During the critical response period following the bombings, the Department could not immediately satisfy all of the training and assistance requirements generated. The need for a dedicated training facility was briefed to the National Security Council (NSC) with positive response. A facility called the Center for Antiterrorism and Security Training (CAST) was planned, and an initial location suggested by the NSC at the Indian Head Naval Surface Warfare Center in Maryland. Initial discussions with Indian Head were positive. However, other Department of Defense counterterrorism forces had a greater need for the facilities.

Key points for consideration were:

- Establishing CAST in the greater Washington area would consolidate training and facilitate participation of the federal law enforcement community, senior US Government policy organizations, and the embassies of countries involved in the Global War on Terror.
- CAST would facilitate security and antiterrorism training for the American foreign affairs community (most of whom are based in the Washington area) with limited logistical costs.
- As the Global War on Terror expands, the need for dedicated training facilities for both DS and ATA will continue to expand.
- In 2002, Aberdeen Proving Grounds in Maryland was selected as the location of CAST after other locations in Virginia, West Virginia, South Carolina, and Maryland were determined to be either unsuitable or unavailable.

CAST funding was requested in FY 2002 and FY 2003, but was not appropriated. (\$52 million for CAST was included in the Senate version of the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies Appropriation Bill, 2004 (S. 1585) but was removed in conference.)

Without a dedicated funding stream, the Department explored the concept of obtaining CAST through “Enhanced Use Leasing,” which involved full capitalization of the project by a developer selected by the U.S. Army Corps of Engineers. After three years of studies, it was determined that the Maryland location initially selected for CAST could not satisfy all of the facility requirements, and the project was cancelled in September 2005. With training initiatives mounting and limited training venues available that could handle counterterrorist driving, weapons training, physical tactics, high-threat motorcade movement, and other special programs, the Department turned to a contractual situation to meet escalating requirements. DS-owned equipment, to include a modular “Quick Range” small caliber firing range, portable armory, ammunition storage bunkers, and 10 containers of training equipment, were relocated to land owned by the Summit Point Raceway in Summit Point, WV, in 2005. However, many of the original needs upon which CAST was based continue, and, the need for a dedicated training facility for both DS and ATA continues to expand.

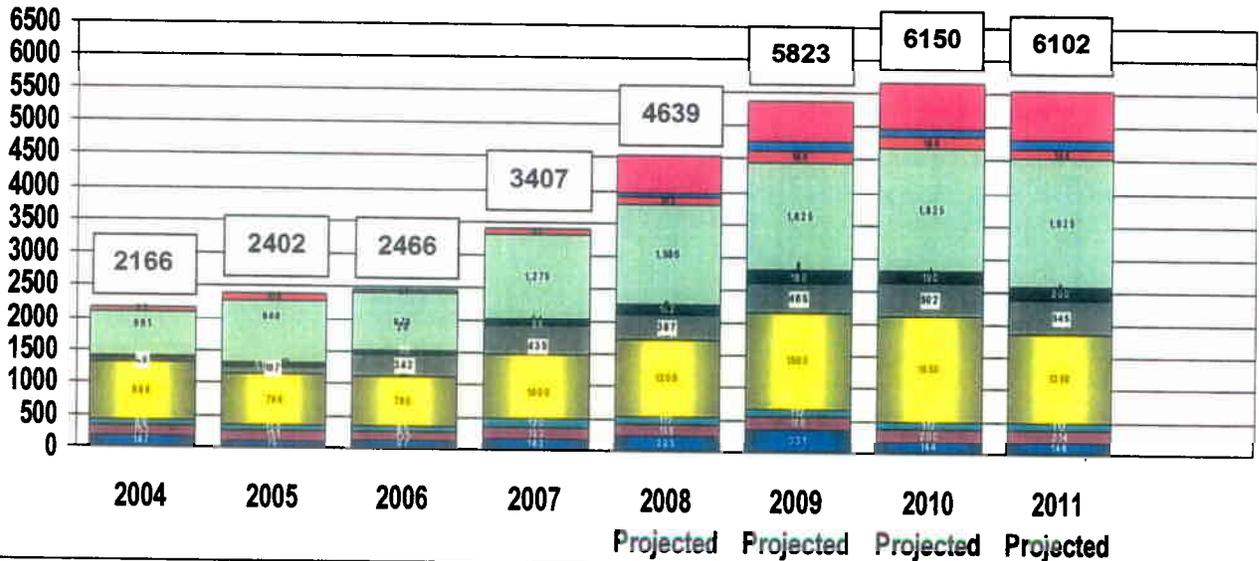
The Department has had a long and successful relationship with Bill Scott Raceway in Summit Point, West Virginia. This facility has made it possible for DS to train Special Agents and foreign affairs colleagues in defensive and counterterrorist driving. Summit Point has three race tracks, and on any given day DS uses all of them. Through a modification to an existing contract with Summit Point Raceway, DS installed the pre-existing equipment and established an interim tactical training facility to maximize training opportunities.

The interim facilities at Summit Point have proven indispensable while the Department continues to plan for a permanent consolidated security training facility. The ability to train at this location has provided the flexibility to demonstrate IED awareness and firearms familiarization training that would not be possible in many areas within 100 miles of Washington, DC.

A dedicated facility provides the ability to train Department of State and other foreign affairs personnel who need hard skills training to live and work in critical and high-threat environments overseas.

III. Department of State Training Requirements

The Department's hard skills training requirements have increased dramatically since 2004. Attendance at the Foreign Affairs Counter Terrorism training (FACT) for officers deploying to Iraq, Afghanistan, and other critical threat locations has more than doubled from 2004 to 2008 to nearly 1,500. DS anticipates training nearly 600 personnel in new courses. These include firearms familiarization, explosives awareness, surveillance detection, medical, counterterrorist driving, weapons of mass destruction, and security operations. During this same time period, the Department hired 700 Special Agents to address attrition and newly authorized positions, all of whom had to attend Basic Special Agent Class (BSAC) training. The following chart illustrates the growth in security training requirements.



MSD	BSAC	BRSO / RSO
FSNI	Information Assurance	SEO, Seabee's & STS Combined
HTTC	Couriers	DSAC Iraq / FACT
Armored Veh Drivers	ATA Domestic Training	Other

ATA – Antiterrorism Assistance	FSNI – Foreign Service National Investigator
BRSO – Basic Regional Security Officer	HTTC – High Threat Tactical Course
BSAC – Basic Special Agent Class	MSD – Mobile Security Division
DSAC - Diplomatic Security Antiterrorism Course	RSO – Regional Security Officer
FACT – Foreign Affairs Counter Threat	SEO – Security Engineering Officer
	STS – Security Technical Specialist

The lack of a dedicated security training facility creates inefficiencies in scheduling, increases costs and travel time, and decreases productivity. The cost of maintaining venues for hard skills training at 15 locations is much higher than one consolidated facility.

To meet these increased demands, the Department needs a dedicated facility to improve responsiveness and exercise tighter quality control. Included in these requirements are mock diplomatic and urban facilities, integrated sustainment training, overseas mobile training deployments, in-country training program support, and emergency training. The lack of mock tactical training facilities adversely impacts DS's ability to meet current and projected assistance requirements.

The Department anticipates 70% joint usage of most of the training venues, with the ATA Program using the remaining 30%. Types of facilities are as follows:

- Driver training tracks;
- Firing ranges (25-meter indoor pistol, rifle range; 12-lane indoor firing range (Quick Range) and live-fire shoot house;
- Multiple mobile Military Operations in Urban Terrain;
- Post-blast containment facility;
- Explosives demolition range;
- Ammunition storage bunkers;
- Portable armory;
- Breaching facility;
- Classroom;
- Laboratories;
- Administrative offices; and
- Dormitories and a dining facility.

These facilities support the following courses:

Driver Training

Security convoys are core to most DS missions. The following courses require training on driving tracks:

BSAC training, RSO course, RSO In-Service, Foreign Service Officers training, Law Enforcement Protection , ATA PRS courses, Mission FSN Driver Training, PRS Motorcade Operations, PRS In-Service training,

Special Agent In-Service training, Driving Instructor Courses, VIP Protection, High Risk Urban Patrol, and FACT.

Firing Ranges (Outdoor and Indoor)

Rifle marksmanship, tactical firearms, firearms instructor, Crisis Response Team (CRT), Advanced CRT, Police Marksman, High Risk Urban Patrol, Officer Survival, VIP Protection, and FACT.

Defensive Tactics Facility

BSAC, RSO course, RSO In-Service, Foreign Service Officers training, Law Enforcement PRS, PRS In-Service training, Special Agent In-Service, Mobile Security Deployments, Instructor Training, CRT, Advanced CRT, High Risk Urban Patrol, Officer Survival, VIP Protection, and FACT.

Urban Tactical Training Facility

BSAC training, RSO course, RSO In-Service, PRS Motorcade Operations training, PRS In-Service Special Agent In-Service, Mobile Security Deployments, Instructor Training, CRT, Advanced CRT, Police Marksman training, High Risk Urban Patrol, Officer Survival, and VIP Protection.

Explosive Demolitions Range

Explosives familiarization and IED post-blast forensics training:
BSAC, RSO course, RSO In-Service training, Foreign Service Officers training, Law Enforcement PRS, Mission FSN training, PRS Motorcade Operations, PRS In-Service, Special Agent In-Service, Mobile Security Deployments, Instructor Training, Explosive Incident Countermeasures, Post Blast Investigation, and CRT Explosive Breaching.

WMD Medical Training Facilities

Weapons of Mass Destruction Medical course, Post Blast Investigation, and Explosive Incident Countermeasures.

The Department plans to collocate the Defensive Equipment and Armored Vehicle (DEAV) program with the security training center. This will include

armoring operations, armored vehicle staging, covered storage for 200 vehicles, and 50 secure parking spaces. Shop equipment and supplies would be included in the design to improve the flow of vehicles and mitigate safety concerns. The capability to store ammunition and other explosives on site will eliminate the need to maintain additional storage at other locations, such as Indian Head. If DEAV is not collocated with the Firearms Training Unit, there would be additional logistical issues that would either have to be mitigated by transportation time and assets and additional personnel to handle weapons maintenance and ammo supply.

The Department has need for an alternate site for Continuity of Operations (COOP) and Critical Infrastructure Protection (CIP) to ensure the continuation of critical security functions during an emergency or catastrophic event. For COOP, the Department needs a bureau facility for the DS Emergency Action Team, consisting of 85 personnel, with flexibility to expand staffing dependent upon the severity and length of the situation. For the CIP program, the Department must have backups for its law enforcement and intelligence IT systems. With the lodging, food services, and computer network support, the DS Consolidated Training Center would be ideal to house the Department's 250-member COOP staff as well. The feasibility of incorporating these requirements will be explored in-depth during the architectural and engineering study to be completed in FY 2009.

IV. Site Search

The Department examined sites in several states, including military facilities that were included in the base realignment and closure process. Since much of the training includes vehicles, it is critical that the facility have paved driving tracks that can be used year-round. Another major space factor is the vehicle armoring program, which requires secure covered storage for 200 vehicles. In the long term, the Department would require lodging and food facilities as well. All of the requirements will be provided to an architectural and engineering firm for analysis.

To better direct the search for an appropriate venue, the Department considered what other agencies are doing for their training requirements.

Secret Service: James J. Rowley Training Center

The agency most comparable in function and scope is the Secret Service. Located just outside of Washington, their James J. Rowley Training Center is comprised of 500 acres, six miles of roadway, and 31 buildings. The protective, investigative, specialized tactical, and executive/managerial training conducted is very similar to the training conducted by DS.

The Secret Service provides a wide range of courses utilized by its personnel throughout their careers. In a single year, hundreds of recruits undergo extensive training in firearms marksmanship, use-of-force/control tactics, emergency medical techniques, crime detection, and physical/site/event protection. At the other end of the professional spectrum, scores of veteran law enforcement, executive/managerial, administrative, and technical personnel are offered a comprehensive curriculum of specialized and technology-based training courses.

**Fish and Wildlife Service: National Conservation Training Center,
Shepardstown, WV**



Although not a hard skills facility, the Fish and Wildlife's National Conservation Training Center) in Shepardstown, WV, has excellent classroom, lodging, dining, and conferencing facilities. The lodging and dining facilities are operated by a private contractor on a performance-based, cost-plus-award fee contract. It is situated on 540 acres owned by the Fish and Wildlife Service.



The modern dining facility seats 150 people, and there are 226 lodging rooms on campus. The facilities include three computer labs, two science labs, a 250-seat auditorium, 10 eight-seat breakout rooms, three conference rooms, and 12 classrooms.



Standard classroom that can be configured for various needs. All are computer wired.



State of the art computer classroom.

Customs and Border Protection: Advanced Training Facility, Harpers Ferry, WV



At the Customs and Border Protection Advanced Training Center, officers receive specific training, such as Antiterrorism; Detection of Contraband; Interviewing; Cross-Cultural Communication; Firearms Handling and Qualification; Immigration and Naturalization laws; U. S. Customs Export and Import laws; Defensive Tactics; Arrest Techniques; Baton Techniques; Examination of Cargo, Bags, and Merchandise; Border Search Exception; Entry and Control Procedures; Passenger Processing; and Officer Safety and Survival. This facility is located on 154 acres in Harpers Ferry, WV, with plans to acquire 100 additional acres that adjoin the property. The facility contains classrooms, mat rooms, a strength training room, mock hotel, mock airport, a small auditorium, and administrative offices.

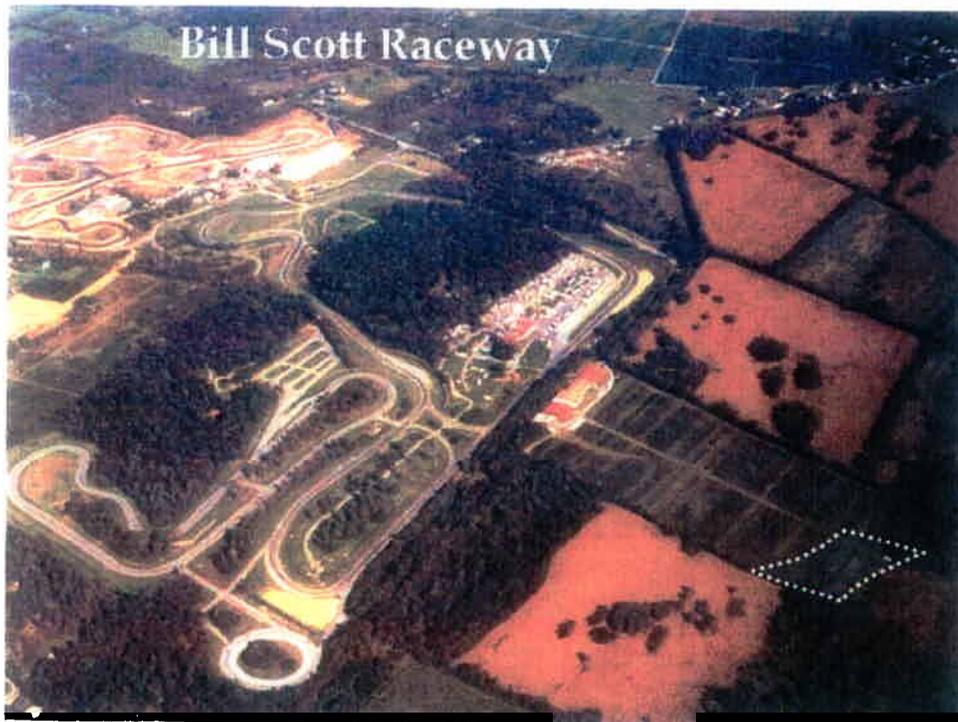


The facility has modern firearms ranges: four 25-yard and one 100-yard.

The Department plans to incorporate the best designs and practices from these facilities in the development of a consolidated security training facility to meet the Department's immediate and long-term needs.

V. Strategy for Establishing the New Training Facility

To meet the specialized tactical skills training requirements in a single location, the Department established an interim facility at the Bill Scott Raceway in Summit Point, West Virginia. This interim facility was selected because of its proximity to Washington, D.C., and DS's 25-year history of using the raceway. There are no other raceways within 100 miles of the metropolitan area that could also support weapons and munitions training. In addition to the raceway, the facility has temporary classrooms and modular and outdoor ranges.



The site is adjacent to the raceway that DS has used for driver training since 1983. Facilities include a 12-point 25-yard indoor range, a classroom/admin building with four classrooms, office space for 12 personnel, a break area for 80 students, a gymnasium with two mat rooms and a strength training area, a two-story tactical maze configured for a “force-on-force” non-lethal simulation training, and facades for mock urban tactical training.



In addition to this phase one development, there are 240 acres of adjacent land available for future development. Contingent upon funding and the results of an architectural and engineering study to be completed in FY 2009, the Department plans to purchase, through GSA, and further develop this or other nearby sites for the consolidation of its security training needs for hard and soft skills. The raceway is the only course that DS currently uses for driver training. Interim ranges, classrooms, and other facilities are in place, and administrative and infrastructure support is currently being provided through a contractual arrangement. The Department believes that there are distinct operational and fiscal advantages to purchasing and developing this or another nearby site.



- **240 Buildable Acres Available**



The selection of the permanent site will be made upon completion of the due diligence study, the architectural and engineering (A&E) study, and a comprehensive cost-benefit analysis to be undertaken by FY 2009. While this is an aggressive schedule, it is imperative that this consolidation be done as soon as possible. The Department will dedicate the resources necessary to move forward on this vital program.

As the next step, the Department, working with GSA, plans to contract for an A&E study. The firm selected would develop a master plan to define the project, identify areas suitable for development, estimate reasonable costs of design and construction, and provide information needed to answer questions during the programming process. This master development plan would phase the consolidation project over five years.

The A&E study will validate the specific training facilities required and project the estimated usage of those facilities. The A&E study will provide an Initial Requirements Report consisting of all hard and soft skill training requirements and an analysis of the facilities required to accomplish that training. The study will provide a site analysis to develop the required geographical conditions for

site features; identify potential constraints, opportunities, and hazards; specify buildable requirements; and identify permit requirements and NEPA constraints and requirements that might impact the project.

In addition to funding the A&E study, the \$17.6 million requested in the FY 2009 budget will allow the Department to procure the land for the facility, through GSA. Assuming that the A&E study confirms that the Summit Point venue is appropriate to house the consolidated training facility, this procurement would include the land upon which the interim facility is built and any additional acreage quantified by the A&E study.

Funding in subsequent years will allow the Department to build the permanent buildings and training venues. The Department anticipates a cost of \$30-50 million per year to complete the training center consolidation, with funding spread over four years. That figure will be refined once the Department identifies land and completes the A&E study. If a suitable site near or adjacent to the existing driving tracks cannot be identified, the project would need an additional \$70 million to build driving tracks and recurring funding for track operations and maintenance. There is also the cost of the facilities for DEAV and for the COOP to consider. The aggregate for these additional facilities can be expected to cost \$75 million.