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REMARKS PREPARED FOR
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INTERNATIONAL CIVIL AVIATION ORGANIZATION
MONTREAL, CANADA
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Mr. President and distinguished members of the Council: I thank you for your courtesy in extending an invitation for me to speak before your organization. Mr. President, I wish especially to express my government's appreciation for the consistent concern you have shown in matters of international aviation security, including the excellent contributions you made as a participant in conferences on aviation security sponsored by my government, first in 1979 and again this year.

The past fifteen years have seen the rise of a wave of international terrorism which threatens our democratic institutions as well as the lives of individuals. Over the past eighteen months, there has been an upsurge of hijackings and aircraft sabotage in and near the Middle East area. The past few days have been particularly horrible: the hijacking of TWA 847 in Athens, the murder of a young passenger and the continued terror of the ongoing hostage situation for forty innocent individuals whose only crime was to be going about their private business; the lives lost and those wounded in the bombings at Frankfurt and Narita; and even more horrible to contemplate is the likelihood that the 329 passengers of Air India who died over the Atlantic Ocean were, in fact, murdered. It is a sign of these unhappy times that we cannot help but assume that the Air India crash was a terrorist act, and an even more depressing sign of the times that our pessimistic assumption may well turn out to be true.

International commercial aviation, as we have witnessed again this month, is among the favorite targets of terrorists. The visibility, mobility and vulnerability of the passenger airliner makes it an extremely powerful symbol for attack and manipulation by political fanatics. The very existence of this cooperative worldwide activity with its workaday devotion to the peaceful pursuits of people everywhere

appears to enrage those who wish to replace cooperation and commerce with turmoil and violence. The terrorists must not be allowed to succeed.

We do not need to fail; it is not foreordained that they will succeed. The responsible governments of the world have ample resources to win the struggle against terrorism, provided they exercise the necessary political will. I can assure you that the people of the United States and their President are determined to take up their share of this struggle.

President Reagan has asked me to outline for you the measures we are taking to strengthen the security of air travel, measures that are within our own unilateral capability to implement. He has asked me also to urge ICAO as a body, and its member States individually, to make stronger aviation security procedures a standard to be observed exactly throughout the world.

Early last week, in response to the hijacking of Trans World Airlines Flight 847 from Athens, President Reagan urged U.S. air carriers to review the wisdom of continuing any flights into Athens until the security situation improves. He also issued an immediate advisory warning U.S. citizens traveling through the Athens International Airport of potential dangers. Moreover, President Reagan instructed the Secretary of State and myself to report to him whether the United States should suspend or terminate service of foreign air carriers whose governments do not honor appropriate international conventions or provide adequate security to their airports.

President Reagan also directed me to take a number of steps to further strengthen security at United States airports and aboard United States carriers. Among these actions, the United States is immediately enhancing its force of Federal Air Marshals. Their duties would include periodic protective duty aboard passenger flights; enhancing the government's oversight of security systems on the ground; and providing greatly increased technical assistance in security practices to other governments.

The United States will also require enhanced security training for flight and cabin crews on United States carriers. We will increase the average amount of security training per crew member on U.S. carriers at least eightfold. Moreover, we will require that an airline employee be designated as security coordinator for each flight. This employee will be responsible for maintaining careful oversight of the aircraft during all maintenance, baggage loading, and other ground service operations.

As my government puts into force an increase of surveillance of aircraft while they are being serviced on the ground, it will be necessary that service crews be far more carefully scrutinized. We also will step up research and development in the fielding of instruments used for the detection of weapons and explosives that might be smuggled aboard aircraft.

Mr. President, we are exploring all other avenues to identify what further steps can be taken. Yet, as great as our national resolve is, we know that we cannot unilaterally provide a solution. In recognition of this, we turn to this international organization. Already during the infamous history of our age of terrorism, and of other obstacles or threats to the safe development of international civil aviation, ICAO has many times risen to the challenge. Under ICAO's auspices, the countries of the world

have put aside differences so as to join together and create several important international legal instruments which stand as shining examples of global cooperation in the face of a common threat. I refer to the Tokyo, Hague and Montreal Conventions, and, of course, Annex 17 of the Chicago Convention.

These agreements, which have been ratified by the vast majority of the nations of the world, reflect an international consensus that there are certain acts which are unacceptable in civilized societies. While there is often great debate about how to define terrorism and how to characterize terrorists in general, in civil aviation ICAO has made one fact clear: hijackers and bombers, whatever their motives, are criminals who must be punished. The fear that they create for the traveling public and the threat which they represent to the safety of air transportation cannot be tolerated. But while the understandings among States as to their legal responsibilities and the pursuant interactions have been made clear, there remains a more urgent challenge than ever that we work together and effectively to prevent hijackings and sabotage.

In this connection, I wish to take note of the new extraordinary aviation security measures put into effect by our host government, Canada, in the wake of last Sunday's incidents involving Air India Flight 182 from Montreal and Canadian Pacific Flight 003 from Vancouver. The Canadian authorities now are requiring the physical inspection or x-ray examination of all checked baggage; the holding of cargo for 24-hours except for perishables from known shippers; and the full screening of all hand baggage and passengers. I commend the Canadian Government for these actions.

Just as the Canadians did last week, we have also ordered new emergency security measures regarding baggage and cargo. Checking baggage at curbside will be discontinued for all international flights. No checked baggage will be accepted at the ticket counter from anyone other than ticketed passengers on all domestic and international flights. On selected flights, greater attention will be given to examining carry-on items, including a visible increase in physical inspection even after the items have passed through x-ray systems. Bags will be required to be matched with passengers. Moreover, we are ordering a 24-hour hold on all cargo, freight and mail unless an x-ray or physical inspection is conducted, or unless the cargo is perishables from known shippers.

Mr. President and distinguished Council Members, international terrorism is a burgeoning global menace against which this international organization must take further measures which are well, and in some cases uniquely, within its ability. In sending me on this mission today, President Reagan asked me to request this Council to take concrete new actions along the following lines.

First, focus attention with greater urgency than ever on combatting international terrorism as it affects international civil aviation.

Second, monitor the investigations conducted by the interested States of the Air India disaster, the tragedy of the CP Air flight and the hijacking of TWA 847; urge States, consistent with their obligations under the Hague and Montreal Conventions, to report to ICAO the circumstances of the offenses which led to these incidents; and report to States the results of this endeavor.

Third, commence an immediate and intense review of existing practices for the security of aircraft, baggage, and cargo with a view to recommending practices to be adopted by States, and particularly States in threatened areas. In view of the Air India disaster, and the bombing explosion in the baggage of the Canadian Pacific flight, ICAO should seriously consider the feasibility of a vastly increased security program for baggage and cargo. My government is prepared to furnish expert technical assistance in this endeavor to ICAO, or to any government which is prepared to move immediately to thwart the spread of these crimes against humanity. I do wish to emphasize that technical advances will avail us nothing unless the personnel assigned to security details are serious and diligent about their responsibility to prevent the taking of innocent lives.

Fourth, review the organization's existing standards on the prevention and resolution of hijackings, and recommend revisions that will improve the quality of such standards -- and, I emphasize again, the effectiveness of their implementation -- wherever necessary.

Fifth, provide a means to evaluate how well States are adhering to and implementing ICAO requirements, with special attention being given to the reasons and rationale for noncompliance or partial compliance by specific States. In this matter, I would urge Council Members to confront the challenge of creative new measures ICAO's international civil service might undertake in directly inspecting and certifying the adequacy of security at international airports.

Sixth, consider expansion of the existing ICAO training program for member States, which could be supplemented by the larger aviation States, including the United States.

Seventh, that the Council require the convening of a special session in the late summer of 1985 to review the Organization's progress in bringing about improved international aviation security.

Mr. President, ICAO can play a very useful role in attaining cooperation among governments regarding the international functions of government security officials such as the United States Air Marshals. The Tokyo, Hague and Montreal Conventions assign mutual responsibility to the involved States in cases of international air hijackings, sabotage and other crimes. As the recent terrorist events have dramatically demonstrated, deterrence of these heinous acts will require the utmost cooperation by all States, but particularly the State of registry of the aircraft, and the State where the crimes occur. This cooperation is especially important in the process of boarding the aircraft, when deterrence is likely to be most effective. I urge this organization to facilitate greater cooperation between States where aircraft are situated, and States of registry, in the exercise of their mutual jurisdiction, particularly with respect to preventive security measures.

In conclusion, I would ask all member governments to do their utmost to improve the security of air travel under their jurisdictions. Our aim should be an international security system of the greatest possible effectiveness and uniformity.

Mr. President, this is a time for concerted effort and courage throughout the civilized world. We must act with all the strength and unity we can draw together. We must send international terrorists and their sponsors a clear message that we will never appease them. We must, in short, prevail, or else our children will inherit a world of infernal barbarism.

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