



# Statements and Speeches

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## TOWARDS THE PREVENTION OF AVIATION TERRORISM

Notes for an Address by the Honourable Donald F. Mazankowski, Minister of Transport, to the International Civil Aviation Organization, Montreal, June 27, 1985.

We are here today for many of the reasons that led to the creation of the International Civil Aviation Organization (ICAO) almost 41 years ago.

The importance of civil aviation to the peace of the world was recognized by ICAO's founders when they wrote these words in the preamble to the Chicago Convention: "Whereas the future development of international civil aviation can greatly help to create and preserve friendship and understanding among the nations and peoples of the world, *yet its abuse can become a threat to the general security.*"

That abuse is with us today. Canadians are mourning the loss of 329 passengers and crew — most of them Canadian — in the apparent explosion of Air India flight 182 from Toronto and Montreal last Sunday. We grieve for the Japanese citizens who also lost their lives or were injured that same day when a bomb from the luggage of CP Air flight 003 exploded at Narita International Airport. Nor can we forget the recent tragedy at Frankfurt. We add our prayers to those of all nations that the current hostage crisis in Beirut will be resolved without further loss of life.

Canada has always strongly condemned the scourge of terrorists and their activities. As my prime minister said earlier this week: "Terrorism is the tragedy of our times. It is the most cowardly and reprehensible act known to man where innocent people are held hostage around the world and are killed or maimed, simply in the name of international terrorism."

In the days since the Air India and CP Air tragedies, many ICAO and international aviation experts have said that the security measures at Canadian airports are among the best in the world. These are heartening words. But they do not erase the fact that these disasters have claimed 331 lives. The government of Canada has imposed even more stringent security measures since these events.

The prime minister has ordered our Security and Intelligence Committee to examine all aspects of airport and airline security. This committee will report in the shortest possible time on what changes should be made to our security systems to minimize the possibility of such horrible recurrences in the future. Our government will share these findings and recommendations with the international aviation security community through ICAO.

As an immediate measure, we have enhanced security precautions at our airports, providing additional screening measures for passengers and baggage as well as a 24-hour quarantine on non-perishable cargo. To improve our screening capability in the future, we have already ordered 20 more X-ray machines

to help detect bombs in baggage. We will be adding to this as soon as we determine our further requirements.

But whatever measures Canada takes, our national civil aviation security depends ultimately on cooperative, co-ordinated and concerted international action.

Until now, Canadians have enjoyed a civil aviation system relatively free from the plague of terrorists and their activities. Part of the shock of these tragic events has been the thought: "Why here? Why Canada?" The fact that terrorists have chosen to strike in one of the most non-violent countries in the world underscores how vulnerable every country is. We share a common problem.

As the Secretary-General of the United Nations reminded us yesterday in a speech in San Francisco commemorating the signing of the UN Charter in 1945: "It is tragically evident that new multilaterally co-ordinated efforts are urgently required to deal with the terrible phenomenon of terrorism."

We cannot protect ourselves from the rot of terrorism, we cannot build an enduring solution, unless we build a common solution. ICAO is a major forum for building this solution.

Today, I would like to offer a number of proposals to ICAO, the purpose of these being the enhancement of aviation security.

- (1) I propose that ICAO undertake an urgent review of its established aviation security standards and recommended practices. This review should consider what improvements could be made, whether some measures which are currently listed as recommended practices should be elevated to the status of standards, and whether new standards or recommended practices are needed.
- (2) I propose that ICAO expand its program of monitoring the implementation of security measures in airports around the world, in co-operation with the governments concerned. For each airport studied, it should report its findings and recommend any improvements that may be required.
- (3) We should consider establishing, as part of ICAO, a group of civil aviation security experts to investigate, upon request, serious breaches of security. The purpose of these investigations would be to determine the facts of an incident so that necessary measures can be developed and implemented world-wide to prevent similar breaches in the future.
- (4) I propose that ICAO develop a model clause on security that could be used in the bilateral air agreements that govern the exchange of air traffic rights between countries.
- (5) The chain of civil aviation security is only as strong as its weakest link. However, some ICAO member states may not have the means to achieve sufficiently high standards of security. Through ICAO, the international civil aviation community should be prepared to offer assistance to strengthen security measures. Existing bilateral and multilateral programs could be the mechanisms for providing needed

equipment, financing or technical advice. I have already begun discussions with my Cabinet colleagues to take positive action in this regard.

(6) ICAO should consider how best to encourage all its member states to ratify the Tokyo, the Hague and Montreal Conventions for the suppression of unlawful acts against civil aviation. It should also consider means to assure the most stringent application of these conventions by its members.

(7) I urge ICAO, in considering all these proposals, to ensure its consultations include the professional associations whose members have expertise in civil aviation security. For example, the members of the Canadian Airline Pilots Association and the International Federation of Airline Pilots Associations have literally a life-and-death stake in the advancement of civil aviation security. Their expertise must be actively sought out.

In addition to these proposals, there are a number of initiatives which Canada will undertake without delay. I have already mentioned the review now under way by our Security and Intelligence Committee on all aspects of our airport and airline security.

Consistent with the practice of most ICAO countries, Canada has established broad parameters outlining security measures to be adopted by air carriers. The carriers are granted flexibility to meet these standards using a variety of methods that best suit their individual operations.

Our government will be considering the need for more defined security standards — including, for example, training levels required for all aviation personnel. We will consider monitoring more closely the method of implementation which air carriers use to meet security standards. We will also consider offering more direct guidance to air carriers in order to ensure compliance with defined security standards.

Canada has excellent established practices to ensure the airworthiness of aircraft. These have recently been reviewed and assessed by Mr. Justice Charles Dubin. It is time to examine whether a similar, thorough approach should be applied to aviation security, in particular the screening and training of all civil aviation personnel. I am reviewing this aspect of aviation security with my departmental officials.

A critical aspect of this review will include measures to prevent unauthorized access to any commercial aircraft from the tarmac, runway and bridge areas of airports.

We intend to focus considerable attention on improvements to the security of baggage handling. The current system was developed in peaceful times. It has served us well. But we are now faced with the need to develop new measures because of the varied and volatile dangers of terrorism.

We will be assessing more advanced technology to permit airlines to quickly identify — before take-off — all baggage checked by any passenger who does not board the flight. This situation appears to have occurred on CP Air flight 003 to Tokyo. Air carriers must be able to locate and remove such baggage before the flight is allowed to proceed.

Two other critical areas will be examined by Canada.

The first is the development of on-board detection devices that would permit aircraft crew to detect any foreign devices which a passenger has managed to bring aboard even after the airport security check.

The second is the development of a "last point detection system" for checked baggage. Often, between the time a passenger checks in baggage and it is boarded on the plane, the baggage travels a considerable distance and is handled by many persons. This presents an opportunity to tamper with the baggage, and from a security point of view creates substantial risks.

A "last point detection system" would permit a final security check of baggage at the moment the baggage passes into an aircraft's fuselage. Possibly, detection devices could be mounted to scan the baggage containers loaded onto jumbo planes. Possibly, they could also be fitted to the conveyor belts that serve smaller aircraft. Such a "last point detection system" also addresses the security problems that arise concerning baggage transferred to connecting flights.

In addition, Canada will investigate the technology required to better preserve and retrieve cockpit voice recorders and flight data recorders. We are greatly concerned that such vital pieces of equipment are often never retrieved.

Have we come to the point where we are forced to reassess, in order to preserve and protect the safety of the travelling public, whether airline services should be continued to destinations where an adequate level of security is not maintained?

I invite this body and its member states to seriously consider this question.

Canada and ICAO can be proud of the advances that have been made in civil aviation. However, there are improvements we can and must make to safeguard the security of our citizens from terrorists. This is the debt we all owe to the innocent victims of terrorism. This is how we can honour the loss of their lives.

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