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Foreign Policy

# Hill Considers Ways to Boost Airport Security

Responding to reports that many foreign airports do not have adequate security procedures, Congress is considering legislation encouraging a boycott of those airports.

The flurry of congressional action on the issue is the result of publicity about airport security in the wake of a rash of airplane hijacking and bombings overseas.

The hijacking of TWA flight 847, and the subsequent hostage-taking of 40 passengers and crew, led the United States to charge that the Greek government had refused to tighten security at the Athens airport, where the hijackers boarded. (*Weekly Report p. 1200*)

The House on June 19 passed a bill (HR 2796) that required the Transportation Department to notify passengers of foreign airports that have inadequate security. It also restated provisions of current law that allowed the department to impose a boycott on U.S. service to those airports. (*Box, p. 1253*)

And the House Foreign Affairs Committee on June 25 approved a bill (HR 2822) that requires the adminis-

## Hijack Crisis Spurs Boycott Proposals

tration to impose a boycott on airports with lax security, with some exceptions. That bill is now pending before the Public Works and Transportation Committee, which plans to consider the issue following the July 4 recess. The Senate Commerce Committee also is planning action after the recess.

The administration has submitted its own proposal (S 1343, HR 2827), which authorizes the secretaries of state and transportation to study the need for putting "sky marshals" aboard international flights of U.S. carriers. If the study found such a program to be needed, the administration would be authorized to implement it, using money from the Transportation Department's airport trust fund.

The administration proposal also authorizes the Transportation Department to suspend service with any foreign airport that represents a threat to

the safety of U.S. passengers, aircraft or crew, and if the public interest requires such a suspension.

### Foreign Affairs Action

The House Foreign Affairs Committee approved HR 2822 on June 25 after strengthening some provisions but weakening others. Committee leaders had introduced what they called a tough anti-hijacking bill, but after hearing administration complaints about some provisions, they had second thoughts and agreed to modify them.

As reported, the bill gave the president discretion in deciding whether to impose a U.S. boycott on foreign airports that do not meet security standards.

During debate on the bill, committee members mentioned only Athens airport as a potential target of the legislation. However, administration officials have said many other airports, especially in Latin America, do not meet U.S. security standards and potentially could be affected.

The basic provision of the bill required the secretary of state to deter-

—By John Felton



A tale of two airports: A Shiite militiaman guards TWA jet in Beirut and Greeks react to U.S. criticism of security at Athens airport, where hijackers had boarded. House bill would pressure Greece and other countries to boycott Beirut airport.

mine which foreign airports fail to meet minimum U.S. security standards and to publish a travel advisory about those airports. Administration officials have opposed the publication requirement, saying it would give potential terrorists a handy list of vulnerable airports.

If any airport failing to meet U.S. standards has not been brought up to the standards within 120 days of the secretary making his determination, the president must impose a total boycott on U.S. air service to and from the country where the airport is located. The president must also suspend any U.S. foreign aid to that country.

As introduced, the bill allowed the president to waive the required boycott on humanitarian grounds or if he determines that it would be in the U.S. national security interest to do so. At the request of the administration, the committee also voted to allow the president to waive the foreign aid cutoff for the same reasons.

The president also could lift an airport boycott or foreign aid suspension once the airport meets the U.S. standards, and after notifying Congress.

As originally drafted, the bill required foreign airports to meet minimum international standards. But Daniel A. Mica, D-Fla., said the standards established by the International Civil Aviation Organization "are nothing; they're voluntary," and so the panel decided instead to impose stricter U.S. standards. Mica said, for example, that the United States requires that all baggage be screened by X-rays; the international standards merely recommend baggage examinations.

The committee also approved an amendment aimed at forcing other countries to boycott Beirut International Airport.

Sponsored by Tom Lantos, D-Calif., it would allow the president to impose a boycott on air service with any country that allows flights to or from an airport that is not under "de facto control" of a government.

Lantos said Beirut airport is a "pirates' nest" under the effective control of Shiite Moslem militias — not the Lebanese government. The provision, he said, would force Greece and several other countries to make a choice: either continue service with Beirut, or continue service with the United States.

White House spokesman Larry Speakes said on June 25 that the ad-

## Already on the Books . . .

The terrorist hijacking of a TWA airliner and hostage-taking of Americans has prompted Congress to seek legislation aimed at deterring such activity in the future. (*Story, p. 1252*)

But this is not the first time Congress has sought means to combat terrorism. Laws directly relevant to the Beirut hostage crisis are already on the books.

Just last year, Congress approved a comprehensive anti-crime package that included several provisions aimed at terrorism and hostage-taking. The crime provisions were enacted as part of the continuing fiscal 1985 appropriations resolution (PL 98-473). (*1984 Almanac pp. 215, 221*)

The new law gave the United States "extra-territorial jurisdiction" — authority to prosecute terrorists for actions committed beyond the boundaries of this country. A key section required imprisonment for up to life for taking hostages either inside or outside the United States in order to compel a third person or government to do or abstain from a particular act as a condition for releasing the hostages.

A prosecution by the United States under this section is allowed in three instances: if the suspected offender or person held hostage is a U.S. national, the suspect is found in the United States, or the U.S. government is the one the suspect is seeking to influence.

Congressional staffers who worked on the legislation said it was designed to provide the United States with a legal basis to prosecute someone from another country who has committed a crime against the United States. But they added that enforcement of the law would be difficult — particularly in a volatile situation like Lebanon — because it requires cooperation from the foreign government.

In 1974 Congress enacted a law (PL 93-366) designed to prevent aircraft hijacking. The law was passed to implement the 1971 Hague international hijacking convention. Among other things, the law provided a mandatory death penalty when a death resulted from the hijacking. This is the only federal crime under current law that carries a death penalty designed to comply with a 1972 Supreme Court ruling on capital punishment. (*1974 Almanac p. 275*)

The law also authorized the president to suspend air service to and from a foreign country if he determined that country was acting inconsistently with the convention. And it authorized the secretary of transportation to withhold the authority for foreign airlines to operate in the United States if they fail to meet the minimum standards for security set out in the convention.

—By Nadine Cohodas

ministration was considering steps to force a closing of Beirut airport; the options ranged from an international boycott to bombing the airport runways.

Other provisions of the bill:

- Authorized a doubling, to \$10 million per year in fiscal 1986-87, of the funds for the State Department's Anti-Terrorism Program, which provides training and equipment to help foreign countries fight terrorists.

- Authorized an additional \$5 million for the Transportation Department to conduct research on equipment to detect explosive devices. An official of the Federal Aviation Administration said the United States already has spent \$15 million to develop

experimental equipment that is "extremely effective."

Transportation Secretary Elizabeth Hanford Dole on June 27 announced several steps aimed at curbing the threat of hijackings and sabotage in the United States.

Among the steps were: elimination of curb-side baggage check-in for international flights; increased scrutiny of carry-on baggage, even after it has been X-rayed; improved security training for airline employees; and a required 24-hour hold on all cargo and mail on passenger planes unless it has been screened.

Dole announced the steps at a meeting of the International Civil Aviation group. ■

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Threat of Terrorist Attacks:**Panel Backs \$3.5 Billion to Protect Embassies**

A high-level State Department commission has recommended that the United States replace or renovate many of its embassies and other diplomatic buildings overseas because they are vulnerable to terrorist attacks and other security threats.

The cost would be about \$3.5 billion over five years, according to the secretary of state's Advisory Panel on Overseas Security. Headed by retired Adm. Bobby R. Inman, former deputy director of the CIA, the panel issued its report on June 25.

An unclassified version was made public; the commission also prepared a classified report said to include information from intelligence agencies detailing the vulnerabilities of U.S. diplomatic posts to terrorist attacks.

One panel member, Rep. Daniel A. Mica, D-Fla., predicted Congress will provide whatever money is needed to boost security at U.S. diplomatic facilities — a cost he predicted will be close to \$5 billion. Congress may not approve that full amount in one lump sum, however.

"Unless we hit some obstacles, it will move very quickly" in Congress, he said. "There is domestic outrage at the situation."

Mica chairs the House Foreign Affairs Subcommittee on International Operations, which has jurisdiction over the State Department budget.

The panel also recommended a reshuffling of the State Department bureaucracy to streamline security programs and an expansion of the department's security force.

Secretary of State George P. Shultz formed the commission in the wake of 1983 and 1984 bombing attacks on U.S. Embassy buildings and Marine headquarters in Lebanon. (1984 Almanac p. 114; 1983 Almanac p. 113)

Shultz immediately embraced the commission's recommendations "in principle" and said he would forward specific requests to Congress.

The Senate Foreign Relations Committee has planned hearings on the report in mid-July. An aide said no decision has yet been made on how

to handle Shultz' requests for implementing the commission recommendations. But the most likely approach, he said, is to craft an omnibus piece of legislation authorizing funds for the buildings, along with organization changes.

Although it frequently trims the State Department's operating budget, Congress traditionally has provided whatever the administration requests for security at U.S. diplomatic posts overseas.

In 1984, following the Beirut bombings, Congress authorized \$356.3 million for improved security at 35-50 embassies, even though President Reagan had requested immediate authorization of only \$110.2 million, with the rest to be provided later. Congress followed through with appropriations of the \$110.2 million in 1984, and is readying to appropriate about \$250 million in a supplemental spending bill (HR 2577) that is awaiting conference action. (1984 Almanac p. 114; supplemental, p. 1277)

The Inman report was released only four days after one of the most serious security breaches in recent years at the State Department's headquarters in Washington, D.C. On June

21 the son of a department staffer entered the building using his dependent's pass, went to the seventh floor and, using a rifle concealed in a bag, shot and killed his mother and then killed himself. The incident occurred a little more than 100 feet from an office where Shultz was working. Building security was tightened immediately.

**A Growing Threat**

The Inman commission warned that diplomats and other Americans serving overseas in official capacities will face increasing threats from "calculated terror campaigns [and] psychological conflict waged by nation or sub-group against nation, with an ever broadening range of targets, weapons and tactics."

It cited a consensus among U.S. officials "that terrorism will be with us for a long time," with the threat greatest in the Middle East, Europe and Latin America. But it also said attacks will increase in the United States, especially against senior government officials and public buildings.

The prospects for preventing terrorist attacks "are not good," the commission said, adding that "no amount of money can guarantee complete pro-



**A bombing attack on the U.S. Embassy Annex in Beirut in 1984, in which scores died or were hurt, was one of the incidents that prompted the commission's formation.**

—By John Felton



**Rep. Daniel A. Mica, D-Fla., predicts that Congress will "move very quickly" to provide money to boost embassy security.**

tection against terrorism."

But the commission recommended what it called "prudent steps" to thwart attacks and to minimize damage done when attacks occur.

**New Buildings**

The most expensive recommendation of the Inman panel was for the replacement or renovation of 126 of the State Department's 262 embassies and other buildings overseas, along with at least 210 buildings operated by the Agency for International Development, the U.S. Information Agency and other agencies. A list of the vulnerable buildings was included in the commission's classified report.

Of the State Department buildings, about 75 would be replaced.

The panel said there was an "indisputable requirement" to replace the buildings because they do not meet current security standards.

Location is the most common problem, the commission said. Many of the buildings could easily be attacked by truck or car bombs, such as those that destroyed the embassy buildings in Beirut, or are vulnerable to sniper attacks. In other cases, the United States does not have full control over the buildings it occupies, either because they share common walls with other buildings or because the

United States rents space along with other tenants.

Many of the security problems are only "marginal," the report said. But it warned that those problems should be taken seriously because conditions change: "The peaceful neighborhood, city or country of yesterday can be a hotbed of terrorism, insurgency or violence tomorrow."

The commission recommended that Congress create a capital fund for the building program so its completion should be assured. It estimated that the department's \$3.5 billion program to replace or rebuild the 126 buildings would take seven years. The panel did not give a cost estimate for replacing buildings operated by the other agencies.

**Organizational Changes**

The State Department's ability to combat security threats has been hampered by "overlapping and confusing responsibility and a series of bureaucratic battles," the commission said.

Partly for bureaucratic reasons, it added, other law enforcement agencies believe that the State Department "does not take its security responsibilities very seriously."

In the wake of the Lebanon bombings there were recriminations about why the department did not take more effective steps to guard against terrorist attacks. The Inman panel cited no specific bureaucratic problems relating to Lebanon, but it made clear that bureaucratic problems contributed to the vulnerability of U.S. installations there and elsewhere.

The panel called for a "major effort" to restructure security responsibilities and to boost funding and training of State Department employees to combat security threats.

Among the changes it recommended were:

- Creation of a new Bureau of Diplomatic Security, headed by an assistant secretary of state, (the 15th assistant secretary in the department). The bureau would take over several existing offices, including the Emergency

**Embassy location is the most common problem. Many of the buildings could easily be attacked by truck or car bombs or are vulnerable to snipers.**



**Secretary of State George P. Shultz says he plans to forward specific requests for funding to Congress.**

Planning Program and the Anti-Terrorism Program.

- Creation of a Diplomatic Security Service, a counterpart to the Foreign Service, that would include security officers and would coordinate protection of posts in the United States and overseas. The panel estimated a need for 1,156 State Department security officers, a net increase of 375 over current and planned numbers, at an additional cost of about \$30 million

The security service eventually would take over the Secret Service's function of protecting visiting foreign dignitaries in the United States. The panel also recommended that the Secret Service expand its protection of foreign missions in the United States, if that agency cannot do so, the State Department should take over that function, the panel said.

The panel also called for assignment of Marine guards to all sensitive posts overseas.

- Establishment of boards of inquiry to conduct investigations into security failures involving future attacks on U.S. facilities overseas. This could be done either through legislation mandating creation of such boards or through the secretary of state's existing authority to do so.

Mica said he would recommend approval of all the organizational changes.

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Foreign Policy - 3

**Families Also Would Benefit:****House Bills Would Compensate U.S. Employees Taken Hostage**

While Reagan administration officials negotiated a way to release 40 Americans taken hostage in Beirut, the House moved to compensate U.S. government officials held hostage by terrorists, as well as their families.

The House June 26 by voice vote passed an amendment to the defense authorization bill (HR 1872) authorizing payment to members of the armed forces who are subject to terrorist attacks. (*Defense bill, p. 1262; airport security, p. 1252*)

Earlier that day, the House Post Office and Civil Service Committee by voice vote approved a bill (HR 2851) authorizing compensation to federal workers who become hostages abroad and at home and their families.

"It is painful to think we have to do this," said Patricia Schroeder, D-Colo., chairman of the Post Office Subcommittee on Civil Service. "We hope this legislation is never used."

Because it is limited to government employees, HR 2851 would affect few of the 40 Americans taken hostage in Beirut. In fact, earlier versions of the bill were introduced in April, well before TWA Flight 847 was hijacked by Shiite Moslems.

But the incident has lent a special urgency to the legislation.

"Over the last two weeks, we have been reminded that hijackings, bombings and hostage-takings are very much with us," said Schroeder. She sponsored the bill along with Mary Rose Oakar, D-Ohio, chairman of the Compensation and Employee Benefits Subcommittee, and Daniel A. Mica, D-Fla., chairman of the Foreign Affairs International Operations Subcommittee.

The bill has also been referred to the Foreign Affairs Committee, which has not yet scheduled action on it.

**Hostage Benefits**

HR 2851 would authorize agency heads to place captive employees' salaries in interest-bearing accounts, and would authorize payments for time held captive equal at least to the per diem allowance for government work-

—By Robert Rothman

ers in the region involved.

In addition, the measure would grant medical and educational benefits to the families of hostages, and would entitle family members to compensation for disability or death caused by terrorist actions.

It would also suspend civil lawsuits and judgments against any employee held captive.

The bill was endorsed by four former hostages, who testified before three House subcommittees June 24.

"It is morally right that the American government provide such assistance," said L. Bruce Laingen, who was chargé d'affaires at the U.S. Embassy in Tehran, Iran, when it was



***"It is painful to think we have to do this. . . . We hope this legislation is never used."***

—Rep. Patricia Schroeder, D-Colo.

taken over in November 1979. He and 51 other embassy workers were held for 444 days.

Diego C. Asencio, U.S. ambassador to Brazil, told the panels that benefits for the families of hostages would ease their ordeals. "Knowing that one's family was provided for would be the greatest benefit this committee could provide," said Asencio. In February 1980, while serving as ambassador to Colombia, Asencio was kidnapped by terrorists and held for 61 days.

**Iranian Hostages**

The measure is patterned after a 1980 law (PL 96-449), which authorized benefits for the U.S. diplomats held in Tehran from November 1979 to January 1981. The 1980 law authorized the salaries of those diplomats to

be placed in interest-bearing accounts, and provided medical and educational benefits to their families. In addition, it exempted from taxation their earnings while in captivity. (*1980 Almanac p. 351*)

Subsequently, a presidential commission determined that the Iranian hostages should receive compensation valued at \$12.50 per day of captivity.

HR 2851 would express the sense of Congress that \$12.50 per day is unacceptable, and would grant \$50,000 to each Iranian hostage.

Schroeder noted that the per diem allowance for Iran in 1979 was \$55, which would amount to \$24,420 per hostage, and she said the hostages had extraordinary expenses, for such things as telephone calls and medical treatment.

Laingen said June 24 that the amount of compensation is less important than the fact that the government recognizes its responsibility. "It's the principle involved that matters," he said.

The Reagan administration generally supports the bill, although the State Department has argued that the amount of compensation should be left up to the discretion of the administration.

But Thomas D. Boyatt, former ambassador to Colombia, said the amount of compensation should be placed in law. "To allow the executive branch discretionary authority in money matters is to guarantee that nothing ever happens," he said.

Boyatt was involved in a 1969 airplane hijacking and was held in a Damascus, Syria, jail for six days. When he was released, he submitted a travel voucher for payment during his time of captivity; it was rejected, he said, because the department determined he had made "an unauthorized stop." He later received the money.