IMPORTANCE OF COUNTER TERRORISM SCREENING FOR PASSENGER SAFETY IN AIR TRAFFIC

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Abstract: Prevention is very important for countering all forms and sources of threats. Safety of civil aviation, and counter terrorism screening for prevention of threats to safety of civil aviation, are topics covered by many university syllabi and multiple authors. Nevertheless, we may say that safety of civil aviation has not still been studied enough scientifically and theoretically, and that there are very few papers on this topic. Taking this into consideration, there is still a need for research and expanding of knowledge in this area. This paper is based on practical findings and experience, and attempts to present the importance of counter terrorism screening of aircrafts and passengers in civil aviation.

Keywords: threats, civil aviation, counter terrorism screening, terrorism

INTRODUCTION

In many countries of the world security threats have become one of the principal social problems. The end of the 20th and beginning of the 21st century was marked by many new non-military challenges, risks and threats. Terrorism is currently the biggest threat to global security (Mijalković, 2018: 235) and thus also to security of civil aviation.

Each threat, activity and illegal action which can threaten an airplane, passengers, and human and material resources of the Republic of Serbia is considered a terrorist threat from air space of the Republic of Serbia. Procedures for actions of competent bodies in case of terrorist threats from the air space are established by the Government's acts, upon proposals of the minister in charge of defense.³

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- 3 The Law on Air Traffic, Official Gazette of RS, no. 73/2010, 57/2011, 93/2012 and 45/2015, paragraph 26.



As terrorism is a complex phenomenon, there are many classifications, and one of them includes international terrorism, which implies acts which threaten international resources, such as international traffic (Stajić, 2015: 287).

This paper focuses on implementation of counter terrorism screening, whose purpose is prevention of terrorism in air traffic.

As for terrorism in air traffic, the first thing that comes to our minds is the attack on the Twin Towers in United States of America, which happened on September 11 2001, when centers of economic, political and financial powers of America were attacked, and when many people were killed.

Scientific and professional circles wonder why air traffic is the target of terrorists. Air traffic, because of exceptional transportation possibilities it offers, and sensational effects achieved by threats to security of airplanes and passengers, is more and more a target of terrorists. Among possible forms of attacks on civil aviation (placing of explosive devices, missile shooting of civil airplanes, producing aircrafts clashes), kidnapping of airplanes is at the top (Glišović, 2016: 198). It is defined as taking over control of an airplane in the air through use of force, or through threatening to use physical force (Pejanović, Bejatović, 2009: 44). It attracts large media attention, it is easy to prepare and execute, it is useful as the means for revenge (Harrison, 2009: 54).

Inspite security threats, air traffic still presents the safest form of traffic. In order to maintain and increase the existing security level, cooperation and commitment of all actors is necessary, as well as investments in equipment and training of employees, but primarily it is important to understand the significance of implementation of counter terrorism screening as a prevention measure, and to pay even more attention to it.

THE PHENOMENON AND ACTORS OF CIVIL AVIATION

Aviation is an activity linked with flying in air space, and includes civil and military aviation. Civil aviation includes commercial flights and general aviation. Commercial air transportation includes all flights whose purpose is transportation of passengers and goods for financial compensation. General aviation implies transportation for own needs, sport flying, performing of special tasks from the air, such as photography, search and rescue operations, medical transport, etc.

Security is dominant in all aviation activities and organizations, and is the priority in performance of air traffic (Čokorilo, 2017: 29). It includes a state in which risk from threats to life and health of people and inflicting damage to property are reduced and maintained at an acceptable level, through constant detection of danger and control of risk from detected threats.⁴ Security of civil aviation can be disturbed by various forms of threats, so it is necessary during security screenings to use methods, means and human resources which shall ensure safe flight to passengers and prevent unforeseeable undesirable events, such as terrorist attacks.

Actors in charge of security of civil aviation are actors at international and national levels.



CIVIL AVIATION ACTORS AT THE INTERNATIONAL LEVEL

International Civil Aviation Organization-ICAO. The key task of this organization is improving of global aviation security. The Chicago Convention from 1944 did not predict the possibility of airplanes kidnapping-hijacking and similar actions of illegal disruption, therefore the event happened in the USA on September 11 2001. This event is the turning point of the whole area of civil aviation security. After this event the existing legal regulations were altered. The International Civil Aviation Organization defines annual global security plans-Global Aviation Security Plan (GASP).⁵

International Air Transport Association-IATA. It protects interests of air companies around the world, and simplifies numerous procedures and defines rules which members are obliged to follow. The rules IATA defines concern security and safety, efficiency and cost-effectiveness of flying.⁶ This association has defined a security strategy which is available through the Global Aviation Data Management Project. The Project offers useful information concerning safety in aviation.⁷

European Civil Aviation Commission-ECAC. This organization, with its head office in Paris, plays a key role in solving issues concerning security, the environment, and civil aviation. Privileges of members, 44 of them, is that they can exchange knowledge, compare techniques, information and methodology.

Eurocontrol-The European Organization for the Safety of Air Navigation. This is an organization which provides support to civil aviation and through its work promotes the significance of security culture and preventive actions for the purpose of prevention of actions of illegal disruption.⁸ Director of the Civil Aviation Directorate of the Republic of Serbia is a member of Eurocontrol.⁹

CIVIL AVIATION ACTORS AT THE NATIONAL LEVEL

Civil Aviation Directorate of the Republic of Serbia. It was founded by the Law on Air Traffic. The Directorate has the capacity of a legal entity, and its head office is in Belgrade. The competence of its director in the field of security is to issue certifications to personnel for performing security jobs. He is also authorized to perform occasional checkups of employees and ensure implementation of security standards. All activities of the Directorate are designed to develop a more efficient aviation security. They are supported by cooperation with the International Civil Aviation Organization and the European Agency for Security of Air Navigation. The Directorate establishes the Safety Review Board – SRB, and the Safety Review Group - SRG.¹⁰

National Aviation Security Committee. For the purpose of harmonization of activities of actors and organizations which implement security measures in aviation, and making recommendations for their improvement, the Government forms the National Aviation Security Committee as an occasional working body of the Government. The Government defines the members and methods of work of the National Aviation Security Committee upon proposal of the minister competent for traffic.¹¹

Airport Security Committee. Airport operator for public air transport and the general airport operator are obliged to form an airport aviation security committee at the airport in order to implement and coordinate security measures it is authorized for by the National Aviation Security Program and the Aviation Security Program made by the airport operator.



Representatives of all actors involved in implementation of airport security measures¹² are appointed for members of the Airport Aviation Security Committee.

Other actors at the national level who influence security of civil aviation are as follows: Ministry in charge of transport, Ministry of Defense (in case of emergencies); Ministry of Internal Affairs (border police station); Security-Information Agency; Board for Security and Internal Affairs, Group for Assessment of Security Risks.

NORMATIVE REGULATIONS IN CIVIL AVIATION

Civil aviation, and generally the field of security, without whose existence air traffic could not be performed, is regulated by a series of international and national regulations. What is specific for our country is that it adopts international documents, and harmonizes its national regulations with international regulations. Although the Republic of Serbia is not a member of the European Union, it adjusts and harmonizes its regulations with the European Union's regulations. Procedures which regulate the method of operation at the airport are stipulated in accordance with domestic and international regulations.

Chicago Convention on International Civil Aviation and its Annex 17. Chicago Convention was adopted in 1944. This convention is also known as the convention of the International Civil Aviation Organization¹³. It regulates the most important issues in the field of security and international civil aviation. It has 96 articles which define the principles. Of special significance is Annex 17 of the Chicago Convention which contains Standards and Recommended Practices-SARP. Security issues are regulated through several annexes, and the one which especially regulates the field this paper deals with is Annex 19 (Čokorilo, 2017:15).

Document 8973 enables countries to implement Annex 17, offering them instructions for the way of using of recon how to implement standards and practices. It is adopted by the International Civil Aviation Organization. Annex 17 and Document 8973 are constantly being altered and amended in accordance with new threats and tendencies. In recent alterations attention was paid to equipment for detection of behavior, face screening of persons who are not passengers, security on land, unpredictability of terrorist organizations activities, and the necessity to prevent them.

The Law on Air Traffic of the Republic of Serbia regulates terms for safe performance of air traffic in the Republic of Serbia. The law applies to airplanes while they are in the territory of the Republic of Serbia, while other situations are regulated by international agreements.

National Security Program of the Republic of Serbia is a national document which regulates rules, principles and activities for achieving and improving the acceptable level of security in accordance with the recommended practice and standards of the International Civil Aviation Organization.¹⁴

National Security Program is implemented by the Civil Aviation Directorate, and adopted by the Government of the Republic of Serbia upon proposal of the minister competent for transport.



¹² *Ibid*, paragraph 223.

¹³ https://www.icao.int/Security/SFP/Pages/Annex17.aspx, accessed 11.06.2021.

¹⁴ The Law on Air Traffic, paragraph 10.

Rule Book for security management in civil aviation¹⁵ regulates terms for implementation and establishment of the security management system, which aviation actors must satisfy (Čokorilo, 2017: 19).

Agreement on establishing of the European Common Aviation Area is a multilateral agreement among countries of the European Community and other countries among with Serbia, The Republic of Bulgaria, the Republic of Croatia, Bosnia and Herzegovina, and others. The goal of the agreement is to regulate certain issues among countries, including common rules in the field of security and safety (Čokorilo, 2017: 19).

COUNTER TERRORISM SCREENING IN CIVIL AVIATION

In previous years security of passengers and airplanes was disrupted mostly because of technical reasons. Numerous examples of airplane crushes show us that deficiency was in airplanes properties, and that accidents happened because of motor breaks and breaks of control devices of airplanes, insufficiently fixed cargo, and flammable matters (Marković, 201: 14).

During the two world wars, airplanes were used for combat purposes. After the World War Two, the Cold War deterioration of relationships among countries produced the phenomena of individuals, terrorists, who from the 60s of the 20th century have become the biggest security problem for civil aviation. That is why the accent during implementation of security measures in aviation is in fact on prevention of realization of terrorists' goals.¹⁶

SECURITY IN CIVIL AVIATION

Security in aviation is a collection of measures, human and material resources, whose purpose is to make aviation safe, i.e. to protect it from actions of illegal disruption.¹⁷

Security measures are implemented for prevention of bringing forbidden objects into airplanes and the security-restrictive zone of the airport, and prevention of performing actions of illegal disruption.

Counter terrorism screening of luggage is performed by experienced operators in cooperation with customs officers. Screened luggage is stored in containers which later go to a special airplane luggage compartment, which is separated from passengers.

Material and technical expenses of screening and security measures expenses are provided from the sum departing air passengers pay to airport operators. This sum is determined by airport operators upon approval of the ministry in charge of transport.¹⁸

Rule Book on training certificates of personnel performing security screening and air personnel training centers for aviation security screening: a personnel performing security screening:

¹⁵ Rule Book for security management in civil aviation, Official Gazette of RS, no. 24/2013.

¹⁶ *Ibid*, p. 16

¹⁷ The Law on Air Traffic, paragraph 220.

¹⁸ *Ibid*, paragraph 229.

¹⁹ Rule Book for training certification, and certification of personnel performing security screening, and aviation security training centers for aviation personnel, Official Gazette of RS, no. 4/2016, 49/2018-second rule book and 1/2020, paragraph 4.

1) persons who perform security screening of people; 2) persons who perform security screening of hand luggage; 3) persons who perform security screening of luggage going to airplane storage space; 4) persons performing security screening of goods and postal deliveries; 5) persons performing security screening of postal deliveries and material of air transporters, stocks intended for consummation during flight, and stocks intended for consummation at airports; 6) persons performing vehicles screening; 7) persons performing screening of access, supervision and checkup rounds.

Security screening is performed by the airport operator, or a legal entity which has a contract with the airport operator on performing security screening, with supervision of the Ministry of Internal Affairs. Airport operator is obliged to provide the space for performance of security screening, and the necessary technical equipment (Marković, 2011: 124).

COUNTER TERRORISM SCREENING

Security measures in aviation are implemented in accordance with domestic laws, by-laws and adopted programs, based on international standards stimulated by the International Civil Aviation Organization (ICAO), European Conference of Civil Aviation (ECAC), and the European Union.

Counter terrorism screening at airports is performed in airport facilities, at platforms, and at taking-off/landing runways.

In airport facilities, i.e. passenger waiting rooms - gates, counter terrorism screening is performed by trained persons - operators who screen passengers and luggage with the equipment that will be discussed later.

Operators who screen/control passengers, following the procedure and using the equipment as regulated, make decisions on whether it is safe for a person to enter an airplane. As needed, apart from the accompanying equipment, operators who screen passengers can perform manual search of persons.

It is necessary for all persons, their clothes, as well as pets, to be screened, but respecting privacy, cultural and religious orientation in that.

Operators of X-ray devices watch luggage images, and if they find something suspicious, they open hand baggage and search it. Hand baggage is opened in the presence of their owners. If the operator cannot determine that hand baggage contains a forbidden object, the baggage will not be allowed to enter the airplane. Most world airports, just like the Belgrade Nikola Tesla airport, have many signs placed informing of forbidden objects in civil aviation. The list of forbidden objects in the Republic of Serbia is defined by the Civil Aviation Directorate. Forbidden objects include: guns, firearms, and other devices that fire projectiles; explosive and flammable matters and devices; stun devices; sharpedged and sharp-tip objects; tools; blunt objects.²⁰

As for forbidden objects, we should remember that special attention should be paid to those which at first sight look harmless – credit card knife, belt knife, pencil gun, and the smallest gun - mini gun.

Special attention should also be paid to imagination and innovation of those who want to make an attack, and to the possibility for an improvised electronic device to be totally different from all previous ones, as well as to the manner of its transportation, for each single part could be separate to be

²⁰ http://cad.gov.rs/upload/security/Lista%20zabranjenih%20predmeta.pdf, accessed 12.06.2021.



assembled later on.²¹ That is why all actors participating in aviation security must be concentrated, well trained and cautious, because just one mistake can make an enormous damage.

In case an airport ceases to fulfill a term necessary for safe performance of air traffic, airport operator²² is obliged to limit, or to permanently or temporarily stop operation of the airport.²³

Apart from counter terrorism screening in Serbia for the purpose of preventing of terrorist attacks, but also for the purpose of prevention of customs offences, luggage screening is performed when it arrives (also hand baggage) by customs officials.²⁴ Besides, cargo is also checked, cargo transported in special purpose airplanes with special openings. This field is regulated in detail by the Law on Transportation of Hazardous Cargo.²⁵

The competent body can define categories of hand baggage which, from objective reasons, is submitted to special security screenings, or is exempted from that. Exemption is specifically regulated by procedures and documents with classification degrees. One of the examples of exemption from security screening, according to the Vienna Convention on diplomatic relations, is diplomatic personnel.²⁶ They must be announced in advance, and they are accompanied by security officials.

SCREENING EQUIPMENT

Walk-through metal detector. These detectors are used for security screening of people. They produce sound and light signalization if they detect metals. They detect metals individually or in a combination, by summing metal quantities.

Passengers who belong to the sensitive category of people (people with a pacemaker, prosthetic aid, or another kind of aid, pregnant women and people in wheelchairs), are treated in a special way defined by the procedure.

Walk-through metal detectors must: produce sounds and/or visual signals when a certain percentage of people pass through them without triggering alarm; have the option to set this percentage; count persons who were security screened, not counting persons passing in opposite direction; register the number of alarms; calculate the number of alarms into a number of people who were security screened.²⁷

Scanner for security screening with no ionizing radiation. Efficiency of the scanner for security screening is reflected in its strong capacity to detect metal and non-metal objects held on the body, not disturbing peoples' privacy, and with a small number of false alarms.²⁸

- 21 https://www.un.org/disarmament/convarms/ieds-a-growing-threat/, accessed 12.06.2021.
- 22 Airport operator is a company, other legal entity, or an enterpreneur who uses the airport, is licensed to provide airport services, and has the license to use the airport, entered into the airport register.
- 23 The Law on Air Traffic, Official Gazette of RS, no. 73/2010, 57/2011, 93/2012 and 45/2015, paragraph 103 24 *Ibid*, p. 131.
- 25 The Law on Transportation of Hazardous Cargo, Official Gazette of RS, no. 88/2010 and 104/2016 second law.
- 26 Rule Book on detailed measures for implementation of joint principal standards of aviation security, Official Gazette of RS, no. 5/2018, paragraph 4.1.2.11.
- 27 Rule Book on detailed measures for implementation of joint principal standards of aviation security, Official Gazette of RS, no. 5/2018, paragraph 12.1.2.3.
- 28 https://www.smithsdetection.com/insight/aviation/insider-threat-part-2-technology-brings-visibility, accessed on

Scanner for security screening can detect metal, ceramic, plastic and liquid objects, which means it has a larger capacity for detection than walk-through metaldetectors. One of its advantages is also that it does not require enormous financial means for training of operators.

System for detection of traces of explosives. System for detection of traces of explosives has the capacity to detect presence of traces of explosives in less than eight seconds. Explosives can be made of various mixtures, so this system is set to detect many kinds of substances.

Hand-held metal detector. It detects metal and iron objects. Its operation is not affected by sources of disruption.²⁹

Liquid explosives detection system-LEDS. It belongs to the type of equipment which enables detecting of materials (liquids, gels, aerosols) which are threats. Liquids, aerosols and gels include pastas, lotions, mixtures of liquid/solid substances and contents of pressured packages. LEDS alarm sounds in the following cases: if it detects a hazardous material; if it detects presence of an object which prevents detection of a hazardous material; if it cannot determine if liquids, aerosols and gels are harmless or not.³⁰

Explosive detection system. Explosive detection system is set so to sound alarm in the following cases: if it detects an explosive material; if it detects presence of objects which protect explosive materials from detection, and if the content of luggage or packages cannot be analyzed because of its high density.³¹ The device is set so to show images of forbidden objects on its monitor during operation. The images must not disturb normal operation of the device.

Dogs trained for detection of traces of explosives. These dogs are used as additional means for security screening of people.³² They must be able to detect and react to explosive materials. In order for a dog and its guide to be approved as a team, they must pass through basic and periodical trainings.

CONCLUSION

Terrorism is the biggest threat to global security, and also to civil aviation security. With advancement of technology, attack methods of terrorists have also advanced.

Aviation is a target of attacks because terrorists' goal is to produce fear and panic of a large number of people, and airplane flying is the very thing for that. Media coverage, and extortion of demands and suicide attacks are some of the reasons why terrorists choose airplanes for their targets.

Large financial power and availability of ingredients necessary for making of hand made improvised electronic devices provide terrorist organizations with the capacity to get explosives which are difficult to detect. Taking into consideration previous events and sophistication of terrorist groups, i.e. organizations attacks, we can conclude that equipment, expertise, well handling of equipment, training, and following of procedures by operators of counter terrorism screening and other actors in charge



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²⁹ Rule Book on detailed measures for implementation of joint principal standards of aviation security, Official Gazette of RS, no. 5/2018, paragraph 12.

³⁰ *Ibid*, paragraph 12.7.1.3.

³¹ *Ibid* .

³² Ibid, paragraph 12.

of security in civil aviation are of crucial importance in order to prevent persons intending to bring forbidden objects into airplanes and begin actions of illegal disruption to do so.

Counter terrorism screenings as preventive forms of protection are constantly being improved. Each terrorist act was the basis for introduction and implementation of new security measures.

In Serbia, as well as in other countries of the world, counter terrorism screening is implemented in accordance with standards and recommended practice of the International Civil Aviation Organization. There are many organizations which, at international and national levels, control implementation of counter terrorism screenings in civil aviation. Equipment used must satisfy the appropriate standards and its functioning must be constantly checked.

The September 11 2001 events are a good example of how, in spite of large financial power the USA has, it was possible for terrorists to find soft spots and design new methods for attacks. Kidnapping of airplanes and demolition of buildings which were centers of political, economic and trade power are indicators for what kind of threats we are facing today, and how necessary it is that there is a developed security culture in place, and cooperation among all security actors for prevention and stopping of potential threats.

Oppression as a preventive measure always produces less results than preventive and proactive actions, that is why faults must be removed, for the purpose of a better and more efficient protection of air traffic.

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