

STATEMENT OF ROBERT HENRI BINDER, ASSISTANT SECRETARY OF TRANSPORTATION FOR POLICY, PLANS AND INTERNATIONAL AFFAIRS, BEFORE THE SUBCOMMITTEE ON INTERNATIONAL RESOURCES, FOOD, AND ENERGY OF THE HOUSE INTERNATIONAL RELATIONS COMMITTEE, ON RESOURCE DEVELOPMENT IN SOUTH AFRICA AND U. S. POLICY, WEDNESDAY, JUNE 9, 1976.

Mr. Chairman and Members of the Subcommittee:

Thank you for your invitation to appear and discuss activities of the Department of Transportation which affect the Republic of South Africa.

As you know, the Department's principal mission involves both improved transportation and safety. DOT is composed of eight constituent administrations: the U.S. Coast Guard, the Federal Aviation Administration, the Federal Highway Administration, the Federal Railroad Administration, the National Highway Traffic Safety Administration, the Urban Mass Transportation Administration, the St. Lawrence Seaway Development Corporation, and the Materials Transportation Bureau. The Office of the Secretary coordinates their activities and the development of transportation policy.

The Department's international activities are conducted both bilaterally and through multilateral organizations. The bilateral programs involve cooperative projects and exchanges. They reflect an appreciation of the fact that many nations have similar transportation problems and that sharing research,

technology and common experience can be mutually beneficial in helping nations meet both domestic and international transportation needs.

Our cooperative programs cover a wide range of transportation problems in all modes, and we have gained substantial benefit from them. We do not maintain such a program with the Republic of South Africa. With regard to multilateral bodies, we participate in a number of international organizations concerned with transportation problems. This work is predominantly technical in character, such as harmonizing and improving safety standards in civil aviation, ocean shipping, motor vehicle construction, or the movement of dangerous materials. Another element of this work is procedural -- finding ways to reduce unnecessary obstacles and paperwork to expedite the flow of international shipments and to reduce their cost. Many of the organizations involved are part of the UN family, such as the International Civil Aviation Organization (ICAO), the Intergovernmental Maritime Consultative Organization (IMCO), and the Economic Commission for Europe.

The main Department involvement with South Africa -- outside international organizations or conferences in which both nations participate -- has been confined to several activities of the Coast

Guard and the Federal Aviation Administration. Let me first discuss generally the international programs of each administration in the context of Africa and then focus on the specific incidents of assistance.

Since 1945, the FAA has provided various forms of technical assistance and training in civil aviation to countries throughout the world. This assistance, primarily rendered under the auspices of the Agency for International Development (AID) but also through other U.S. and international organizations as well as on a direct-country reimbursable basis, covers a wide spectrum. For example, typical forms of FAA technical assistance and training are in air traffic control, air navigation facilities, radar and communications facilities, aircraft inspection and certification, flight inspection, and airman and aircraft safety regulation and certification. The FAA makes use of its equipment and personnel to assist other countries in the development of their civil aviation programs.

At present the FAA maintains an office in Lagos, Nigeria, to fulfill its regulatory responsibilities with respect to U.S. air carriers crossing the African continent. Although the primary function of the FAA office is regulatory, the FAA representative who travels throughout the continent is also alert to any request by a

country regarding technical documents that can be furnished by the FAA or technical assistance requiring civil aviation expertise that can be provided by the FAA.

We recognize the importance not only of providing information and equipment, but of training local personnel. For fiscal years 1951 through 1975, 347 individuals from 23 African countries received training under the FAA auspices. While the majority trained at the FAA's Academy in Oklahoma City, some received training arranged by the FAA with universities, flight schools, mechanic schools, etc. Of the 347 training recipients, 212 were sponsored by AID, 42 were sponsored by the International Civil Aviation Organization, 91 were country-financed, and 2 were sponsored by the U.S. Air Force.

It has been 17 years since an individual from South Africa participated. Our records show that two individuals received training from August 4, 1952 through January 14, 1953, and 2 received training from April 20 through July 10, 1959. Except for the 4 individuals who received training, FAA records do not disclose other instances of technical assistance provided the Republic of South Africa. FAA has, however, provided technical assistance to other countries in Sub-Sahara Africa.

There are two principal bilateral international agreements in force between the U.S. and South Africa which relate to civil aviation. One is a standard Bilateral Air Transport Agreement dating from 1947. This agreement regulates scheduled air transportation between the two countries. The other is a Bilateral Airworthiness Agreement that provides for the mutual recognition of certificates of airworthiness for imported aircraft. Since South Africa is not an aviation manufacturing country of any significance, this agreement is not a factor in allowing South African products into the U.S. It does, however, benefit U.S. manufacturers who export aircraft and parts. Two other agreements involve air navigation and pilot certifications.

The Department has been responsible for one final program relating to aviation in Africa -- the implementation of Rhodesian sanctions. As you are aware, in response to U.N. Security Council ~~232~~ and ~~253~~ Resolutions, Executive Orders 11322 and 11419 were issued by the President. The latter Order resulted in the FAA promulgating Special Federal Aviation Regulation 21 in 1968. SFAR 21 prohibits U.S. registered aircraft from flying to or from Southern Rhodesia, U.S. airlines from entering into agreements

with Rhodesian airlines, and carriage of Rhodesian products on U.S. registered aircraft without permission of the Treasury Department.

The Coast Guard's international activities are an outgrowth of its domestic responsibilities. They include maritime safety, marine pollution, aids to navigation, search and rescue, and training of foreign nationals. Most of the Coast Guard's international activities involve participation in the Intergovernmental Maritime Consultative Organization (IMCO), a ^{U.N.}~~U.S.~~ agency. South Africa is not a member.

Those DOT activities which have involved the South African government have been very limited and then only in areas categorized as humanitarian in nature. The primary example is participation in international search and rescue regimes such as the Automated Mutual Assistance Vessel Rescue System. AMVER is a computerized system operated by the Coast Guard in which merchant vessels voluntarily report their positions. The positions and other data are then relayed to a computer and plotted so that rapid assistance can be made available by or to vessels in time of emergency. The radio station in Capetown is the only AMVER link on the African continent which covers the key route around the Cape of Good Hope. It relays marine information to our headquarters and SOS information to ships in the area. Over 40 South African merchant vessels

have voluntarily participated in the system. In addition, in conjunction with South Africa's international search and rescue responsibilities as part of their ICAO membership, one South African military officer attended the Coast Guard's Search and Rescue School in 1971 and four South African officials participated in a Coast Guard sponsored search and rescue seminar held in New York in 1975.

Technical information was furnished to non-governmental interests in South Africa on four occasions in the past three years. The subjects involved oil pollution detection devices and operations, search and rescue small boat operations, and OMEGA navigation information. More recently a private shipbuilder from South Africa has been granted permission to visit the Coast Guard yard in Baltimore to view our construction techniques for small boats.

Finally, we have been able to find two other instances of Department contact with South Africa. The Federal Railroad Administration purchased there 375 concrete railroad ties for testing at the DOT Pueblo Test Center in Colorado. This is part of a broad testing program, designed to evaluate railroad ties of all types and materials. In addition, a South African government official attended a conference on tunneling technology sponsored last

Fall by the Department's Transportation Systems Center at Cambridge and there was a subsequent exchange of some related scientific information.

In short, with the exception of participation in international organizations, the Department has no continuing active relationship with South Africa and few dealings. Our policy is to continue to cooperate with other countries by providing such information and assistance for projects that have humanitarian or international safety application, dependent of course upon availability of resources and Department of State concurrence. But in the case of South Africa, this means responding on a case-by-case basis rather than through any continuing program.

That completes my prepared statement, Mr. Chairman.

With me today are Ray Bronez, Director of my Office of International Transportation Programs, George Luecker, Chief of the Technical Assistance Division of FAA's Office of International Aviation Affairs, and Cdr. James R. Costello, Assistant Chief of the International Affairs Division of the Coast Guard's Office of Public and International Affairs. We will be happy to respond to any questions you may have.

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