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DATE: March 17, 1976



# ADVISORY CIRCULAR

## DEPARTMENT OF TRANSPORTATION FEDERAL AVIATION ADMINISTRATION

**SUBJECT:** AVIATION SECURITY - PROPERTY ACCEPTANCE AND HANDLING PROCEDURES -  
INDIRECT AIR CARRIERS

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1. PURPOSE. This circular provides information and guidance which should be used by "indirect air carriers" when providing property to be carried by "direct air carriers" or by the operator of any civil aircraft for transportation in air commerce.
  2. REFERENCES. Code of Federal Regulations, Title 14, Chapter II, Parts 296 and 297 contain rules pertaining to the classification and exemption of indirect air carriers and international air freight forwarders respectively. Title IX, Section 902(h)(2) of the Federal Aviation Act of 1958 sets forth criminal penalties governing persons who deliver or cause to be delivered hazardous material to air carriers or operators of any other civil aircraft for transportation in air commerce. Federal Aviation Regulation (FAR) 103 provides requirements for the transportation of dangerous articles in civil aircraft of the United States. Code of Federal Regulations, Title 49, Chapter 1, Parts 170 thru 173 contain other regulatory material concerning shippers, explosive classifications and labeling requirements of restricted cargoes.
  3. HOW TO GET THIS PUBLICATION.
    - a. Order copies of this publication from:  
  
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Initiated by: ACS-100

#### 4. BACKGROUND.

- a. The bomb incidents at New York, Miami and Los Angeles Airports, the destruction by bombs of passenger aircraft in the air and on the ground, and the discovery of active bombs in passenger checked baggage and in air cargo facilities demonstrates the need for adequate security measures which will preclude an explosive device being introduced into the air transportation system. The public has a right to expect security measures which will ensure a safe and secure flight. Although the security measures presently in use have brought about a reduction in scheduled air carrier hijackings the number of sabotage type incidents has increased to a point where positive and practical security measures are needed to meet this threat. It is vital that the air transportation industry develop and implement improved and effective security measures which ensure safe air transportation and are economically acceptable and operationally sound.
- b. Direct air carriers are presently required to have security procedures which assure that baggage is checked in by a responsible agent or representative and prevent checked baggage and cargo from being loaded aboard their aircraft unless handled in accordance with its procedures. Air carrier security programs now in effect are designed to prevent unauthorized access to checked baggage and cargo, to preclude tampering with or adding to the content of the baggage and to assure that baggage is accepted from only ticketed passengers. These programs also contain procedures for the safeguarding of cargoes, including small package service cargo. These programs are approved by FAA.
- c. Procedures now in effect appear adequate after property is in custody of the direct air carrier. A need exists to assure, however, that the property received by the direct air carrier does not contain bombs or other explosive devices. It appears that the best and least expensive way to do this is at the last handling point prior to the transfer of the property to the direct air carrier.

#### 5. DEFINITIONS. For the purpose of this Advisory Circular the following definitions apply:

- a. A direct air carrier is any air carrier or foreign air carrier directly engaged in the operation of aircraft pursuant to a certificate of public convenience and necessity or foreign air carrier permit issued by the CAB, or under other authority conferred by any applicable regulation or order issued by the CAB.
- b. An indirect air carrier is any citizen of the United States who engages indirectly in interstate, overseas or foreign air transportation of property only, and which:

- (1) Does not engage directly in the operation of aircraft in air transportation, and
- (2) Does not engage in air transportation pursuant to any CAB order which has been issued for the purpose of authorizing air express services under a contract with a direct air carrier.

6. ACTION. To reduce the possibilities of an act of sabotage, including an in-flight bomb explosion, it appears that stepped-up surveillance and closer inspections of cargo vs airwaybill particulars are needed. Additionally, property handling procedures used by indirect air carriers should be examined and appropriately modified to prevent the introduction of explosive devices into the air transportation system. The degree of examination should depend to a large extent upon the indirect air carrier's knowledge concerning the integrity and reliability of the consignor. Property received from a well known, highly reliable, consignor may only require limited examination. Conversely, maximum inspection of property received from a new account would be appropriate. To lessen the possibility of the introduction of explosive devices into cargo shipments, it is recommended the following procedures be followed:
- a. Measures should be adopted to verify the contents of a shipment or establish the identity of the shipper.
  - b. Access to baggage and cargo areas should be controlled by buzzer, telephone, electro mechanical locks or other suitable means.
  - c. Makeup areas and holding points should be locked when not under observation by authorized personnel.
  - d. Consolidated shipments should be transported in closed and locked vans or in closed, covered or sealed containers.
  - e. Transfer of property from the indirect to direct air carrier should be made by authorized personnel only. If new accounts or newly hired personnel are involved, a positive method of identification should be considered.
  - f. Consignors and agents of the indirect air carriers should be advised by the indirect air carriers of the need for close control and strict security measures on their part. These actions will help to establish confidence and thereby eliminate the additional need for inspection by the indirect air carrier.
7. CONCLUSION. While establishment of the security requirements set forth herein may increase the indirect air carrier's cost, it is believed

March 17, 1976 -

these costs will be offset to a certain extent by reduction in losses from pilferage and theft. Additionally, the possibility of introducing an explosive device successfully into indirect air carrier's property and into the air carrier aircraft will be greatly reduced.

A handwritten signature in black ink that reads "Richard F. Lally". The signature is written in a cursive, slightly slanted style.

RICHARD F. LALLY  
Director, Civil Aviation Security Service

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March 17, 1976

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March 17, 1976

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