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DATE: March 17, 1976



ADVISORY CIRCULAR

**DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION**

SUBJECT: AVIATION SECURITY: SUPPLEMENTAL AIR CARRIERS

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1. PURPOSE. This circular provides supplemental air carriers with information concerning recommended general security measures applicable to charter operations that, if implemented, should minimize the effects of crimes directed against air transportation.
 2. REFERENCES. Federal Aviation Act (FA Act of 1958) Subsection 902(h) which sets forth criminal penalties governing persons who deliver, or cause to be delivered, hazardous material for transportation in air commerce. Federal Aviation Regulation (FAR) Part 121, Section 121.538 which requires screening systems and other security measures designed to prevent or deter the carriage of weapons, explosives, and incendiary devices aboard aircraft of certain certificate holders. Section 121.584 which provides for the carriage of persons in the custody of law enforcement personnel and Section 121.585 which provides rules for the carriage of deadly or dangerous weapons aboard aircraft. FAR Part 103 which regulates the transportation of dangerous articles, and Code of Federal Regulations, Title 49, Chapter I, Parts 170 thru Parts 173 related to the shipment of designated materials.
 3. HOW TO GET THIS PUBLICATION.
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 - b. Identify the publication in your order as FAA Advisory Circular 121-20 , Aviation Security: Supplemental Air Carriers, dated March 17 , 1976.
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4. BACKGROUND.

- a. The bomb incidents at New York, Miami and Los Angeles Airports, the destruction by explosive devices of passenger aircraft in the air and on the ground, and the discovery of active explosive devices in passenger checked baggage and in air cargo facilities demonstrate 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 have 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. Certain air carriers and commercial operators, identified in FAR Section 121.538, are now required to have FAA approved security programs including 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. These programs 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.
5. DISCUSSION. Current intelligence indicates that the threat of terrorism to include hijacking and sabotage remains significant throughout the world. The U.S. civil aviation security program, placed in effect early in 1973, continues to be effective with no successful air carrier hijackings since 1972. However, the threat of hijacking, sabotage and other criminal acts against civil aviation persists; in fact, the danger to lives and property has increased. The shift from the hijacking problem to that of the bombing of aircraft and airport facilities was highlighted by the December 29, 1975, tragedy at La Guardia Airport, Flushing, New York, where 11 persons were killed and 54 injured. In addition, as a result of this tragedy, service to and from La Guardia was interrupted for approximately 24 hours resulting in inconveniences to thousands of air travelers. The damage to the passenger terminal was estimated at approximately \$750,000. As a result of this tragedy and in consideration of available intelligence information indicating a continuance of these activities, the President ordered the Secretary of Transportation to immediately identify courses of action to prevent and deter future related disasters and to suggest alternatives to increase security and safety at airport terminals and in the air.

To accomplish the above Presidential mandate the Civil Aviation Security Service considers it necessary that action be taken to prevent the introduction of explosive devices into the air transportation system. Screening systems now in use have been, and remain satisfactory for use in thwarting the potential hijacker (screening of passengers and carry-on baggage). One area vulnerable to sabotage is passenger checked baggage. To reduce this vulnerability, action must be taken to provide reasonable assurance that checked baggage does not contain explosive devices. To accomplish this, it is necessary to conduct appropriate screening of all passenger baggage (carry-on and checked). Rulemaking action has been taken requiring all scheduled air carriers and commercial operators conducting intrastate operations utilizing large aircraft, to implement a method acceptable to the Administrator to prevent, to the maximum extent practicable, the introduction of explosive devices into the air transportation system. Supplemental air carrier operations are another area of the air transportation system where security measures are needed to prevent the introduction of explosive devices. Appropriate action in this area is necessary to ensure that checked baggage accepted by supplemental air carriers does not contain explosive devices. It is felt that this can be accomplished by the implementation of the procedures recommended in this circular.

6. PROCEDURES. It is suggested that supplemental air carriers adopt and put into use security procedures that will address the following areas of their operation: predeparture screening, aircraft ground security, baggage security and threat response.
- a. Predeparture Screening. Regulatory requirements applicable to scheduled air carriers and commercial operators conducting intrastate operations utilizing large aircraft are set forth in FAR Part 121.538. FAR Part 107 sets forth the requirement for law enforcement support for passenger screening at those airports which provide scheduled air carrier service. The effects of security programs complying with these FAR requirements are well recognized. Implementation of comparable security measures by supplemental air carriers would improve their security posture and reduce the criminal threat to such operations.
- (1) FAR 107 Airports. It is recommended that enplaning supplemental air carrier passengers be screened using procedures, facilities and equipment similar to those used by scheduled air carriers. Coordination between affected air carriers and airport management should be made prior to implementation.
 - (2) Non-107 Airports. It is recommended that supplemental air carriers voluntarily implement screening procedures which would include:

- (a) 100% screening of passengers and their baggage prior to boarding.
 - (b) Presence of law enforcement officer during the screening process.
- b. Aircraft Ground Security. Passenger screening alone cannot provide adequate protection against the hijacker or saboteur. Obviously, in the interest of aviation safety, access to aircraft must be controlled. To preclude unauthorized access to aircraft the following procedures are recommended:
- (1) Attended aircraft to include aircraft being serviced.
 - (a) Passengers should not be allowed to enplane until the flight is ready for departure. The passengers should be boarded as a group after manifest/boarding list verification.
 - (b) Operator's agent or a crewmember should remain in the immediate vicinity of the aircraft.
 - (c) Unauthorized persons approaching the aircraft should be challenged and kept away from the aircraft.
 - (2) Unattended aircraft to include overnight aircraft and turn around aircraft during the period that servicing functions are not being performed.
 - (a) Close and/or secure all aircraft doors and hatches.
 - (b) Parking area should be well lighted.
 - (c) During walk around inspection, prior to departure, special emphasis should be placed on inspection of spaces which could be used for explosives or stowaways aboard the aircraft.
- c. Baggage Security. The National Air Carrier Association and the FAA recommend the following security procedures for use to preclude unauthorized access to passenger checked baggage and to otherwise prevent or deter the carriage of explosive devices in such baggage:
- (1) Every passenger on an originating charter flight be required to individually check in and properly identify himself to the airline representative.
 - (2) No baggage be accepted for checking unless it has been received from properly identified passenger and has identification

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 pas^xked to the outside of the baggage which corresponds to the
 senger's identification.

- (3) No other baggage or cargo be permitted to be boarded unless it is properly identified by an employee of the airline.
- (4) The number of passengers boarded be matched with the number of passengers checked in.
- (5) In the event fewer passengers are boarded than checked in, no show passengers should be identified.
- (6) The airline representative should evaluate the circumstances by which the person(s) does not board, and if appropriate remove his checked baggage prior to flight departure.
- (7) Baggage, once accepted for check-in by the airline, should be safeguarded to prevent tampering or unauthorized access.
- d. Threat Response. Whether an aircraft is on the ground or in flight, the threat of a hijacking or of an explosive, or incendiary device on board poses a serious threat. On the ground, the aircraft can be evacuated, isolated and thoroughly searched as recommended below. In-flight procedures are designed to determine to the extent possible if an explosive device is aboard an aircraft and to lessen the possibility of an inadvertent initiation of a device and to reduce the effects of an initiation. FAA recommended procedures for use in bomb threat response are available upon request. The following basic response measures are recommended for use:

(1) Recommended Procedures/Bomb Threats.

(a) General. These procedures apply whether the aircraft is parked or being operated on the ground. The principal goal is the avoidance of casualties and property damage.

- 1 Inform the pilot in command.
- 2 Evacuate aircraft, including passenger's personal property.
- 3 Isolate the aircraft at least 100 yards from personnel and explosion or fire sensitive facilities.
- 4 Unload aircraft using predesignated air carrier bomb search crews and move baggage and cargo to a search location.
- 5 Search aircraft to spot "foreign" items.

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- 6 If any suspect item is located, do not disturb it; evacuate aircraft and leave item for Bomb Disposal Unit.
- 7 After the area is declared safe by the Bomb Disposal Unit, resume search and continue until the entire aircraft has been inspected.
- 8 When the search is completed, the aircraft should be secured to preclude subsequent contamination.
- 9 Cargo and hold baggage must be checked. This may be accomplished by verifying points of origin and destination. Hold baggage should be matched with passengers. Unverified cargo and baggage should be inspected to assure that it contains no explosive device or be refused for shipment.

(b) General. The following procedures apply when the aircraft is in flight. Detailed procedures are included in Federal Aviation Administration audio/visual technical guidance programs for flight crew training, which are available upon request.

- 1 Notify the pilot-in-command.
- 2 The decision whether to continue the flight to destination or to land at another airport should be based upon all available intelligence; final decision to be made by pilot-in-command.
- 3 All areas accessible in flight should be searched as time permits.
- 4 The aircraft should not normally return to the airport or gate where threat was made, nor should any public announcement of the threat be made.
- 5 It is recommended that the flight crew implement the FAA Aviation Explosives Security Inflight Emergency Safety Procedures as outlined in the audio/visual programs.

(2) Recommended Procedures/Hijacking Threats. All hijacking threats should be evaluated. Simply to ignore a threat could be disastrous. Reasonable responses based on objective assessments of the facts in each instance should be the rule. Vague, general threats do not usually warrant anything more than alerting interested personnel. Specific threats involving particular aircraft or flights, however, do suggest that the following additional precautions be taken.

(a)

Notification of the appropriate local law enforcement agencies and the Federal Bureau of Investigation.

(b) Notification of nearest Federal Aviation Administration Security Office.

(c) Notification of the pilot-in-command. Certificate holders' security plans should include instructions and guidance to be furnished to the pilot-in-command in these situations.

(d) Preflight and postflight inspections of affected aircraft as appropriate for the purpose of assuring that weapons have not been placed aboard aircraft. The inspections should be conducted by personnel thoroughly familiar with the aircraft.

7. CONCLUSION. While establishment of a security program encompassing the above recommendations is not required, it is believed that such action will greatly reduce the possibility of successful criminal acts being perpetrated against a supplemental air carrier aircraft. Supplemental air carriers desiring technical guidance in developing security procedures should contact the local Air Transportation Security Field Office (see Appendix 1) to obtain further information. The following FAA developed audio/visual technical guidance programs are available for briefing or training of supplemental air carrier personnel.

a. Flight and cabin crew tactics for defenses against hijackers.

b. Aviation explosives security for ground operations.

c. Aviation explosives security - in-flight emergency procedures.

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REGIONS

ATSFOs

FAA ALASKAN REGION

Air Transportation Security
Division, AAL-90
632 Sixth Avenue
Anchorage, Alaska 99501
Commercial: 907-265-4477
FTS: Seattle operator 8-399-0150
ask for 265-4477

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P.O. Box 20003
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FTS: 8-754-3820

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FTS: 8-396-2555

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Seattle, Washington 98158
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Commercial: 312-694-4500 x411
FTS: 8-384-9411

Air Transportation Security
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Room 158
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Des Plaines, Illinois 60018
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Air Transportation Security
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Detroit, Michigan 48242
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FTS: 8-966-6325

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Worldway Postal Center
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Commercial: 702-385-6390
FTS: 8-598-6390

Air Transportation Security
Field Office - SAN ATSF0
% Airport Managers Office
San Diego International Airport
3665 N. Harbor Drive
San Diego, California 92101
Commercial: 714-293-5528
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Air Transportation Security
Field Office - PHX ATSF0
Phoenix Control Tower
3000 Sky Harbor Blvd, Suite 200
Phoenix, Arizona 85034
Commercial: 602-261-6021
FTS: 8-261-6021

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Air Transportation Security
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Air Transportation Security
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P.O. Box 22541
Tampa International Airport
Tampa, Florida 33622
Commercial: 813-879-3900
FTS: 8-826-2570

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1568 Willingham Drive
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College Park, Georgia 30337
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Aurora, Colorado 80010
Commercial: 303-837-3411
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Air Transportation Security
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10455 East 25th Avenue
Aurora, Colorado 80010
Commercial: 303-837-2337
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FTS: San Francisco
Operator: 8-556-0220
ask for: 955-0460

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