

DATE 3/3/82

ADVISORY CIRCULAR



DEPARTMENT OF TRANSPORTATION
Federal Aviation Administration
Washington, D.C.

FAR GUIDANCE MATERIAL

Subject: AVIATION SECURITY - ACCEPTANCE AND HANDLING PROCEDURES - INDIRECT AIR CARRIER SECURITY

1. **PURPOSE.** This circular provides information and guidance which should be used by "indirect air carriers" when accepting and handling property to be carried by "air carriers" or by the operator of any* civil aircraft for transportation in air commerce.

2. **CANCELLATION.** AC121-49, dated March 17, 1976, subject as above, is cancelled.

3. **RELATED READING MATERIAL.** Title 14, Code of Federal Regulations (CFR), Chapter II, Part 296, contains rules pertaining to the classification and exemption of indirect air carriers and air freight forwarders respectively. Title IX, section 902(h)(2), of the Federal Aviation Act of 1958, and Title I, section 110(b) of the Hazardous Materials Transportation Act, sets forth criminal penalties governing persons who deliver or cause to be delivered hazardous materials to air carriers or any other operator of aircraft for transportation in air commerce. Title 49, CFR, Parts 100-199, provides requirements for the safe transportation of hazardous materials in aircraft in the United States and in aircraft of United States registry anywhere in air commerce.

4. **BACKGROUND.**

a. **General.** Over the past several years, bomb incidents at New York, Miami, Los Angeles, Sacramento, and Washington National 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 has consistently demonstrated the need for adequate security measures which will preclude an explosive device being introduced into the air transportation system. Further, mishandling, mispacking, and mislabeling of hazardous materials carried in air transportation has posed significant risks to the air travelling public and transportation workers. The public expects security measures which will ensure a safe and secure flight as well as strict compliance with applicable hazardous

materials regulations. Although the security measures presently in use have brought about a reduction in scheduled air carrier hijackings, the number of sabotage and hazardous materials incidents have increased to a point where the industry needs to give priority attention to the application of positive and practical measures designed to assure safe air transportation. It is vital that the air transportation industry implement improved and effective security and hazardous materials measures which are economically acceptable, operationally sound, and will ensure safe air transportation.

b. Air Carriers. Air carriers are presently required to have security procedures by which they are required to 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 their procedures. FAA approved 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 only from ticketed passengers. These programs also contain procedures for the safeguarding of cargos, including small package service cargo. Procedures now in effect appear adequate once the property is in the custody of an air carrier. Previously, a need was identified to assure that the property received by the air carrier does not contain bombs or other explosive devices. To achieve that goal, the FAA issued Federal Aviation Regulations, Part 109, on December 13, 1979, which requires each indirect air carrier to adopt and carry out a security program that is designed to prevent or deter the unauthorized introduction of any explosive or incendiary device into any package cargo intended for carriage by air.

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

a. Air Carrier. An air carrier is a U.S. or foreign air carrier (operations departing or within the U.S. only) directly engaged in the operation of aircraft pursuant to a Certificate of Public Convenience and Necessity, foreign air carrier permit, or other economic authority issued by the Civil Aeronautics Board or the holder of an Air Carrier Operating Certificate or an Operating Certificate issued by FAA.

b. Indirect Air Carrier. An indirect air carrier means any person in the territorial jurisdiction of the United States who undertakes indirectly to engage in the air transportation of package cargo when that property is to be or may be delivered for carriage aboard an air carrier. Indirect air carrier does not mean a corporation that maintains and uses its own truck(s) to deliver property manufactured by that corporation for carriage aboard an air carrier,

c. Package Cargo. Package cargo is that property tendered to, and accepted by, an indirect air carrier which is or may be intended for transportation aboard an air carrier. Excepted from this category is cargo such as cash, instruments,

film, documents, or other goods exclusively contracted for by known commercial clients and easily recognizable as such items.

d. Civil Aircraft. Any aircraft other than one used exclusively in the service of any government or of any political subdivision thereof, except a government owned aircraft engaged in carrying persons or property for commercial purposes would be a civil aircraft.

e. Air Commerce. Means interstate, overseas, or foreign air commerce or the transportation of mail by aircraft or any operation or navigation of aircraft within the limits of any Federal airway or any operation or navigation of aircraft which directly affects, or which may endanger safety in interstate, overseas, or foreign air commerce.

6: ACTION.

a. Standard Security Program. As mentioned above, to reduce the possibilities of an act of sabotage, including an in-flight bomb explosion, the FAA found it necessary through issuance of FAR Part 109 to require all indirect air carriers to put into use a security system acceptable to the Administrator which is intended to prevent or deter the introduction of any unauthorized explosive or incendiary device into package cargo intended for shipment by air. A Standard Security Program which meets the requirements of Part 109 is available to authorized representatives of indirect air carriers. Requests for copies of the aforementioned security program should be directed to regional Civil Aviation Security Divisions or appropriate Civil Aviation Security Field Offices having jurisdiction over the geographical areas involved. A mailing list of these offices is enclosed as Appendix 1. Persons accepting items destined for shipment aboard aircraft other than "indirect air carriers" are encouraged to voluntarily implement the procedures encompassed by the Standard Security Program. Inasmuch as the procedures encompassed by the SSP are not subject to discussion in a publication of this type, FAA will provide technical assistance, as necessary, to facilitate implementation.

b. Hazardous Materials Training Program. If an indirect air carrier accepts and handles packages containing hazardous materials, a training program is essential in order to assure compliance with all applicable regulations. If an indirect air carrier or other shipper elects to implement a policy not to accept hazardous materials for transportation, a limited training program is still necessary. The program should include instructions on the recognition of hazardous materials and procedures to assure that such materials are not accepted. If requested, the FAA will be available to assist as necessary in the development of a hazardous materials training program.

(1) Program Necessity. Operating experience in the transportation of hazardous materials has revealed several incidents involving improper packagings,

marking, labeling, certification, handling, and consolidation of 'dangerous articles offered to certificate holders for carriage in air commerce. A review of information available to the FAA has disclosed that personnel of indirect air carriers who handle hazardous materials are not always aware of, or familiar with, the applicable ~~DOT Regulations~~ prescribed in ~~49 CFR, Parts 100-199~~, Hazardous Materials ~~Regulations (HMR)~~. A training program is recommended to insure that indirect ~~air carrier~~ personnel responsible for accepting, packaging, consolidating, ~~or otherwise handling~~ hazardous materials are ~~adequately trained~~.

(2) Initial Training. Initial training should be accomplished ~~upon~~ assignment to ~~such~~ duties with recurrent training ~~scheduled~~ annually. Training, as a minimum, should include the following:

(i) Procedures to ensure that ~~all~~ cargo accepted from shippers is in ~~compliance~~ with requirements for the proper packing, marking, labeling, ~~''~~ classification, and shipping documentation as required by ~~49 CFR~~.

(ii) ~~Specific requirements~~ delineated in ~~49 CFR~~ for the type(s) of hazardous materials being handled ~~by~~ the indirect air carrier for air transport.

(iii) Selected package cargo procedures.

(iv) Container loading procedures.

(v) Cargo ~~and~~ makeup area security.

(vi) Procedures for handling consolidated shipments.

(vii) Procedures for transfer of ~~cargo from~~ indirect air carrier to direct air carrier including procedures to ensure that hazardous materials are properly identified ~~to~~ the ~~air~~ carrier.

(viii) The compatibility, loading, storage, and handling ~~characteristics~~ of hazardous materials.

c. Area of Consideration. An indirect air carrier is required ~~to apply~~ security safeguards established ~~by~~ the FAA to prevent or deter the introduction of any explosive or incendiary device into the air transportation system when package cargo is accepted ~~from~~ other than ~~known~~ shippers at the geographical locations ~~''~~ listed in the Indirect Air Carrier Standard Security ~~Program~~, Appendix I.

7 CONCLUSION. While implementation of the security procedures set forth in Part ~~109~~ and ~~recommended~~ herein may increase the indirect air carrier's cost, it is believed that these costs will be ~~offset~~ to a certain extent through a possible reduction in pilferage problems; but an even greater benefit may ~~arise~~ to the indirect air ~~carrier or other shipper through assurance~~ of a high level of

protection against public endangerment through unauthorized introduction of explosives, incendiary devices, ~~or~~ other potentially hazardous materials into passenger carrying aircraft. FAA believes that prudent indirect air carriers and others with a sense of public responsibility, regardless of regulatory requirements, will want to institute these safeguards ~~to~~ further assure the safety and security of the air traveling public.



RICHARD F. LALLY
Director of Civil Aviation Security

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Appendix 1

REGIONS

CASFO/CASFULs

FAA ALASKAN REGION

Civil Aviation Security
Division, ~~AAA-700~~
701 C Street, P.O. Box 14
Anchorage, Alaska 99513
Commercial: 907-271-5557
FTS: 8-907-271-5557

Civil Aviation Security
Field Office - ANC CASFO
P.O. Box 6478
Anchorage, Alaska 99502
commercial: 907-243-4338
FTS: 8-907-243-4338

FAA CENTRAL REGION

Civil Aviation Security
Division, ACE-700
601 East 12th Street
Kansas City, Missouri 64106
Commercial: 816-374-3901
FTS: 8-758-3901

Civil Aviation Security
Field Office - MCI CASFO
P.O. Box 20003
Kansas City, Missouri 64195
Commercial: 816-243-3820
FE: 8-754-3820

Civil Aviation Security
Field Office - STL CASFO
4534 North Lindberg Boulevard
Suite 431
Bridgeton, Missouri 63044
Commercial: 314-425-7050
ETS: 8-279-7050

FAA EASTERN REGION

Civil Aviation Security
Division, AEA-700
Federal Building #111
JFK International Airport
Jamaica, New York 11430
Commercial: 212-995-9520
FTS: 8-665-9520

Civil Aviation Security
Field Unit - BAL CASFU
Pier C - Baltimore-Washington
International Airport
Baltimore, Maryland. 21240
Commercial: 301-962-2795
ETS: 8-922-2795

Civil Aviation Security
Field Unit - EWR CASFU
United Airlines Hangar #14, Room #2
Newark Airport
Newark, New Jersey 07114
Commercial: 201-645-3701
FTS: 8-341-3701

REGIONS

CASFO/CASFU's

FAA EASTERN REGION (Continued)

Civil Aviation Security
Field Office - DCA CASFO
Room 11, Commuter Terminal
Washington National Airport
Washington, D.C. 20001
Commercial: 703-557-0265
ETS: 8-557-0265

Civil Aviation Security
Field Unit - IAD CASFU
Box 17174
Dulles International Airport
Washington, D.C. 20041
Commercial: 703-285-2539
ETS: 8-557-0266

Civil Aviation Security
Field Office - JFK CASFO
Building #141, Room 260
JFK International Airport
Jamaica, New York 11430
Commercial: 212-995-7080
ETS: 8-665-7080

Civil Aviation Security
Field Unit - LGA CASFU
United Airlines Hangar #2
Room 322, La Guardia Airport
Flushing, New York 11371
Commercial: 212-995-2860
ETS: 8-665-2860

Civil Aviation Security
Field Office - PIT CASFO
P.O. Box 12315
Administration Building
Greater Pittsburgh Int'l Airport
Pittsburgh, Pennsylvania 15231
Commercial: 412-644-2845
ETS: 8-722-2845

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REGIONS

CASFO/CASFU's

FAA EASTERN REGION (Continued)

Civil Aviation Security
Field Office - PHL CASFO
TWA Hangar, Room 310
Philadelphia International Airport
Philadelphia, Pennsylvania 19153
Commercial: 215-596-1970
ETS: 8-596-1970

FAA GREAT LAKES REGION

Civil Aviation Security
Division, AGL-700
2300 East Devon Avenue
Des Plaines, Illinois 60018
Commercial: 312-694-7412
ETS: 8-384-7412

Civil Aviation Security
Field Office - ORD CASEY
Room 158
2300 East Devon Avenue
Des Plaines, Illinois 60018
Commercial: 312-694-7289
ETS: 8-384-7289

Civil Aviation Security
Field Office - CLE CASFO
Cleveland Hopkins Int'l Airport
Room 104, Federal Facilities Bldg.
Cleveland, Ohio 44135
Commercial: 216-433-7262
ETS: 8-293-4031

Civil Aviation Security
Field Office - DTW CASFO
Jams M. Davey, North Terminal
Mezzanine
Detroit Metropolitan Airport
Detroit, Michigan 48242
Commercial: 313-941-41176
ETS: 8-372-3298

Civil Aviation Security
Field Office - MSP CASFO
Room 112
6301 34th Avenue, South
Minneapolis, Minnesota 55450
Commercial: 612-725-3410
ETS: 8-725-3410

REGIONS

CASfy/CASU's

FAA NEW ENGLAND REGION

Civil Aviation Security
Division, **ANE-700**
12 New England Executive Park
Burlington, Massachusetts 01803
Commercial: 617-273-7352
FTS: 8-836-1352

FAA NORTHWEST MOUNTAIN REGION

Civil Aviation Security
Division, **ANM-700**
Boeing Field, FAA Building
Seattle, Washington 98108
Commercial: 206-767-2555
FTS: 8-396-3555

Civil Aviation Security
Field Office - **SFA CASFD**
Room 426, Administration Building
Seattle-Tacoma Int'l Airport
Seattle, Washington 98158
Commercial: 206-767-2580
FTS: 8-396-2580

Civil Aviation Security
Field Office - **DEN CASFD**
10455 East 25th Avenue
Aurora, Colorado 80010
Commercial: 303-837-2335
FTS: 8-326-2335

Civil Aviation Security
Field Office - **SLC Post of Duty**
P.O. Box 22094
Salt Lake City Int'l Airport
AMF Salt Lake City, Utah 84122
Commercial: 801-524-4032
FTS: 8-588-4032

Civil Aviation Security
Field Office - **RIL Post of Duty**
Room 205
Billings Logan Int'l Airport
Billings, Montana 59101
Commercial: 406-657-6236
FTS: 8-585-6236

REGIONSCASFO/CASFU'sFAA SOUTHERN REGION

Civil Aviation Security
Division, ~~ASO-700~~
P.O. Box 20636
Atlanta, Georgia 30320
Commercial: ~~404-763-7271~~
FIS: ~~8-246-7271~~

Civil Aviation Security
Field Office - MIA CASFO
P.O. Box 592336
Miami, Florida 33159
Commercial: 305-871-5506
FIS: ~~8-350-2638~~

Civil Aviation Security
Field Office - SJU CASFO
Second Floor, Room 200
Puerto Rico International Airport
San Juan, Puerto Rico 00913
Commercial: 809-791-3582
FIS: ~~8-809-791-3582~~

Civil Aviation Security
Field Office - TPA CASFO
P.O. Box 22541
Tampa International Airport
Tampa, Florida 33622
Commercial: 813-879-3900
FIS: ~~8-826-2570~~

Civil Aviation Security
Field Office - ATL CASFO
1568 Willingham Drive
Suite D, Room 111
College Park, Georgia 30337
Commercial: ~~404-763-7871~~
FIS: ~~8-246-7871~~

REGIONS

CASFO/CASFO's

FAA SOUTHWEST REGION

Civil Aviation Security
Division, ~~ASW-700~~
P.O. Box 1689
Fort Worth, Texas 76101
Commercial: ~~817-624-4911~~ x217
FIS: ~~8-736-9217~~

Civil Aviation Security
Field Office - DEW ~~CASFO~~
P.O. Box 61289
Parkway Plaza
DFW Airport Station
Dallas, Texas 75261
Commercial: 214-574-2115
FIS: 8-741-2115

FAA WESTERN-PACIFIC REGION

Civil Aviation Security
Division, ~~AWP-700~~
P.O. Box 92007
Worldway Postal Center
Los Angeles, California 90009
Commercial: 213-536-6325
FIS: 8-966-6325

Civil Aviation Security
Field Office - LAX ~~CASFO~~
P.O. 45018
Worldway Postal Center
Los Angeles, California 90045
Commercial: 213-642-5180
FIS: ~~8-966-5180~~

Civil Aviation Security
Field Office - SFO ~~CASFO~~
831 Mitten Road
Burlingame, California 94010
Commercial: 415-876-2853
FIS: 8-466-2853

REGIONSCASFO/CASFU'sWESTERN PACIFIC REGION (continued)

Civil Aviation Security
Field Office - **LAS CASFO**
P.O. Box 11169
McCarran International Airport
Las Vegas, Nevada 89111
Commercial: 702-385-6390
FTS: 8-598-6390

Civil Aviation Security
Field Office - **SAN CASFO**
880 Front Street
Suite 4-N-30
San Diego, California 92188
Commercial: 714-293-5528
FTS: 8-895-5528

Civil Aviation Security
Field Office - **PHX CASFO**
2800 Sky Harbor Boulevard, . Roan 114
Phoenix, Arizona 85004
Commercial: 602-261-6021
FTS: 8-261-6021

Civil Aviation Security
Field Office - **HNL CASFO**
HIA Building, Room 824
Honolulu, Hawaii 96819
Commercial: 808-836-1055
FTS: 8-808-836-1055

