PILLARS OF THE SECURE SUPPLY CHAIN

Overview

1.1 Harmonized and commonly agreed security controls throughout the supply chain are essential to ensure that air cargo and mail are subjected to appropriate security measures. These measures should be designed to deliver effective security while facilitating the movement of cargo through the entire secure supply chain. The advantages of implementing a secure supply chain model include:

   a) shared responsibilities and application of security controls, which may include screening, amongst supply chain stakeholders, thereby reducing the strain on airport operations;

   b) the secure movement and transfer of consignments from one entity to another; and

   c) the assurance that appropriate security controls are applied at each node of the air cargo supply chain to ensure that cargo shipments are protected from unauthorized interference throughout.

1.2 In establishing a secure supply chain programme, specific security controls should be applied in line with the following six pillars:

   a) facility security;

   b) personnel security;

   c) training;

   d) screening;

   e) chain of custody; and

   f) oversight and compliance.

Facility security

2.1 Facility security refers to procedures and measures, both active and passive, that detect and prevent unauthorized entry to facilities where air cargo and/or mail is accepted, screened, prepared, stored or transported. These include physical barriers and access controls.

2.2 Facilities used for the storage of secure cargo and mail should provide adequate protection for cargo and mail consignments, to prevent and detect unauthorized interference. This may be accomplished by implementing, in addition to other security controls, protective measures in cargo buildings, which should include the following:

   a) all shipping and receiving doors should be closed and locked or guarded when not in use. If ventilation is needed, lockable metal screen doors may be installed;

   b) cargo shipping and receiving doors should, if possible, be equipped with intrusion detection devices or another means of protection against intrusion;
c) doors intended for vehicular access should not be used by any person to enter or exit buildings, as this may provide an avenue for circumventing security controls;

d) access to cargo facilities and areas should be restricted to individuals with an operational need for access, and those with unescorted access to air cargo should be appropriately screened and authorized by the relevant entity and/or appropriate authority; and

e) personnel doors should be designed and located so as to ensure control over entry and exit. These doors should also be locked or guarded when not in use.

2.3 Consignments that have been subjected to appropriate security controls should be held in secure areas or guarded until they have been loaded onto an aircraft. If they are held in a non-secure location or a location that does not account for the integrity of the consignments, they must undergo appropriate screening before being loaded onto an aircraft.

**Personnel security**

3.1 Personnel security includes screening as well as procedures and measures used to confirm a person’s identity and previous work experience, including criminal history checks when legally permissible. Ideally, these persons should include personnel and authorized representatives who conduct screening and/or have unescorted access to areas where air cargo and mail is accepted, screened, prepared, stored or transported and/or have access to information regarding the transport of cargo and mail consignments by air.

3.2 The appropriate authority, in coordination with other State authorities, should establish the necessary background check requirements for individuals with unescorted access to air cargo and mail.

3.3 These background checks should include:

   a) criminal history (when legally permissible); and/or

   b) pre-employment or work history.

3.4 States may also choose to conduct background checks for affiliation with known criminal or terrorist organizations or to require additional security clearances, as necessary.

3.5 Where States may be prohibited by law from conducting certain types of background or other checks, the appropriate authority may consider requiring the application of specific security controls (e.g. staff screening) for certain individuals requiring unescorted access to air cargo or mail.

**Training**

4.1 Employees and authorized representatives of actors within the secure supply chain must receive cargo security and screening training in accordance with the applicable programmes and their job requirements, which include clearly established curricular requirements and proficiency standards. Guidance on training requirements can be found in Chapter 8 of Security Manual.
Screening

5.1 Screening of cargo and mail for transport by air may be conducted using threat detection techniques and threat activation techniques through the use of approved technologies or physical search procedures.

5.2 Cargo and mail transported by air include a wide range of products of different sizes, weights and densities. The screening process should take into account the nature of the cargo or mail and should ensure that IEDs are not concealed in consignments.

5.3 A screening method may be ineffective or inefficient when it is not suited to the type of consignment being inspected. Therefore, cargo and mail should be screened using an appropriate method for the type of consignment. In some cases, a single screening method may not be sufficient to inspect all types of cargo and mail. Consequently, more than one screening method should be readily available.

5.4 If an item cannot be screened effectively because of its characteristics (e.g. an item that is too dense to be screened by X-ray, or too cluttered to make a determination), other appropriate techniques should be employed, otherwise it should not be transported by air.

5.5 Screening should apply to cargo and mail:

- a) received by a regulated agent or aircraft operator from an entity which is not registered as a regulated agent, known consignor or account consignor;
- b) received by a regulated agent or aircraft operator and originating from a known consignor or account consignor but which was thereafter handled by an entity not registered as a regulated agent or known consignor; or
- c) that passed out of the custody of a regulated agent, known consignor, account consignor or its authorized agent, or an aircraft operator.

5.6 Screening should also be required for:

- a) consignments of secure cargo or mail which show signs of tampering, or that were not protected from unauthorized access, or for which there is a reasonable suspicion of unauthorized access;
- b) high-risk cargo (see Section 13.5.6 on high-risk cargo);
- c) consignments on specific flights upon request by the aircraft operator;
- d) random shipments, if a State requires that a certain percentage of secure cargo or mail undergo inspection; and
- e) cargo transferring from an all-cargo aircraft onto a passenger aircraft where the cargo was originally secured for transport on all-cargo aircraft only or where the consignment originated from an account consignor.

5.7 Screening may be performed either before or after the consolidation of consignments. Generally, if screening takes place beforehand, more screening options will exist, as packages will not yet have been
placed in containers or on pallets. The screening process at a “piece” level prior to consolidation and build-up is most likely to detect IEDs concealed in cargo or mail. Screening after consolidation may be operationally impractical as it may require screeners to break up shipments and reconsolidate them following screening.

5.8 Threat detection techniques are the most commonly used and recommended screening methods for air cargo and mail. They are designed to detect one or more of the components of an IED, such as a detonator, a power source, or the explosive itself. Such screening methods may include:

   a) manual searches;
   b) conventional X-ray:
      i) single view; and
      ii) multi view;
   c) algorithm-based X-ray:
      i) single view;
      ii) multi view;
      iii) computed tomography; and
      iv) diffraction;
   d) neutron scanners;
   e) metal detection;
   f) explosives trace detection:
      i) particles; and
      ii) vapour;
   g) explosives detection dogs.

5.9 For cargo deemed high risk, two or more measures listed above should be applied, ideally including explosives trace detection, algorithm-based cargo X-ray scanners, or explosives detection dogs.

5.10 Threat detection techniques may be an appropriate screening solution prior to shipment consolidation. It may be difficult, however, to use screening equipment effectively on certain consignments, depending on their contents or size. Large individual cargo items may also pose difficulties.

5.11 Threat activation techniques, such as decompression chambers, full-flight simulation systems and cooling periods (e.g. holding cargo for 24 to 48 hours), are designed to activate an IED before the consignment is loaded onto an aircraft. Such techniques are not screening methods for cargo and mail and should not be used as an alternative to screening.
5.12 Although threat activation techniques are immune to Human Factors and, in most cases, to problems arising from the size of a consignment, the process may be time consuming and will trigger only certain types of IEDs. Such techniques are limited to IEDs that are designed to be triggered by pressure, vibration, etc.

5.13 The key is to constantly apply an appropriate and effective screening method for each consignment and to ensure that all screeners are properly trained and supervised. Screening equipment must be maintained, tested and operated in accordance with the manufacturer’s instructions.

5.14 Alarm resolution procedures should be in place to allow for appropriate follow-up action.

5.15 Screening of cargo and mail should be carried out using an appropriate method or methods, taking into account the nature of the consignment. Alternative means of screening may be required for certain types of commodities.

**Securing special categories of cargo and mail**

5.16 Due to their special nature, it may not be appropriate to screen certain types of cargo and mail. In such cases, alternative security procedures and measures should be applied to ensure that a consignment can be carried on a commercial aircraft. Such exemptions, and the use of alternative security measures, should be limited and clearly defined in a State’s national civil aviation security programme. These may include:

a) official diplomatic bags/pouches, in accordance with the provisions of the Vienna Convention (more information on diplomatic pouches can be found in Chapter 12);

b) vaccines and other perishable medical items;

c) life-sustaining items such as blood, blood products, bone marrow and human organs; and

d) radioactive materials packaged according to the ICAO Technical Instructions for the Safe Transport of Dangerous Goods by Air (Doc 9284) and identified as such, or items that will endanger the life or health of screeners.

5.17 In order to ensure that the above categories of cargo are secure for transport by air, prior to acceptance such cargo should be:

a) clearly declared on shipping documentation as such, and have undergone a verification process to ensure that the cargo matches the description on the documentation (e.g. air waybill);

b) physically checked on receipt for any signs of tampering;

c) subject to documentary checks and direct verification, such as by a telephone call to the consignor, in order to establish their bona fides; and

d) continually protected against unauthorized interference.

5.18 In addition to the items listed above, consignments or packages which are individually less than 6 mm in thickness and less than 250 grams in total weight, and consolidations composed uniquely of such consignments or packages, may be exempted from screening.
Live animals

5.19 Appropriate security controls in order to secure live animals transported as cargo should be performed as far as practicable.

5.20 All accompanying items, such as feedbags, cages and containers, should be subjected to security controls and effective and appropriate screening.

5.21 Prior to acceptance of a consignment of live animals, aircraft operators should ensure that the consignment matches the description on the air waybill.

Unaccompanied baggage carried as air cargo

5.22 Unaccompanied baggage carried as cargo should be subjected to appropriate screening and security controls. Further guidance on security procedures for unaccompanied baggage can be found in Chapter 11.

Dangerous goods

5.23 Cargo consignments containing properly prepared and packaged dangerous goods should be appropriately identified as such and declared prior to their acceptance for transport in accordance with Annex 18 — *The Safe Transport of Dangerous Goods by Air*.

5.24 Such consignments should be subjected to the same security controls as any other consignment. However, it is important to consider the following:

a) X-ray equipment or other technical means of inspection may render some types of dangerous goods unstable and therefore cannot be utilized; and

b) some consignments containing dangerous goods are generally prohibited from being opened since this could:

   i) expose staff members to harmful or hazardous materials; and

   ii) prevent the consignment from being sent, as the integrity of the packaging may no longer meet the packaging requirements contained in the ICAO Technical Instructions (Doc 9284).

5.25 Dangerous goods consignments should be accepted from recognized entities (e.g. known consignors or regulated agents) to ensure that the necessary handling and administrative procedures are implemented to meet safety and security requirements. All dangerous goods packages should be checked at the time of acceptance for any signs of tampering.

Human remains

5.26 States are encouraged to follow a known or account consignor process for the carriage of human remains by air.
Mail

5.27 Mail is defined as all postal items tendered by and intended for delivery to designated postal operators to operate the postal service in accordance with the Universal Postal Union Acts.

5.28 Mail should be subjected to the same security control regime applied to cargo consignments, as described earlier in this chapter.

5.29 Designated postal operators performing security controls should become regulated agents or be approved by the appropriate authority to carry out the same duties as regulated agents (more information can be found in Appendix 31), and employ suitably selected, recruited and trained staff, in order to fulfil their obligations towards aircraft operators.

5.30 Designated postal operators may alternatively opt to have the security controls applied by a third party which has a regulated agent status or by the aircraft operator, applying measures as recommended in this section. In such cases, the postal operator may be required to have this option sanctioned by the relevant national authority.

5.31 Generally, the confidential nature of correspondence is protected by State legislation, which may prohibit the opening of mail receptacles or restrict the use of manual searches, and may require mail to be subjected to appropriate screening technologies (e.g. X-ray).

5.32 Screening at receptacle level may be an efficient method for mail. If a receptacle cannot be screened effectively, other appropriate techniques should be employed (e.g. screening at a piece level, and use of multi-view conventional X-ray equipment).

Mail tendering by designated postal operators

5.33 A designated postal operator should:

a) tender mail to aircraft operators in mail receptacles as prescribed by UPU regulations and standards;

b) tag mail receptacles with labels as prescribed by UPU regulations and standards;

c) secure receptacles with ties as prescribed by UPU regulations and standards;

d) ensure that all mail consignments are accompanied by a written or electronic UPU standardized delivery bill; and

e) if security measures have been applied by the designated postal operator, provide a consignment security declaration, either in writing or in electronic form, either as a separate declaration or included in the written or electronic UPU standardized delivery bill.

Mail acceptance by aircraft operators

5.34 On accepting mail from a designated postal operator, regulated agent or external service provider contracted by it, an aircraft operator should:
a) ensure that consignments are identified as mail by the use of prescribed receptacles and labels;

b) ensure that consignments are accompanied by the relevant UPU standardized delivery bill, either in writing or in electronic form and that consignors provide a full description of consignment contents and that the mail tendered matches this information; and

c) as the case may be, review the consignment security declaration.

Mail screening

5.35 Mail should be subjected to security controls in the same manner as cargo consignments, as described earlier in this chapter.

5.36 Generally, for legal reasons, security controls and screening of mail may be performed by designated postal operators only. The following guidance, however, is provided in the event that a designated postal operator requires an aircraft operator or a regulated agent to conduct mail screening.

5.37 Security controls applied to known mail should be applied only to a specified proportion of a consignment as determined by the appropriate authority and the designated postal operator following a risk assessment. Mail to be screened should be selected at random or using a targeted approach.

5.38 Those involved in the movement of time-sensitive mail should not provide consignors with flight-booking details unless they are known consignors or regulated agents.

High-risk cargo and mail

6.1 High-risk cargo or mail is defined as follows: a cargo or mail consignment is considered high-risk when it is presented by an unknown entity or shows signs of tampering and, in addition, meets one of the following criteria:

a) specific intelligence indicates that the cargo or mail poses a threat to civil aviation; or

b) the cargo or mail shows anomalies that give rise to suspicion; or

b) the nature of the cargo or mail is such that baseline security measures alone are unlikely to detect prohibited items that could endanger the aircraft (i.e. IEDs).

6.2 Regardless of whether the cargo or mail comes from a known or unknown entity, a State’s specific intelligence about a consignment may render it high-risk.

6.3 High-risk cargo and mail should be subjected to appropriate screening to effectively detect an IED or mitigate the specific threat associated with it. This should include other detection methods or robust security measures that are not part of the baseline security measures. Such additional screening methods and measures should be determined by the appropriate authority.

6.4 In addition to being presented by an unknown entity or showing signs of tampering, a cargo consignment may be rendered high-risk due to, for example, its dense and/or cluttered nature, which may prevent the detection of IEDs by conventional screening equipment. In such cases, additional screening methods beyond baseline security measures should be applied.
6.5 Even when the application of baseline security measures, which may include the use of routine technology such as conventional X-ray screening or manual searches, seems to indicate that the cargo consignment does not contain an IED, it should be checked for anomalies that give rise to suspicion. If such anomalies are found, additional screening methods beyond baseline security measures should be applied.

6.6 Should a State receive intelligence information regarding a possible threat caused by a cargo consignment, it should share that threat information with the States concerned as early as practicable, in order to prevent the loading of such a consignment on a commercial aircraft without, at the very least, the application of high-risk security measures.

6.7 Figure 13-3 illustrates the decision-making process to be followed in order to determine whether a cargo consignment should be considered as high-risk cargo or mail and, if so, how to process it. Further details on dealing with high-risk cargo and mail within the air cargo secure supply chain can be found in Appendix 30.

**Chain of custody**

7.1 Chain of custody measures are procedures and practices put in place to maintain the integrity of secure cargo and mail as they move through a supply chain from the point at which security controls are applied. Chain of custody provisions apply to measures for cargo and mail acceptance, the storage of secure cargo and mail, the ground transport and handling of secure cargo and mail, and the transfer and transit of secure cargo and mail.

**Storage of secure cargo and mail**

7.2 Cargo and mail that originate from a secure supply chain or have been screened should be held in cages, compartments, rooms or buildings that are secured against unauthorized access, or made tamper-evident by using seals or locks, or protected by intrusion detection measures for periods when consignments are left unattended. Access points should be protected through the use of identification permits or biometric access control systems.
Figure 13-3. High-risk cargo decision-making process
7.3 A consignment may be stored outside cages or buildings provided that the consignment itself is equipped with tamper-evident seals or locks and remains under supervision by guards, a security surveillance or closed-circuit television system, or an intrusion detection device, where appropriate, for the entire storage period. If seals or locks are used, their integrity should be verified.

7.4 If seals are used to secure cargo and mail facilities or the consignment itself, proper stock control and auditing procedures should be implemented to prevent any unauthorized use of such seals.

**Ground transport of cargo and mail**

7.5 To ensure the integrity of the secure supply chain, cargo and mail that have been subjected to appropriate security controls should be transported only by:

   a) vehicles operated by a regulated agent, known consignor, account consignor or aircraft operator; or

   b) providers of ground transport whose operating procedures and security measures have been approved in writing by a regulated agent or aircraft operator, or the appropriate authority.

7.6 Immediately prior to loading, a vehicle’s cargo compartment should be inspected according to national requirements (more information can be found in Chapter 14). Vigilance should be maintained until loading has been completed to prevent unauthorized access to consignments.

7.7 The cargo compartment should be secured or made tamper-evident by applying seals or installing locks immediately following the completion of loading. Curtain-sided vehicles should be appropriately secured. Proper stock control and auditing procedures of seals, locks and/or keys used to secure a vehicle’s cargo compartment should be implemented to prevent any unauthorized use of such seals, locks and keys. These requirements do not apply to vehicles that are escorted in accordance with appropriate procedures for the duration of a journey.

7.8 Drivers are encouraged not to leave vehicles unattended. Should there be a need to do so, drivers, when returning to a vehicle, prior to continuing the journey, should verify the integrity of load compartments, seals and/or locks.

7.9 When a cargo consignment is transported to an aircraft or its next storage point, it should be checked by an appointed, trained staff member to ensure that it has not been interfered with in any obvious way. The integrity of cargo coming from unsecured areas should be checked, including the seal controls, before it enters a security restricted area.

7.10 Cargo and mail delivery and pick-up vehicles entering and exiting a cargo facility should be checked to confirm that they are authorized to carry a consignment for a particular consignor or regulated agent. Vehicle drivers should be required to present the cargo dispatcher with a valid identification permit or company identity document before any cargo is loaded. The credentials should adhere to requirements that are similar to those for an airport security identification permit or other government-issued or authorized photographic identity documentation. There should also be evidence that the identified driver has been designated to deliver the consignments on the cargo documentation.
7.11 Cargo and mail delivery vehicles should be inspected by physical or technical means on their arrival at an airside area. A record of the entry and exit particulars, which include the driver’s credentials and vehicle’s registration, should be maintained at checkpoints.

**Cargo and mail that may be accepted for air transport**

7.12 Cargo and mail may be accepted for transport by air if they fall into one of these three categories:

a) originate from a known consignor;

b) have been screened by a regulated agent, an approved entity or the appropriate authority; or

c) originate from an account consignor.

7.13 Cargo that originates from a known consignor and cargo that has been screened may be accepted for transport on passenger aircraft or all-cargo aircraft. Cargo originating from an account consignor may only be transported on all-cargo aircraft, unless it has been screened by a regulated agent, an approved entity or the appropriate authority.

7.14 Consequently, if cargo or mail that has been transported on an all-cargo aircraft is to be transferred to a passenger aircraft, the aircraft operator accepting the cargo or mail should ensure that it originates from a known consignor or has been screened using appropriate methods.

**Acceptance procedures**

7.15 Known consignors and account consignors tendering a consignment to a regulated agent or aircraft operator as secure cargo or mail should:

a) ensure that consignments are prepared in secure premises by properly selected, recruited and trained staff;

b) ensure that consignments are protected against tampering during shipment preparation, storage and transport processes for which they are responsible;

c) declare their acceptance that the packaging and contents of any consignment may be examined for security reasons;

d) designate one or more persons as responsible for the development, implementation and oversight of the required security measures; and

e) certify in writing that, to the best of their knowledge, consignments do not contain IEDs.

7.16 Consignments from known or account consignors may be accepted for carriage by air provided that:

a) the employee accepting the cargo or mail is satisfied that the deliverer is the known or account consignor or an authorized representative;

b) there is no sign of tampering with the cargo or mail;
c) descriptions of the consignment on the documentation match the consignment; and

d) the known consignor has completed a consignment security declaration pertaining to the shipment.

7.17 A regulated agent accepting cargo or mail from consignors and tendering to another regulated agent or aircraft operator should:

a) register the identity of consignors and confirm that the person who delivers consignments is an agent of the consignor;

b) ensure that consignors provide a full description of consignment contents;

c) ensure that consignments are safeguarded after acceptance, and that access to cargo is controlled;

d) ensure that the acceptance, processing and handling of cargo are carried out by properly selected, recruited and trained staff;

e) designate one or more persons as responsible for the development, implementation and oversight of the required security controls; and

f) ensure that each consignment tendered to an aircraft operator or a regulated agent is accompanied by a consignment security declaration, either as part of the air waybill or as a separate document, that provides the following information:

i) regulated agent identifier or reference number;

ii) unique consignment identifier or reference number;

iii) description of the consignment contents;

iv) security status of the consignment, including details of security controls applied to it;

v) details of the consignor; and

vi) details of the staff responsible for issuing the security status.

7.18 An aircraft operator should only accept cargo or mail from a known consignor, account consignor or regulated agent under the following conditions (information on cargo or mail accepted from another aircraft operator can be found in the section on transfer and transit cargo and mail):

a) the consignment is delivered by an established employee or authorized representative of the regulated agent or known consignor;

b) when delivery of cargo is made or arranged by the known consignor or regulated agent, the employee receiving the cargo for shipment verifies that the consignment is being delivered by the person identified on the consignment security declaration or other accompanying documentation (further details can be found at the end of this section);
c) there is no sign of tampering with the consignment (taking into account normal wear and tear when moving cargo); and

d) the known consignor or regulated agent has provided a consignment security declaration certifying that the cargo has been cleared in accordance with its security programme. Security programme templates for regulated agents and known consignors can be found in Appendix 31 and Appendix 32, respectively.

7.19 Once the cargo or mail has been accepted, the aircraft operator or its designated representative should:

a) ensure that there is no sign of tampering until it is placed on the aircraft (e.g. signs of tampering may have been missed upon acceptance, or tampering could have occurred after the consignment was accepted);

b) determine the appropriate security controls to be applied to any given consignment;

c) carry out appropriate security controls to the required level and record the details of the security controls applied;

d) protect the consignment from unauthorized interference while it is in the aircraft operator’s custody;

e) ensure that all consignments have been appropriately secured before being loaded onto an aircraft;

f) ensure that all consignments placed on board an aircraft are recorded on the cargo manifest; and

g) issue appropriate security documentation or electronic records for the consignment.

7.20 If an aircraft operator believes that the carriage of a consignment may compromise the safety and/or security of the aircraft, it has the right to refuse the transport of such a consignment.

7.21 An air cargo security acceptance form, which can serve as a decision-making aid for accepting or refusing a consignment for transport by air, can be found in Appendix 30.

**Consignment security declaration**

7.22 A consignment security declaration is one of the tools used in the protection of cargo and mail throughout its movement in the supply chain and to ensure that regulated agents and known consignors are held accountable. A sample of such a declaration can be found in Appendix 33. Such a declaration, which may be in hard copy or electronic form, is made by the entity that makes the cargo secure and is accessible to all parties in the supply chain.

7.23 A consignment security declaration should, at a minimum, contain the following information:

a) identity of the regulated agent, consignor, known consignor or other entity forwarding the consignment;
b) unique means of reference, such as the air waybill number, house waybill number or tracking number;

c) content of the consignment and/or indication of consolidation, if any;

d) origin of the consignment;

e) destination of the consignment;

f) the security status of the consignment, stating whether it is secure for:

i) passenger, all-cargo and all-mail aircraft\(^1\);

ii) all-cargo and all-mail aircraft only\(^2\); or

iii) passenger, all-cargo and all-mail aircraft, in accordance with high-risk requirements\(^3\);

g) the reason the security status was issued, indicating whether the consignment is:

i) received from an approved known consignor;

ii) received from an account consignor;

iii) screened using appropriate screening methods (methods to be specified); or

iv) exempted from screening (grounds for exemption to be specified);

h) declaration that the contents are safe for transport on passenger or all-cargo aircraft to the best of the entity’s knowledge;

i) declaration that the consignment has been kept secure and not tampered with while in custody;

j) signature of a staff member with the proper training and authority to make the declaration, or other means of authenticity when electronic transmission is used; and

k) warning that any false declaration will lead to criminal prosecution, if permissible by law.

7.24 Consignment security declarations play an important part in ensuring that secure cargo and mail remain uncompromised throughout the secure supply chain by providing an unbroken and verifiable trail of accountable entities. Consignments not accompanied by or associated with valid declarations should be treated as unsecure cargo or mail.

7.25 Known consignors and/or regulated agents should be required to provide approved entities in the supply chain with all documentation related to the consignments, including a consignment security declaration. Regulated agents should ensure that the declaration contains all necessary information, especially the security status of the consignments, which determines whether such consignments can be

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1. Some regions refer to this security status using the code ‘SPX’ in consignment security declarations.
2. Some regions refer to this security status using the code ‘SCO’ in consignment security declarations.
3. Some regions refer to this security status using the code ‘SHR’ in consignment security declarations.
carried on a commercial aircraft, before releasing the cargo to, or accepting the cargo from, another
regulated agent or an aircraft operator.

7.26 If no security status is indicated, or no consignment security declaration is issued, it should be
demed that no security controls have been previously applied.

7.27 Upon forwarding of air cargo and mail, the consignment security declaration should be duly
completed by the accepting approved entity (i.e. regulated agent or aircraft operator) to indicate that it has
taken responsibility for the security of the cargo.

7.28 Consignment security declarations should be issued only once the appropriate security controls,
which may include screening where appropriate, have been applied.

Handling and loading of cargo and mail

7.29 Securing ground operations for air cargo and mail presents challenges similar to those faced in
securing passengers’ hold baggage. As such, ground security procedures should mirror or complement
those used for such operations.

7.30 Cargo terminal buildings and cargo infrastructure should be protected by implementing measures
for both perimeter and airside security, which may include the protection of aircraft, identification of
personnel and related access control, and pre-flight aircraft searches or checks. Additionally, appropriate
security controls should be implemented to protect consignments from the time they are accepted in a
cargo terminal until the departure of the aircraft.

7.31 Although the movement of cargo and mail consignments from a storage facility and/or cargo
terminal normally takes place in a security restricted area, it is important to preserve the integrity of the
consignment until an aircraft is ready for departure.

7.32 In addition to normal security procedures for protecting aircraft on the ground, all persons
involved in the cargo handling or loading process should:

a) visibly wear their airport security identification permit at all times; such security
identification should include the photograph of the person to enable positive
identification;

b) conduct a visual inspection of the cargo hold prior to loading to establish that no
suspicious persons or items are present;

c) confirm that there is no evidence of tampering with cargo consignments;

d) ensure that no unauthorized persons gain access to cargo consignments on the apron or
inside the cargo hold; and

e) challenge anyone in the vicinity of aircraft or cargo consignments who does not display a
valid airport security identification permit or who is acting suspiciously.
Treatment of suspect cargo and mail

7.33 Any suspicion raised by a cargo or mail consignment should be resolved before it is transported for carriage by air. A suspect cargo or mail consignment should:

   a) be treated as unsecure cargo or mail and subjected to appropriate security controls, including screening; and

   b) should be transported by an aircraft operator only if it can be confirmed that the consignment is secure because it does not contain any prohibited articles.

7.34 If security controls detect a suspicious item in a consignment, it is important that:

   a) staff members do not touch the suspicious item and immediately contact their supervisor to assist in confirming suspicion; and

   b) if a suspicion is confirmed, staff members follow the emergency procedures established by their organization for the handling of such events, which may include the following:

      i) the relevant security, law enforcement and/or Explosive Ordnance Disposal (EOD) organizations are contacted, as appropriate;

      ii) the suspicious item, and the consignment in which it is contained, are handled by EOD personnel only; and

      iii) evacuation and contingency plans are implemented, in coordination with security, law enforcement and emergency services officials.

7.35 If a prohibited item has been identified, a threat assessment should be conducted to determine whether additional security controls (e.g. advanced screening techniques) should be applied to other consignments bearing similar characteristics (e.g. destined for the same flight or destination, or originating from the same consignor or location).

7.36 The appropriate authority should be notified of the discovery, as should other operational entities (e.g. handling agents or aircraft operators) using the affected and adjacent facilities (in accordance with an established emergency coordination plan).

7.37 If suspicion cannot be resolved, the consignment should be refused for carriage by air and not be loaded onto a commercial aircraft.

Transfer and transit cargo and mail

7.38 Transfer and transit cargo and mail arriving from outside the State of transfer or transit by air, road, rail or sea for onward carriage by air, which have not been subjected to continuous security controls from the point of departure or en route, should be treated as unsecure cargo and subjected to appropriate security controls.

7.39 While the State of origin remains responsible for the application of appropriate security controls on cargo and mail consignments, the State of transfer should ensure that such controls were applied prior to loading the consignments on a commercial aircraft departing from its territory.
7.40 The following principles should be followed by States when dealing with transfer cargo and mail:

a) cargo and mail should be made secure at the point of origin and protected from unauthorized interference;

b) a security status should be issued for cargo and mail at the point of origin and clearly indicated in a consignment security declaration;

c) the security status (in paper or electronic format) should accompany each consignment to enable the subsequent verification of the security status of that cargo and mail;

d) the appropriate authority at the point of origin should ensure the application of appropriate security controls to cargo and mail at the start of their journeys;

e) the appropriate authority at the point of transfer should satisfy itself that the security controls previously applied to the cargo and mail meet its national civil aviation security programme requirements; and

f) where the appropriate authority is not satisfied that the transfer cargo and mail are secure, appropriate security controls, which may include screening, should be applied in accordance with its NCASP requirements.

7.41 The appropriate authority should use mechanisms, such as the following, to satisfy itself regarding the security of cargo and mail:

a) advance data capture;

b) mutual recognition frameworks (including bilateral and multilateral agreements); and/or

c) aircraft operator security programme approval.

7.42 To avoid duplication of security controls, transfer cargo and mail should not be subjected to additional screening before being loaded onto an aircraft provided that:

a) appropriate security controls have been applied at the State of origin;

b) the performance of such security controls has been duly recorded by means of a security status on the accompanying paper documentation or electronic records; and

c) the shipment is protected from unauthorized interference from the point of performance of security controls, including at transfer points.

7.43 States should consider the suitability of the security measures that are applied to transit cargo and mail carried on a commercial aircraft departing from their territory. Transit cargo and mail that have been subjected to appropriate security controls from the point of origin should be treated as secure. Where States have very specific concerns about the security of the transit cargo and mail, they should apply appropriate security measures in accordance with their NCASP requirements.
Oversight and compliance

8.1 Legislation should also be established to enable the appropriate authority (or an entity appointed to act on its behalf) to conduct oversight and quality control, and include inspections and tests of personnel, measures, procedures, programmes, facilities and equipment as part of a regulated agent, known consignor and account consignor regime. Such legislation should make provision for the enforcement of the State’s aviation security regulations and for the issuance of penalties for non-compliance, which may include amendment, suspension or revocation of an entity’s approval to operate as a known consignor, account consignor or regulated agent.

8.2 A State’s programme should include at a minimum the following:

a) an accreditation programme for regulated agents, known consignors and account consignors, with thorough and objective entry requirements;

b) training for all staff involved in the handling and screening of cargo and mail, for all entities operating in a secure supply chain. Guidance on training requirements can be found in Chapter 8;

c) standards for security controls to be applied to consignments;

d) a regularly updated database or list of all known consignors and regulated agents that is shared by all parties involved in the secure supply chain system; and

e) robust oversight and quality control activities (including verifiable audit trails) to ensure that security controls are implemented effectively throughout the secure supply chain.

8.3 States should enact appropriate legislation or a regulatory framework that establishes the known consignor regime. Such an air cargo and mail security framework should establish the security requirements to be implemented by known consignors and their approval to operate as known consignors by the appropriate authority. The legislation and regulatory framework should define the approval and revocation process for entities wishing to operate as known consignors and should establish clear roles and responsibilities to enable the effective implementation of a known consignor security programme.

8.4 Such regulations should provide security standards for: the facilities used to produce goods destined to become air cargo; the recruitment, selection and training of personnel; access control for personnel and vehicles; and security measures and procedures to be applied to cargo and mail prior to being tendered to and received by a regulated agent or aircraft operator.

8.5 Where a State has not implemented a known consignor approval process, an entity may be authorized by the State to recognize a customer or consignor as a known consignor and register its identity and address, and the agent(s) authorized to carry out deliveries on its behalf. Such known consignors should be required to meet the same heightened security standards as a known consignor approved by a State authority. The entity authorized by its State should implement a process for verifying the security standards of the known consignor.
CARGO TO BE TRANSPORTED ON ALL-CARGO AIRCRAFT ONLY

9.1 Security controls and measures for cargo and mail carried on all-cargo aircraft should be established by the State’s appropriate authority and described in the national civil aviation security programme. The security measures and controls need not necessarily be identical for passenger and all-cargo aircraft, provided they are founded on a common baseline standard and that they achieve the same security outcome.

9.2 An aircraft operator or regulated agent should verify that a consignor tendering a cargo shipment for air transport is either a known consignor or account consignor in accordance with the national regulations, for instance by checking a list or database.

9.3 If the consignor does not meet such criteria, or if a consignment shows signs of tampering, the aircraft operator or regulated agent should subject the consignment to screening as determined by the State’s appropriate authority.

9.4 Cargo consignments originating from an account consignor should be transported on all-cargo aircraft only. Unless cargo or mail from an account consignor has been screened by a regulated agent, aircraft operator or entity approved by the appropriate authority, it may not be tendered for transport on passenger aircraft.