



Republic of the Philippines
Department of Transportation
OFFICE FOR TRANSPORTATION SECURITY

MEMORANDUM CIRCULAR NO. 2020.007

SUBJECT : Policies and Guidelines to Secure Air Cargo and Mail

DATE : DEC 18 2020

Pursuant to the requirements of the Philippine National Civil Aviation Security Program (NCASP) and Standard 4.6.1 of Annex 17 to the Convention on International Civil Aviation, requiring that appropriate security controls, including screening where applicable, are applied to cargo and mail, prior to their being loaded onto an aircraft engaged in commercial air transport operations, the following policies and guidelines are herein adopted and prescribed.

I. OBJECTIVE

To prescribe security measures that will establish security status of cargo and mail consignment being loaded onto the aircraft to prevent unauthorized interference

II. BASIS

- A. ICAO Annex 17 Standards 2.1.1, 2.2.2 & NCASP Ch.1.A¹
- B. ICAO Annex 17 Standard 3.1.6 & NCASP Ch.4²
- C. ICAO Annex 17 Standard 4.1.1 & NCASP Ch.6³
- D. ICAO Annex 17 Standard 4.6.1 & NCASP Ch.7.L⁴; Standards 4.6.5⁵, 4.6.8⁶ & NCASP Ch.7.M; Standard 4.6.10 and NCASP Ch. 7.N⁷

III. COVERAGE

This memorandum circular applies to:

- A. National aircraft operators
- B. Foreign aircraft operators
- C. Ground handling agents and/or cargo operators
- D. Airport authorities/operators catering to cargo operations
- E. Service providers with security responsibilities
- F. Entity responsible/involved in screening of cargo
- G. Entity which offers goods for transport by air

IV. DEFINITION OF TERMS

Acts of Unlawful Interference – acts or attempted acts such as to jeopardize the safety of civil aviation, including but not limited to:

- Unlawful seizure of aircraft;

¹ primary objective to protect the safety of passengers, crew, ground personnel, and the general public in all matters related to safeguarding against acts of unlawful interference with civil aviation; and application of security measures to domestic operations to the extent practicable, based upon a security risk assessment carried out by the relevant national authorities

² definition and allocation of tasks and coordination of activities between the departments, agencies, and other organizations of the State, airport and aircraft operators, air traffic service providers, and other entities concerned with or responsible for the implementation of the various aspects of the NCASP

³ Establishment of measures to prevent weapons, explosives, and dangerous devices, articles or substances, which may be used to commit an act of unlawful interference, the carriage or bearing of which is not authorized from being introduced, by any means whatsoever, on board an aircraft engaged in civil aviation

⁴ application of appropriate security controls, including screening, where practicable, to cargo and mail, prior to their being loaded onto an aircraft engaged in commercial air transport operations

⁵ screening of cargo and mail which cannot be confirmed and accounted for by a regulated agent, known consignor, or an entity that is approved by an appropriate authority

⁶ issuance of security status to cargo and mail that has been confirmed and accounted

⁷ screening of cargo and mail using an appropriate method or methods, taking into account the nature of the consignment

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- Destruction of an aircraft in service;
- Hostage-taking on board aircraft or on aerodromes;
- Forcible intrusion on board an aircraft, at an airport or on the premises of an aeronautical facility
- Introduction on board an aircraft or at an airport of a weapon or hazardous device or material intended for criminal purposes;
- Use of an aircraft in service for the purpose of causing death, serious bodily injury, or serious damage to property, or the environment;
- Communication of false information such as to jeopardize the safety of an aircraft in flight or on the ground, of passengers, crew, ground personnel or the general public, at an airport or on the premises of a civil aviation facility.

Access Control – the security procedure applied to ensure that only authorized persons, authorized vehicles, and items carried by such persons or transported by such vehicles are allowed access into the premises or area being controlled.

Air Cargo – any property carried on an aircraft other than mail, stores, and accompanied or mishandled baggage.

Aircraft Operator – a person, organization, or enterprise, engaged in or offering to engage in regular public transport or charter aircraft operations.

Airport Operator – an airport organizational entity responsible for the operational management and coordination of airport operations, including management of airport security.

Airside - the movement area of an airport, adjacent terrain and buildings or portions thereof, access to which is controlled.

Airway Bill – document used as a shipping contract between the shipper and the aircraft operator, or the aircraft operator and the regulated agent. It is used to track a particular shipment. It identifies the shipper, the consignee, the departure and arrival airport, as well as provides a description of the cargo to include the number of pieces making up the shipment.

Background Check – a check of a person's identity and previous experience, including criminal history and any other security-related information relevant for assessing the person's suitability, in accordance with national legislation.

Cargo Area – all the ground space and facilities provided for cargo handling. It includes aprons, cargo buildings and warehouses, vehicle parks and roads associated therewith.

Cargo Building - a building or warehouse through which cargo and mail passes between air and ground transport and in which processing facilities are located, or in which cargo and mail is stored pending transfer to air or ground transport.

Cargo Operator – person or entity involved in accepting, handling, storing, loading and unloading air cargo, or one who provides, manages, promotes, and/or services any and all ground handling requirements of passenger commercial and cargo operating aircraft.

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Chain of Custody Measures – procedures and practices just 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.

Commercial Air Transport Operations –an aircraft operation involving the transport of passengers, cargo, or mail for remuneration or hire.

Consignment Security Declaration (CSD) – a written certification, in hard copy or electronic form, made by the entity that makes the cargo secure and is accessible to all parties in the supply chain, attesting that the consignment to which the document refers is a known cargo.

Dangerous Goods – articles or substances which are capable of posing a risk to health, safety, property, or the environment and which are shown in the list of dangerous goods in the Technical Instructions or which are classified according to those instructions.

Facility Security – application of procedures and measures (e.g. physical barriers, access controls) that prevent, detect and deter unauthorized entry to facilities where air cargo and/or mail is accepted, screened, prepared, stored, or transported.

Freight Forwarder – entity operating within supply chain responsible for the transport administrative and logistics process.

Ground Handling Agent – the entity subcontracted by the freight forwarders and/or aircraft operators, who do not have their own warehouses, to act for or on behalf of the freight forwarder/aircraft operator for the acceptance, handling, loading/unloading, transiting, screening, or dealing with cargo, passenger, and baggage.

High-Risk Cargo or Mail – cargo or mail which is deemed to pose a threat to civil aviation as a result of specific intelligence, or shows anomalies or signs of tampering which give rise to suspicion.

Human Factors Principles – principles which apply to design, certification, training, operations, and maintenance and which seek safe interface between the human and other system components by proper consideration to human performance.

Known Cargo – a consignment of:

- (1) air cargo, accepted by aircraft operator or any entity in the supply chain, to which appropriate security controls have been applied;
- (2) unknown cargo rendered known after being subjected to screening;
- (3) a consignment of unknown cargo that has been subjected to appropriate security controls and then protected from unauthorized interference.

Mail – 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.

Personnel Security – screening, as well as procedures and measures used to confirm a person's identity and previous work experience, including criminal history checks.

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Prohibited Items – articles which are not allowed in the cabin of an aircraft and in security restricted areas for security reasons;

Regulated Agent – an agent, freight forwarder, or any other entity that conducts business with an operator and provides security controls that are accepted or required by the appropriate authority in respect of cargo or mail.

Screening – the application of technical or other means which are intended to identify and/or detect weapons, explosives, or other dangerous devices, articles, or substances which may be used to commit an act of unlawful interference

Secure Supply Chain – set of interconnected security procedures that are applied to a cargo consignment to maintain the integrity of such a consignment from the point where screening or other security controls are applied until it arrives at its last airport of arrival, including through transit and/or transfer points.

Security Audit – an in-depth compliance examination of all aspects of the implementation of the national civil aviation security program.

Security Controls – means by which the introduction of weapons, explosives, or other dangerous devices, articles, or substances which may be used to commit an act of unlawful interference can be prevented

Security Equipment – devices of a specified nature for use, individually or as part of a system, in the prevention or detection of acts of unlawful interference with civil aviation and its facilities.

Security Inspection – an examination of the implementation of one or more aspects of security measures and procedures in order to determine how effectively they are being carried out.

Security Risk Assessment – the process of identifying, analyzing, and evaluating the security threats to, and vulnerabilities of, the air transportation of cargo and mail.

Security Test – a covert or overt trial of an aviation security measure which simulates an attempt to commit an unlawful act.

Security Restricted Area (SRA) – those areas of the airside of an airport which are identified as priority risk areas where in addition to access control, other security controls are applied. Such areas normally include, inter alia, all commercial aviation passenger departure areas between the screening checkpoint and the aircraft, the ramp, baggage make-up areas, including those where aircraft are being brought into service, and screened baggage and cargo are present, cargo sheds, mail center, airside catering, and aircraft cleaning premises.

Shipper – the individual or entity (such as company or organization), who originates cargo from its own account offering it for transport. It is also known as consignor. A shipper is mostly the forwarder (for airline); or trading company, manufacturer, and other third party (for forwarder).

Standard Operational Procedures (SOPs) – a written description of step-by-step action of how security control and screening procedures should be implemented and conducted; or how to operate an equipment in place.

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Stores (Supplies) – For consumption. Goods, whether or not sold, intended for consumption by the passengers and the crew on board an aircraft, and goods necessary for the operation and maintenance of the aircraft, including fuel and lubricants. To be taken away. Goods for sale to passengers and crew of an aircraft with a view to being landed

Transfer Cargo and Mail – cargo and mail departing on an aircraft other than that on which it arrived

Transit Cargo and Mail - cargo and mail departing on the same aircraft as that on which it arrived

Unknown cargo – a consignment of cargo tendered to aircraft/airport operator that has not been submitted to appropriate security controls; or a consignment of cargo subjected to security controls, but may not have been protected from unlawful interference. Appropriate security controls must be applied to such consignment to make it secure or known.

Unknown shipper – individual or entity who originates cargo or mail for its own account but whose cargo is unknown or whose security status has not been established sufficient to allow the carriage of its cargo or mail on any aircraft. Its consignment should be subjected to increased scrutiny, including a requirement to provide proof of identity and agreement to have a consignment screened according to a prescribed method, all of which should be described in AOSP.

V. POLICIES AND GUIDELINES

- A. Air cargo and mail shall be processed for transport by air in an operating environment that meets the following objectives:
 - 1. Cargo and mail shall come from a secure supply chain, or be screened to effectively detect prohibited items;
 - 2. Additional security measures beyond baseline procedures shall be applied to deemed high-risk cargo or mail;
 - 3. Once secure, cargo and mail shall be kept secure throughout its entire journey, including at transfer and transit points;
 - 4. Cargo and mail operations shall be subject to oversight and quality control activities; and
 - 5. Unnecessary duplication of security controls shall be avoided.
- B. All air cargo and mail intended for carriage on international or domestic passenger flights shall be subject to appropriate security controls, including screening where practicable, by aircraft operators and/or other authorized entities, prior to being loaded onto an aircraft.
- C. All cargo area must develop and implement facility security controls to prevent perpetrators from carrying out an act due to access controls in place and the inability to reach the target; to detect an action which has taken place so that appropriate countermeasures can be employed; and to deter perpetrators from attempting an attack because perceived personal risk involved is considered too high.
- D. Appropriate security controls associated with the key pillars that characterize a secure supply chain (facility security, personnel security, training, screening, chain of custody, and oversight and compliance) must be implemented by each of the entities operating within the secure supply chain.

VI. STANDARDS IN ACCEPTING, HANDLING, STORAGE, AND LOADING OF CARGO

- A. Acceptance

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1. All consignment shall be checked prior to acceptance in the presence of the submitting shipper *i.e.* the aircraft operator and/or ground handling agent shall check if any tamper-evident seals are in place, and that seal numbers correspond exactly with the accompanying security information.
2. The aircraft operator and/or ground handling agent shall confirm the identity of the shipper or any person tendering the cargo for transport by: (a) requiring two (2) valid IDs (government- or company-issued with photograph) to verify if the IDs presented are true representation of the individual; and (b) verifying the consignments against the airway bill and other documents submitted with it. An acceptance receipt must be signed-off after appropriate verification and checks have been conducted.
3. Cargo delivery and pick-up vehicles entering and exiting a cargo facility shall be checked to confirm that they are authorized to carry a consignment for a particular shipper. The identity of the vehicle's driver shall also be verified to establish that he is authorized to deliver the consignment by the relevant shipper, or aircraft operator.
4. A record of the entry and exit particulars, which include the IDs presented, driver's credentials, and vehicle's registration shall be maintained at the checkpoint for reference.
5. A visual inspection shall be conducted for each consignment to look for any signs of tampering such as exposed wires, leaks, content inconsistencies, or other suspicious conditions. If the cargo has signs of tampering, exposed wires, leaks, content inconsistencies, other suspicious condition, explosives, incendiaries, or weapons, it shall be noted, categorized as high-risk cargo and shall be subjected to additional security controls and appropriate actions to resolve any concern. High-risk cargo shall be subjected to two (2) security screening procedures, preferably x-ray machines and explosive detection system, where and when applicable.
6. Aircraft operator and/or ground handling agent shall refuse to accept any cargo or mail if the shipper does not consent to a search or inspection of the cargo. The consent must be received from the shipper at the time of acceptance of each shipment using a completed CSD form.
7. Mandatory verification on the authenticity and due execution of the CSD shall be made by the aircraft operator and/or ground handling agent prior acceptance of the cargo.
8. The aircraft operator and/or ground handling agent shall ensure the correctness and completeness of all the information required in the CSD form, such as statement for acceptance, shipper identification information, and screening information.
9. The aircraft operator and/or ground handling agent shall only accept a cargo under the following conditions:
 - a. The consignment is an unknown cargo rendered known after being subjected to screening and/or other security measures;
 - b. The identity of the shipper has been confirmed;
 - c. The employee receiving the cargo for shipment verifies that the consignment is being delivered by the person identified on the CSD or other accompanying documentation;
 - d. There is no sign of tampering nor reasonable suspicion of unauthorized access; or that the consignment has not been protected from unauthorized access;
 - e. There is a CSD certifying that the security status of the cargo has been established
10. If any unauthorized explosive, incendiary, or other destructive substance or item is found, the cargo shall not be accepted, positive control of the suspicious cargo is maintained, and the appropriate authorities are notified.

B. Handling

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1. Once the cargo is accepted, the aircraft operator and/or ground handling agent shall:
 - a. Determine the level of security controls to be applied to any given consignment;
 - b. Carry out appropriate security controls to the required level and record the details of applied security controls;
 - c. Protect the consignment from unauthorized interference while it is in the aircraft operator's and/or ground handling agent's custody, particularly after it has been made known cargo;
 - d. Ensure that there is no sign of tampering; until is placed onto an aircraft;
 - e. Ensure that all consignments are appropriately secure before being placed onto an aircraft;
 - f. Ensure that all consignments placed on board an aircraft are recorded on the cargo manifest;
 - g. Issue appropriate security documentation or electronic records for the consignment.
2. Handling of high-risk cargo
 - a. Apply appropriate screening to effectively detect an IED or mitigate the specific threat associated with it. This permits the use of other detection methods or robust security measures that are not part of the baseline or minimum security measures established. Such additional screening methods and measures shall be determined by the appropriate authority.
 - b. Classify cargo as high-risk when there is doubt in the security integrity of the cargo, until an investigation has been completed, to determine whether the security integrity of the cargo has been compromised and there is a need for it to be re-screened.
 - c. Protect cargo from unlawful interference at all times until loaded onto an aircraft.
 - d. Based on a specific intelligence about a consignment, a cargo may be rendered high risk, regardless of whether the cargo comes from a known or unknown entity.
3. On handling of transfer and transit cargo.
 - a. While the State of origin remains responsible for the application of appropriate security controls on cargo and mail consignments, the State of transfer shall ensure that such controls were applied prior to loading the consignment on a commercial aircraft departing from its territory.
 - b. The following principles shall be followed by States when dealing with transfer cargo and mail:
 - Cargo and mail shall be made secure at the point of origin and protected from unauthorized interference;
 - A security status shall be issued for cargo and mail at the point of origin and clearly indicated in a CSD;
 - The CSD (in paper or electronic format) shall accompany each consignment to enable the subsequent verification of the security status of that cargo and mail;
 - The airport/aircraft operator at the point of origin shall ensure the application of appropriate security controls to cargo and mail at the start of the journey;
 - All tenant and transfer cargo shall be treated as originating cargo and shall undergo 100% security screening.
 - c. In the absence of bilateral agreement with other Contracting States, all transfer and transit cargo and mail shall be treated as originating cargo and shall undergo security screening.
4. On treatment of suspect cargo or mail. Any suspicion raised by a cargo or mail consignment shall be resolved before it is transported for carriage by air.

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In case of detection of a suspect cargo or mail consignment, it is important that staff members:

- a. do not touch the suspicious items and immediately contact their supervisor to assist in confirming suspicion; and
 - b. where IED/IID is confirmed, follow the emergency procedures established for the handling of such events.
5. As a cargo consignment is transported to an aircraft or its next storage point it shall be checked by an appointed, trained staff member to ensure that it has not been interfered with in any obvious way.

C. Storage.

1. Consignments that have passed through security controls or that are in the process of being made secure shall be held in protected areas or guarded until they have been loaded onto an aircraft. If a secure consignment is held in a non-secure location or a location that does not guaranty the integrity of the consignment, it shall undergo appropriate screening before being loaded onto an aircraft.
2. Known cargo shall be held in cages, compartments, rooms or buildings that are secure 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 shall be protected by the use of identification permits or biometric system.
3. Consignment that allows stand-alone security may be stored outside cages or buildings provided that the cargo itself is equipped with tamper-evident seals or locks and remains under supervision by guards, a CCTV system, or an intrusion detection device for the entire storage period. If seals or locks are used, their integrity shall be verified.
4. If seals are used to secure cargo area or the cargo itself, proper stock control and auditing procedures shall be implemented by concerned entities to prevent any unauthorized use of such seals.

D. Loading

1. In addition to normal security procedures for protecting aircraft on the ground, all persons involved in the cargo handling or loading process shall:
 - a. Visibly wear their airport identification permit at all times; such security identification shall include 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.
2. Any suspicion in the cargo consignment shall be resolved before it is transported. If an item cannot be screened effectively because of its characteristics or because appropriate methods are not available, it shall not be transported.
3. On Container, trailer, and unit load device security
 - a. The entity which allocates container/trailer/unit load device (ULD) shall develop, establish and implement SOPs to enable tracking for deterrence and detection of theft and record the allocation of containers;

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- b. The entity shall ensure that, immediately prior to loading, the container/trailer/ULD is searched, in good condition, and free from prohibited articles;
- c. Once loading is completed, the container/trailer/ULD shall be stored in a secure location until they are delivered for transportation;
- d. The entity shall ensure that container/trailer/ULD load assembly takes place in secure areas which are monitored or kept under observation by security personnel or other monitoring device such as CCTV, or alarm system, if possible.

E. Ground Transport

1. To ensure the integrity of the supply chain, cargo shall only be transported by:
 - a. Vehicles operated by aircraft operator, or established entities in the record; and
 - b. Transporters whose operating procedures and security measures have been approved in writing by the airport/aircraft operator.
2. Vehicle drivers shall be required to present to the cargo dispatcher a valid identification permit or company identity document before any cargo is loaded. The credentials shall adhere to requirements that are similar to those for an airport security access pass, or other government issued identity document with photograph. There shall also be evidence that the identified driver was designated to deliver the consignment stated on the cargo documentation.
3. Vehicle's cargo compartment shall be inspected immediately prior loading of consignment. Vigilance shall be maintained until loading has been completed to prevent unauthorized access to the consignments.
4. Unless consignments or load compartments are individually secured or affixed with tamper-evident seals, the cargo compartment shall be secured or made tamper-evident by applying seals or installing locks immediately following the completion of loading. Curtain-sided vehicles shall be appropriately secured. These requirements do not apply to vehicles that are escorted in accordance with appropriate procedures for the duration of the journey.
5. Where possible, drivers shall not leave vehicles unattended or make unscheduled stops, except to present documents or in case of an emergency. When returning to a vehicle, prior to continuing the journey, drivers shall verify the integrity of load compartments, seals and/or locks.

VII. **MAIL SECURITY**

A. Mail Acceptance

Aircraft operators and/or ground handling agents shall:

1. Ensure that consignments are clearly identified as mail;
2. Confirm that the quantity of bags specified in the delivery bill matches the number of bags received;
3. Visually inspect all bags for signs of tampering;
4. Store consignments in a dedicated secure area to protect them from unauthorized access; and
5. Ensure that only authorized person access mail storage areas, and on a need-to-access basis.

B. Mail Screening

1. Mail shall be screened by x-ray, except for known or transshipment mail, letters less than 6 mm thick or weighing less than 250g, or letters exempted from such procedures because of their contents.
2. Security controls applied to known mail only shall be applied to a specified proportion of a consignment as determined by the appropriate authority

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- following a risk assessment. Mail to be screened shall be selected at random or by targeted approach.
3. Mail posing an increased threat shall be segregated during the sorting and distribution process to facilitate subsequent security procedures. Such mail includes letters and packages:
 - a. unknown or specifically designated sources;
 - b. Addressed to certain destinations; and
 - c. Meeting an identified security profile.
 4. Letters and packages weighing 500g or more, depending on the threat level, shall be treated and screened as a regular cargo consignment.
 5. Time-sensitive mail that requires delivery within 48 hours may be subjected to additional security controls by the postal authority as the time constraint raises the threat level. Those involved in the movement of time-sensitive mail shall not provide shippers with booking details.
 6. Aircraft operators have the right to refuse the carriage of mail if an increased threat level is in effect or the consignment's contents appear to pose a safety and security risk.
 7. Suspect mail shall be handled in the same manner as suspect cargo. In case of suspicion, the consignment shall be treated as unknown mail and submitted to additional screening or security control.

VIII. RESPONSIBILITIES

Concerned entities, with or without a regulated agent framework, shall have respective duties and responsibilities in ensuring a secure supply chain to prevent the placement of objects, weapons, explosives, dangerous goods, and prohibited items in cargo or mail to be loaded onto the aircraft.

A. The Appropriate Authority shall:

1. Require and approve the detailed security controls relating to acceptance, storage, handling, and loading of air cargo and mail, to be established in the Airport Security Program (ASP) and Airport Operator's Security Program (AOSP);
2. Conduct inspection of commercial air transport operations, relating to cargo and mail, of airport/aircraft/cargo operators and ground handler, to determine compliance to the requirements of the NCASP and this MC, taking into consideration the following:
 - a. System of operation;
 - b. Experience in cargo security;
 - c. Security equipment and facilities;
 - d. Organization and staffing requirements; capability to maintain security within its premises;
 - e. Quality control and security management system;
 - f. Security of buildings, premises, transport facilities, and vehicles (used in processing or moving cargo)
 - g. Security measures and procedures adopted for cargo and mail;
 - h. Other considerations or requirements as deemed necessary.
3. Conduct and communicate security risk assessments on the air transportation of cargo and mail from their point of origin to their final destination.
4. Provide regulatory guidance and information to ensure that the security controls being implemented by concerned entities are in accordance with the requirements of the NCASP and this MC;
5. Investigate and evaluate security measures and procedures on air cargo and mail, following an act of unlawful interference or any criminal activity attributed to air cargo; and take appropriate remedial action.

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6. Provide other requirements as deemed necessary

B. PNP AVSEU

1. Monitors the implementation of security controls in the acceptance, handling, and loading of cargo and/or mail at the cargo area
2. Deploys appropriate number of properly trained and uniformed PNP AVSEU personnel to monitor the security of cargo and mail;
3. Monitors security screening at all airport cargo areas;
4. Takes appropriate action on interception of Security Prohibited/Restricted Items; and
5. Responds to any reported acts of unlawful interference at the cargo area.

C. Airport Operators

1. Implement and maintain an Airport Security Program (ASP), to be developed by the airport security manager, detailing the measures and procedures relating to air cargo and mail security required at the airport; Such measures and procedures, which shall be subject to the approval of the appropriate authority, shall include, but are not limited to, the following:
 - a. Providing perimeter and airside security;
 - b. Regulating the issuance of access pass to authorized personnel/vehicle with legitimate and official business within the SRA of the airport;
 - c. Implementing, through the properly recruited and trained airline staff, security controls on all cargo and mail upon acceptance, screening, storage, handling, transport, and loading of cargo onto the aircraft;
 - d. Ensuring that access controls for cargo at the airside restricted area of the airport is properly and appropriately implemented and enforced;
2. Establish and maintain SOPs for all air cargo and mail security procedures as part of the ASP, including operations that are related and affected by the requirements to secure the supply chain.
3. Perform internal quality control activities to ensure rectification of deficiencies and non-compliance to the requirements in the ASP; and submit quarterly report to the appropriate authority, indicating the strength and weaknesses of the security controls and measures enforced and implemented.
4. Ensure that air cargo security requirements are integrated into the design and construction of new airport systems and infrastructure;
5. Ensure that proper and appropriate training in basic cargo security is undergone by personnel directly involved in the implementation of the security controls; and proper and appropriate training specific to function is also undergone by personnel involved in accepting, storing, handling, and loading cargo.
6. Assist in the investigation and assessment of airport security measures and procedures on air cargo and mail, following an act of unlawful interference or any criminal activity attributable to air cargo and/or mail; and take the appropriate remedial action.
7. Subject the implementation of the ASP in relation to cargo and/or mail operation, and the cargo areas to security audit, security inspection, and security test by the appropriate authority.

D. Aircraft Operators

1. Implement and maintain an Aircraft Operator's Security Program (AOSP), to be developed by its appointed security manager, detailing the measures and procedures relating to air cargo and mail operations.
2. Establish and maintain SOPs for all air cargo and mail security procedures, as part of AOSP, including operations that are related and affected by the requirements to secure the supply chain.

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3. Perform internal quality control activities to ensure rectification, by relevant entities under the AOSP, of deficiencies and non-compliance to the requirements of the said program;
4. Ensure that proper and appropriate training in basic cargo security of personnel directly involved in the implementation of the security controls at the cargo area; and proper and appropriate training specific to function of personnel involved in accepting, storing, handling, and loading cargo has undergone;
5. Assist in the investigation, and evaluation of security measures and procedures on air cargo and mail, following an act of unlawful interference or any criminal activity attributed to air cargo; and take the appropriate remedial action.
6. Ensure that air cargo security requirements are integrated into the design and construction of new aircraft operator's systems and infrastructure;
7. Establish procedures for applying security controls to unknown cargo so that all consignments become known before they are loaded onto aircraft.
8. Verify the authenticity and due execution of the CSD or airway bill and/or other shipping documentation for air transport prior acceptance of the cargo.
9. Subject the implementation of the AOSP in relation to cargo and/or mail operation, and the cargo areas to security audit, security inspection, and security test by the appropriate authority.

E. Ground Handling Agents

1. Develop, implement, and maintain appropriate aviation security measures for air cargo security to safeguard against acts of unlawful interference in accordance with the AOSP and the NCASP, to be submitted to aircraft operators for review and approval;
2. Provide confidence to aircraft operators and other entities in the supply chain of the standard security controls applied to known air cargo and/or mail received
3. Ensure proper and appropriate training in basic cargo security of personnel directly involved in the implementation of the security controls at the cargo area; and proper and appropriate training specific to function of personnel involved in accepting, storing, handling, and loading cargo has undergone;
4. Ensure that air cargo security requirements are integrated into the design and construction of new systems and infrastructure.
5. Perform internal quality control activities of its implementation of required security controls; and rectification of deficiencies or non-compliance to the requirements of the security programs.
6. Assist in the investigation, and evaluation of security measures and procedures on air cargo and mail, following an act of unlawful interference or any criminal activity attributable to air cargo; and take the appropriate remedial action.
7. Ensure that cargo, express parcels, and mail do not contain prohibited items when accepted, stored, handled, and loaded into the aircraft through screening or application of other security controls, which include, but are not limited to:
 - a. Requiring the shipper or other actors in the supply chain to submit airway bills, shipping documents, records of goods accepted and offered for transport, and valid CSD, attesting that their cargo does not contain prohibited items and had passed through the appropriate security controls prior to acceptance, and that the consignment is being delivered by the person identified in the CSD, or other accompanying document;
 - b. Checking cargo delivery and pick-up vehicles entering and exiting a cargo area to confirm and verify that:


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- i. Said vehicles are authorized to carry a consignment for a particular shipper, and
 - ii. the vehicle's driver is authorized to deliver the consignment by the relevant shipper, or aircraft operator
- c. Maintaining at the checkpoint a record of the entry and exit particulars, which include the driver's credentials and vehicle registration.
8. Cooperate with the PNP-AVSEU, Airport Operator/Authority, and the appropriate authority on matters pertaining to cargo security, such as the ff:
 - a. Visibly wear airport security identification permit at all times;
 - b. Search 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 personnel obtain access to cargo consignment on the apron or inside the aircraft hold;
 - e. Challenge anyone in the vicinity of aircraft or cargo consignments who does not display a valid airport security identification permit.
9. Establish and maintain SOPs for acceptance, storage, handling, and loading of air cargo and mail to ensure a secure supply chain.
10. Subject the implementation of the security controls in relation to cargo and/or mail, and the cargo areas to security audit, security inspection, and security test by the appropriate authority.

F. Cargo Operator

1. Provide adequate protection for cargo to prevent unauthorized interference, by implementing, in addition to other security controls, protective measures in cargo facilities to include, but not limited to, the following:
 - a. All cargo areas and receiving doors shall be closed and locked or guarded when not in use. If ventilation is needed, lockable metal screen doors may be installed;
 - b. Cargo areas and receiving doors shall, if possible, be equipped with intrusion detection devices;
 - c. Doors intended for vehicular access shall only be used by a person who is in a vehicle to enter or exit buildings, as this may provide an avenue for circumventing security controls;
 - d. Access to cargo areas shall be restricted to individuals with an operational need for access;
 - e. Personnel doors shall be designed and located so as to ensure control over entry and exit. These doors shall also be locked or guarded when not in use;
 - f. Signs calling for the declaration of any dangerous goods contained in a cargo shall be posted in the cargo receiving area to prevent an inadvertent or innocent inclusion of dangerous goods, or firearms, or other weapons.
2. Ensure proper and appropriate training in basic cargo security of personnel directly involved in the implementation of the security controls at the cargo area; and proper and appropriate training specific to function of personnel involved in accepting, storing, handling, and loading cargo has undergone;
3. Ensure that air cargo security requirements are integrated into the design and construction of new systems and infrastructure.
4. Hold in protected areas or guard cargo that have passed through security controls or in the process of being made secure until they are loaded onto an aircraft.
5. Perform internal quality control activities to ensure rectification of deficiencies and non-compliance to the requirements in the AOSP
6. Establish and maintain SOPs for acceptance, storage, handling, and loading of air cargo and mail to ensure a secure supply chain.

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7. Assist in the investigation, and evaluation of security measures and procedures on air cargo and mail, following an act of unlawful interference or any criminal activity attributed to air cargo; and take the appropriate remedial action.
8. Subject the implementation of the security controls in relation to cargo and/or mail, and the cargo areas to security audit, security inspection, and security test by the appropriate authority.

IX. **PILLARS OF SECURE SUPPLY CHAIN**

A. Facility Security

1. Facilities used for the storage of cargo shall provide adequate protection for cargo consignments to prevent unauthorized interference. This may be accomplished by implementing, in addition to other security controls, protective measures in cargo facilities, which shall include the following:
 - a. All shipping and receiving doors shall 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 shall, if possible, be equipped with intrusion detection devices or another means of protection against intrusion;
 - c. Doors intended for vehicular access shall only be used by a person who is in a vehicle to enter or exit buildings, as this may provide an avenue for circumventing security controls;
 - d. Access to cargo facilities and areas shall be restricted to individuals with an operational need for access;
 - e. Personnel doors shall be designed and located so as to ensure control over entry and exit. These doors shall also be locked or guarded when not in use; and
 - f. Signs calling for the declaration of any dangerous items contained in a consignment shall be posted in the cargo receiving area to prevent an inadvertent or innocent inclusion of dangerous goods, firearms, or other weapons.
2. Access to airside areas at airports serving civil aviation shall be controlled in order to prevent unauthorized entry as inadequate or improperly implemented access control to airside areas is a major vulnerability in a security system.
3. On detection and surveillance systems. The entity shall utilize detection and monitoring systems to safeguard their operational areas, and:
 - a. Ensure that the installation, testing and maintenance of all surveillance systems are completed in accordance with the manufacturer's written instructions;
 - b. Ensure that closed circuit television systems (CCTVs) provide external coverage of entry and exit points, vehicle and pedestrian movement, and parking areas;
 - c. If CCTV is applicable, ensure that it is capable of recording images; and ensure that there is a quick response procedure to investigate alarms.
4. On access control. The entity shall implement measures to ensure that access to operational areas is controlled at all times, and:
 - a. Shall establish written SOP on all security procedures for its cargo and mail operation;
 - b. Ensure that all access points, such as entry points leading to operational areas are controlled either by:
 - Electronic monitoring system, or
 - Manual system operated by authorized security personnel
 - c. Establish, document, and implement a process for the issuance and control of staff identification badges;

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- d. If keys are used to control access, establish, document, and maintain in the SOP the process for issuance and control of keys for accessing operational areas;
- e. Require all staff accessing operational areas to wear on the outermost garment an ID badge issued by the entity;
- f. if the entity uses automatic or electronic access points, ensure a back-up process for periods of power interruption or loss;
- g. if the entity uses an electronic access control system, retain records of movements for a minimum of three (3) months;
- h. ensure that maintenance of control systems is undertaken in accordance with manufacturer's written specifications, and that periodic testing is conducted when using electronic access control system;
- i. establish written SOP in verifying the identity of visitors entering the operational areas and the issuance of temporary visitor's pass;
- j. establish and maintain written procedures for all personnel to report and challenge any unauthorized or unidentified persons.

B. Personnel Security and Training

1. All employees or potential employees of any organization involved in implementing aviation security measure, particularly aviation security screening, shall undergo complete background checks and recurrent checks as deemed necessary. Ideally, these persons shall include personnel and authorized representatives who conduct screening and/or have unescorted access to areas where air cargo and mail is accepted, screened, prepared, store, or transported and/or have access to information regarding the transport of cargo and mail consignments by air.
2. All categories of security personnel, including security staff, staff involved in screening procedures, instructors, inspectors, auditors, and managers shall, in addition to security awareness training (e.g. current and emerging threats; international, regional, and national legal requirements for aviation security; recognition of explosives, weapons, and other restricted items; security systems and access control; screening technology and techniques, etc), undergo job-specific training (e.g. dangerous goods awareness training).
3. The entity shall ensure that the designated security manager who is responsible for the development, implementation, and maintenance of the security program at each site is provided with adequate and appropriate training.
4. The entity shall provide or approve a security awareness program for implementation by their external service providers and vendors.
5. If the entity has operational security functions conducted by external service providers, it shall ensure these providers deliver appropriate security training that conforms to the security program and is in accordance with the NCASP.
6. All non-security personnel involved in implementing security measures as part of their operational tasks shall, in addition to security awareness training, undergo both initial and recurrent specialized training (e.g. image recognition training and testing) so they can perform these duties adequately. Training shall be adapted to their specific needs and tasks and shall reflect the policies, practices, and procedures of the organization.
7. Drivers and its assistant involved in the transportation of cargo and mail shall be provided with sufficient awareness training to enable them to understand and carry out their duties (including incident reporting, truck cabin, and ignition keys protection)
8. The entity shall ensure records of security training are maintained, including validation results where appropriate, and retain these records for a minimum of two (2) calendar years.

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C. Screening

1. Screening shall apply to cargo and mail:
 - a. Received by aircraft operator from an unknown shipper;
 - b. Received by an aircraft operator and originating from a known shipper but which was thereafter handled by an unknown shipper/entity.
 - c. That passed out of the custody of a known shipper, or its authorized agent, of an aircraft operator.
2. Screening of cargo shall generally be before consolidation of the consignments, when packages are not yet in containers or in pallets, as this is more like to detect concealed IEDs. Screeners shall be alert to anomalies between the content and the description of the consignments, when such information is available.
3. Any suspicion of unauthorized access or not having been protected from unauthorized access, or signs of tampering shall be resolved before it is transported, through screening or application of other security controls. If the cargo cannot be screened effectively because of its characteristics or because appropriate security controls are not available, it should not be transported.
4. If dangerous goods or items in the cargo have been positively identified, all consignments destined on the same flight or destination shall be classified as high-risk cargo and shall be subjected to additional security controls, which include re-screening, where applicable, using advance technology.
5. When cargo is declared as high-risk, it shall be subjected to two (2) or more security screening methods, preferably utilizing x-ray machines and explosive detection system, or explosive trace detection or explosive detection dogs, where available. Screening shall also be required for consignments on specific flights upon request by the aircraft operator, or random shipments, if additional percentage of secure cargo or mail is required.
6. If screening, or application of other security controls, uncover a suspicious item in a consignment, it is important that the:
 - a. Screeners or other staff do not touch the suspicious item;
 - b. Consignment is not moved except by Explosive Ordnance Disposal (EOD) personnel;
 - c. PNP-AVSEGROUP and EOD personnel be immediately contacted/notified; and
 - d. PNP-AVSEGROUP determines which areas are at risk and orders and immediate evacuation of said areas.
7. Screening of cargo and mail shall be carried out using an appropriate method or methods, taking into account the nature of the consignment.
8. The screening methods applied, its specific procedures and any other information related thereto shall be classified as sensitive security information.
9. Alternative means of screening may be applied for certain types of consignment.
10. Screening may be conducted by application of one or a combination of the following approved technologies, if any, or physical search procedures:
 - a. Thorough visual check;
 - b. Physical or manual search;
 - c. Algorithm-based x-ray (single and/or multi-view; computed and/or diffraction);
 - d. Conventional x-ray (single and/or multi-view);
 - e. Explosive detection system;
 - f. Cargo metal detection;
 - g. Explosive trace and/or vapor detection;
 - h. OTS-accredited Explosive Detection Dogs (K-9); and/or
 - i. Others as approved by the appropriate authority.
11. All screeners must be properly recruited, trained, certified, and supervised.
12. Screening equipment must be maintained and tested.

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13. Alarm resolution procedures must be in place to allow for appropriate follow-up action.
14. All screened cargo and mail shall be properly documented and recorded.
15. Human factors principles must be considered in aviation security operations on cargo or mail, in order to make the aviation security system resilient to consequences of human errors, and to improve its efficiency.

D. Chain of Custody

1. Airport/aircraft operators and/or ground handling agents or cargo operators shall implement and maintain adequate chain of custody 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, to protect air cargo from unlawful interference, including tampering and mishandling.
2. All known cargo must be documented and protected to maintain air cargo movement security during the handling processes at the various stages in the supply chain prior to being loaded onto aircraft.
3. The aircraft operator and/or ground handling agent must be prepared to verify, orally or by written documentation, that the chain of custody of the diplomatic baggage was maintained at all times by the shipper and that the diplomatic baggage does not endanger the security of the aircraft or its passengers.
4. CSD shall be issued only after the appropriate security controls, which may include screening, where appropriate, have been applied.

E. Internal Quality Control

1. The internal quality control program shall include, but is not limited to:
 - a. Security policy and procedures, including corrective action plan for eliminating the cause of any air cargo security incident, and prevent recurrence;
 - b. Procedures for ensuring that quality indicators including rates of security control breaches, personnel and shipper feedback are monitored to identify existing problems or potential causes of problems within the internal quality control system;
 - c. An internal audit program for ensuring conformity with the security control procedures and to achieve the goals set out in the security policy; and
 - d. Management review procedures, that include the use of statistical analysis if appropriate, to ensure the continuing suitability, effectiveness, and compliance of the internal quality control.
2. The person who is responsible for internal quality control must have direct access to the security manager on matters affecting the security of air cargo for carriage in the aircraft.

X. EXEMPTIONS FROM SCREENING

Exemptions from screening or the use of alternative security measures because of the special nature of some types of cargo shall be clearly defined in the ASPs and AOSPs. Such cargo may include the following:


- A. High-value Cargo. The aircraft operator or ground handler shall formulate special security measures and procedures for acceptance, handling, and loading of valuable cargo, which shall be accorded with special care and protection, taking into consideration the following:
 1. Flight schedule;
 2. Appropriate security storage and preparation for loading;
 3. Use of security controlled containers and loaders;

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4. Procedures on declaration and verification of value and content of the valued cargo;
 5. Procedures and measures to protect gathered information;
 6. Use and control of security seals;
 7. Securities during unloading; and
 8. Implementation of contingency plan.
- B. Diplomatic mails. Consistent with the Vienna Convention, sealed diplomatic mails shall not be screened provided it is properly identified and accompanied by a certificate signed by the duly designated official of the sending State.
 - C. Live animals, such as livestock or pets. This may be exempted from security screening but shall undergo visual inspection; and security controls shall apply to accompanying materials such as feedbags, cages, and containers.
 - D. Vaccines and othe perishable medical items. This cargo must be properly coded for identification.
 - E. Life –sustaining items, e.g. blood, blood products, bone marrow, and human organs intended for transplant, and originating from authorized entities.
 - F. Human remains, provided that the hermitically sealed casket undergoes visual inspection for signs of tampering. Documents, such as death, quarantine, mortuary, and embalming certificates, transit permit, and other necessary documents, shall be presented for verification.
 - G. Dangerous goods/hazardous materials, provided that cargo of this kind has been declared by the shipper and properly marked. Rules and procedures for its acceptance, handling, and loading, as defined in Technical Instructions, shall apply.
 - H. Other exemptions. Packages of less than 6 mm thickness and/or weighing less than 250 g.; transshipment cargo, if coming from a State where appropriate security controls have been performed, provided that the shipment remains protected from unauthorized interference throughout the transshipping process.

XI. CONTINGENCY PLAN

- A. Entities involved in cargo and/or mail operation shall ensure that contingency plans relating to cargo and mail are in place; and emergency procedures, for (1) managing and responding to acts of unlawful interference or other emergencies; and (2) maintaining appropriate level of air cargo security commensurate with the threat, are rehearsed.
- B. Further enhanced security measures during high security level when there is on-going act of unlawful interference shall be established by concerned entities.
- C. The entity shall develop, establish, and maintain SOPs for identifying, managing, and reporting incidents related the security of air cargo
- D. The entity shall render a complete incident report using a standardized process and format, and immediately notify authorities and appropriate stakeholders of any losses, missing cargo, theft, pilferage, incidents related to the transportation of air cargo, etc.
- E. The entity shall develop, establish, and maintain plans and procedures to respond to incidents of unlawful interference and non-conformance to their security program
- F. It shall be part of the entity's policy to conduct formal and independent investigation following any incident involving air cargo. While serious incidents might be investigated by government authorities, the company shall still perform its own internal supporting inquiry/investigation and nominate an individual competent and responsible to do so.
- G. The entity shall ensure that the recommendations from the remedial action plan are implemented and enforced whose results shall be communicated to the appropriate authority for proper notification.

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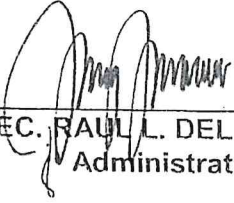


XII. SANCTIONS

- A. Misrepresentation of information, or fraud in the execution of CSD shall be a ground for criminal prosecution, or perpetual disqualification or ban to transact or do business at the airport;
- B. PNP-AVSEU and airport personnel who fails to implement and enforce the security measure herein provided shall be subject to administrative case for neglect of duty, in accordance with applicable Civil Service rules and regulations.
- C. Aircraft operators, ground handlers, cargo operators who violates the procedures for accepting, storing, handling, or loading of cargo shall be liable for damages and injury cause to third person. In the event of act of unlawful interference, and the proximate cause is the negligence of the airline operator and/or ground handling agent, they shall be subject to civil penalties and/or criminal prosecution, in accordance with existing rules and regulations.

XIII. MISCELLANEOUS PROVISIONS

- A. **Construction** – This Circular shall be liberally construed in order to promote its civil aviation security objectives.
- B. **Reservation** – Nothing shall be construed as precluding this Office through the Administrator from enforcing the rules enunciated herein and in prescribing other requirements to meet the constantly evolving challenges in the security of all modes of transportation.
- C. **Repeal** – This MC modifies MC 2017-005 re Air Cargo and Mail Security; MC 2018-004 re Amendments to Air Cargo and Mail Security; and TSR No. 2010-0013 re Air Cargo Security of Passenger Commercial Aircraft, insofar as regulated agent regime framework is concerned. All orders, regulations and issuances, or parts thereof, which are inconsistent with this Circular are hereby repealed or modified accordingly.
- D. **Separability** – If any provision or sections of this rule are declared null and void by competent authority the other provisions not affected shall remain in full force and effect.
- E. **Effectivity** – This Circular shall take effect immediately. A copy of this Circular shall be deposited with the University of the Philippines Law Center in compliance with the Revised Administrative Code.



USEC. RAUL L. DEL ROSARIO
Administrator

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