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ADVISORY CIRCULAR

DEPARTMENT OF TRANSPORTATION FEDERAL AVIATION ADMINISTRATION

SUBJECT: AVIATION SECURITY: AIR TAXI COMMERCIAL OPERATORS (ATCOs)

1. **PURPOSE.** This circular provides recommended security measures applicable to ATCO operations that should minimize the effects of crimes directed against air transportation. It advises ATCOs of the availability of operations specifications whereby they may implement security procedures to improve their security posture and facilitate operations that interface with certain 121 air carrier operators required to have security programs. Guidance is also provided regarding Federal Aviation Administration security requirements for the discharge of ATCO passengers into Federal Aviation Regulation Part 121 certificate holders' sterile concourses.
2. **CANCELLATION.** Advisory Circular 00-38A, August 28, 1973, and Advisory Circular 135-4, January 22, 1975.
3. **REFERENCES.** Federal Aviation Act of 1958 Subsection 902 (h) (2) which sets forth criminal penalties governing persons who deliver, or cause to be delivered, hazardous material for transportation in air commerce. Subsection 902 (1) of this Act sets forth criminal penalties for any person who carries a dangerous weapon or places any bomb, explosive or incendiary device aboard any aircraft in, or intended for operation in air transportation or intrastate air transportation. FAR Part 135, which provides rules governing Air Taxi Operators and Commercial Operators of small aircraft. FAR Part 121, Section 121.538 which requires screening systems and other security measures designed to prevent or deter the carriage of weapons, explosives, and incendiary devices aboard aircraft of certain Part 121 certificate holders. Section 121.584 which provides for the carriage of persons in the custody of law enforcement personnel and Section 121.585 which provides rules for the carriage of deadly or dangerous weapons. FAR Part 103 which sets forth requirements for the transportation of dangerous articles in civil aircraft and Code of Federal Regulations, Title 49, Chapter I, Parts 170 through Parts 173 related to the shipment of designated materials. FAR Part 107 prescribes aviation security rules for the operators of airports regularly serving

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certain scheduled air carriers and commercial operators under FAR Section 121.7.

4. HOW TO GET THIS PUBLICATION.

- a. Order copies of this publication from:

Department of Transportation
Publication Section, TAD-443.1
Washington, D.C. 20590

- b. Identify the publication in your order as FAA Advisory Circular 135-4A, Aviation Security: Air Taxi Commercial Operators (ATCOs), dated April 15, 1976.

5. APPLICABILITY. This Advisory Circular is written for the benefit of ATCO certificate holders who conduct scheduled passenger operations in accordance with the Civil Aeronautics Board (CAB) Economic Regulations Part 298 that may desire to amend their operations specifications and establish a FAA approved security program. These include scheduled passenger operators which involve:

- a. The carrying of persons and/or property by aircraft pursuant to an interline traffic agreement with an air carrier holding a certificate of public convenience and necessity (CC & N) issued by CAB.
- b. The carrying of persons and/or property by aircraft for compensation or hire in accordance with a published or advertised schedule of departure times, arrival times, or both.
- c. The carrying of persons and/or property by aircraft for compensation or hire with a frequency of at least five (5) round trips per week between two or more points on the same day or days in accordance with a published flight schedule which specifies the times, days of the week and places between which such flights will be performed.

6. BACKGROUND.

- a. Security measures now in use by domestic and flag air carriers and certain commercial operators under Part 121 have brought about a drastic reduction in the number of hijackings for these certificate holders. However, in general aviation, ten hijackings occurred during 1974 and 1975, seven of which were successful. In addition, the number of sabotage type of incidents has increased to a point where positive and practical security measures are needed to meet this threat. The bomb incidents at New York, Miami and Los Angeles Airports, the destruction by bombs of passenger aircraft in the air and on the ground, and the discovery of active bombs in passenger checked baggage and in air cargo facilities demonstrates the need for adequate security measures which will preclude an explosive

device from being introduced into the air transportation system. It is vital that the air transportation industry develop and implement improved and effective security measures which will ensure safe air transportation. These measures should be economically acceptable and operationally sound.

- b. Part 121 air carriers and commercial operators as identified in FAR Section 121.538 are required to have approved security programs which require the screening of passengers and baggage. Checked baggage must be screened to preclude the carriage of any explosive or incendiary device in checked baggage aboard aircraft operated by Part 121 certificate holders subject to 121.538. Additional procedures are in use to assure that checked baggage and cargo are accepted only by a responsible agent or representative and loaded aboard aircraft in accordance with air carrier specified procedures. These procedures are designed to prevent unauthorized access to checked baggage and cargo, to preclude tampering with or adding to the content of the baggage and to assure that baggage is accepted from only ticketed passengers. They include measures for the safeguarding of cargoes, including small package service cargo.

7. DISCUSSION.

- a. Current intelligence indicates that the threat of terrorism to include hijacking and sabotage remains significant throughout the world. The U.S. civil aviation security program, placed in effect early in 1973, continues to be effective with no successful air carrier hijackings since 1972. However, the threat of hijacking, sabotage and other criminal acts against civil aviation persists; in fact, the danger to lives and property has increased. The shift from the hijacking problem to that of the bombing of aircraft and airport facilities was highlighted by the December 29, 1975, tragedy at La Guardia Airport, Flushing, New York, where 11 persons were killed and 54 injured. Service to and from La Guardia was interrupted for approximately 24 hours resulting in inconvenience to thousands of air travelers. As a result of this tragedy and in consideration of available intelligence information indicating a continuance of these activities, the President ordered the Secretary of Transportation to immediately identify courses of action to prevent and deter future related disasters and to suggest alternatives to increase security and safety at airport terminals and in the air.
- b. To accomplish the above Presidential mandate, the Civil Aviation Security Service considers it necessary that action be taken to prevent the introduction of bombs and other explosive devices into the air transportation system. An area of vulnerability to sabotage and hijackings, that of ATCO operations, has not been adequately resolved. To reduce this vulnerability, action should be taken to provide reasonable assurance that ATCO passengers connecting with FAR 121 carriers are not carrying dangerous weapons and their

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baggage does not contain explosive or incendiary devices. To accomplish this objective appropriate screening should be used for all passengers and all baggage (carry-on and checked). Recently adopted regulations require all scheduled air carriers and commercial operators conducting intrastate operations utilizing large aircraft to implement a method acceptable to the Administrator to conduct checked baggage screening to preclude the introduction of explosive or incendiary devices into the air transportation system. In this connection security measures should be adopted by ATCOs to meet this objective. Passengers accepted by ATCOs should be assured that reasonable and effective security measures are in use for their safety. It is believed that this can be accomplished on a voluntary basis by ATCOs adopting security procedures recommended in this circular.

8. PROCEDURES. It is recommended that ATCOs adopt and put into use security procedures that will address the following areas of their operation; predeparture screening and access to sterile areas, aircraft ground security, baggage security and threat response.

a. Predeparture Screening

Regulatory requirements applicable to scheduled air carriers and commercial operators conducting intrastate operations utilizing large aircraft are set forth in FAR 121.538. FAR Part 107 prescribes aviation security rules for airport operators as defined in Section 107.1, including requirements for law enforcement support for passenger screening. The benefits of security programs which comply with FAR requirements are well recognized.

- (1) FAR 107 Airports, FAR 121 Operator Terminals. It is recommended that enplaning ATCO passengers be screened using procedures, facilities and equipment now in use by scheduled air carriers. Coordination between affected air carriers and airport management will need to have been accomplished prior to the implementation of these procedures.
- (2) Non-107 Airports. It is recommended that ATCOs voluntarily implement screening procedures to include:
 - (a) 100% screening of passengers and their baggage prior to boarding.
 - (b) The presence of at least one law enforcement officer during the screening process. This officer can be a privately employed deputized security officer.
- (3) Access to Sterile Areas.
 - (a) ATCO passengers may be permitted access to a sterile area

upon deplanement if they have been screened in accordance with approved procedures as a result of having enplaned through an established sterile concourse.

- (b) Access to sterile areas may also be permitted ATCO passengers when they are screened in accordance with approved security procedures upon deplanement.
 - (c) A certificated air carrier with an approved security program may amend its program to include provisions for screening passengers for an ATCO at certain selected airports. Security standards must be the same as those for their Part 121 operations (compliance responsibility to rest upon the Part 121 operator).
 - (d) Access to sterile areas upon deplanement may also be granted when ATCO passengers are escorted through a sterile concourse by a law enforcement officer(s) or a designated representative(s) of the airport or the air carrier having security responsibility for the sterile concourse or gate utilized.
 - (e) It is recommended that ATCOs implement their own security program by obtaining an appropriate amendment to their operations specifications in accordance with guidance provided in this circular. The basis for operations specifications are set forth in FAR Sections 135.13 and 135.19. Air Transportation Security Field Offices (ATSFO) (Appendix 1) and local Flight Standards District Offices are prepared to handle requests for these operations specifications.
- b. Aircraft Ground Security. Passenger screening alone cannot provide adequate protection against the hijacker or saboteur. Obviously, in the interest of aviation safety, access to aircraft must be controlled. To preclude unauthorized access to aircraft the following procedures are recommended:
- (1) Attended aircraft to include aircraft being serviced.
 - (a) Passengers should not be allowed to enplane until the flight is ready for departure.
 - (b) Operator's agent or a crewmember should remain in the immediate vicinity of the aircraft.
 - (c) Unauthorized persons approaching the aircraft should be challenged and kept away from the aircraft.

- (2) Unattended aircraft to include overnight aircraft and turn around aircraft during the period that servicing functions are not being performed.
 - (a) Close and/or secure all aircraft doors and hatches.
 - (b) Stairs should be removed from the aircraft and secured.
 - (c) Parking area should be well lighted.
 - (d) During walk around inspection, prior to departure, special emphasis should be placed on inspection of accessible spaces for explosives or foreign objects placed aboard the aircraft.

c. Checked Baggage Security. ATCO should implement a checked baggage screening system which will preclude the carriage of explosive or incendiary devices in passenger checked baggage. The following procedures are recommended for use:

- (1) Baggage should be accepted for check in only by an authorized representative of the operator and only at the designated baggage check point.
- (2) Baggage should not be accepted for check-in unless it has been received from a properly identified passenger and has identification affixed to the outside of the baggage which corresponds to the passenger's identification.
- (3) Baggage or cargo should not be loaded unless it is properly identified by an ATCO employee.
- (4) The number of passengers boarded should match the number of passengers who have checked in.
- (5) In the event fewer passengers are boarded than checked in, non-boarding passengers should be identified.
- (6) The operator/representative should evaluate the circumstances by which person(s) have not boarded, and if appropriate remove his checked baggage prior to flight departure.
- (7) Baggage should be safeguarded to prevent tampering or unauthorized access.
- (8) Baggage tags/claims should be under the control of the operator/representative and secured when operator/representative is not in attendance.

- d. Threat Response. Whether an aircraft is on the ground or in flight, the threat of a hijacking, or of an explosive, or incendiary device on board poses a serious threat. On the ground, the aircraft can be evacuated, isolated and thoroughly searched as recommended below. In-flight procedures are designed to determine to the extent possible if an explosive device is aboard an aircraft, to lessen the possibility of an inadvertent initiation of a device and to reduce the effects of an initiation. FAA recommended procedures for use in bomb threat response are available upon request. These procedures are included in the following audio/visual technical guidance programs for the briefing and training of ACTO personnel.
- (1) Flight and cabin-crew tactics for defenses against hijackers.
 - (2) Aviation explosives security for ground operations.
 - (3) Aviation explosives security - in-flight emergency procedures.
- e. Bomb Threat Procedures. The following basic bomb threat response measures are recommended for use:
- (1) These procedures apply whether the aircraft is parked or being operated on the ground. The principal goal is the avoidance of casualties and property damage.
 - (a) Inform the pilot-in-command.
 - (b) Evacuate aircraft, including passenger's personal property.
 - (c) Isolate the aircraft at least 100 yards from personnel and explosion or fire sensitive facilities.
 - (d) Unload aircraft using predesignated air carrier bomb search crews and move baggage and cargo to a search location.
 - (e) Search aircraft to spot "foreign" items.
 - (f) If any suspect item is located, do not disturb it; evacuate aircraft and leave item for Bomb Disposal Unit.
 - (g) After the area is declared safe by the Bomb Disposal Unit, resume search and continue until the entire aircraft has been inspected.
 - (h) When the search is completed, the aircraft should be secured to preclude subsequent contamination.

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- (i) Cargo and hold baggage must be checked. This may be accomplished by verifying points of origin and destination. Hold baggage should be matched with passengers. Unverified cargo and baggage should be inspected to assure that it contains no explosive device or be refused for shipment.
- (2) The following procedures apply when the aircraft is in flight. Detailed procedures are included in Federal Aviation Administration audio/visual technical guidance programs for flight crew training, which are available upon request.
 - (a) Notify the pilot-in-command.
 - (b) The decision whether to continue the flight to destination or to land at another airport should be based upon all available intelligence; final decision to be made by pilot-in-command.
 - (c) All areas accessible in flight should be searched as time permits.
 - (d) The aircraft should not normally return to the airport or gate where threat was made, nor should any public announcement of the threat be made.
 - (e) It is recommended that the flight crew implement the FAA Aviation Explosives Security Inflight Emergency Safety Procedures as outlined in the audio/visual programs.
- f. Recommended Procedures/Hijacking Threats. All hijacking threats should be evaluated. Simply to ignore a threat could be disastrous. Reasonable responses based on objective assessments of the facts in each instance should be the rule. Vague, general threats do not usually warrant anything more than alerting interested personnel. Specific threats involving particular aircraft or flights, however, do suggest that the following additional precautions be taken.
 - (1) Notification of the appropriate law enforcement agencies and the Federal Bureau of Investigation.
 - (2) Notification of nearest FAA Security Office.
 - (3) Notification of the pilot-in-command. Certificate holders' security plans should include instructions and guidance to be furnished to the pilot-in-command in these situations.
 - (4) Preflight and postflight inspections of affected aircraft as appropriate for the purpose of assuring that weapons have not been placed aboard aircraft.

9. ACTION. Operations specifications authorizing the use of an approved security program may be issued to ATCOs on request in accordance with Section 135.19 FAR Part 135. ATCOs desiring to implement an approved security program should contact the nearest Air Transportation Security Field Office (ATSFO) to obtain further information and assistance in developing its program. When it is ready for approval, the ATCO should submit the program in quadruplicate (original and 3 copies) to the local FAA ATSFO. The ATSFO will review the program to determine if it meets minimum acceptable standards for approval. When the program is approved, it should be submitted together with an application to amend the ATCOs operations specifications in accordance with Section 135.19. The FAA District Office having jurisdiction will issue the operations specifications.
10. CONCLUSION.
- a. While establishment of a security program encompassing the above recommendations is not required, it is believed that such action will assure consistency in the application of security procedures and reduce the possibility of successful criminal acts being perpetrated against an ATCO's passengers and aircraft. Program approval by FAA and implementation of the operations specifications by the ATCO permits the ATCO to deplane passengers in a sterile concourse and provides for the transfer of interline checked baggage to Part 121 carriers without further screening. ATCOs desiring technical guidance or further information should contact the local Air Transportation Security Field Office (see Appendix 1).
 - b. It should be noted that while a request for amendment of operations specifications by ATCO certificate holders is voluntary, operations specifications issued under Part 135 are regulatory requirements under Section 135.9 and may be amended or rescinded only in accordance with Section 135.19 of Part 135.

Richard F. Lally

RICHARD F. LALLY
Director, Civil Aviation Security Service

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Appendix 1

REGIONS

ATSFOs

FAA ALASKAN REGION

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

Air Transportation Security
Field Office - ANC ATSFO
P. O. Box 6478, Annex
Anchorage, Alaska 99502
Commercial: 907-265-4632
FTS: Seattle operator 8-399-0150
ask for 265-4632

FAA CENTRAL REGION

Air Transportation Security
Division, ACE-90
601 East 12th Street
Kansas City, Missouri 64106
Commercial: 816-374-3901
FTS: 8-758-3901

Air Transportation Security
Field Office - MCI ATSFO
P. O. Box 20003
Kansas City, Missouri 64106
Commercial: 816-243-3820
FTS: 8-754-3820

Air Transportation Security
Field Office - STL ATSFO
Lambert Field
P.O. Box 10306
St. Louis, Missouri 63145
Commercial: 314-425-7050
FTS: 8-279-7050

FAA EASTERN REGION

Air Transportation Security
Division, AEA-90
Federal Building # 111
JFK International Airport
Jamaica, New York 11430
Commercial: 212-995-9520
FTS: 8-665-9520

Air Transportation Security
Field Office - BAL ATSFO
Baltimore-Washington
International Airport
Baltimore, Maryland 21240
Commercial: 301-962-2795
FTS: 8-922-2795

Air Transportation Security
Field Office - EWR ATSFO
% Butler Aviation, Hangar #12
Newark Airport
Newark, New Jersey 07114
Commercial: 201-645-3701
FTS: 8-341-3701

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REGIONS

ATSFOs

FAA EASTERN REGION (Continued)

Air Transportation Security
Field Office - DCA ATSFO
Room 11, Commuter Terminal
WNA, Washington, D.C. 20001
Commercial: 703-557-0265
FTS: 8-557-0265

Air Transportation Security
Field Office - IAD ATSFO
Box 17174
Dulles International Airport
Washington, D.C. 20041
Commercial: 703-661-8222
FTS: 8-557-0266

Air Transportation Security
Field Office - JFK ATSFO
Building #197
JFK International Airport
Jamaica, New York 11434
Commercial: 212-995-7080
FTS: 8-665-7080

Air Transportation Security
Field Office - LGA ATSFO
United Airlines Hangar #2
Room 322, La Guardia Airport
Flushing, New York 11371
Commercial: 212-995-2860
FTS: 8-665-2860

Air Transportation Security
Field Office - PIT ATSFO
P.O. Box 12406
Greater Pittsburgh International
Airport
Pittsburgh, Pennsylvania 15231
Commercial: 412-644-2845
FTS: 8-722-2845

Air Transportation Security
Field Office - PHL ATSFO
% TWA Hangar, Room 310
Philadelphia International
Airport
Philadelphia, Pennsylvania 19153
Commercial: 215-596-1970
FTS: 8-596-1970

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APPENDIX 1

REGIONS

ATSFOS

FAA EUROPE, AFRICA AND MIDDLE
EAST REGION (PROPOSED)

FAA SOUTHWEST REGION

Air Transportation Security
Division, ASW-90
P. O. Box 1689
Fort Worth, Texas 76101
Commercial: 817-624-4911 x217
FTS: 8-736-9217

Air Transportation Security
Field Office - DFW ATSFO
1701 W. Euless Boulevard
Suite 350
Euless, Texas 76039
Commercial: 817-283-5353
FTS: 8-334-1401

Air Transportation Security
Field Office - IAH ATSFO
P.O. Box 60366
Houston, Texas 77060
Commercial: 713-443-2390
FTS: 8-527-5475

Air Transportation Security
Field Office - MSY ATSFO
P.O. Box 20022
New Orleans, Louisiana 70141
Commercial: 504-729-1721
FTS: 8-682-2993

Air Transportation Security
Field Office - SAT ATSFO
P.O. Box 16052
San Antonio, Texas 78246
Commercial: 512-824-2602
FTS: 8-730-4836

FAA NORTHWEST REGION

Air Transportation Security
Division, ANW-90
Boeing Field, FAA Building
Seattle, Washington 98108
Commercial: 206-767-2555
FTS: 8-396-2555

Air Transportation Security
Field Office - SEA ATSFO
Room 201, Administration Building
SEA-TAC International Airport
Seattle, Washington 98158
Commercial: 206-767-2580
FTS: 8-396-2580

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REGIONS

ATSFO

FAA NORTHWEST REGION (Continued)

Air Transportation Security
Field Office - PDX ATSFO
Lower Level Concourse L
7000 NE Airport Way
Portland, Oregon 97218
Commercial: 503-221-3050
FTS: 8-423-3050

FAA GREAT LAKES REGION

Air Transportation Security
Division, AGL-90
2300 East Devon Avenue
Des Plaines, Illinois 60018
Commercial: 312-694-4500 x411
FTS: 8-384-9411

Air Transportation Security
Field Office - ORD ATSFO
Room 158
2300 East Devon Avenue
Des Plaines, Illinois 60018
Commercial: 312-694-4500 x289
FTS: 8-384-9289

Air Transportation Security
Field Office - CLE ATSFO
Cleveland Hopkins
International Airport
Room 104, Terminal Building
Cleveland, Ohio 44135
Commercial: 216-433-7262
FTS: 8-293-4031

Air Transportation Security
Field Office - DTW ATSFO
L. C. Smith, South Terminal
Mezzanine
Detroit Metropolitan Airport
Detroit, Michigan 48242
Commercial: 313-941-1176
FTS: 8-374-3262

Air Transportation Security
Field Office - MSP ATSFO
Room 112
6301 - 34th Avenue, South
Minneapolis, Minnesota 55450
Commercial: 612-725-3410
FTS: 8-725-3410

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REGIONS

ATSFOS

FAA WESTERN REGION

Air Transportation Security
Division, AWE-90
P. O. Box 92007
Worldway Postal Center
Los Angeles, California 90009
Commercial: 213-536-6325
FTS: 8-966-6325

Air Transportation Security
Field Office - LAX ATSF0
P.O. Box 91176
Worldway Postal Center
Los Angeles, California 90009
Commercial: 213-536-6620
FTS: 8-966-6620

Air Transportation Security
Field Office - SFO ATSF0
Room 526, International Airport
San Francisco, California 94128
Commercial: 415-692-2441
FTS: 8-449-9492

Air Transportation Security
Field Office - LAS ATSF0
P.O. Box 11169
McCarran International Airport
Las Vegas, Nevada 89111
Commercial: 702-385-6390
FTS: 8-598-6390

Air Transportation Security
Field Office - SAN ATSF0
% Airport Managers Office
San Diego International Airport
3665 N. Harbor Drive
San Diego, California 92101
Commercial: 714-293-5528
FTS: 8-895-5528

Air Transportation Security
Field Office - PHX ATSF0
Phoenix Control Tower
3000 Sky Harbor Blvd, Suite 200
Phoenix, Arizona 85034
Commercial: 602-261-6021
FTS: 8-261-6021

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REGIONS

FAA NEW ENGLAND REGION

Air Transportation Security
Division, ANE-90
12 New England Executive Park
Burlington, Massachusetts 01803
Commercial: 617-273-7352
FTS: 8-836-1354

FAA SOUTHERN REGION

Air Transportation Security
Division, ASO-90
P.O. Box 20636
Atlanta, Georgia 30320
Commercial: 404-526-7271
FTS: 8-285-7271

ATSFOs

Air Transportation Security
Field Office - BOS ATSFO
Logan Int'l Airport, Room 218
General Aviation Administration
Building
East Boston, Massachusetts 02128
Commercial: 617-567-2591
FTS: 8-223-4595

Air Transportation Security
Field Office - MIA ATSFO
P.O. Box 59-2336
Miami, Florida 33159
Commercial: 305-871-5506
FTS: 8-350-2638

Air Transportation Security
Field Office - SJU ATSFO
% Air Traffic Control Tower
Isla Verde
Puerto Rico International Airport
San Juan, Puerto Rico 00913
Commercial: 809-791-1553
FTS: Washington operator 8-967-1221
ask for 791-1553

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

Air Transportation Security
Field Office - ATL ATSFO
1568 Willingham Drive
Suite D, Room 111
College Park, Georgia 30337
Commercial: 404-526-7871
FTS: 8-285-7871

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REGIONS

ATSFOS

FAA ROCKY MOUNTAIN REGION

Air Transportation Security
Division, ARM-90
10455 East 25th Avenue
Aurora, Colorado 80010
Commercial: 303-837-3411
FTS: 8-327-3411

Air Transportation Security
Field Office - DEN ATSFOS
10455 East 25th Avenue
Aurora, Colorado 80010
Commercial: 303-837-2337
FTS: 8-327-2337

FAA PACIFIC - ASIA REGION

Air Transportation Security
Division, APC-90
P.O. Box 4009
Honolulu, Hawaii 96813
Commercial: 808-955-0460
FTS: San Francisco
Operator: 8-556-0220
ask for: 955-0460

Air Transportation Security
Field Office - HNL ATSFOS
P.O. Box 4009
Honolulu, Hawaii 96813
Commercial: 808-847-5788
FTS: San Francisco
Operator: 8-556-0220
ask for: 847-5788