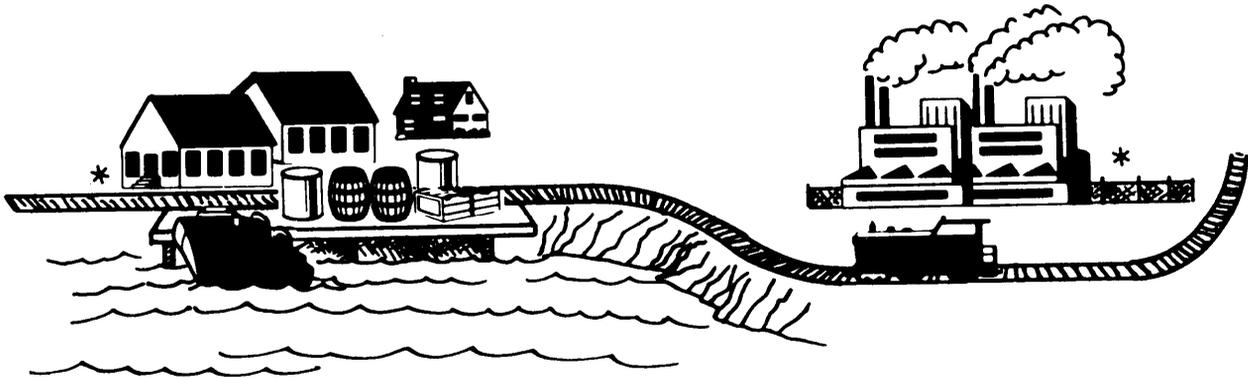
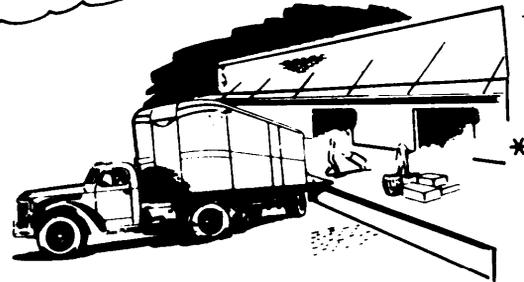
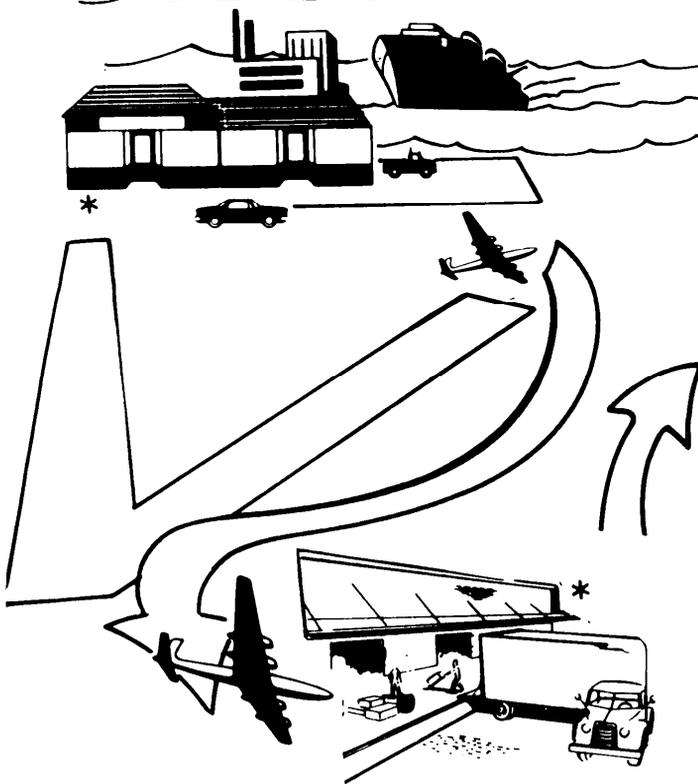


# Transportation Security



\* Crucial points in transportation security



Transportation security has evolved to encompass all security measures taken to protect shipments from criminal/terrorist activity. The types of shipments include:

- |                        |              |
|------------------------|--------------|
| ■ Classified           | ■ Protected  |
| ■ Hazards              | □ Pilferable |
| ■ General cargo        | □ Sensitive  |
| ■ Combination of these | □ Controlled |

There are no universal or one-time solutions to the problems of cargo security, because each mode of transportation and type of shipment in each shipping/receiving terminal, and each transfer point is unique. However, certain basic principles of cargo security can be adapted to accommodate any mode of transportation or any facility—large or small.

## 12-1 Considerations

a. The following general considerations should be adhered to when shipping cargo:

(1) Exercise management obligation directly or through a security manager responsible for the shipment (appendix I).

(2) The threat, sensitivity of cargo, vulnerability, and mode of transportation dictate the degree of security required during storage and in transit (chapter 1).

b. The degree or type of security needed is determined by:

- Facility size and location.
- Complexity of storage or shipment.
- Volume/value of items.
- Economic and geographical situation.
- Available crime statistics.
- Security/law enforcement available.
- Transit shipments.

These factors may change as the cargo is moved from one area to another.

c. Development of an effective cargo security system should be based on:

- Experiences of personnel responsible for shipments and storage of cargo.
- Loss potential based on a risk analysis as outlined in chapter 2.
- Established security standards and policy.

## 12-2 Physical Security Cargo Plan

To insure that adequate security is assessed, it is imperative that a security cargo plan be developed to cover all foreseeable contingencies and be flexible to meet shipment/storage needs.

## 12-3 Pilferage

The following characteristics apply to pilferage in the transportation environment:

a. Difficult to detect because pilferers usually operate alone.

b. Evidence is hard to obtain because of the complexity in the shipment and storage system.

c. A primary concern of the security program involving transportation and storage of items.

d. Unsystematic in nature.

e. Commonly occurs in a terminal while cargo is awaiting movement from one vehicle or mode of transportation to another (figure 78).

f. Most often committed by employees of the carrier service.

## 12-4 Pilferage Prevention

To prevent transportation pilferage, apply these steps:

a. Analyze existing conditions (chapter 1).



*Figure 78—Transshipment areas are most vulnerable to pilferage.*

**b.** Control personnel movement (chapter 4).

**c.** Use a parcel check system (chapter 4).

**d.** Exclude privately owned vehicles from parcel checkpoint (s).

**e.** Stress the moral wrong of pilferage (chapter 3).

**f.** Apply stringent accountability procedures (chapter 4).

**g.** Insure high employee morale (chapter 3).

**h.** Develop respect between security personnel and employees.

**i.** Incorporate active security measures in a security in depth configuration.

### **12-5 Theft During Shipment/Storage**

**a.** Theft prevention is management's first responsibility (see appendix I).

**b.** A systematic and planned theft or other

crime is frequently committed with accomplices and usually involves:

- An available market.
- Goods that are profitable and easily disposed of.

## **12-6 Areas And Functions Vulnerable To Manipulation**

The following are considered areas and functions with high theft potential:

- Terminal operation areas
- Truck drivers
- Facility personnel
- False invoice shipments and receipts.

## **12-7 Management Controls**

To minimize exposure to individuals who display a motive to steal, the security manager should:

- a. Illustrate and use countermeasures.
- b. Screen prospective personnel.
- c. Eliminate in-facility gambling among employees.
- d. Eliminate the get-even attitude among employees.
- e. Reduce exposure of cargo to theft and pilferage.
- f. Insure close coordination between packaging, shipping, and receiving personnel.
- g. Increase the probability of detection when thefts do occur.
- h. Discipline those persons apprehended for theft and pilferage.

i. Obtain feedback to determine whether promulgated cargo theft countermeasures have, in fact, been implemented and are being properly followed by operating personnel.

## **12-8 Special Security Considerations**

Because the following items are part of military life and easy to pilfer, and because there is a demand for them on the black market, special security considerations are necessary:

- Weapons
- Ammunition
- Electronic items
- Photographic equipment
- Class VI items.

(See appendix U, p. 494 for classes of supply.)

## **12-9 Shipper Awareness**

Shippers, to reduce theft of cargo, should be familiar with:

- Packing requirements and procedures.
- Receipt procedures at destinations.
- Provide advance notice of shipments to receiver.
- Arrival and departure times of all cargo shipments.
- Specific routes of travel.

## **12-10 Intangible Losses**

Cargo theft and pilferage losses in today's multimodal transportation system are ever present through the less visible impact of:

- Insurance claims.
- Administration of cargo theft claims.
- Delayed or lost sales for post exchanges, commissaries, class VI stores, etc.

- Lost business by carriers.
- Embargoes and interference with the flow of commerce.
- Diversion of cargo.
- Higher prices/freight rates increase loss of government revenue.
- Reduced operational readiness of personnel, equipment, and supplies.

**12-11 Carrier Protective Services**

Protective services available from a carrier are specifically described in the contract, tender, or tariff. The following protective services should be considered:

a. Exclusive use of vehicles (see paragraph 226, MTMR):

Reduces breaking of seals (appendix c, MTMTS PAM 55-4)  
Total vehicle security.

b. Constant surveillance service (required by paragraph 22660 2d, MTMR).

- Overall shipments involving vehicles and commercial carrier personnel.
- Operation/procedures.

c. Bill of lading annotations.

d. Signature security service (SSS).

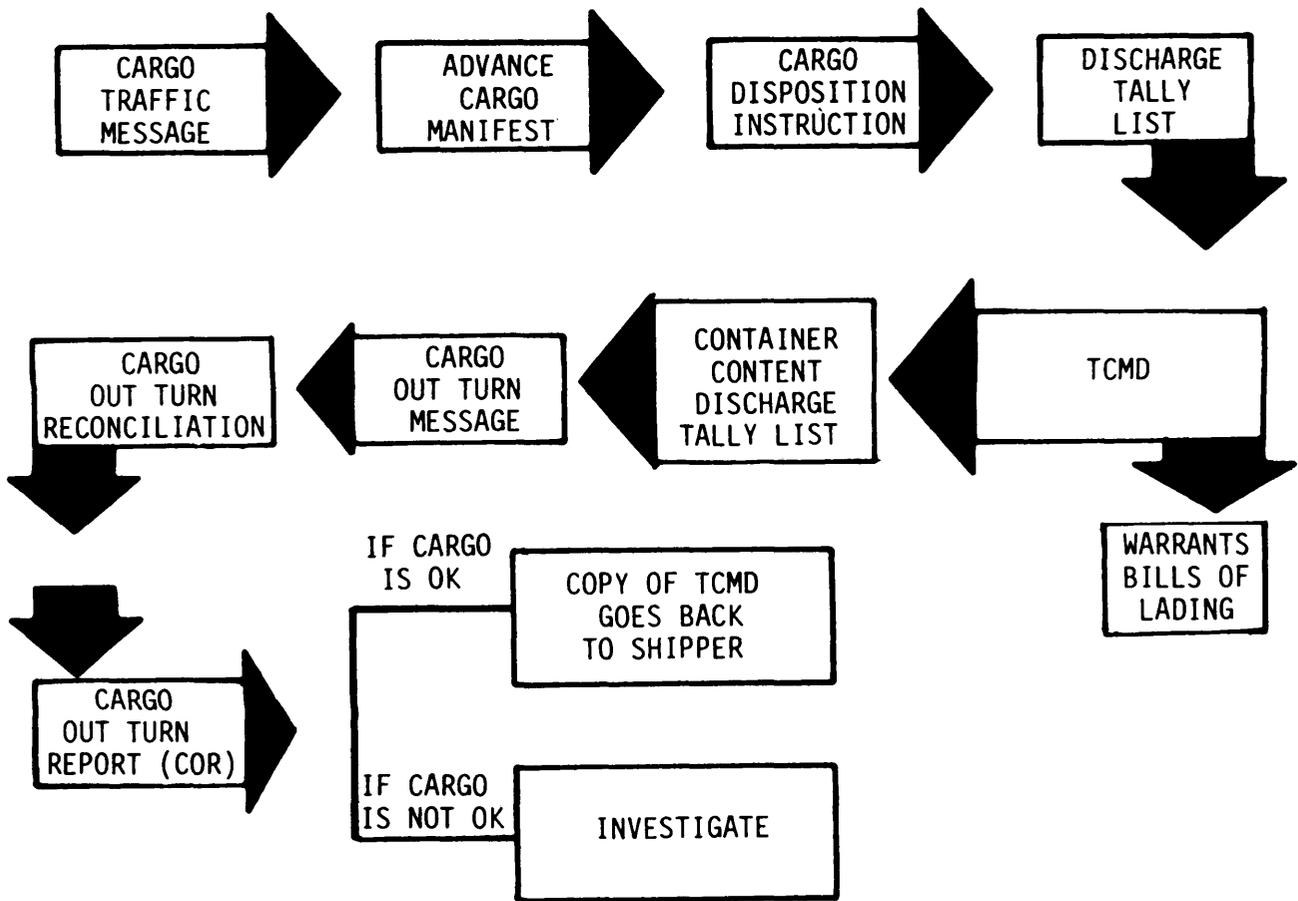


Figure 79—Steps in transportation process and corresponding audit trailpoints.

Provides individual fixed responsibility for shipments.

Provides tally record (DD Form 1907) and audit trail (figure 79).

**e.** Include dual driver protective service where constant vehicle attendance by two persons is provided.

**f.** Rail surveillance service provides hourly security checks of the rail car when it's not moving.

## **12-12 Protective Security Service (PSS)**

PSS is a transportation security function of the Government involving contract shipments.

**a.** In addition to SSS (par. 12-11d), the PSS must insure that the transporting earner is a cleared carrier as defined in paragraph 22600, MTMR.

**b.** Shipment must be under constant surveillance of designated employees who are appropriately cleared.

**c.** DD Form 1907.

**(1)** Provided to the carrier by the shipper.

**(2)** Required for each person responsible for proper handling of the shipment (only one set of forms used/passed along with the shipment).

**(3)** Must accompany shipments requiring SSS.

**(4)** Required from air carrier personnel but not from flight crews or attendants. Commercial airlines use Form AC-10 in lieu of DD Form 1907, therefore, coordination to insure accuracy of records is a must.

**(5)** Carriers providing SSS must be able to trace a shipment in less than 24 hours.

## **12-13 Armed Guard Surveillance**

**a.** This service provides armed guards to maintain constant and specific surveillance of shipments for which the service is requested.

**b.** A guard in this case is considered armed when he has a firearm and appropriate ammunition readily available for immediate use.

## **12-14 Unarmed Escort**

Escort personnel must be cleared to the degree of classification required for the shipment. They must possess valid identification cards and must maintain constant surveillance over the shipment.

## **12-15 Routing Security Shipments**

Managers and security personnel should consider the following prior to selecting a route for shipment:

- Threat by hostile elements or lone personnel.
- Value of shipment and required degree of security (by regulations).
- Identity of commodity.
- Strength of basic unit package.
- Total weight and number of pieces.
- Security capabilities of consignee and intermediate transshippers.
- Primary and alternate routes.
- Strength of transport container.
- Quality of service or claims record of the carrier.
- Cost of movement.

## 12-16 Sensitivity of Cargo

As indicated in paragraph 12-15, there is no simple solution to every routing problem. After considering all alternatives, sometimes imagination is still needed. For example, containers on a flatcar, over some rail routes, can be particularly vulnerable to pilferage. On the other hand, movement by motor is more costly and, even with protective measures, it too may require extra security. (See mode selection guide, appendix U, p. 493.) The solution usually is the use of special guards. However, where consignor and consignee have heavy lift capability, this more expensive solution (special guards) can be avoided by using rail and by loading containers in gondola cars. This arrangement permits substantial blocking of side doors and back doors. When butting to another container is not possible, additional protective measures such as intrusion detection devices and barbed wire might be required.

## 12-17 Protective Security Measures

a. Protective measures for shipments must be compatible with the threat.

b. Three types of protective measures are:

- (1) Physical (containers, storage warehouses).
- (2) Personnel (consignee, guards, etc.).
- (3) Procedural (accounting, shipping, receiving, etc.).

c. Three degrees of cargo control are:

- (1) Minimum-provided all cargo:
- (2) Medium-provided:
  - High-value cargo with a ready resale.
  - Others as designated.
- (3) Maximum-provided:
  - Classified material.

- Small arms and ammunition.
- Other materials requiring strict control.

## 12-18 Packing Marking, And Addressing

From a security point of view, a packing list should be considered when packing, marking, and addressing merchandise for shipment. Preparation of a packing list is necessary on all shipments to assist the transportation officer in determining shortages. **Extremely close attention should be provided to packing list preparation when several shipments and pieces are consolidated.**

## 12-19 Alarm Devices During Shipment

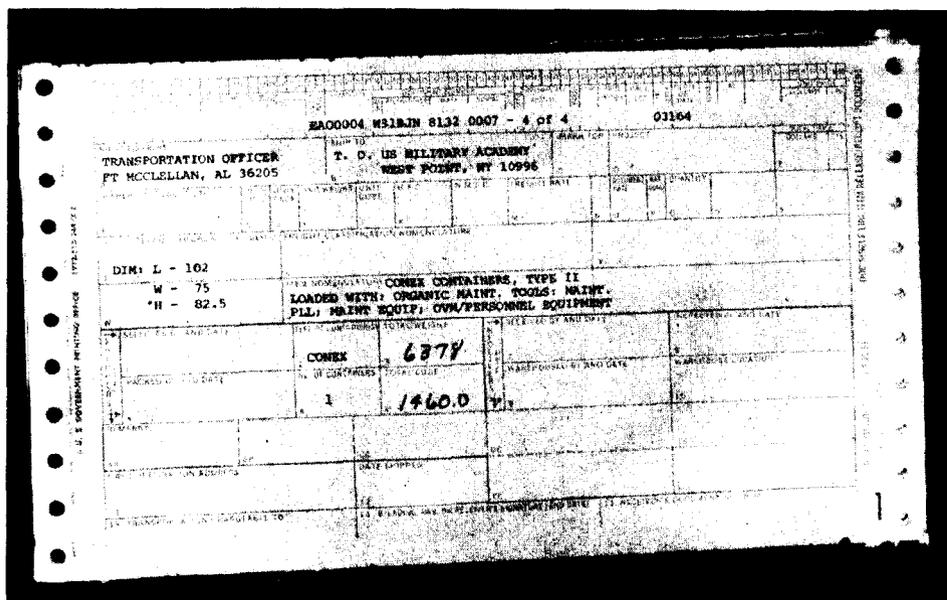
a. Alarm devices have the basic function of providing a warning when a shipment has been moved from its proper location; or when the security being provided by the container or vehicle holding the shipment has been breached (such as opening container doors, or tampering with the shipment).

b. The devices used should:

- (1) Augment other security measures.
- (2) Provide protection under unusual circumstances.
- (3) Conserve manpower security resources.

c. Technically speaking, an alarm device is only that part of an intrusion detection system that sounds the alarm. Actually there are **three basic parts**:

- (1) Sensor to detect noise, presence, or movement.
- (2) Wire or transmitter to send the sensor signal to a receiver/annunciator.



**Figure 80—Packing lists offer opportunities for pilferage—when not used and when altered or improperly prepared.**

(3) Receiver/annunciator to display or emit a notification (as a light, sound, or switch to trigger another device), indicating the situation detected by the sensor.

d. Most intrusion detection systems are designed for fixed installations and do not lend themselves to shipments. A few have the primary purpose of detecting anyone moving a shipment or entering a transport container or vehicle. Alarm devices suitable for shipment use and available from commercial sources include:

- **Entry alarms.** Similar to the common house burglar alarm, these are built to operate on a small battery and emit a mind-wrenching sound, which can be felt as well as heard.
- **Movement alarms.** These operate on the principle of a radio; that is a transmitter and a receiver.
- **Small motion sensors** easily attached to a container or vehicle door transmit a coded radio frequency signal when the door is opened or the container is moved. The signal

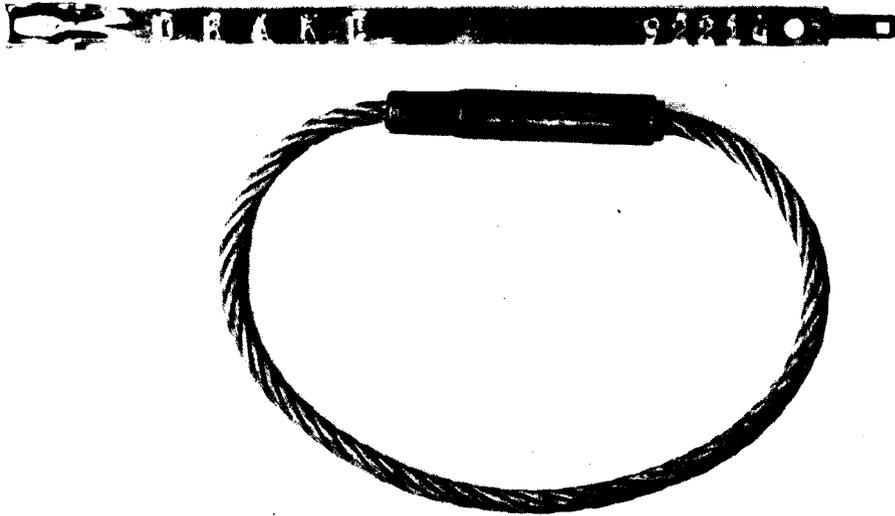
is picked up by a receiver, which notifies a guard.

- A **tarpaulin**, constructed of heavy waterproof fabric with **built-in motion sensors**, operates on the same principle. Any movement of materials from under its cover causes transmission of a radio signal.
- **Application of devices.** The security officer must be consulted in applying any device.

## 12-20 Use of Seals

The following guidelines must be met in using seals in transportation security:

- Show if the integrity of a shipment has been compromised.
- Maybe used as a seal-lock or cable seal. (A lock is not necessarily a seal, and a seal is not necessarily a lock.) (See figure 81.)
- Unless funds and time are unlimited, there is no particular seal, lock, or combination suitable for every situation. For example, a high-grade lock on a weak container hasp is a



*Figure 81—A seal is not a lock and a lock is not a seal.*

waste of money and a high grade seal is of no value on an easily removed door.

- Strict seal accountability is a must, and accountability should be constant.
- Accountability starts with the manufacturer and ends with seal destruction.
- Seals, to be effective, must meet two basic requirements—construction specifications and accountability.

### **12-21 Seal Construction Specifications**

**a. Durability.** A seal must be strong enough to prevent accidental breakage during normal use.

**b. Design.** The design must be sufficiently complex to make unauthorized manufacture of a replacement seal difficult.

**c. Tamperproof.** The seal should provide readily visible evidence of tampering and preclude reconstruction after the seal is closed; that is, a seal should be constructed so as to make simulated locking difficult.

**d. Individually identifiable.** Identification must be accomplished by embossing serial numbers and owner identification on each seal.

### **12-22 Seal Accountability**

Each seal should be strictly accounted for from manufacture to the time of application. Seal custodians, users, users' subordinates authorized to apply seals, and seal removers must be appointed in writing. These appointments should be kept to a minimum. Procedures listed below must be followed:

- All seals must be ordered or purchased from manufacturer by the same office of an organization and must be recorded serially in a log by the seal custodian.
- Until issued to users, all seals must be safeguarded in a suitable locked metal container, limiting access, under supervision of the custodian, in a manner that will

prevent unauthorized substitution or illegal use of seals.

## 12-23 Issuing Seals to Users

**a.** Custodians must issue seals to users, obtain a receipt, and record issuance by number.

**b.** Each seal user must maintain a log showing numbers of all seals and the date received.

**c.** Each user and his employees authorized to apply seals in a terminal must sign or initial for the seals, by number, and after applying seals in a terminal, prepare a seal application log, showing date and trailer number to which applied.

## 12-24 Seal Application And Verification

**a. Record of application—seal** numbers must be entered in the designated place on pertinent transportation documents; such as bills of lading, manifests, gate passes, and in users' seal application logs.

**b. Time of application—** trailers must be sealed as soon as the load is closed out (complete). Roll-up type doors must be sealed by the checker at the dock. Swing out doors must be sealed by the person pulling the unit away from the dock as soon as the unit is far enough away for the doors to be closed.

**c. Verification—** seals must be examined and verified at every stop; such as terminal exits and entrances, docks, transfer points, and road stops for truck and driver services.

**(1)** The gate guard must check the seal number against the gate pass and shipping documents and note seal numbers,

along with the trailer and tractor number, on his gate log.

**(2)** Persons receiving sealed shipments or equipment must examine the seal and record the number on the receipt.

**(3)** Whenever a seal is removed, broken, or suspected of having been compromised, the following actions must be accomplished:

**(a)** Record pertinent information:

- Date and time seal was removed, broken, or discovered broken, etc.
- By whom, organization, name.
- Circumstances/justification for breaking the seal.
- New seal number, if applied (new seal must be same type).
- Person resealing.
- Witness.

**(b)** Make proper disposition of broken seals.

■ Retained until it is determined whether the shipment contained discrepancies.

■ If there were none, the seal should be destroyed.

■ If any discrepancy is found, the broken seal must be sent to the security manager.

■ If shipment contains classified information, material, or equipment, the following actions, as a minimum, must be immediately initiated:

- Secure the area.
- Position security guards.
- Notify the commander.
- Contact local support MI office.
- Conduct immediate inventory by authorized personnel.

## 12-25 Breaking Seals And The Law

Title 18, US Code, Section 2117, states: *"Whoever breaks the seal or lock of any railway car, vessel, aircraft, motor truck, wagon or other vehicle...containing interstate or foreign shipments of freight or express, or other property, or enters any such vehicle... with intent in either case to commit larceny therein, shall be fined not more than \$5,000, or imprisoned not more than 10 years, or both..."*

## 12-26 Legal Considerations For Guards/Escorts

**a.** The duty of a common carrier of property is to provide all reasonable and necessary facilities for safe and efficient transportation of such goods as it holds itself out to the public as engaged in carrying.

**(1)** This includes the duty to carry such goods safely and to exercise the care required to protect them from loss or injury during transportation.

**(2)** These duties are imposed by the common law and statute. For this reason, when the time goods are turned over to a carrier for transportation until final delivery has been made, a carrier's liability is that of an insurer, with certain exceptions (act of God, act of the public enemy, act of the shipper, etc.).

**(3)** In keeping with the duties and liabilities imposed by law, a carrier, as a bailee of goods, will necessarily exercise full control and custody over the lading. Accordingly, while the goods are in transit, the carrier, not the shipper, is responsible for proper care of the goods.

**b.** At the same time, the shipper retains the legal right during the time the goods are in transit to have his consignment interrupted,

withheld, reconsigned, or diverted at any intermediate point.

**(1)** While this is a right afforded the shipper under law, the services rendered by the carrier in connection therewith are supplementary services which the carrier is obligated to provide and may collect for.

**(2)** These services and charges, as well as the terms and conditions under which the shipper's right to be exercised, are, in effect, a contractual matter to be established and governed by the carrier's tariff or tender.

**c.** Such supplementary services are ordered by the shipper or someone authorized to act in his behalf. Insofar as the shipment of Government property by commercial carriers is concerned, the Government, as a shipper, acts through duly appointed transportation officers or their authorized representatives. Presently, only a transportation officer or his authorized representative may exercise such responsibilities. The assigned duties and responsibilities of armed military escorts are limited to maintenance of security over the property being transported and do not in any way extend to the ordering of transportation services, or changes thereto, that might be required in any emergency.

**d.** While the right of the shipper to have his consignment interrupted, diverted, or rerouted is based on law, the carrying of escorts or guards provided by shippers to accompany shipments is permissive on the part of the earner, and, where authorized, is a matter of contract to be spelled out in the carrier's tariff or tender. In this connection, the inclusion of annotations on bills of lading setting forth a requirement for escorts and stating their responsibilities would be ineffective unless provisions are first spelled out in the carrier's tariff or tender.

**e.** A carrier used by a shipper for transportation of special cargo requiring an escort may be a contract carrier or a common carrier

providing services under a commercial tariff or a Section 22 tender. Common carriers providing transportation services for the Government generally provide such services under Section 22 tenders. The Section 22 tender, as a commercial tariff, sets forth services the carrier will perform, applicable charges, and conditions of shipment. In effect, it is the governing contract. It usually contains the following provisions relative to armed security guards:

*When requested by the shipper, an armed security guard (furnished by the military accompanying the shipment) will be permitted to ride in the carrier's vehicle. This guard will be responsible for the security of the shipment from origin to final destination but will not be responsible in any way for the operation of the vehicle or the route to be followed.*

**f.** Authority to direct or otherwise control movement of the cargo in question will be granted to an escort, provided appropriate provisions are included in the carrier's tariff or tender, and the escort is duly appointed to act as the transportation officer's representative for the desired purposes.

### **12-27 Guards/Escort Instructions**

Instructions and operating procedures. Specific written instructions and operating procedures must be furnished escort/guards and will include, but not necessarily be limited to, the following:

- a.** General unclassified outline of the mission.
- b.** Name and address of person(s), including alternate(s), to whom classified matter is to be delivered.
- c.** Receipting procedures.
- d.** Means of transportation and route to be used.

**e.** Duties of each escort during movement, stops en route, and during loading and unloading operations.

**f.** Emergency and communication procedures.

### **12-28 Escort Functions**

Escorts assigned for the protection of shipments must adhere to the following guidelines:

**a.** Conduct themselves in such a manner that the security of matter entrusted to them will not be prejudiced through carelessness, inadvertence, or lack of vigilance. Intoxicants or drugs that may impair their judgment may not be used by escorts while assigned to a security shipment.

**b.** Possess identification cards and carry them at all times while having custody of security shipments. These cards must be safeguarded, and the loss of a card must be reported immediately to the security supervisor.

**c.** Carry packages on his person, or in hand-earned containers, until delivered to consignee whenever practicable.

**d.** Provide continuous observation of the shipment, vehicle, or container and be in a physical position to exercise direct security controls over the material.

**e.** Maintain liaison, as required, with train crews, airport and other transportation personnel, special police, and law enforcement agencies, as appropriate.

**f.** Maintain continuous vigilance when escorting security shipments for the presence of conditions or situations that might threaten the security of the cargo; take action as circumstances might require to avoid interference with continuous safe passage of the vehicle; and check seals and locks at each stop where time permits.

**g.** When escorting shipment by aircraft, the escort will not enplane until the cargo area is secured. The escort should preferably be the first person to deplane in order to observe the opening of the cargo area. Advance arrangements with the airline are required.

**h.** Notify the consignor by the fastest means available if there is an unforeseen delay en route, an alternate route is used, or if an emergency occurs. If appropriate and if the security of the shipment is involved, notify the nearest office of the Federal Bureau of Investigation (FBI).

## **12-29 Use of Firearms (See AR 190-28)**

The responsible commander may require the use of armed guards for protection of materiel under his jurisdiction. Military and civil service personnel are authorized to be armed as deemed necessary without regard to state laws concerning weapons, as long as the individual remains within the scope of his orders on bearing and using arms. Such personnel will comply with the provisions of federal law when applicable. Commercial carrier and contractor personnel bearing arms in the accomplishment of a shipment do so under the authority and control of both state and Federal laws that apply. The commercial earner or contractor is responsible for arranging any necessary permits in this regard.

Ordinarily, classified shipments do not require the arming of escorts.

## **12-30 Guards For Oversea Shipments**

When cargo guards arrive at a terminal or port to begin escorting a shipment, the following general instructions apply:

**a.** Senior members of the guard must report to the officer in charge of cargo operations for any special instructions. In general, responsibilities of the cargo security officer (may be the senior guard member) begin upon arrival at the loading terminal and terminate when relieved by appropriate authority at the port of debarkation. While the shipment is in the terminal, and provided adequate facilities exist to safeguard the cargo, temporary custody of shipment maybe taken by the terminal.

**b.** A joint inspection of the condition of the following items must be made by the senior member of the classified cargo guards and a representative of the terminal commander before and after each operation:

**(1)** Quarters provided aboard ship or other carrier as to the cleanliness and adequacy for personal occupancy.

**(2)** Railroad escort car, etc., prior to its being vacated by the guard(s).

**c.** If possible, a conference is held with the master of the vessel or his representative, senior guard member, and loading terminal personnel prior to loading classified cargo, to insure complete understanding of all responsibilities involved.

**d.** Appropriate receipts covering cargo and/or understanding of instruction or relief of responsibilities must be executed or secured by the loading terminal from the senior guard member.

**e.** While aboard ship, cargo guards must:

**(1)** Conduct inspections upon relief of each guard and during tours of duty of cargo spaces containing classified cargo, for condition of materiel (if visible), signs of tampering, or pilferage.

**(2)** Maintain an inspection log, noting results of each inspection.

**(3)** Be immediately responsible to the master of the vessel. Coordinate duties and

inspections with a ship's officer in a manner that will not interfere with operation of the vessel. Responsibilities aboard the vessel must be confined to safeguarding the classified cargo.

**f.** If damage to cargo or other irregularities are noted, immediately report the facts and circumstances to the master of the vessel, and confirm the irregularity in writing. Copies of such reports will be attached to the narrative voyage report furnished to the commander of the outloading terminal and the oversea discharge terminal.

**g.** Photos of damaged or pilfered containers, if required, will be taken by the com-

mander of the discharge terminal with permission of the master of the vessel.

### **12-31 Sensitive Shipments**

Shipments involving weapons, ammunition, explosives, and special weapons and chemicals **require special security measures in addition to those discussed in this chapter.** These additional requirements are explained in the following Army regulations:

**(1)** ARs 190-11 and 190-49 for weapons, ammunition, and explosives.

**(2)** ARs 50-5, 50-6, and 55-228 for special weapons and chemicals.