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Page 1/2

Date: 19 April 2016

To: The Airport Authority Hong Kong

Report on Left Behind Baggage of Pax LEUNG/CHUNG YAN MS. CX872/HKGSFO/28MAR2016

Set out below (in chronological order) are the events which took place in relation to the above subject matter as recorded in our eARS report, the Duty ASM log, the MOD log book and the interview notes with the concerned staff.

Schedule departure time of CX872/28Mar was 0030 from Gate 3.

27 Mar 2016 / 2357LT

The passenger, Ms. Leung, approached the supervisor at the CX lounge (The Cabin) and told the lounge supervisor that her hand carry bag was left at the entrance of the south hall security check point. She further told the lounge supervisor that she realised she had left her bag after going through the X-ray screening point and had informed Avesco staff about her left bag and requested to retrieve it and, after 20 minutes of discussion with Avesco staff, her request to retrieve the bag was rejected. She said that Avesco staff had told her to seek help from airline staff at which point she sought assistance from the airline staff at The Cabin.

The lounge supervisor explained to the passenger that the procedures to retrieve her bag would be to cancel her departure, go back to arrival hall through immigration and back to the landside to collect her bag. The passenger said she must get on the flight to catch up with an exam.

27 Mar 2016 / 2359LT

The CX landside supervisor received a call from the lounge supervisor at The Cabin about the soft black hand carry bag left behind by the passenger. The landside supervisor went to the south hall security check point and noticed that one black hand carry bag with a name tag CY Leung was held by an Avesco staff.

28 Mar 2016 / 0005LT

The passenger's mother, Mrs. Leung, arrived at the south hall security check point and confirmed that the bag belonged to her daughter. Avesco staff explained to Mrs. Leung that the bag could only be released by Avesco until upon the arrival of AA staff. The CX landside supervisor also explained to Mrs. Leung that the bag was under the control of Avesco, and Avesco would not allow the airline or Mrs. Leung to claim the bag before AA Lost and Found staff arrived.¹ At this time, no AA staff had arrived.

In the meantime, the lounge supervisor assigned a customer service officer ("CSO") to accompany the passenger to the south immigration exit near the Disney shop to wait.

¹ This is in accordance to Airport Authority Terminal 1 Circular T1D/013/11 - any found property at the Hong Kong International Airport shall not be removed from the place until IAC's duty staff or AA's Lost & Found office staff has attended to record and take over the item.

28 Mar 2016 / 0009LT

AA staff still had not arrived on site. Avesco Assistant Manager arrived on site and Mrs. Leung explained that her daughter must be on board with the bag. Discussion took place between Avesco staff who were present. After a positive match of the description and content of the hand carry bag was conducted by Avesco staff, Avesco staff released the bag to Mrs. Leung. Mrs. Leung claimed that there was no one to assist her to take the bag to the boarding gate and ran with the bag to the north immigration entrance as the south side gate was closed. CX and Avesco staff followed Mrs Leung to the to the north hall immigration entrance.

28 Mar 2016 / 0012

Avesco Assistant Manager tried to obtain approval from the Avesco Duty Manager to allow CX staff to take the bag to the passenger at the boarding gate. In the meantime, the CSO accompanied the passenger to the boarding gate. While waiting at the boarding gate, the passenger passed her mobile phone to the CSO and it was the passenger's father, Mr. Leung, on the line asking for an update of the situation. The CSO informed Mr. Leung of the progress.

28 Mar 2016 / 0015

Avesco Assistant Manager verbally confirmed to another CX landside supervisor on site that CX is permitted to bring the bag through security on the passenger's behalf, who then took the bag through north immigration to the boarding gate where the bag was handed over to the passenger at 0023. At the same time, the Avesco Assistant Manager and Avesco Duty Manager gave copies of their name cards to the first CX landside supervisor as a record of Avesco's approval for the airline to take the bag to the passenger at the boarding gate.

28 Mar 2016 / 0024

Passenger boarded the flight together with the bag.

Mrs. Leung, the Assistant Manager and Duty Manager of Avesco, an AA staff and the CX landside supervisor continued to wait at landside at the north hall immigration entrance.

At the landside in between conversation, Avesco continued to explain to Mrs. Leung that the passenger must identify the baggage herself.

Mrs. Leung was appreciative of CX's efforts but she raised concerns about why flexibility could not be extended to get the luggage through security checkpoint on her behalf in the first place. CX landside supervisor apologised and explained to her that due to security protocol, airlines cannot bring any items on behalf of passengers.

Key Facts

1. The passenger approached CX for assistance 33 minutes before the scheduled flight departure time. CX staff explained the proper procedures were to cancel departure and return to landside to retrieve her bag.
2. When CX staff arrived at the site of the hand carry bag as advised by the passenger, the bag was already in custody of Avesco.
3. Upon approval granted by Avesco, CX staff was permitted to bring the bag through the security channel and deliver it to the passenger at the boarding gate.

**International Standards
and Recommended Practices**



**Annex 17
to the Convention on
International Civil Aviation**

Security

**Safeguarding International Civil Aviation
Against Acts of Unlawful Interference**

This edition incorporates all amendments adopted by the Council prior to 18 November 2010 and supersedes, on 1 July 2011, all previous editions of Annex 17.

For information regarding the applicability of the Standards and Recommended Practices, see Foreword.

Ninth Edition
March 2011

International Civil Aviation Organization

Attachment D1 - ICAO Annex 17 Standards 4.4 to 4.5

4.4 Measures relating to passengers and their cabin baggage

- 4.4.1 Each Contracting State shall establish measures to ensure that originating passengers of commercial air transport operations and their cabin baggage are screened prior to boarding an aircraft departing from a security restricted area.
- 4.4.2 Each Contracting State shall ensure that transfer passengers of commercial air transport operations and their cabin baggage are screened prior to boarding an aircraft, unless it has established a validation process and continuously implements procedures, in collaboration with the other Contracting State where appropriate, to ensure that such passengers and their cabin baggage have been screened to an appropriate level at the point of origin and subsequently protected from unauthorized interference from the point of screening at the originating airport to the departing aircraft at the transfer airport.

Note.— Guidance material on this issue can be found in the Aviation Security Manual (Doc 8973 — Restricted).

- 4.4.3 Each Contracting State shall ensure that passengers and their cabin baggage which have been screened are protected from unauthorized interference from the point of screening until they board their aircraft. If mixing or contact does take place, the passengers concerned and their cabin baggage shall be re-screened before boarding an aircraft.
- 4.4.4 Each Contracting State shall establish at an airport measures for transit operations to protect transit passengers' cabin baggage from unauthorized interference and protect the integrity of the security of the airport of transit.
- 4.4.5 **Recommendation.**— *Each Contracting State should ensure that practices are established at airports and on board aircraft to assist in the identification and resolution of suspicious activity that may pose a threat to civil aviation.*

4.5 Measures relating to hold baggage

- 4.5.1 Each Contracting State shall establish measures to ensure that originating hold baggage is screened prior to being loaded onto an aircraft engaged in commercial air transport operations departing from a security restricted area.
- 4.5.2 Each Contracting State shall ensure that all hold baggage to be carried on a commercial aircraft is protected from unauthorized interference from the point it is screened or accepted into the care of the carrier, whichever is earlier, until departure of the aircraft on which it is to be carried. If the integrity of hold baggage is jeopardized, the hold baggage shall be re-screened before being placed on board an aircraft.
- 4.5.3 Each Contracting State shall ensure that commercial air transport operators do not transport the baggage of persons who are not on board the aircraft unless that baggage is identified as unaccompanied and subjected to appropriate screening.
- 4.5.4 Each Contracting State shall ensure that transfer hold baggage is screened prior to being loaded onto an aircraft engaged in commercial air transport operations, unless it has established a validation process and continuously implements procedures, in collaboration with the other Contracting State where appropriate, to ensure that such hold baggage has been screened at the point of origin and subsequently protected from unauthorized interference from the originating airport to the departing aircraft at the transfer airport.

Note.— Guidance material on this issue can be found in the Aviation Security Manual (Doc 8973 — Restricted).

4.5.5 Each Contracting State shall ensure that commercial air transport operators transport only items of hold baggage which have been individually identified as accompanied or unaccompanied, screened to the appropriate standard and accepted for carriage on that flight by the air carrier. All such baggage should be recorded as meeting these criteria and authorized for carriage on that flight.

4.5.6 **Recommendation.**— *Each Contracting State should establish procedures to deal with unidentified baggage in accordance with a security risk assessment carried out by the relevant national authorities.*

4th edition
January 2008

Copy No. _____

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Hong Kong Aviation Security Programme

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The Government of the Hong Kong Special Administrative Region

Attachment D2 – HKASP Part 6, paragraphs 6.2.6 to 6.2.12

Screening of Passengers and Cabin Baggage

- 6.2.6 The airport manager shall ensure that a passenger, authorized in accordance with section 6.1.11 (d) to (g) above to enter or remain in an airport restricted area, and his cabin baggage are screened to a standard sufficient reasonably to detect a restricted article, before the passenger or cabin baggage is permitted access to an area set aside for processing embarking passengers and crew within an enhanced security restricted area. Any security equipment used in such screening shall conform to the appropriate standards and requirements stipulated in Part 8 of this Programme and any screening staff shall conform to the appropriate standards and requirements stipulated in Part 9 in this Programme.
- 6.2.7 The screening of a passenger and his cabin baggage shall be with the consent of the passenger, which normally is tacit since access to the enhanced security restricted area shall be conditional on the passenger undergoing such screening. A refusal on the part of a passenger to undergo the screening will normally be suspicious and the Police should be alerted. (Nothing in this section prejudices the authority of police officers to conduct searches in accordance with powers provided in legislation.) Such refusal shall also result in the passenger being refused entry to the enhanced security restricted area or in the case of a transfer/transit passenger, being refused entry into the airside departure lounge (and thus denied boarding of the flight).
- 6.2.8 A reasoned secondary screening shall be conducted to account for all unidentified objects on a passenger that has set off a security equipment alarm (usually an archway metal detector). This secondary screening may either be typically by hand or it may be conducted using a hand held metal detector supported by a hand search. A reasoned secondary screening shall also be conducted of a passenger's cabin baggage, where any items of a suspect nature have been detected during x-ray examination. This secondary screening shall be conducted by hand and may be supported by a trace detection system to examine those items which are difficult to be search by hand.
- 6.2.9 A reasoned secondary screening of a passenger and his cabin baggage shall also be conducted if, in the judgment of the screener, the passenger displays undue nervousness or arrogance or who appears to evade screening, conceal an item or in any other way suggests that he may have a restricted article.
- 6.2.10 All screening of cabin baggage shall be conducted in the presence of the passenger.
- 6.2.11 In addition to any reasoned secondary screening described in sections 6.2.8 and 6.2.9, the Aviation Security Authority may prescribe a percentage of random secondary screening of passengers and their cabin baggage corresponding to the prevalent threat level. This random secondary screening shall be conducted by hand. The percentage threshold may be set in relation to threat level and may be adjusted commensurate with any change in the threat.
- 6.2.12 The airport manager shall provide for the continuous recording, via closed circuit television, of the passenger and cabin baggage screening process and the screening areas, with the video tapes being retained for a period of at least 31 days.



**HONG KONG INTERNATIONAL AIRPORT
AIRPORT SECURITY PROGRAMME**

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Attachment D3 – HKIA Part 8 (6.1-6.12)

6 Screening Procedures – Passengers & Cabin Baggage

- 6.1 The screening of passengers and cabin baggage shall take place in the appropriate departure passenger or transfer passenger screening facility provided by the Airport Authority.
- 6.2 All items of cabin baggage shall be security screened, generally by means of x-ray technology. Passengers shall be required to remove waist pouches and other accessories that may conceal a restricted article and these shall also be x-ray screened. The x-ray machines used in the screening of cabin baggage are all 'film safe'. In circumstances where x-ray screening is not applicable, AVSECO shall conduct physical search on the item concerned, and where necessary supplemented by trace detection technology.
- 6.3 Plastic trays will be made available for passengers to insert small items and / or foodstuffs that require x-ray screening. Passengers will be encouraged to divest themselves of metallic objects that might alarm the archway metal detectors. Such items will be either x-ray screened or physically inspected by the security staff.
- 6.4 The passenger will be directed to proceed through the archway metal detector. Security staff shall pay particular attention to ensure that there is appropriate separation between passengers using the archway metal detector. Passengers shall be required to walk through at a normal pace. Running or jumping through the archway will not be permitted.
- 6.5 A reasoned secondary search of the passenger shall be conducted if:
- (a) the passenger alarms the archway metal detector; or
 - (b) in the judgement of the screener, the passenger displays undue nervousness, or arrogance or who appears to evade screening, conceal an item or in any other way suggests that he may have a restricted item.

The secondary search may either be typically by hand or it may be conducted using a hand held metal detector supported by a hand search. The search shall be thorough enough to account for all metallic and unidentified objects on the person.

- 6.6 If a hand search is to be performed then the searcher shall be of the same sex as the passenger. Secondary searches of passengers (including any hand search) are also conducted under this programme with the consent of the passenger undergoing such search. Such consent is normally tacit since access to the Enhanced Security Restricted Area is conditional on the passenger undergoing such screening. A refusal on the part of a passenger to undergo a secondary search will normally be suspicious and the Police will be alerted to the scene for investigation.
- 6.7 A reasoned secondary search of the cabin baggage shall be conducted if:
- (a) a suspect item or an item which cannot be identified and cleared by x-ray examination, is observed by the operator; or
 - (b) in the judgement of the screener, the passenger displays undue nervousness, or arrogance or who appears to evade screening, conceal an item or in any other way suggests that he may have a restricted item.

The search shall be conducted in the presence of the passenger. The passenger shall be invited to open the bag in order for its contents to be physically inspected. Further x-ray images may be taken of the bag from a different angle or of items within the bag.

- 6.8 Items that cannot be cleared by normal x-ray or physical inspection may be further screened using trace detection equipment. In the event that the trace detection equipment registers an alarm, AVSECO Duty Security Manager shall collate the detection result with the circumstance and determine whether assistance from the Airport Duty Manager and the Police is warranted.
- 6.9 Suspect Device Isolation Unit (SDIU) is provided at each screening point for temporary storage of unclear / unresolved items found during screening. AVSECO Duty Security Manager shall make decision whether to store the unclear / unresolved item in the SDIU.
- 6.10 The Aviation Security Authority may prescribe a percentage of random secondary searches of passengers and their cabin baggage, which are required to be undertaken in addition to any reasoned secondary searches described above. Such secondary searches may include both hand search as well as search by use of hand held metal detector. The percentage threshold may be set in relation to a threat level and may be adjusted commensurate with any change in the threat.
- 6.11 Private search cubicles will be provided in each of the departure search halls in case a passenger requests that a search be carried out discretely. Similar arrangements can be made at the transfer screening channels.
- 6.12 In the event of departing passengers at the Terminal 1, who have been security screened but before departure Immigration clearance, request returning to landside for personal reasons, they may leave the screening hall under the supervision of AVSECO through the designated exit.

**Doc 8973/9
RESTRICTED**



Aviation Security Manual

**Approved by the Secretary General
and published under his authority**

Ninth Edition — 2014

International Civil Aviation Organization

Attachment D4 – ICAO Document 8973, Aviation Security Manual paras

11.5.8 & 11.5.9

11.5.8 Screening of cabin baggage

11.5.8.1 The cabin baggage of all departing passengers should be screened using one or more of the following techniques:

- a) manual search of the content of each bag and item carried. Screeners should be particularly alert for suspicious signs, such as inconsistent weight;
- b) conventional X-ray;
- c) explosives trace detectors;
- d) liquid explosives detection systems (LEDS); and
- e) other appropriate technology and equipment.

11.5.8.2 All screening technology equipment should be used in accordance with the concept of operation provided by the manufacturer or the supplier.

11.5.8.3 Any item or bag that activates an equipment's alarm, or cannot be cleared by the normal screening process, should be referred for manual searches or be subjected to an alternate method of screening. Any item or bag which cannot be satisfactorily cleared after completing the entire screening process, including a manual search, should be denied entry into security restricted areas.

11.5.8.4 Screening equipment operators should always select baggage for secondary screening when:

- a) the screening equipment used generates an alarm that cannot otherwise be resolved;
- b) the screened baggage appears to contain a prohibited article, or an article for which its transport is restricted due to national regulation and therefore warrants further inspection;
- c) the operator cannot confirm that the screened baggage does not contain any prohibited article; or
- d) the screened baggage generates oblique, opaque or complicated images (when such images are available).

11.5.8.5 A proportion of cabin baggage should be subjected to secondary screening using the principles of randomness and unpredictability, insofar as this is practicable. The screening methods to be applied may include manual search, other screening technology equipment (e.g. ETD), or a combination thereof. The proportion of cabin baggage to be subjected to these measures should be based on a risk assessment carried out by the relevant authorities. A greater proportion may be applicable to specific flights considered to be under an increased threat.

11.5.9 Manual searches of cabin baggage

11.5.9.1 Manual searches of passenger cabin baggage should always be carried out in the presence of the owner of the baggage and should be carried out as follows:

- a) the baggage should be opened, preferably by the passenger, and examined to ensure that there is no false bottom. A straight edge gauge-rule, rod or other device may be used to establish whether there is a significant discrepancy in external and internal measurements;
- b) particular attention should be paid to the lining, trim, seams, rims, studs, zip fasteners, locks, hinges, wheels and handles to identify signs of tampering or repair that may indicate the concealment of a restricted article;

- c) the contents of the baggage should be removed layer by layer, with each layer being examined until the baggage is empty. The empty baggage should then be lifted by hand and assessed for balance and empty weight. If there is any suspicion that the baggage is not of uniform weight or not of a weight consistent with being empty, the baggage itself should be examined for concealment of restricted items and, if necessary, should be screened by X-ray equipment;
- d) electrical items, such as razors, calculators, radios, clocks, cameras and personal stereos including their accessories, should be examined to ensure that they have not been tampered with, are of the expected weight, are balanced and have no additional batteries. If necessary, an item should be screened by X-ray equipment to ensure that it has no additional power source or that there is no organic material within what should be an inorganic shell;
- e) articles such as vacuum flasks, books, umbrellas and crutches should be examined in sufficient depth, by X-ray equipment if necessary, to establish their bona fides;
- f) attention should be given to the contents of containers and bottles capable of holding volatile or flammable liquids. Liquids should be rejected when there are grounds for suspecting that they could lead to unruly or disruptive behaviour. Special attention should be given to liquids, aerosols, gels, creams, etc. as these could contain explosive or dangerous substances. Even in small quantities, such substances are potentially lethal because of the possibility that a team of perpetrators may combine their contents to construct an IED. Guidance on security controls for screening LAGs can be found in Appendix 22;
- g) searchers should look for greasy stains and small holes in the exterior of the baggage and for the smell of almonds, nail polish, glue, perfume or other masking vapours, which might indicate the presence of explosives; and
- h) the baggage should be closed and fastened on completion of the search, and held until the person presenting it has also been searched.

11.5.9.2 Screening officers should wear protective gloves when carrying out manual searches, and ensure that the owner of the baggage does not interfere with the search process, using assertive but courteous verbal commands if necessary.

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**Hong Kong
Aviation Security
Programme**

The Government of the Hong Kong Special Administrative Region

Attachment D5 – HKASP Part 6 paragraph 6.2.4

Screening of Persons, Articles and Vehicles

6.2.4 The airport manager shall ensure that a person, article or vehicle that is authorized in accordance with section 6.1.11 (a) and (b), to enter an airport restricted area, is screened to a standard sufficient reasonably to detect a restricted article, before the person, article or vehicle is permitted access to an enhanced security restricted area. Any security equipment used in such screening shall conform to the appropriate standards and requirements stipulated in Part 8 of this Programme and any screening staff shall conform to the appropriate standards and requirements stipulated in Part 9 of this Programme.



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Attachment D6 – HKIA ASP Part 8 (8)

8 Screening Procedures – Staff & Vehicles

- 8.1 Airport staff (i.e., Airport Restricted Area permit holders and their escortees (if any)) are required to be screened to a standard sufficient reasonably to detect a restricted article before accessing into the Enhanced Security Restricted Area. The screening of airport staff and their belongings shall be in the same manner as that applies to passengers and their cabin baggage as prescribed in Section 6.
- 8.2 During normal airport operations there is no exemption from security screening requirements for government officers from Police, Customs & Excise Department, Immigration Department and Fire Services Department whether such officers are in uniform or in plain clothes. Similarly, there is no exemption for officers from the Independent Commission Against Corruption. Those officers carrying firearms (Police, C&E and ICAC) whether overtly or covertly are also subject to security screening but with the following provisos.
- (1) They need not divest themselves of the firearms, ammunition and related equipment.
 - (2) They are required to walk through the Archway Metal Detector located at the screening point.
 - (3) Secondary search conducted by AVSECO shall not encompass the firearms, ammunition and related equipment.
- 8.3 Under emergency conditions officers from Police, Customs & Excise Department, Immigration Department and Fire Services Department are exempt from screening requirements at entry points to the Enhanced Security Restricted Area.
- 8.4 Airport Staff / permit holders on board vehicles or otherwise entering through one of the designated airfield perimeter gates or mid-field security screening points will be screened through the screening channel located at the gatehouse. Drivers will normally be screened beside their vehicle (using a hand held metal detector).
- 8.5 Vehicles shall be visually inspected. With the exception of vehicles operating under a 'sealed vehicle' protocol, all goods inside the vehicle will need to be removed and screened using an x-ray machine inside the gatehouse, unless (at the discretion of the gatehouse security supervisor) they can be visually checked and cleared inside the vehicle. Airport Organizations should therefore endeavour to keep the interiors of their vehicles clear of paraphernalia, so that the screening process can be expedited.



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Attachment D7 – HKIA ASP Part 11 (12)

12 Suspicious and Suspect Items

- 12.1 Under normal circumstances where generally there is a low security risk to the airport and civil aviation operations, an unattended bag within the Passenger Terminal Building will not normally in itself create sufficient grounds for considering it to be 'Suspect'. However, the Airport Authority (and AVSECO) shall actively discourage members of the public from leaving their belongings unattended.
- 12.2 However, during periods of elevated threat or if the circumstances in which a bag or article has been left unattended appear suspicious, then precautionary measures will need to be taken by AVSECO staff or the Police. This will entail:
- Making enquiries with other staff and passengers in the vicinity to establish ownership of the object and to account for its presence.
 - Visually inspecting the object for suspicious signs (e.g., threat notices, protruding wires, leaking chemicals or noise emissions, etc.), as well as checking for labels or luggage tags, which might identify the owner. **No attempt should be made to move or otherwise interfere with the object.**
 - If the owner can be identified, consideration may be given to making a PA announcement requesting the owner to retrieve the item.
 - If the owner cannot be identified and located and other enquiries in the vicinity have not been able to 'clear' the item, then AVSECO may use a trace detection unit to test the external surfaces of the item (without disturbing it) for traces of explosives. If the result indicates a 'Positive' trace of explosives then the item will be deemed to be 'Suspect' and the Police may declare a 'Major Security Incident'. If the trace detection test produces a 'Negative' result for traces of explosives then this will normally be sufficient to enable the bag to be 'cleared' and treated either as found property
 - However, during periods of elevated threat, such items may warrant additional precautions.
- 12.3 AVSECO is responsible for conducting trace detection on any suspicious baggage once alerted to the scene.