



DRAFT INTERNATIONAL STANDARD ISO/DIS 17712

ISO/TC 104

Secretariat: ANSI

Voting begins on:
2006-12-01

Voting terminates on:
2007-05-01

INTERNATIONAL ORGANIZATION FOR STANDARDIZATION • МЕЖДУНАРОДНАЯ ОРГАНИЗАЦИЯ ПО СТАНДАРТИЗАЦИИ • ORGANISATION INTERNATIONALE DE NORMALISATION

Freight containers — Mechanical seals

Conteneurs pour le transport de marchandises — Scellés mécaniques

(Revision of the second edition of ISO/PAS 17712:2006)

ICS 55.180.10

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Foreword

ISO (the International Organization for Standardization) is a worldwide federation of national standards bodies (ISO member bodies). The work of preparing International Standards is normally carried out through ISO technical committees. Each member body interested in a subject for which a technical committee has been established has the right to be represented on that committee. International organizations, governmental and non-governmental, in liaison with ISO, also take part in the work. ISO collaborates closely with the International Electrotechnical Commission (IEC) on all matters of electrotechnical standardization.

International Standards are drafted in accordance with the rules given in the ISO/IEC Directives, Part 2.

The main task of technical committees is to prepare International Standards. Draft International Standards adopted by the technical committees are circulated to the member bodies for voting. Publication as an International Standard requires approval by at least 75 % of the member bodies casting a vote.

Attention is drawn to the possibility that some of the elements of this document may be the subject of patent rights. ISO shall not be held responsible for identifying any or all such patent rights.

ISO 17712 was prepared by Technical Committee ISO/TC 104, *Freight containers*.

This second edition cancels and replaces the first edition (ISO/PAS 17712:2003), which has been technically revised.

Freight containers — Mechanical seals

1 Scope

This International Standard establishes uniform procedures for the classification, acceptance, and withdrawal of acceptance of mechanical freight container seals. It provides a single source of information on mechanical seals which are acceptable for securing freight containers in international commerce.

2 Normative references

The following standards contain provisions, which through reference in this text, constitute provisions of this standard. At the time of publication, the editions indicated were valid. All standards are subject to revision, and parties to agreements based on International Standards are encouraged to investigate the possibility of applying the most recent editions of the standards indicated below. Members of ISO maintain registers of current, valid International Standards.

ISO 9001:2000, *Quality management systems – Requirements*

ISO/IEC 17025, *General requirements for the competence of testing and calibration laboratories*

3 Terms and definitions

For the purposes of this document, the following terms and definitions apply.

3.1

seal

mechanical device marked with a unique identifier, which is externally affixed to the container doors and designed to evidence tampering or intrusion through the doors of a container and to secure closed doors of a container

NOTE In addition, depending on its construction, the seal provides varying degrees of resistance to an intentional or unintentional attempt to open it or to enter the freight container through the container doors.

3.2

high security seal

seal that is constructed and manufactured of material such as metal or metal cable with the intent to delay intrusion

NOTE High security seals generally must be removed with quality bolt cutters or cable cutters. They require inspection to indicate whether tampering has occurred or entry has been attempted.

3.3

security seal

seal that is constructed and manufactured of material that provides limited resistance to intrusion and requires lightweight tools for removal

NOTE Security seals require inspection to indicate whether tampering has occurred or entry has been attempted.

3.4

indicative seal

seal that is constructed and manufactured of material that can easily be broken by hand or by using a simple snipping tool or shear

NOTE Indicative seals require inspection to indicate whether tampering has occurred or entry has been attempted.

3.5

mechanical seal types and requirements

3.5.1

types of mechanical seal

3.5.1.1

wire seal

length of wire secured in a loop by some type of seizing device

EXAMPLE Crimp wire, fold wire and cup wire seals.

3.5.1.2

padlock seal

locking body with a bail attached

EXAMPLE Wire shackle padlock (metal or plastic body), plastic padlock and keyless padlock seals.

3.5.1.3

strap seal

metal or plastic strap secured in a loop by inserting one end into or through a protected (covered) locking mechanism on the other end

3.5.1.4

cable seal

cable and a locking mechanism

EXAMPLE On a one-piece seal, the locking or seizing mechanism is permanently attached to one end of the cable. A two-piece cable seal has a separate locking mechanism which slips onto the cable or prefabricated cable end.

3.5.1.5

bolt seal

metal rod, threaded or unthreaded, flexible or rigid, with a formed head, secured with a separate locking mechanism

3.5.1.6

cinch or pull-up seal

indicative seal consisting of a thin strip of material, serrated or non-serrated, with a locking mechanism attached to one end

NOTE The free end is pulled through a hole in the locking mechanism and drawn up to the necessary tightness. Cinch or pull-up type seals may have multiple lock positions. These seals are generally made of synthetic materials such as nylon or plastic. They should not be compared to simple electrical ties.

3.5.1.7

twist seal

steel rod or heavy-gauge wire of various diameters, which is inserted through the locking fixture and twisted around itself by use of a special tool

3.5.1.8

scored seal

metal strip which is scored perpendicular to the length of the strip

NOTE The strip is passed through the locking fixture and bent at the score mark. Removal of the seal requires bending at the score mark which results in breakage of the seal.

3.5.1.9

label seal

frangible seal consisting of a paper or plastic backing with adhesive

NOTE The combination of backing and adhesive are chosen to cause the seal to tear when removal is attempted.

3.5.1.10

barrier seal

designed to provide a significant barrier to container entry

EXAMPLE A barrier seal may, for example, enclose a portion of the inner locking rods on a container. Barrier seals may be designed to be reusable.

4 Seal requirements

4.1 General

4.1.1 Security and high security seals shall be strong and durable so as to prevent accidental breakage and early deterioration (due to weather conditions, chemical action, etc.).

4.1.2 All classes of seals shall be capable of being affixed easily and quickly and shall be designed and constructed to prevent undetectable tampering under normal usage.

4.2 Marking

4.2.1 Seals shall be identified by unique marks (such as a logotype) and unique numbers that are readily legible; markings intended for unique identification of the seal shall be considered permanent. All seals shall be uniquely numbered and identified.

4.2.2 Qualifying seals shall be marked or stamped in a readily legible way to identify their classification as indicative ("I"), security ("S"), or high-security ("H") seals. In order to be qualifying, the seal must (a) meet the appropriate physical parameters in this document and (b) be manufactured by a firm that is verifiably compliant with Annex A to this standard. Any modification of markings shall require obvious irreversible physical, chemical, heat or other damage to or destruction of the seal.

4.2.3 Seals shall be designed and constructed so as not to permit removal or undoing without breaking, or tampering without leaving clear visible evidence.

4.2.4 In the case of reusable devices, the seal number should be carried on the portion designed to be cut off so as to preclude its reuse.

4.2.5 Manufacturers should be able to identify their own products.

4.3 Identification marks

Regulatory authorities and private customers may require identifiers that go beyond the requirements of this document.

- a) seals intended for use on freight containers moving under customs laws as instruments of international trade shall be separately approved and marked as determined by the relevant customs organization or competent authority;

- b) if the seal is to be purchased and used by customs, the seal or fastening, as appropriate, shall be marked to show that it is a customs seal by application of unique words or markings designated by the appropriate customs organization and a unique identification number;
- c) if the seal is to be used by private industry (i.e. a shipper, manufacturer or carrier), it shall be clearly and legibly marked and uniquely numbered and identified. It may also be marked with a company name or logo.

4.4 Evidence of tampering

Different seal types evidence tampering in different ways. Some examples of this are:

- a) easy opening of the seal under hand pressure;
- b) absence of free play/rotation;
- c) frayed appearance of wire or cable;
- d) evidence of glue or application of heat;
- e) blushing / colour change of plastic coating;
- f) irregular identifiers;
- g) scratches or nicks adjacent to the locking mechanism;
- h) deformation of the locking mechanism;
- i) apparent rebuilding or substitution of component parts .

5 Testing

5.1 General

The general type of seal and its configuration shall be used to configure the appropriate test fixture.

5.2 Tensile test

A pull test shall be conducted to determine the strength of a seal's locking mechanism. The test fixture shall apply a uniform load to the seal in a manner that simulates reversal of the motion used to lock the seal. The load shall be slowly applied until the seal forcibly opens or is otherwise broken.

The seal shall be classified based on the tensile force recorded at the time of failure of the seal based on the criteria set forth in Table 1.

Suggested apparatus for conducting tensile tests is given in Figures 1 to 5.

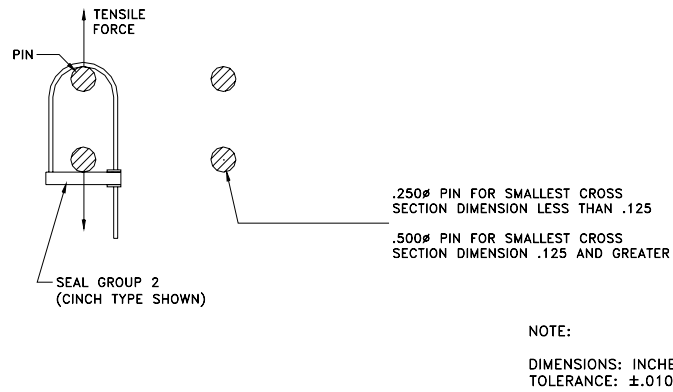


Figure 1 — Tensile test method – wire seals

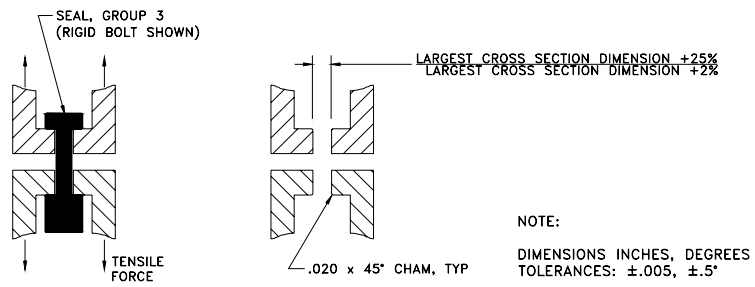


Figure 2 — Tensile test method – bolt seals

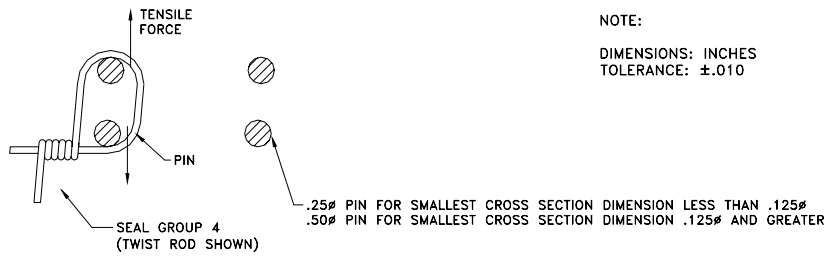


Figure 3 — Tensile test method – twist seals

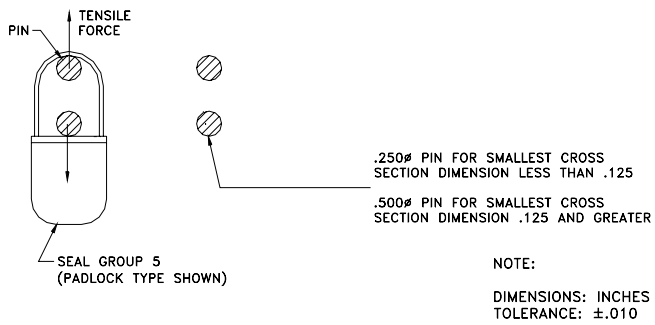


Figure 4 — Tensile test method – padlock seals

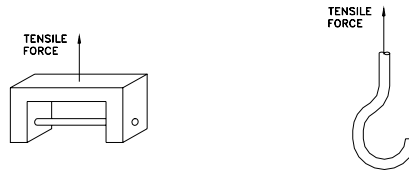


Figure 5 — Tensile force

Table 1 — Tensile test seal classification requirements

Load to failure kN ^{a)}	Seal classification
10,0	High security seal
2,27	Security seal
< 2,27	Indicative seal
a) 1 J = 0,737 562 1 ft-lbf 1 N = 0,224 808 9 lbf 1 kg-f = 2,204 585 5 lbf 1 Nm = 0,737 562 1 ft-lbf	

5.3 Shear test

5.3.1 A shear test shall be conducted to test the ability of a seal to withstand cutting with shearing blades, as might be implemented with bolt cutters. The cutting blades used in the test fixture shall be sufficiently well aligned that seals are cut and not merely deformed as might occur with a thin, flexible seal and misaligned blades. The compressive load shall be applied slowly until the seal is severed.

5.3.2 The seal shall be classified based on the compressive load recorded at the time of failure of the seal based on the loads set forth in Table 2.

Suggested apparatus for conducting shear tests is given in Figure 6.

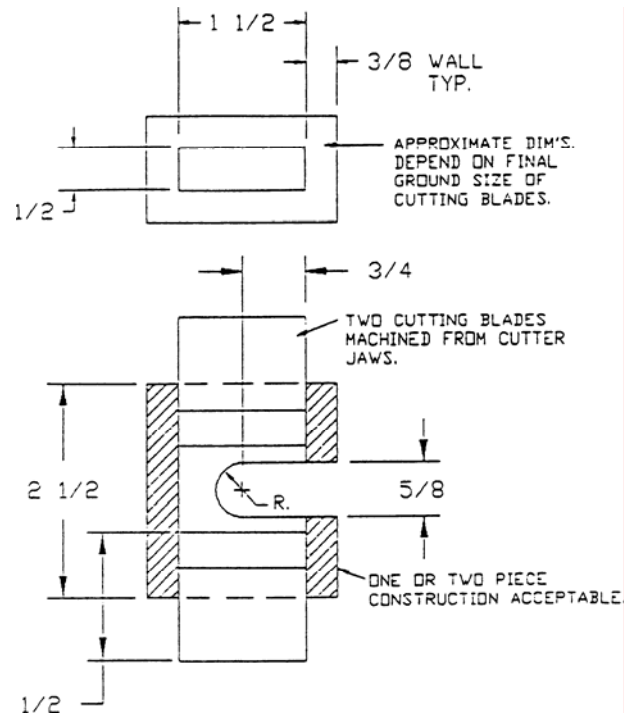


Figure 6 — Shear test

Table 2 — Shear test seal classification requirements

Load to failure	Seal classification
kg-f ^a	
341	High security seal
227	Security seal
< 227	Indicative seal
a 1 J = 0,737 562 1 ft-lbf 1 N = 0,224 808 9 lbf 1 kg-f = 2,204 585 5 lbf 1 Nm = 0,737 562 1 ft-lbf	

5.4 Bending test

5.4.1 The bending test is conducted to determine the resistance of a seal to failure under bending loads. How the test is run shall be based on the sub classification of the seal as either flexible or rigid. Flexible seals shall be tested for their ability to resist repeated bending cycles without failure. Rigid seals shall be tested to determine their resistance to deformation by bending.

5.4.2 For flexible seals, fix the locking end and flex the material adjacent to this fixed end repeatedly through an arc of 180° until failure. Record the number of cycles through this 180° arch and base classification of the seal on the number of cycles shown in Table 3.

5.4.3 For single-shaft rigid seals, fix the locking end and then fit a tube or other suitable lever over the remaining portion of the seal. Apply a load on the lever so as to bend the seal 90°. Record the load required to bend the seal and the distance above the fixed end of the seal (the moment arm) that the load is applied. Base classification of the seal on the maximum bending moment recorded and that shown in Table 3.

5.4.4 For rigid seals with two shafts such as in a padlock, fix the locking end and then fit a bar or rod through the opening between the two shafts. Rotate the rod or bar until it is in contact with both shafts. Continue to rotate the bar in the same direction an additional 90°. Record the torsional force needed to achieve the 90° rotation or to cause failure of the locking mechanism if that occurs prior to achieving the 90° rotation. Base classification of the seal on the maximum bending moment recorded and that shown in Table 3.

Suggested apparatus for conducting bending tests is given in Figure 7 to 9.

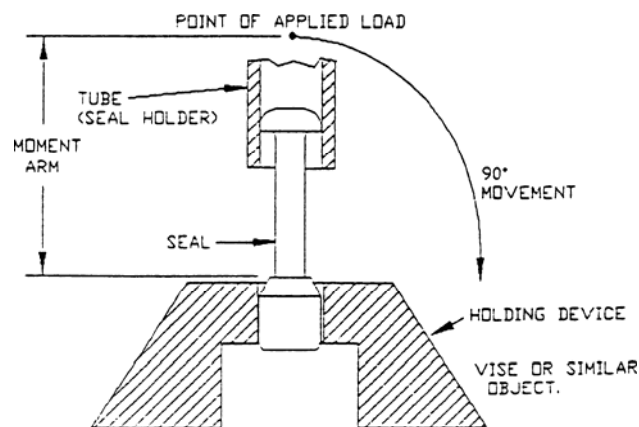


Figure 7 — Bending test

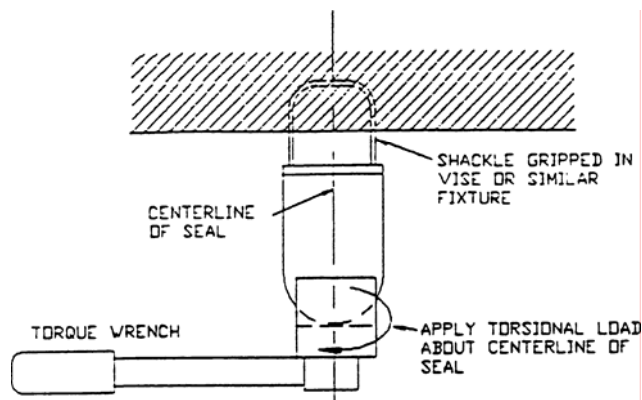


Figure 8 — Bending test

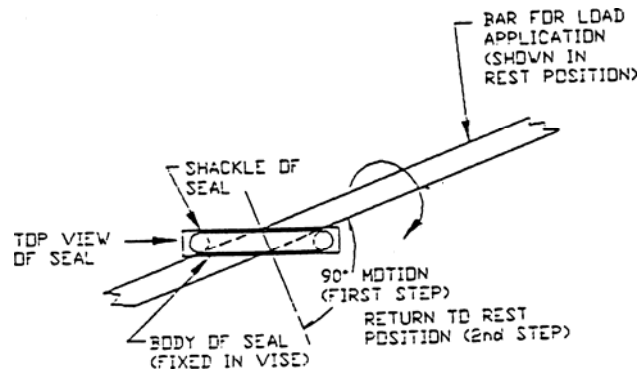


Figure 9 — Bending test

Table 3 — Bending test seal classification requirements

Cycles to failure (flexible seals)	Bending moment to failure (rigid seals) Nm ^a	Seal classification
501	50	High security seal
251	22	Security seal
< 251	< 22	Indicative seal

^a 1 Nm = 0,737 562 1 ft-lbf

5.5 Impact test

5.5.1 The impact test shall be conducted to determine the resistance of the seal to an impact load at 18 °C and – 27 °C. The test fixture shall be devised so the impact load is applied at the locking mechanism of the seal in the direction opposite the direction used in locking the seal. Using apparatus similar to that employed in the tensile test adding a provision for applying impact loads to the hardware requirements. The impact load shall be applied five times at a load equivalent to 13,56 J. Subsequent impact test sequences shall be run at a load that is 13,56 J higher than the previous five impact loads. Impacts shall be run until the seal fails or successfully withstands five impacts at 40,68 J. A second seal shall be tested at the second temperature.

5.5.2 If the seal fails prior to completion of the five impact cycles, it shall be classed based on the next lower set of values. The value at which the seal fails shall be recorded and used to determine the seal's classification. The values set forth in Table 4 shall be the basis for this determination.

Table 4 — Impact test seal classification requirements

Low temperature impact load J ^a	High temperature impact load J ^a	Seal classification
40,68	40,68	High security seal
27,12	27,12	Security seal
< 27,12	< 27,12	Indicative seal
^a 1 J = 0,737 562 1 ft-lbf 1 N = 0,224 808 9 lbf 1 kg-f = 2,204 585 5 lbf 1 Nm = 0,737 562 1 ft-lbf		

5.6 Test report

The test report shall contain as a minimum the following information:

- a) identification/description of the test specimen;
- b) reference to this International Standard (ISO/PAS 17712);
- c) results of the test: (a)..., (b).....as specified in the individual tests;
- d) (conditioning, pre-treatment, etc.);
- e) temperature and the relative humidity in the test room throughout the test;
- f) details of the supply and monitoring equipment and the response criteria;
- g) details of any deviation from this International Standard or from the international standards to which reference is made, and details of any operations regarded as optional.

Annex A (normative)

Seal manufacturers' security-related practices

A.1 Introduction

This normative annex addresses security-related practices relevant to the manufacture and distribution of security seals that conform to ISO 17712.

The structure of this document reflects the six stages in the life of a freight container seal, as shown in the table below. Since this document is about the security-related practices of seal manufacturers, the focus within each stage is on the actions within the purview of those manufacturers.

“Manufacturer,” as used in this annex, refers to the entity responsible for the design and sale of the product. While that entity usually owns and operates the producing factory, this is not always the case since firms may subcontract the actual production. In the case of subcontract production, “manufacturer” refers to the firm that drives the process and brings the product to market, not to the operator/owner of the xyz factory.

Table A.1 — Six stages in the life of a freight container seal

Stage Number	Stage Name	Role of Seal/Device Manufacturers
1	Design Process	Total responsibility
2	Manufacturing	Total responsibility
3	Distribution	Must set standards and expectations of distributors and re-sellers. Must help educate distributors and re-sellers.
4	User Knowledge and Discipline	Must help educate users in the care of seals prior to their application to containers, trailers, or other receptacles. Must help educate users in correct use of seals.
5	In-Transit Management	May help users and regulators educate supply chain personnel.
6	After-Life	Total responsibility for maintaining data on production, sales, and ID numbers of seals. Must help educate distributors and re-sellers about maintaining historical data on their seal inventories and sales. Have no role in maintaining chain-of-custody information on completed cargo shipments

A.2 Manufacturer security-related practices in stage 1, design process

- 1) Manufacturers shall design and classify the physical performance characteristics of seals in accordance with ISO 17712. The body of the standard establishes uniform procedures for classification of mechanical seals for freight containers. The specification defines physical parameters for different levels of a seal's physical performance — indicative seals, security seals, and high security seals;
- 2) Although the international standard is designed for marine containers, seals that conform to it are suitable for other applications, such as bulk railcars or truck trailers used in cross-border and domestic operations;
- 3) Manufacturers will endeavour to 'design-in' effective tamper resistance and tamper evidence for all their seal products.

A.3 Manufacturer security-related practices in stage 2, manufacturing

A.3.1 General

This clause describes the security-related practices to be applied by seal manufacturers during stage 2. As with the other stages, not every point applies in every situation. If a manufacturer elects not to apply a point because it does not apply to a particular facility, then the manufacturer shall document the rationale for this action and keep it on file for review by certification and regulatory authorities.

A.3.2 Seal manufacturer certification

- 1) Manufacturer shall maintain ISO 9001:2000 or equivalent certification on all company-owned manufacturing facilities;
- 2) When purchasing contract production services for market-ready seal products, manufacturer shall purchase from ISO 9001: 2000 (or equivalent) certified plants;
- 3) If a manufacturer's facility or outside production facility for market-ready seal products loses its ISO 9001:2000 or equivalent certification, notification shall be sent to the appropriate customs administrations if de-certification impacts the use of that company's specific product in international trade;
- 4) The security practices referenced herein shall be implemented in accordance with this document;
- 5) Manufacturer shall accept random and unannounced inspections of facilities and documentation for conformance with this document; inspections are to be accomplished by appropriate third-party certification bodies;¹
- 6) Manufacturer shall conduct an initial security risk assessment of its facilities, and periodic update reviews, and implement countermeasures and/or policies to overcome potential vulnerabilities or threats;
- 7) Manufacturer shall assign responsibility for security and product integrity to knowledgeable individual(s), with a principal point of contact;
- 8) Manufacturer shall agree to cooperate with relevant law enforcement officials;

¹ The "certification bodies" shall be governmental agencies or accredited independent organizations. Nothing in this document implies that industry certifying or regulatory bodies would reveal trade secrets or proprietary information among competitors.

- 9) Manufacturer shall cooperate with regulatory or certification bodies in responding to questions or issues regarding compliance, irregularities, copying, etc. ;²
- 10) Manufacturer shall develop and maintain a crisis management strategy to prepare for and respond to tampering and other malicious, criminal, or terrorist actions; the strategy shall provide guidelines to segregating and securing affected product;
- 11) Manufacturer shall promote seal security awareness among all staff. Security awareness includes identification of whom in management they should alert about potential security problems (24-hour contacts);
- 12) Manufacturer shall require background checks on all employees to the extent allowed under local law or regulation.

A.3.3 Seal product certification

- 1) Manufacturer shall, on an annual basis, submit all relevant products to a testing laboratory to insure the product complies with ISO 17712. The testing lab shall be certified according to the standards outlined in ISO/IEC 17025;
- 2) Manufacturer shall mark seals with its company identity;
- 3) Manufacturer shall produce seals with unique numbers and identifiers. Manufacturer shall not re-use or duplicate these unique seal numbers or identifiers unless authorized by the *bona fide* user for the specific seal application;
- 4) Manufacturer shall track the physical identifiers of all seals and related products that it produces or has produced for it. Manufacturers shall record, by seal type, the number/identifier, date of finished production, date of order, date seals were shipped, and names of consignee(s). Manufacturer shall retain this information for a period of at least seven (7) years in a manner that makes it readily available upon request by a regulatory or certification body;
- 5) Manufacturer shall restrict the distribution of custom-designed seal application and/or removal tools to facilities authorized by the *bona fide* user;
- 6) Manufacturer shall segregate and render non-functional any incidental production of scrap seal product before disposal;
- 7) Manufacturer shall control access to production and storage areas and loading docks and stores seals and related devices in secure areas;
- 8) Manufacturer shall lock all loaded trailers or containers on the premises;
- 9) Manufacturer shall “inspect what it expects,” by verifying driver identification, if applicable, and verifying the load and count of inbound seal components;
- 10) Manufacturer shall implement a policy for off-hour deliveries to ensure prior notice of these deliveries. The policy will require the presence of an authorized individual to receive these shipments. Advance notification, by phone, fax, or e-mail, should be required from all vendors/suppliers for incoming deliveries.

² See note 1 above.

A.4 Manufacturer security-related practices in stage 3, distribution

Sales organizations such as distributors or resellers can enhance or undermine even the best manufacturer's security program. The manufacturer/responsible party shall help educate their distributors and resellers about the importance, mutual advantage, and specifics of effective seal security programs.

The manufacturer/responsible party shall set guidelines and should undertake to ensure that their distributors and resellers comply with the following security-related guidelines:

- 1) Distributor/reseller shall permit manufacturer to review its security procedures;
- 2) Manufacturer, if it becomes aware of a gap in distributor/reseller security practices, shall identify that gap and recommend needed changes that will provide seals and related devices with the necessary oversight and accountability;
- 3) Distributor/reseller shall not sell seals or related devices without the manufacturer (responsible party's) identity marked on the devices;
- 4) Distributor/reseller shall record all aspects of a seal shipment, including source, seal numbers and identifiers, description and the name and address of the individual placing the order and the consignee for the order. Distributor/reseller shall retain such records for a period of at least seven (7) years. Upon request from a government regulatory agency, the distributor/reseller shall make the necessary records available to assist the agency in the investigation of a cargo shipment incident;
- 5) Distributor/reseller shall conduct an initial security risk assessment of its facilities and implement countermeasures and/or policies to overcome potential vulnerabilities or threats;
- 6) Distributor/reseller shall control access to storage areas and loading docks, and store seals and related devices in secure areas;
- 7) Distributor/reseller shall lock all loaded trailers or containers on the premises;
- 8) Distributor/reseller shall "inspect what it expects," by verifying driver identification, if applicable, and verifying the load and count of inbound seal components;
- 9) Distributor/reseller shall implement a policy for off-hour deliveries to ensure prior notice of these deliveries. The policy will require the presence of an authorized individual to receive these shipments. Advance notification, by telephone, facsimile transmission, or email, should be required from all vendors/suppliers for incoming deliveries.

A.5 Manufacturer security-related practices in stage 4, user knowledge and discipline

This stage focuses upon the security-related practices of *bona fide* users, including government agencies, such as Customs administrations that might apply seals to a container shipment. The influence and responsibility of seal manufacturers in stage 4 is limited to education.

Security-related practices, in this instance, can be enhanced by the seal through the inclusion of educational information about seals on product cartons, product literature, the Internet, and on-site training when appropriate.

- 1) Manufacturers shall help educate users in the importance of proper control of and record-keeping about seals *prior to* their application and use;
- 2) Manufacturers shall help educate users in correct and most effective use of seals, including conformance with applicable standards and regulations.

A.6 Manufacturer security-related practices in stage 5, in-transit management:

In-transit shipment chain-of-custody falls beyond the responsibility of the seal manufacturer. However, manufacturers may help users and regulators educate supply chain personnel.

Such education involves the application of chain-of-custody principles. Such principles may include assuring that readers are functioning, that the seal is the right type, that its number has been documented and verified, that its application is correct, and that an audit trail is established. In addition, the principles may include a seal anomaly policy, such as procedures to follow if tampering is noted during a shipment.

A.7 Manufacturer security-related practices in stage 6, after-life:

Most of the post-shipment stage in the life cycle of a seal relates to maintaining chain-of-custody information about the shipment of goods itself. Seal manufacturers have no role in maintaining chain-of-custody information on completed cargo shipments.

Manufacturers' responsibilities and best practices relate to data about the seals themselves. These responsibilities and practices are covered in Stages 2, 3 and, to a lesser extent, 4. Manufacturers' retain:

- 1) Total responsibility for maintaining the manufacturer's data on seal production, sales, and unique numbers and identifiers;
- 2) Responsibility to educate distributors and re-sellers about maintaining historical data on their seal inventories and sales, and to educate users about maintaining historical data on their seal inventories.

Bibliography

- [1] ISO 31 (all parts), *Quantities and units*³⁾
- [2] ISO 690, *Documentation — Bibliographic references — Content, form and structure*
- [3] ISO 690-2, *Information and documentation — Bibliographic references — Part 2: Electronic documents or parts thereof*
- [4] ISO/IEC TR 10000-1, *Information technology — Framework and taxonomy of International Standardized Profiles — Part 1: General principles and documentation framework*
- [5] ISO 10241, *International terminology standards — Preparation and layout*

3) Under revision and to be renumbered as ISO 80000-series