

Supporting Statement
Cargo Manifest/Declaration, Stow Plan, Container Status Messages, and Importer
Security Filing
1651-0001

A. Justification

- 1. Explain the circumstances that make the collection of information necessary. Identify any legal or administrative requirements that necessitate the collection. Attach a copy of the appropriate section of each statute and regulation mandating or authorizing the collection of information.**

CBP Form 1302: The master or commander of a vessel arriving in the United States from abroad with cargo on board must file CBP Form 1302, *Inward Cargo Declaration*, or submit the information on this form using a CBP-approved electronic equivalent. CBP Form 1302 is part of the manifest requirements for vessels entering the United States and was agreed upon by treaty at the United Nations Inter-government Maritime Consultative Organization (IMCO). This form and/or electronic equivalent, is provided for by 19 CFR 4.5, 4.7, 4.7a, 4.8, 4.33, 4.34, 4.38, 4.84, 4.85, 4.86, 4.91, 4.93 and 4.99 and is accessible at:

<https://www.cbp.gov/newsroom/publications/forms?title=1302>.

Although the form has been mostly automated through the Automated Commercial Environment (ACE), there are still circumstances where a paper CBP form 1302 is required due to not being captured in ACE; Such as the data elements for equipment of the vessel which is intended for discharge or empty containers being transported coastwise. CBP is working to automate the remaining use cases of the CBP form 1302 through the Vessel Entrance and Clearance System (VECS). Some data elements may be collected via the Electronic Notice of Arrival/Departure (eNOAD), however, the eNOAD system does not have all of the data elements on CBP Form 1302. This form is not required to be submitted in hard copy for cargo brought to the United States with the intent to import and/or carry onboard in trade but is required for ship's equipment which is intended for discharge.

CBP Form 1302A: The master or commander of a vessel departing from the United States must file CBP Form 1302A, *Cargo Declaration Outward With Commercial Forms*, or CBP-approved electronic equivalent, with copies of bills of lading or equivalent commercial documents relating to all cargo encompassed by the manifest. This form and/or electronic equivalent, is provided for by 19 CFR 4.62, 4.63, 4.75, 4.82, and 4.87-4.89, and is accessible at:

https://www.cbp.gov/newsroom/publications/forms?title_1=1302A

Electronic Ocean Export Manifest: CBP began a pilot in 2015 to electronically collect the ocean export manifest information. This information is transmitted to CBP

in advance via the Export Information System within the Automated Commercial Environment (ACE).

CBP Form 7509: The aircraft commander or agent must file Form 7509, *Air Cargo Manifest*, with CBP at the departure airport, or respondents may submit the information on this form using a CBP-approved electronic equivalent. CBP Form 7509 contains information about the cargo onboard the aircraft. This form, and/or electronic equivalent, is provided for by 19 CFR 122.35, 122.48, 122.48a, 122.52, 122.54, 122.73, 122.113, and 122.118 and is accessible at: https://www.cbp.gov/newsroom/publications/forms?title_1=7509

Air Cargo Advance Screening (ACAS): Respondents submit a subset of the required 19 CFR 122.48a data elements (ACAS Data) at the earliest point practicable prior to loading of the cargo onto the aircraft destined to or transiting through the United States. ACAS Data is transmitted via a CBP-approved electronic interchange system within prescribed time frames. Currently, the ACAS data consists of:

- (1) Air waybill number
- (2) Total quantity based on the smallest external packing unit
- (3) Total weight of cargo
- (4) Cargo description
- (5) Shipper name and address
- (6) Consignee name and address
- (7) Master air waybill (MAWB) number (conditional)
- (8) Second notify party (optional)
- (9) Additional data elements listed in 19 CFR 122.48a may optionally be provided on the ACAS timeframe
 - a. Trip/flight number
 - b. Carrier/ICAO (International Civil Aviation Organization) code
 - c. Airport of arrival
 - d. Airport of origin
 - e. Scheduled date of arrival
 - f. Consolidation identifier
 - g. Split shipment indicator
 - h. Permit to proceed information
 - i. Identifier of other party which is to submit additional air waybill information
 - j. In-bond information
 - k. Local transfer facility
 - l. Flight departure message
 - m. In-bond information
 - n. The total quantity of the cargo covered by the house air waybill based on the smallest external packing unit
 - o. The total weight of the cargo covered by the house air waybill
 - p. Description
 - q. Permit-to-proceed information

- r. Boarded quantity
- s. Boarded weight
- (10) Any additional information regarding ACAS data elements (optional)

Changes to ACAS:

Through the Enhanced ACAS interim final rule (IFR), CBP has amended its regulations to include additional data elements. The ACAS program enhances the security of flights carrying cargo into the United States by requiring the transmission of certain air cargo data and performing targeted risk assessments based on the transmitted data prior to an aircraft's departure for the United States. These risk assessments identify and prevent high-risk air cargo from being loaded onto an aircraft that could pose a risk to an aircraft during flight. In addition to the original ACAS data elements, Enhanced ACAS adds several mandatory and conditional data elements. These additional data elements consist of:

- (1) Consignee email address (mandatory)
- (2) Consignee phone number (mandatory)
- (3) Shipment packing location and/or scheduled shipment pickup location (mandatory)
- (4) Ship to party (mandatory)
- (5) Verified Known Consignor (mandatory, but conditional)
- (6) Shipper email address (mandatory, but conditional)
- (7) Shipper phone number (mandatory, but conditional)
- (8) Customer account name (mandatory, but conditional)
- (9) Customer account issuer (mandatory, but conditional)
- (10) Customer account number (mandatory, but conditional)
- (11) Customer account shipping frequency/volume (mandatory, but conditional)
- (12) Customer account establishment date (mandatory, but conditional)
- (13) Customer account billing type (mandatory, but conditional)
- (14) Unmasked internet protocol (IP) address or media access control (MAC) address of the device used during account creation (mandatory, but conditional)
- (15) Unmasked internet protocol (IP) address or media access control (MAC) address of the device used to initiate the shipping transaction and the unmasked IP address or MAC address of the device used to file the ACAS filing each time an ACAS filing is submitted (mandatory, but conditional)
- (16) Shipping cost (mandatory, but conditional)
- (17) Biographic data (mandatory, but conditional)
- (18) Link to product listing and unmasked internet protocol (IP) address or media access control (MAC) address of the device used by the consignee to purchase the product (mandatory, but conditional)

In tandem with the Enhanced ACAS interim final rule, CBP is also adding to the existing list of optional data elements that the public may provide at their discretion. CBP does not require trade members to provide this data. The list of optional data elements consists of:

- (1) Origin of Shipment
- (2) Declared Value
- (3) Harmonized Commodity Code (HTS-6 or HTS-10)
- (4) Transaction Type (e.g., B2B – business to business; B2C – business to consumer, etc.)
- (5) Special Handling Type
- (6) Customer Account Email Address
- (7) Customer Account Phone Number
- (8) Shipper Manufacturer Identification (MID) or Authorized Economic Operator (AEO) Number
- (9) Consignee Importer of Record number (or similar number)
- (10) Regulated Agent Name, Address and Code
- (11) ACAS Filing Type (e.g., Standard, Express, eCommerce, Postal)

Electronic Air Export Manifest: CBP began a pilot in 2015 to electronically collect the air export manifest information. This information is transmitted to CBP in advance via the ACE's Export Information System.

CBP Form 7533: The master or person in charge of a conveyance files CBP Form 7533, *INWARD CARGO MANIFEST FOR VESSEL UNDER FIVE TONS, FERRY, TRAIN, CAR, VEHICLE, ETC*, which is required for a vehicle or a vessel of less than 5 net tons arriving in the United States from Canada or Mexico, otherwise than by sea, with baggage or merchandise. Respondents may also submit the information on this form using a CBP-approved electronic equivalent. CBP Form 7533, and/or electronic equivalent, is provided for by 19 CFR 123.4, 123.7, 123.61, 123.91, and 123.92, and is accessible at:

https://www.cbp.gov/newsroom/publications/forms?title_1=7533

Electronic Rail Export Manifest: The rail carrier or its agent and other trade members (including non-vessel operating common carrier, freight forwarders, customshouse brokers (CHB), shipping agents, or anyone with direct knowledge of the export manifest data to provide specific pre-departure export manifest data to CBP) must provide electronic export manifest (EEM) data to CBP prior to the train departing a U.S. port of export. The rail carrier, its agent or any other trade member must provide the 6 data elements identified by CBP as the initial filing at least 12 hours prior to the train departing a U.S. port of export. The remaining rail EEM data elements must be provided at least two hours prior to a train departing a U.S. port of export. may also provide certain EEM data to CBP for rail exports at least two hours prior to the train departing the U.S. port of export. This advance information is transmitted to CBP via the ACE's Export Information System.

Manifest Confidentiality: An importer or consignee (inward) or a shipper (outward) may request confidential treatment of its name and address contained in manifests by following the procedure set forth in 19 CFR 103.31.

Vessel Stow Plan: For all vessels transporting containerized goods to the US the incoming carrier is required to electronically submit a vessel stow plan no later than 48 hours after the vessel departs from the last foreign port that includes information about the vessel and cargo. For voyages less than 48 hours in duration, CBP must receive the vessel stow plan prior to arrival at the first port in the United States. The vessel stow plan is provided for by 19 CFR 4.7c.

Container Status Messages (CSMs): For all containers destined to arrive within the limits of a U.S. port from a foreign port by vessel, the incoming carrier must submit messages regarding the status of events if the carrier creates or collects a container status message (CSM) in its equipment tracking system reporting that event. CSMs must be transmitted to CBP via a CBP-approved electronic data interchange system. These messages transmit information regarding events such as the status of a container (full or empty); booking a container destined to arrive in the United States; loading or unloading a container from a vessel; and a container arriving or departing the United States. CSMs are provided for by 19 CFR 4.7d.

Importer Security Filing (ISF): For most cargo arriving in the United States by vessel, the importer, or its authorized agent, must submit the data elements listed in 19 CFR 149.3 via a CBP-approved electronic interchange system within prescribed time frames outlined in 19 CFR 149.2. Transmission of these data elements provide CBP with advanced information about the shipment.

2. **Indicate how, by whom, and for what purpose the information is to be used. Except for a new collection, indicate the actual use the agency has made of the information received from the current collection.**

The information collected is essential to CBP's ability to control cargo, and for pre-arrival targeting of shipments for enforcement examination purposes. This information also improves CBP's ability to identify high-risk shipments in order to prevent smuggling and ensure cargo safety and security.

ACAS data is being used to target shipments before they are loaded onto aircraft destined for the United States. Receiving this subset of the air cargo manifest data earlier gives targeters the time needed to study the data and intelligence and, if needed, request additional screening before the cargo is en route to the United States.

3. **Describe whether, and to what extent, the collection of information involves the use of automated, electronic, mechanical, or other technological collection techniques or other forms of information technology, e.g. permitting electronic submission of responses, and the basis for the decision for adopting this means of collection. Also describe any consideration of using information technology to reduce burden.**

Ninety percent of the information in this information collection is transmitted to CBP using a variety of CBP approved electronic data interchange systems. Specifically methods of transmission are as follows:

- ACAS Data are transmitted via Electronic Data Interchange (EDI) to the Automated Targeting System (ATS)
- CBP Forms 7509, 7533, and 1302 are transmitted via EDI to the Automated Commercial Environment (ACE)
- Vessel Stow plans are transmitted either through EDI to ATS, Secure File Transfer Protocol (sFTP), or email.
- Importer Security Filing is submitted via EDI through the Automated Broker Interface (ABI) or Ocean ACE Manifest
- Container Status Messages are transmitted through sFTP or EDI (EDI)The automated export program for rail and the pilots for air and ocean are transmitted via the Export Information System within the Automated Commercial Environment.
- Some data elements, not collected through ACE or via the Electronic Notice of Arrival/Departure (eNOAD), will be collected through the new Vessel Entrance Clearance System (VECS) and will eliminate the remaining paper requirements for the CBP form 1302.

CBP conducted usability interviews and research with our trade partners. As a result of the data we collected, CBP was able to identify several improvements to customer experience, including streamlining existing collections by using electronic submission, prepopulating/automating, and reusing data from known information.

4. Describe efforts to identify duplication. Show specifically why any similar information already available cannot be used or modified for use for the purposes described in Item 2 above.

The ACAS data is a subset of the air cargo manifest data and is needed sooner than when the air cargo manifest must be submitted. Once ACAS is implemented, carriers will have the option to file the full air manifest filing in the ACAS timeline to satisfy both requirements in a single filing. Based on input from carriers, however, this is unlikely to happen and carriers requested that they remain able to submit the information twice since it is easier for carriers for file the data twice than it is to delete the portion that has previously been submitted as an ACAS filing.

5. If the collection of information impacts small businesses or other small entities describe any methods used to minimize burden.

The burdens associated with these information collections have been minimized as much as possible through electronic transmission available in ACAS, AES, ACE,

ATS, and VECS. This data is needed for security or facilitation purposes, so it is not feasible to exempt small entities from its submission.

6. Describe consequences to Federal program or policy activities if the collection is not conducted or is conducted less frequently.

The consequence to the Federal program or policy if the information were collected less frequently would be a loss of control over imported merchandise, a potential loss of revenue, and security vulnerabilities.

7. Explain any special circumstances.

This information collection is conducted in a manner consistent with the guidelines in 5 CFR 1320.5(c)(2).

8. If applicable, provide a copy and identify the date and page number of publication in the Federal Register of the agency's notice, required by 5 CFR 1320.8(d), soliciting comments on the information collection prior to submission to OMB. Summarize public comments received in response to that notice and describe actions taken by the agency in response to these comments. Specifically address comments received on cost and hour burden.

Public comments will be solicited through an Interim Final Rule (IFR) published on November 21, 2025 (90 FR 52796).

9. Explain any decision to provide any payment or gift to respondents, other than remuneration of contractors or grantees.

There is no offer of a monetary or material value for this information collection.

10. Describe any assurance of confidentiality provided to respondents and the basis for the assurance in statute, regulation, or agency policy.

Privacy coverage is provided by:

- [DHS/CBP/PIA-003 Automated Commercial Environment](#) (all PIAs in this series), which provides an overview of ACE, how participants electronically file trade documentation, and the information maintained in ACE that supports the export process. CBP Privacy recommends an update to this PIA series to describe ACE EEM in detail and that the export manifest filing and review processes will now become fully automated.
- [DHS/CBP/PIA-020 Export Information System \(EIS\)](#), which provides notice to the public about how CBP collects, uses, and maintains paper and electronic

records required to track, control, and process cargo exported from the United States.

- 11. Provide additional justification for any questions of a sensitive nature, such as sexual behavior and attitudes, religious beliefs, and other matters that are commonly considered private. This justification should include the reasons why the agency considers the questions necessary, the specific uses to be made of the information, the explanation to be given to persons from whom the information is requested, and any steps to be taken to obtain their consent.**

There are no questions of a sensitive nature.

- 12. Provide estimates of the hour burden of the collection of information.**

COLLECTION	TOTAL BURDEN HOURS	NUMBER OF RESPONDENTS	NUMBER OF RESPONSES PER RESPONDENT	TOTAL RESPONSES	TIME PER RESPONSE
Air Cargo Manifest (CBP Form 7509)	366,600	215	6,820.47	1,466,400	15 minutes
Air Cargo Advanced Screening (ACAS) Data	0	281	4,383,096.99	1,231,650,254	0 minute
Enhanced ACAS Data – Verified Known Consignors	0	281	4,383,096.99	1,231,650,254	0 minute
Enhanced ACAS Data – Non-Verified Known Consignors	3,122,954	281	666,823	187,377,263	1 minute
Inward Cargo Manifest for Truck, Rail, Vehicles, Vessels, etc. (CBP Form 7533)	962,940	33,000	291.8	9,629,400	6 minutes
Inward Cargo Declaration (CBP Form 1302)	1,500,000	10,000	300	3,000,000	30 minutes
Export Cargo Declaration (CBP Form 1302A)	10,000	500	400	200,000	3 minutes
Importer Security Filing	8,100,000	240,000	33.75	8,100,000	1 hour
Vessel Stow Plan	31,803	163	109	17,767	1.79 hours
Container Status Messages	23,996	60	4,285,000	257,100,000	.0056 minutes

13. Provide an estimate of the total annual cost burden to respondents or record keepers resulting from the collection of information.

CBP estimates that ACAS filers and software vendors will incur IT costs of \$60 million to modify their systems to submit this data. They will then incur ongoing operating costs of approximately \$5 million per year. In addition, CBP estimates costs associated with requiring ACAS filers to retain certain biographic information when required by CBP to be \$56,200 annually.

14. Provide estimates of annualized cost to the Federal Government. Also provide a description of the method used to estimate cost, which should include quantification of hours, operational expenses (such as equipment overhead, printing, and support staff), and any other expense that would not have been incurred without this collection of information.

The estimated annual cost to the Federal Government associated with the review of these records is \$1,672,869,887. This is based on the number of responses that must be reviewed (286,001,405) multiplied by the time burden to review and process each response (5 minutes or .083 hours) = 23,833,450 hours multiplied by the average hourly loaded rate for a CBP Officer (\$70.19)³ = \$1,672,869,887. The new information collection requirement of providing enhanced ACAS data in advance for air cargo allows ATS to conduct the review of almost all responses provided. CBP officers are only expected to manually review on average 0.05 percent of ACAS responses.

15. Explain the reasons for any program changes or adjustments reported in Items 12 or 13.

CBP is publishing an IFR for enhanced ACAS data. There has been an increase in the total estimated annual burden hours to the public previously reported for this information collection. CBP adjusted the estimate to account for the increase in time burden when respondents are required to provide additional enhanced ACAS data elements. CBP notes that industry representatives report that there is no time burden for the original ACAS data elements due to IT updates that automate the process. Additionally, CBP updated the number of ACAS responses to accurately reflect the increase in air cargo shipments.

16. For collection of information whose results will be published, outline plans for tabulation, and publication.

³ CBP bases this wage on the FY 2024 salary and benefits of the national average of CBP Officer Positions, which is equal to a GS-11, Step 10. Source: Email correspondence with CBP's Office of Finance on June 17, 2024.

This information collection will not be published.

- 17. If seeking approval to not display the expiration date, explain the reasons that displaying the expiration date would be inappropriate.**

CBP will display the expiration date for OMB approval of this information collection.

- 18. “Certification for Paperwork Reduction Act Submissions.”**

CBP does not request an exception to the certification of this information collection.

B. Collection of Information Employing Statistical Methods

No statistical methods were employed.