

PRELIMINARY REVIEW
OF
SECURITY
DETROIT METROPOLITAN WAYNE COUNTY AIRPORT

PREPARED FOR
THE JOINT LEGISLATIVE SELECT COMMITTEE
ON THE WAYNE COUNTY DETROIT METROPOLITAN AIRPORT

May 1, 2000

The Honorable Glenn D. Steil
Michigan Senate
Co-Chairperson, Joint Legislative Select Committee
1020 Farnum Building
Lansing, Michigan
and
The Honorable James L. Koetje
Michigan House of Representatives
Co-Chairperson, Joint Legislative Select Committee
N1093 House Office Building
Lansing, Michigan

Dear Senator Steil and Representative Koetje:

This is our special report on our preliminary review of Security at the Detroit Metropolitan Wayne County Airport (the Airport). This report is in response to a request from the Joint Legislative Select Committee on the Wayne County Detroit Metropolitan Airport (the Committee) that we perform a preliminary review of the Airport.

The Committee identified seven general issue areas for us to consider in our preliminary review. This report on security addresses one of the seven issue areas.

This special report contains a background, purpose of report, overview of Airport security, scope of preliminary review, comments, and various exhibits.

Our procedures were of limited scope. Therefore, our review should not be considered an audit in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States.

We are available to present this special report to the Committee upon request. If this is the Committee's desire or if you have any questions or concerns regarding this review, please contact me.

AUDITOR GENERAL

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DETROIT METROPOLITAN WAYNE COUNTY AIRPORT

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** All exhibits of the Wayne County Detroit Metropolitan Airport Preliminary Review Reports are available by contacting the Office of the Auditor General in writing and specifying the exact exhibits that you would like to receive. Your written request, with your name and address, must be sent to: The Office of the Auditor General, 201 N. Washington Square, 6th Floor, Lansing, Michigan, 48913.*

PRELIMINARY REVIEW OF SECURITY AT THE DETROIT METROPOLITAN WAYNE COUNTY AIRPORT

BACKGROUND

In 1928, the Wayne County Airport was established pursuant to Act 182, P.A. 1927, which authorized political subdivisions, such as Wayne County, to acquire land for the operation of an airport. Renamed the Detroit-Wayne Major Airport in 1947 and the Detroit Metropolitan Wayne County Airport in 1958, the Airport today is operated under the authority of the Aeronautics Code of the State of Michigan (Sections 259.1 - 259.208 of the *Michigan Compiled Laws*). Section 259.126 of the *Michigan Compiled Laws* authorizes political subdivisions, such as Wayne County, to operate airports.

The Airport is served by all major domestic airlines and serves as a "hub" for Northwest Airlines, which operates 60 of the Airport's 103 aircraft gates. The Airport currently consists of three passenger terminals (one international terminal and two domestic terminals) as well as an on-site user-financed parking operation that is managed by a private contractor. The Airport presently has five runways (three north-south runways and two crosswind runways).

With the completion of the \$10.8 million expansion to its Concourse A in November 1999, the Airport increased its number of aircraft gates to 103. In addition, the Airport and Northwest Airlines formulated an agreement in October 1996 to construct a new terminal complex, located southwest of the existing passenger terminal, called the Midfield Terminal Project. It includes a terminal building consisting of a terminal, a connecting link, an East Concourse with 66 jet aircraft gates, a passenger tunnel, and a West Concourse with 8 jet aircraft gates and 25 commuter aircraft gates; a new parking structure; an energy plant; a south entry road to the Airport; a sixth runway, apron, and taxiways; and support facilities. The Midfield Terminal is scheduled for completion at the end of calendar year 2001.

PURPOSE OF REPORT

This special report is in response to a request from the Joint Legislative Select Committee on the Wayne County Detroit Metropolitan Airport that we perform a preliminary review of the Airport. The Committee identified seven general issue areas for us to consider in our preliminary review. This report contains the results of our preliminary review covering the general issue area of security.

OVERVIEW OF AIRPORT SECURITY

Part 107 of the federal aviation regulations (FAR) requires the Airport to provide adequate security to protect the traveling public. The Airport is required to submit, for Federal Aviation Administration (FAA) approval, an airport security program that details the Airport's methods and procedures that will be utilized to comply with Part 107.

Our review of Airport Security included the Public Safety Division and the Operations Division.

As of January 20, 2000, the Public Safety Division included 279 employees who staff the Security Operations, Airport Police, Airport Rescue and Fire, and Central Communications. The Airport expended approximately \$17.6 million (12% of total Airport expenditures) for the Public Safety Division in fiscal year 1997-98.

As of January 20, 2000, the Operations Division included 89 employees who staff the airside (airfield) and landside (ground transportation, terminal, and paging) operations. The Airport expended approximately \$15.4 million (10% of total Airport expenditures) for the Operations Division in fiscal year 1997-98.

SCOPE OF PRELIMINARY REVIEW

Our procedures were of limited scope. Therefore, our review should not be considered an audit in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States.

We reviewed operating procedures and tested supporting documentation for security areas, including the Public Safety Division (Security Operations, Airport Police, and Airport Rescue and Fire) and the Operations Division.

COMMENTS

Public Safety Division

Background:

The Airport security unit is administered by a security operations manager, security systems manager, security control center/credentials manager, credentials supervisor, security control center supervisor, and console supervisor:

- a. The security operations manager is responsible for planning, directing, coordinating, controlling, and staffing all activities of the Airport security unit.
- b. The security systems manager is responsible for directing, coordinating, controlling, and maintaining the Airport's security card access and computer network system.
- c. The security control center/credentials manager is responsible for monitoring and supervising the operation of the Airport badging office and the security control center.
- d. The credentials supervisor is responsible for monitoring and supervising the operation of the Airport badging office.
- e. The security control center supervisor is responsible for monitoring and supervising the operation of the security control center.
- f. The console supervisor is responsible for monitoring and supervising the day-to-day activities of the security control center.

a. **Security Operations**

Background:

Security Operations employs 21 individuals who are responsible for the Airport's security access control and badging system and adherence to federal security regulations.

The Airport is monitored on an ongoing basis by the FAA and must comply with FAR.

Part 139 of FAR requires the Airport to have an Airport operating certificate. The FAA certification process requires the Airport to maintain an airport certification manual that includes operating procedures, facility and equipment descriptions, responsibility assignments, and any other information needed by personnel concerned with operating the Airport. The FAA requires that the Airport keep the manual current at all times. The FAA performs an annual certification/safety inspection that includes an inspection of areas covered in the certification manual. FAA exceptions are presented in a letter of correction (see Exhibit B) issued to the Airport. The FAA determines the date that corrections must be made and follows up the Airport's correction dates to ensure that corrections were made.

Part 139 of FAR also requires the Airport to maintain an airport emergency plan designed to minimize the possibility and extent of personal injury and property damage at the Airport in an emergency. The plan must include procedures for prompt response to all emergencies (including aircraft incidents and accidents, bomb incidents, structural fires, natural disaster, radiological incidents, sabotage, hijack incidents, power failure, and water rescue) and sufficient detail to provide adequate guidance to each person who must implement the plan. The FAA requires the Airport to perform an emergency plan exercise once every three years. The FAA also requires the Airport to review the emergency plan every 12 months with local law enforcement agencies, rescue and fire fighting agencies, medical personnel and organizations, the principal tenants at the Airport, and all other persons who have responsibilities under the plan. The FAA reviews the airport emergency plan during its annual certification/safety inspection.

Procedure:

We obtained and reviewed the FAA letters of correction issued in 1997, 1998, and 1999.

Comment:

The letters of correction contained the results of the annual FAA Airport inspections. The letters disclosed that the Airport made the corrections required by the FAA and completed the corrections by the mandated correction dates.

Procedure:

We obtained and reviewed documentation for the airport emergency plan, including the full-scale emergency plan exercise.

Comment:

All agencies and persons involved with the emergency plan reviewed the plan every 12 months as required by the FAA. A full-scale emergency plan exercise was held in 1997. The 1997, 1998, and 1999 FAA letters of correction did not note any emergency plan exceptions.

b. Airport Police

Background:

Airport Police employs 166 individuals who are responsible for enforcing federal, State, and local law enforcement rules and policies. Airport Police provides traffic management and enforcement services, which includes Uniform Patrol, Investigative Services, Support Services, and the Records Unit:

- (1) Uniform Patrol provides general police services that include terminal patrol, mobile patrol, and stationary traffic patrol:
 - (a) The terminal patrol officers patrol all areas accessible to the general public. Duties of the terminal patrol officers include monitoring and responding to passenger screening checkpoints and patrolling concourses, baggage areas, and restrooms.

- (b) The mobile patrol officers' duties include checking the perimeter fencing and gates of the airside operations area, controlling and directing vehicular traffic on Airport roadways, investigating vehicular accidents on Airport property, and patrolling parking lots and buildings on Airport property.
 - (c) The stationary traffic patrol officers' duties include directing and controlling vehicular and pedestrian traffic near terminals, patrolling exterior passenger terminals, and providing backup and relief for terminal patrol officers.
- (2) Investigative Services is responsible for the Detective Bureau, Special Investigative Unit, and Narcotics Unit:
 - (a) The Detective Bureau initiates investigations and prepares and submits warrant recommendations for violations of State laws or Airport rules and regulations, prepares for and testifies in court proceedings, and investigates allegations of misconduct by Airport employees.
 - (b) The Special Investigative Unit supports the Detective Bureau by providing covert surveillance in terminals, parking areas, and other buildings on Airport property; providing protection and on-site security for dignitaries; and performing liquor inspections on Airport property.
 - (c) The Narcotics Unit locates and tracks drug activity at hotels in Wayne County and investigates parcels containing narcotics and narcotic proceeds at, or transported through, Airport facilities.

- (3) Support Services is responsible for the Identification Bureau, Explosive Ordinance Disposal, the Canine Unit, the Special Response Unit, and the Crisis Negotiation Unit:
 - (a) The Identification Bureau processes criminal/crash scenes or evidence, testifies in court proceedings, fingerprints and photographs criminal suspects, and maintains the property/evidence room.
 - (b) Explosive Ordinance Disposal evaluates and renders safe explosive devices, performs post-blast investigations, and provides technical support for Uniform Patrol and the Special Response Unit.
 - (c) The Canine Unit searches for and evaluates potential or actual explosive devices in aircraft, buildings, luggage, and vehicles and provides support for Explosive Ordinance Disposal and uniform personnel.
 - (d) The Special Response Unit's primary objective is the safe release of all innocent people, the protection of property, and the apprehension of perpetrators.
 - (e) The Crisis Negotiation Unit develops insight and strategies on human behavior in crisis situations and negotiates the release of hostages and the surrender of perpetrators.
- (4) The Records Unit processes, stores, and tracks Airport police reports, tickets, fingerprints, "mug photos," and investigative files. The Records Unit also compiles statistical data for executive staff and the Michigan Uniform Crime Report and processes bonds posted for the release of prisoners.

Procedure:

We obtained and reviewed documentation that included the officer training history, firearm qualifications, training and weapon inspections, passenger screening at checkpoints, tenant violations, incident reports, and daily activity reports. Also, we summarized monthly security activity reports submitted to the FAA for calendar years 1998 and 1999 (see Exhibit C).

Comment:

Weapon inspection reports disclosed that weapon inspections were not documented for 22 of 23 officers. Airport policy required weapon inspections every 2 months. Airport personnel stated that the weapons were inspected at the time that the officers went through firearms qualification (annually). However, supporting documentation was not available. Subsequent to our review, the Airport changed the requirement for weapon inspections to every 6 months.

No other deficiencies regarding Airport Police came to our attention during our review.

c. Airport Rescue and Fire**Background:**

Airport Rescue and Fire employs 66 individuals who provide fire and crash rescue support, medical assistance, and emergency services.

Airport Rescue and Fire is responsible for fire safety inspections and safety training. Fire safety inspections included inspections of fire alarms, fire hydrants, sprinklers and extinguishers, and fueling storage areas. Safety training includes fueling tenant training and live fire drill training at least once every 12 months.

Procedure:

We obtained and reviewed documentation that included the 1997, 1998, and 1999 FAA letters of correction; Airport Rescue and Fire operating procedures; fire safety inspection reports (including fire hydrants and fire alarms); employee training records; and live fire drill records.

Comment:

Airport Rescue and Fire conducted safety inspections, provided employee training, and performed fire drills as required by the Airport and FAA operating procedures.

Operations Division

Background:

The Operations Division employs 89 individuals who are responsible for airside and landside operations. Airside operations include enforcement of Airport rules and regulations, airfield safety inspections and training, and weather monitoring. Landside operations include ground transportation coordination, terminal operations and monitoring, and the Airport's paging system.

Procedure:

We reviewed the operating procedures and documentation for individual incident reports, notices of violations, a screening checkpoint alarm test log, security plan exceptions, daily activity reports, lighting inspection reports, tenant fueling facilities and mobile unit inspections, Airport fueling tenant training, inner and outer perimeter checks, and gate use and assignments.

Comment:

In the 1999 FAA letter of correction, the FAA cited the Airport for failure to perform fuel farm and fuel truck inspections and failure to implement a system to ensure prompt corrective action of discrepancies noted in the self-inspection program. The Airport corrected the deficiencies prior to the FAA mandated correction date (see Exhibit B).

No other deficiencies regarding Airport Operations came to our attention during our review.

Request for Information

The draft report was shared with the Airport on April 10, 2000. In response, the Airport provided additional information regarding Airport security on April 14, 2000.

EXHIBITS

DETROIT METROPOLITAN WAYNE COUNTY AIRPORT
 Summary of Security Activity Reports
 Calendar Years 1998 and 1999

Weapons Detected at Security Checkpoints:

	1998			1999		
	X-Ray	Physical Search	Metal Detector	X-Ray	Physical Search	Metal Detector
Hand guns	5	0	0	26	0	0
Long guns	5	0	0	3	0	0
Other	4	0	0	5	0	0

Explosives/Incendiary Devices Detected:

	1998			1999		
	X-Ray	Physical Search	Metal Detector	X-Ray	Physical Search	Metal Detector
	0	0	0	0	0	0

Alleged Violations of Federal Aviation Act Referred From Security Checkpoints:

	1998		1999	
	Number of Persons Referred	Number of Persons Arrested	Number of Persons Referred	Number of Persons Arrested
Carriage of firearms	13	4	34	15
Carriage of explosives/incendiary devices	0	0	0	0
Attempts to commit aircraft piracy	0	0	0	0
False information:				
Bomb threats	1	0	11	1
Concealed weapons	1	0	0	0
Aircraft privacy	1	0	0	0

Searches:

	1998		1999	
	K-9*	EOD**	K-9*	EOD**
Number of aircraft searches conducted:	3	1	0	0
Number of "functional" explosives/incendiary devices found	0	0	0	0
Number of "other" explosives/incendiary devices found	0	0	0	0
Number of Airport searches conducted:	581	44	609	94
Number of "functional" explosives/incendiary devices found	0	0	0	0
Number of "other" explosives/incendiary devices found	0	0	0	1
Number of explosive searches conducted off-Airport:	9	5	17	5
Number of "functional" explosives/incendiary devices found	0	0	0	1
Number of "other" explosives/incendiary devices found	0	0	0	0

Missions Off-Airport:

	1998		1999	
	K-9*	EOD**	K-9*	EOD**
Times employed in non-explosive missions off-Airport	0	0	0	0
Airport threats not answered due to another mission	0	0	0	0

* K-9 = Canine Unit.

** EOD = Explosive Ordinance Disposal (bomb squad).

DETROIT METROPOLITAN WAYNE COUNTY AIRPORT
Summary of Daily Activity Reports
November 1999

Number of tickets issued by Airport police	932
Number of vehicles towed	99
Fire department:	
Number of alerts	18
Number of rescue runs	168
Other operating problems:	
Fire alarm/odor investigations	14
Burn permits	36
Fuel spills	9
Miscellaneous	9