

**TESTIMONY OF EDWARD FRENI
DIRECTOR OF AVIATION
MASSACHUSETTS PORT AUTHORITY
TO THE SUBCOMMITTEE ON OVERSIGHT,
INVESTIGATIONS AND MANAGEMENT
HOUSE COMMITTEE ON HOMELAND SECURITY
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Chairman McCaul, Ranking Member Keating and members of the committee. Welcome to Boston Logan International Airport.

I want to thank you for giving us this opportunity to describe some of the measures we've undertaken at Logan Airport to emerge from the tragedy of 9/11 into an airport recognized by both the federal government and our peers in the airport industry as a national leader in aviation security.

For the record, my name is Edward C. Freni, Director of Aviation for the Massachusetts Port Authority which owns and operates Logan Airport as well as Worcester Regional Airport and L.G. Hanscom Field in Bedford.

Last Sunday, America marked the 10th anniversary of the worst terrorist attack on this country in our history. More than 3,000 of our fellow Americans, as well as many citizens from other nations, were brutally killed in New York City, Washington D.C. and in a remote field in rural Pennsylvania.

One hundred forty seven of those fatalities were from Logan Airport as two flights departing Boston for Los Angeles on the morning of September 11, 2001 – Americans Airlines Flight 11 and United Airlines Flight 175 – were commandeered by terrorists and used to attack New York's World Trade Center towers.

Logan is a place where the scars left by the 9/11 attacks "still run deep," as the security expert Stephen Flynn said, accurately, as I can attest.

I was the senior aviation official in charge at Logan that morning as our airport director at the time, Tom Kinton, was in Canada along with many other airport directors from around the world attending the annual conference of Airports Council International. I had just gotten off the phone with Tom telling him the weather was beautiful and everything was going smoothly when we first learned a plane had hit the World Trade Center.

At first we thought it was just a single engine private plane whose pilot had either lost control or become disoriented and veered tragically off course. But then we learned it was a commercial jetliner, and also that it had originated from Logan Airport.

And then the second plane hit. In those first few hours after two flights from Logan Airport were hijacked, we couldn't be sure whether Logan itself might also be a target for attack.

The rest of that day, and those that followed, were a blur. And though we could not know the precise details at the time, all of us who were there that day at Logan Airport knew that from that moment on, our world would never be the same.

The tragic fact that Logan will forever be linked to 9/11 means there is a "never again sense of mission," as Flynn called it, among those of us at Massport and throughout the law enforcement community in Boston to raise the bar on the way we manage the risk of a possible future attack at Logan Airport.

September 11th had a profound impact on Massport. Since that fateful day, Massport has implemented an aggressive program of smart and focused security initiatives to strengthen defenses against potential threats.

In the days and months following the attacks of 9/11, Massport brought in national and international security experts, including a team from Israel, to work with the authority in developing a program second to none.

Since then, Massport has worked tirelessly to implement strategies, policies, and programs suggested by security experts in our industry. And Massport continues to explore new technologies and ideas in order to maintain our status as a security innovator.

Because of what happened at Logan that day, Massport has always felt a special obligation and urgency to be on the forefront of whatever new techniques or technologies are out there that promise to make aviation more secure.

And we have been, because we knew that Logan Airport would always be in the national spotlight with a public anxious to believe in the air travel system again that would use Logan as a yardstick to measure how far we'd come to improve the security of that aviation system.

Logan responded to that challenge and is now recognized as a national leader in aviation security. Logan is frequently chosen by the TSA and the Department of Homeland Security to pilot new techniques and technologies before they are installed or implemented nationwide.

Behavior pattern recognition surveillance techniques were pioneered by our State Police here at Logan. The TSA took note of this new technique -- which is an adopted version of methods used by the Israelis to spot terrorists using information derived from observed behavior rather than racial or ethnic categories -- and transformed it into a national program the TSA calls "SPOT."

Today, the TSA is again recognizing Logan's appreciation of this behavior approach by using us as their initial test site for risk-based screening using specially trained behavior assessors who ask passengers a short list of questions to help them determine if passengers might be pursuing a hostile agenda.

Logan was the first airport in the country to meet the 2002 Congressional mandate for 100% baggage screening when we completed on time an automated, in-line system for screening all checked baggage.

Massport is also a leader in evaluating new transportation security technologies on its own. To help weigh the effectiveness of new technologies, Massport's Office of Corporate Security created the Transportation Security Center of Excellence that invites inventors and vendors of emerging technologies to test their products at Massport's airport and seaport facilities.

Logan also tries to make security everyone's business, from the CEO to the front line ticket agents and baggage handlers.

We've even badged and deputized the clammers who fish in the mudflats off Logan's runway ends, recruiting them to be an additional set of eyes and ears, reporting suspicious activity out there on that vulnerable airport perimeter.

But the most significant improvement we've made toward keeping our airports and the flying public safer and more secure is the communication, coordination and close working partnerships that now exist between agencies who've met every day since 9/11 to review the latest information and intelligence together and to plan an appropriate response for that day.

Massport's daily 8:30 morning security meeting, bringing together all agencies with security responsibilities, is well-known throughout the industry.

For the sake of simplicity, Logan Airport's response after 9/11 can be grouped under three broad categories:

First, were steps to physically harden Logan Airport, and our other airport and seaport facilities, against the possibility of their being a target of a direct terrorist attack, such as a suicide bomber. Under this category I might include the consolidation of 11 points of access to the Logan airfield pre-9/11 into just two heavily fortified, military-style security gates post-9/11 capable of withstanding an attempted breach from even a heavy vehicle.

Second, are the technological innovations we've made to the airport's security. Here, I would include our baggage screening system, the biometric- controlled access systems and surveillance cameras we've installed, as well as the technologies we've field tested in real time, real life settings, including those screening technologies we've pilot-tested for the TSA.

And third are the steps we have taken to marshal and better organize the human assets that protect this airport, and that includes everything from the Massachusetts State Troopers from Troop F who patrol Logan's terminals to the Sky Caps who work the terminal curbs outside.

There is an old saying that goes: "You can't manage what you can't measure." Also unique to Logan is the development and use of over 200 line items of security metrics that help Massport manage its multi-million dollar security program.

Our metrics enable us to achieve a high level of visibility on the performance of all our security program components and track their performance over time by comparing performance year over year. This has led to many improvements, such as the camera surveillance programs current metric that no camera is out of service for more than 24 hours, on average.

Hardening Potential Targets

Let me begin with some of the steps we took to physically harden Logan Airport against a future terrorist attack. A facility like Logan Airport designed for easy public access and serving as many as 28 million passengers a year – 77,000 passengers a day – is often called a “soft target” because the open and publicly-accessible nature of its mission presents unique security challenges for those who operate and protect them.

I have already mentioned the restricted access to the Logan Airfield that now exists, with a single, heavily fortified gate at both the northern and southern ends of the airfield.

In addition, Logan erected pillars and concrete barriers in front of every terminal to prevent a terrorist from driving a bomb into the airport. We also replaced its 8-foot-high chain link fence around the perimeter with a 10-foot high concrete wall.

After 9/11 Massport’s security organization was thoroughly reviewed. An analysis was completed of all the procedures currently in place, along with the placement and security of all fences, doors, windows, gates, underground utilities tunnels, air intakes, and the hundreds of smaller details bearing on the security of these critical assets.

Deterrence and prevention, of course, are always the primary objective. But prudence dictates that it is also necessary to adopt measures to decrease the deadly toll of a terrorist attack should one be attempted.

While Logan’s nationally-recognized bag screening system garnered most of the attention and accolades, there were other, equally important initiatives undertaken to improve the overall security of Massport’s facilities:

- Shatter-proof laminate was installed to every airport terminal windows to reduce injuries from flying glass should an explosion occur.
- Hundreds of bomb-resistant trash receptacles were installed in all terminals and parking garages.
- Barriers were erected to prevent vehicles from approaching sensitive buildings.
- Idling limos and taxis were relocated so they could be screened away from terminals before proceeding to pick up passengers.

- Tow trucks were deployed in forward positions, alerting motorists that unattended or illegally parked vehicles at the terminal curbside would be removed. This was especially true when the security threat level went up, triggering Massport's zero tolerance policy that compels the immediate impoundment of improperly parked vehicles anywhere on the property.
- A vehicle inspection system was instituted to reopen parking lots near terminals that were closed by order of the FAA after the terrorist attacks— another security initiative that provides significant customer service benefits for Logan's passengers.
- Authorized by a special act of the Massachusetts State Legislature, a 500-foot security zone was established around Logan's waterside perimeter. The perimeter is marked off with buoys and enforced by stepped up patrols, which also gave Massport an opportunity to strengthen our relationship with the US Coast Guard, local harbor masters, and the City of Boston's maritime security efforts.
- Random road-blocks were conducted by state police troop at the entrance to our parking garages.

Technological Innovations

Logan Airport is also in the forefront of technological innovations used to improve security.

Compelling proof of this commitment is Logan's baggage screening system.

Logan was the only Category X airport to complete the project by the December 31, 2002 federal deadline and four years later remained among the few large US airports to have achieved a fully inline Explosive Detection System.

That was among the achievements that helped Logan earn Air Safety Week Airport Security Report's "Exceptional Performance in Airport Security Award" in 2004.

Logan's bag screening system was a massive undertaking successfully completed by nearly 800 bricklayers, electricians, carpenters, ironworkers, HVAC workers, bag belt workers, and others – all of whom had to be monitored daily to ensure security – and who worked around the clock to compress two or three years of construction work into less than one.

Workers traveled to Logan from more than 40 states after 9/11, often sleeping in trailers they hauled themselves, to install nearly three miles of bag belts powered by more than 300 motors, construct 85,000 square feet of new bag rooms, renovate 55,000 square feet of existing bag rooms, and construct eight new power substations.

Logan's was the first bag screening system given the go-ahead to begin construction on the federally-mandated system by the new TSA, and Massport's Board committed nearly \$150 million to expedite construction before the reimbursement formula that eventually repaid those funds was even in place.

At the same time the bag screening project was moving forward, Massport was designing and constructing modern security checkpoints for the TSA's passenger screening.

The system incorporated updated equipment, better layout for increased flow, and the development of exit lane security doors and video monitoring to prevent the need to empty a terminal or concourse should there be concern about a possible security breach. Since then Logan has made significant investments to improve efficiency by retrofitting our terminals to consolidate checkpoints in both Terminal B and Terminal C.

These are just a few examples where Logan is improving security with technology. Logan is also making needed structural changes.

We have also installed about 200 security cameras throughout every airport concourse and airfield access points that can be monitored simultaneously from a central security office. A high-resolution surveillance camera currently being tested in Terminal A can record activity in an area the size of a stadium, all the way down to a Coke spilled on the floor.

Along the airport perimeter we have an extensive defense in depth which combines camera surveillance technology with police and fire boat patrols; police, fire, and operations vehicle patrols, and special fencing. We are also pursuing automated intrusion detection for this area.

In 2007, we installed a new Access Control System to ensure that only authorized personnel are able to enter secure areas.

Logan also tries to be on the cutting edge of the development of new techniques and technologies to make our nation more secure than it has ever been before. We have become a laboratory for the field testing of promising new security innovations. And to separate what works from what's a waste of time Massport has assembled a special Security Advisory Committee.

This group of experienced professionals, with contacts in New England's academic and business communities, works with our Director of Corporate Security to evaluate new security technologies and how they might be used.

The council helps us to quickly decide which ideas are worth pursuing as we continue to launch pilot projects that push the envelope on ways to improve security -- without sacrificing operational effectiveness.

These tests, for example, proved the value of handheld wireless computers that were issued to our State Police, allowing troopers on foot patrol to conduct criminal history and license plate checks via a secure wireless network.

Human Assets

Technology is an important tool. But more important are the people who use it. While new technologies and capital construction projects grab the headlines, good security starts with people, communication, and organization.

Logan believes that security is everyone's business, from Massport's CEO to the hundreds of vendors who work in the terminals. To remind everyone of this fact and to keep workers vigilant and on their toes, Logan has instituted a public recognition program called "SAFE" – Security Awareness is for Everyone – to single out those workers who do their part to protect this airport.

Through our "Logan Watch" program the airport instills a culture of security awareness among Logan's front-line staff -- the eyes and ears of this airport who deal face-to-face with Logan's customers every day -- by giving them counter-terrorism training to help them spot and report activity that may be out-of-the-ordinary or suspicious.

And to help employees do that more effectively, while also providing customer service benefits, Massport established an "English for Speakers of Other Languages" program at Logan Airport that has been in effect for the past two years. This joint effort of Massport, UGL Unicco and SEIU Local 615 provides 32 weeks of intensive English instruction for airport workers whose primary language is not English.

With the emphasis Logan Airport places on front line airport employees to provide clear and accurate information to law enforcement officials about potential threats to airport security and public safety, Massport knew it was important to improve the English proficiency skills of everyone who works at this airport.

While improving airport security may have been the primary impetus for a program that gives all airport workers the confidence to communicate effectively with the public, providing language skills also improves customer service for our passengers and opens new career doors for our workers.

Enlisting employees to help guard against threats is important. But equally important is to ensure that prospective employees are not threats themselves. This is why we have instituted an intensive system of background checks and badging for everyone who works at this airport, whether in secure areas or public spaces.

A program was implemented to check the fingerprints and criminal history records of all airport employees, contractors and construction workers. These innovations don't stop at Logan Airport as Hanscom Field in Bedford became the first airport of its size to have a security badge program using FBI fingerprint background checks to better identify people who have access to the airfield

These were just some of the measures Logan adopted after turning to nationally and internationally respected experts on counter-terrorism in order to better understand and prepare for the new world we woke up to on the morning of September 11, 2001.

Airports in America have a lot to learn from the experience of airports in those parts of the world that have had to deal with the threat of terrorism much longer than we have. And so immediately after 9/11 Logan hired the former head of security for Israel's El Al Airlines and Ben Gurion Airport, Rafi Ron, whose experience as a security specialist in one of the world's most dangerous regions was invaluable to Logan in preparing to counteract today's the new threats.

By bringing Rafi Ron to Logan Airport we have been able to learn about the strict security that is standard operating procedure in Europe and Israel, while learning how these security measures can be adopted and incorporated into the operations of large, complex American airports like Logan with their unique demands and constraints.

But perhaps the most important improvement made since September 11 has been the improved communication, cooperation and cooperation that now exists among state, local and federal agencies that have responsibilities for keeping Logan safe and secure.

Admiral Naccara, Major Concannon and I were not merely picked at random to be on this panel. We are part of a much larger working team which first met on the afternoon of September 11 and has continued meeting every morning since then at 8:30 to assess current security information and threat intelligence.

Seven days a week, Logan's security team assembles: Massport operations and security teams, Massport Fire Rescue, the Massachusetts State Police, the FAA, the TSA, the FBI, the Federal Air Marshal Service, US Customs and Border Protection, the airlines, our major tenants and construction contractors, among others.

At the meeting we review the events of the past 24 hours and set the priorities and actions for the coming day. This is tremendously effective because all the key decision makers are present in one room, at the same time, every day. All agencies can now simultaneously review intelligence from the preceding 24 hours and adjust our priorities and response for the day ahead.

Another example of the close inter-agency cooperation you find at Logan Airport is the Joint Terrorism Task Force composed of federal, state and local law enforcement and security professionals.

And in another security first, Massport and the FBI announced just last month the opening of a Joint Terrorism Task Force headquarters here at Logan International Airport -- the first ever, airport-based FBI-Joint Terrorism Task Force Unit in the country.

Thanks to the new headquarters of the joint terrorism task force here at Logan, these agencies will be able to remain in constant physical contact even after the 8:30 morning meeting breaks up -- further contributing to the teamwork that exists.

The offices, located on-site at Logan, were formally opened in July by FBI Director Robert S. Mueller III. The facility is a tangible example of the collaborative approach to security at this airport.

The agencies with a daily presence at the facility are the FBI, TSA, Federal Air Marshall Service, US Department of State Diplomatic Security Service, US Customs and Border Protection, Massachusetts State Police, Boston Police Department, Homeland Security Investigations, and Massport.

The opening of the JTTF Annex has greatly enhanced the task force's ability to share vital information and dramatically strengthen investigative support in a timely manner with those that may be affected by criminal acts.

Conclusion

From the challenges of 9/11 Boston Logan International Airport has emerged as a nationally-recognized leader in airport security. The airport's layered approach to security creates a gauntlet of information-sharing, inter-agency cooperation, cutting-edge technology and top-to-bottom human interaction that helps identify and thwart potential threats to the safety and security of Logan's workers and passengers, whether from terrorism or other sources.

Logan was the first major airport in the nation to have 100% inline checked baggage screening, a 10-foot high perimeter concrete wall around its landside boundary, a behavior detection program that has been replicated by the TSA nationwide, and 100% biometric access control to restricted areas of the airport.

The list of Logan's new security initiatives over the past 10 years is long. Yet, however many initiatives Massport may have launched over the past decade since 9/11, security involves much more than formulating countermeasures to identified threats and vulnerabilities.

At its core, good security is an extension of leadership. The commitment to use scarce resources to meet potential threats when other competing demands crowd for attention; the skill to educate the public about its responsibilities for improved security and the tradeoffs it must make in lost time and convenience if the system is to work; the constancy to maintain organizational vigilance despite the inevitable, and almost endless, lulls and falls alarms -- this requires strong, consistent leadership for a security system to work. And these have been the hallmarks of Massport's efforts as it has become a leader in transportation security.

Last Sunday the nation paused to honor the memories of those whose lives were tragically lost on September 11, 2001 and pay tribute to the courage and dedication to duty of the heroes and first responders of that day, many of whom also lost their lives.

Memorials now exist at Ground Zero in New York City, at the Pentagon in Washington D.C., in a remote field in Shanksville Pennsylvania and here at Boston Logan International Airport, where the attacks of 9/11 were both a national tragedy and a personal one as well.

And yet I believe that the most fitting memorial we could make to those who were lost that day is to continue doing everything humanly possible to ensure that the tragedy which took their lives never happens again. And with this committee's help, I am confident we will.

Thank you.