



COUNCIL AGENDA: 11-29-11  
ITEM: 6.1

# Memorandum

**TO:** HONORABLE MAYOR AND  
CITY COUNCIL

**FROM:** Dennis Hawkins, CMC  
City Clerk

**SUBJECT:** SEE BELOW

**DATE:** 11-16-11

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**SUBJECT: AUDIT OF AIRPORT PUBLIC SAFETY LEVEL OF SERVICE**

**RECOMMENDATION**

As recommended by the Public Safety, Finance and Strategic Support on October 20, 2011 and outlined in the attached memo submitted to the Public Safety, Finance and Strategic Support Committee, accept the audit of Airport Public Safety Level of Service.



**Office of the City Auditor**

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**Report to the City Council  
City of San José**

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**AIRPORT PUBLIC SAFETY  
LEVEL OF SERVICE**

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**Report 11-08  
October 2011**



**Office of the City Auditor**  
**Sharon W. Erickson, City Auditor**

October 12, 2011

Honorable Mayor and Members  
Of the City Council  
200 East Santa Clara Street  
San José, CA 95113

## **Airport Public Safety Level of Service**

The combination of declining passenger traffic, major new debt service associated with modernizing the Airport, and competition from other airports in the Bay Area and nationwide has required the City to consider any and all solutions that can help keep the Airport cost-competitive. In May 2010, the Council approved the Airport Competitiveness Strategic Plan, which set a competitive Cost per Enplaned Passenger (CPE) target of \$12 in FY 2011-12.

To increase price competitiveness, the City has reduced Airport staffing by 49 percent. In addition, the City has been reducing and considering whether to outsource Airport law enforcement and aircraft rescue and fire fighting services currently provided by the San José Police Department (SJPD) and the San José Fire Department (SJFD), respectively.

Public safety at the Airport currently is the joint responsibility of Airport Operations, SJPD, SJFD, Transportation Security Administration (TSA), and Federal Aviation Administration (FAA). Each of these agencies has personnel permanently stationed at the Airport. In addition, both SJPD and SJFD provide responses from off-field as needed. While each agency has its own specific duties and responsibilities, each must also frequently coordinate with one another in order to respond to incidents and resolve issues that arise at the airport.

This report includes 5 recommendations to clarify potential agreements if outsourcing were to occur, and to better monitor public safety levels of service at the Airport. Performance metrics related to public safety and security are monitored by individual City agencies—the Airport Department, SJPD, and SJFD—however, these measures do not appear to be consistently reviewed and shared among these Airport partners. Regardless of whether or not the City proceeds with outsourcing public safety-related services at the Airport, it is imperative that the City rigorously monitor Airport public safety metrics and response levels given the significant changes in personnel and responsibilities among Police, Fire, and Airport staff. Exhibit I shows a summary of selected indicators for Airport public safety and security and the related City partners.

**Exhibit I: Selected Indicators for Airport Public Safety & Security**

	<b>FY09-10</b>	<b>FY10-11</b>	<b>FY10-11 (avg. month)</b>	<b>Jul-11</b>
<b>AIRPORT OPERATIONS</b>				
Annual Passenger Activity	8,232,446	8,389,050	699,088	-
Enplanements	4,105,853	4,189,223	349,102	354,139 (est.)
Airline Cost per Enplaned Passenger (CPE)	\$11.18	\$11.11	\$11.11	\$11.67 (est.)
Gate and Door Alarms	67,569	50,124	4,177	6,922
TSA Red Alarms	23	25	2	0
FAA Alerts	see below	see below	see below	see below
<b>LAW ENFORCEMENT (SJPD)</b>				
Sworn FTE (Airport Division only)	47	41	41	23
Total Cost	\$11,527,994	\$11,313,451	\$942,788	\$455,250 (est.)
Total Police CPE **	\$2.81	\$2.70	\$2.70	\$1.29 (est.)
Total Calls for Service (incl. self-initiated calls)	10,641	8,438	703	289
<i>Selected Breakdown:</i>				
Breaches of AOA / Gate Alarms	2,986	1,802	151	3
Citizen Flag Down / Meet Citizen	1,099	879	73	28
Suspicious Packages	502	445	37	30
Disturbances	178	220	18	11
Premise Checks / Community Policing	3,489	2,730	228	87
Arrests & Citations	60	73	6	5
<i>Selected Breakdown:</i>				
Thefts (auto, grand & petty)	6	23	-	1
Narcotics	7	10	-	-
Assaults (aggravated & simple)	8	5	-	1
Average Response Time (Priority 1)	6.65	6.57	6.57	No events
Average Response Time (Priority 2)	7.47	8.76	8.76	11.30
Canine Explosive Searches	360	491	41	2
Canine Searches – Suspicious Packages	408	552	46	10
<b>AIRCRAFT RESCUE &amp; FIREFIGHTING SERVICES (SJFD)</b>				
Sworn FTE (Airport Division only)	17.5	13	13	13
Total Cost	\$4,070,275	\$3,495,771	\$291,314	\$302,167 (est.)
Total Fire CPE **	\$0.99	\$0.83	\$0.83	\$0.85 (est.)
FAA Alerts	26	31	3	1
FAR 139 Response Time Compliance	Yes	Yes	-	-
Total Incidents (Station 20; fire, hazmat, etc.)	118	118	10	5
Total EMS Incidents (Station 20 only)	291	253	21	32
SJFD Response Time to Airport (all Stations)	7:10	7:13	7:13	6:40

\* reflects the airline's costs of using the airfield and terminal rents at the Airport divided by enplanements

\*\*not all Police and Fire costs are factored into the Airline's cost per enplaned passenger; used for benchmarking purposes.

### *Law Enforcement Services*

In an effort to cut costs, the SJPD's Airport Division reduced sworn staff from 47 in FY 2009-10 to 41 in FY 2010-11. This reduced the Police cost per enplaned passenger from \$2.81 (which was at the high end of comparable airports) to \$2.70. During that time period the Division experienced 21 percent fewer calls for service. SJPD maintained Priority 1 response times at the Airport, but saw delays in Priority 2 response times.

In June 2011, SJPD Airport Division staffing was further reduced to 23 sworn staff; data for the first month of FY 2011-12 indicates a dramatic decrease in officer-initiated calls and near elimination of police responses to airport door and gate alarms compared to an average month in FY 2010-11 (Airport Operations took over this responsibility from SJPD), though it is too early to draw further conclusions. This reduced the SJPD Airport Division cost to \$1.29 per enplaned passenger.

The initial outsourcing proposal would have provided similar staffing numbers and services, though various issues involving clarifications of all Memoranda of Understanding with SJPD, jurisdictional boundaries, and responsibilities would still need to be addressed if outsourcing were to occur. The proposed cost for contract law enforcement equated to \$1.03 per enplaned passenger, or \$0.26 less than the Division's July 2011 cost.

To address service level concerns from the reduced staffing level, the City Manager is considering an increase in SJPD staffing that would increase the current cost per enplaned passenger and the comparable outsourcing cost. Given the advantages of utilizing San José police officers at the Airport, the City Manager is considering whether to defer the outsourcing proposal until at least 2013.

### *Aircraft Rescue and Firefighting Services*

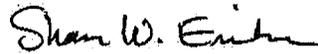
The San José Fire Department also reduced staff assigned to the Airport from 17 in FY 2009-10 to 13 in FY 2010-11 and FY 2011-12 due to a reduction in the Airport's FAA required staffing. This reduced the Fire cost per enplaned passenger from \$0.99 (which was at the mid-range of comparable airports) to \$0.83 (as of July 2011 the cost was \$0.85 per enplaned passenger). Airport Fire Station 20 continued to maintain compliance with FAA response time requirements for aircraft alerts, as well as maintain the City's goal of initial responding units arriving within 8 minutes for emergency medical services (EMS) and other incidents. Total incidents requiring SJFD response were down nine percent in FY 2010-11; EMS related incidents in particular decreased by 19 percent compared to FY 2009-10. In July 2011, overall response times to the Airport were at an average of 6:40, an improvement by 33 seconds compared to an average month in FY 2010-11.

The initial outsourcing proposal for aircraft rescue and firefighting services would have further reduced costs to \$0.44 per enplaned passenger, or \$0.41 less than the Division's July 2011 cost. However, it is important to note that under the initial outsourcing proposal, the contract provider would only be responsible for responding to aircraft-related incidents on the airfield. EMS delivery would continue to be provided at the Airport by Santa Clara County and SJFD, however the initial and backup SJFD EMS

response would have to be provided by off-field resources – potentially delaying EMS response times to the Airport. With acceptance of the SAFER grant in June 2011, the outsourcing proposal was deferred at least until 2013.

We will present this report at the October 20, 2011 meeting of the Public Safety, Finance, and Strategic Support Committee. We would like to thank staff from the Airport, Fire, and Police Departments for their time, information, insight, and cooperation during the audit process. The Administration has reviewed the information in this report and will submit their response under separate cover.

Respectfully submitted,



Sharon W. Erickson  
City Auditor

finaltr  
SE:lg

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# Table of Contents

<b>Cover Letter .....</b>	<b>i</b>
<b>Introduction .....</b>	<b>1</b>
Background .....	1
Audit Objective, Scope, and Methodology .....	6
<b>Chapter 1</b>	
<b>Reducing Operating Costs to Maintain Airport Price Competitiveness .....</b>	<b>7</b>
The Airport Has Reduced its Staffing by 49 Percent.....	7
Airport Public Safety Outsourcing Proposals.....	8
Recent Budget Reductions Cut Public Safety Costs as a Percentage of Operating Expenses .....	9
<b>Chapter 2</b>	
<b>Multiple Entities Are Involved in Airport Public Safety &amp; Security .....</b>	<b>13</b>
A Coordinated Effort.....	13
Federal Aviation Administration’s (FAA) Regulatory and Operational Roles .....	14
Transportation Security Administration’s (TSA) Regulatory and Operational Roles.....	16
<b>Chapter 3</b>	
<b>Airport Department – Airport Operations’ Role and Performance Metrics .....</b>	<b>19</b>
Airport Operations .....	19
Changes in Responsibilities for Airport Operations since June 2011 .....	24
Airport Operations Workload & Performance Data.....	25
July 2011 Update – Airport Operations Workload & Performance Measures.....	27
Importance of On-going Monitoring of Performance Metrics .....	28
<b>Chapter 4</b>	
<b>Law Enforcement Services and Performance Metrics.....</b>	<b>29</b>
Transportation Security Regulations Establish the Requirements for Law Enforcement Support Personnel .....	29
Role of the San José Police Department—Airport Division .....	30
San José Police Department—Airport Division Staffing Has Decreased 51 Percent.....	31
Law Enforcement Workload and Performance Data.....	33
Changes to SJPD Airport Division Duties and Responsibilities Since June 2011 .....	41

Potential Service Delivery Changes—Outsource Law Enforcement Services to Santa Clara County Sheriff’s Office.....	41
July 2011 Update – Law Enforcement Workload and Performance Measures.....	43
<b>Chapter 5</b>	
<b>Aircraft Rescue and Firefighting Services and Performance Metrics .....</b>	<b>47</b>
Federal Aviation Regulations Establish the Requirements for Aircraft Rescue and Firefighting Services.....	47
Role of San José Fire Department .....	48
Changes to SJFD Station 20 Duties and Responsibilities since January 2010 .....	49
Aircraft Rescue and Firefighting Service Workload and Performance Data.....	50
Potential Service Delivery Change—Outsource Aircraft Rescue and Firefighting Services to Wackenhut Services Incorporated .....	55
July 2011 Update – Current Aircraft Rescue and Firefighting Services Workload and Performance Data .....	56
<b>Conclusion.....</b>	<b>59</b>
<b>Appendix A</b>	
<b>Comparison of Airline CPE, Operating Expenses, Public Safety CPE.....</b>	<b>A-1</b>
<b>Appendix B</b>	
<b>Airports Council International (ACI) - 2010 Airport Performance Benchmarking Survey .....</b>	<b>B-1</b>

## Table of Exhibits

<b>Exhibit 1: Selected Indicators for Airport Public Safety &amp; Security.....</b>	<b>ii</b>
<b>Exhibit 2: SJC Annual Airport Passenger Activity (in millions), 2001-11 .....</b>	<b>1</b>
<b>Exhibit 3: SJC Airport Debt Service (in millions), 2001-12 .....</b>	<b>3</b>
<b>Exhibit 4: SJC Airline Cost per Enplaned Passenger (CPE) – 2001-11 .....</b>	<b>4</b>
<b>Exhibit 5: FAA Comparisons of Airline Cost per Enplaned Passenger (CPE), FY 2009-10 .....</b>	<b>5</b>
<b>Exhibit 6: Airport Department Staffing, FY 2007-08 to FY 2011-12 .....</b>	<b>8</b>
<b>Exhibit 7: SJC Airport Operating Expenses – Police, Fire, and Other Expenses, FY 2001-02 to FY 2011-12 .....</b>	<b>10</b>
<b>Exhibit 8: FAA Comparisons of FY 2009-10 Airport Operating Expenses and Public Safety CPE .....</b>	<b>11</b>
<b>Exhibit 9: SJC Airport Public Safety CPE Projections, FY 2009-10 to FY 2011-12 .....</b>	<b>12</b>
<b>Exhibit 10: Federal and Local Entities at SJC.....</b>	<b>13</b>
<b>Exhibit 11: Multiple Agencies Responding to Sample Incidents .....</b>	<b>14</b>
<b>Exhibit 12: Organizational Chart for Airport Operations.....</b>	<b>19</b>
<b>Exhibit 13: Airport Incident Communications Flowchart.....</b>	<b>24</b>
<b>Exhibit 14: Summary of Airport Operations Measures .....</b>	<b>25</b>
<b>Exhibit 15: FAA Alerts.....</b>	<b>26</b>
<b>Exhibit 17: Summary of Airport Operations Measures – July 2011 .....</b>	<b>28</b>
<b>Exhibit 18: SJPD Airport Division – Sworn Staffing at SJC.....</b>	<b>32</b>
<b>Exhibit 19: Summary of SJPD Airport Division Measures .....</b>	<b>34</b>
<b>Exhibit 20: FAA Comparison of Law Enforcement Cost Per Enplaned Passenger, FY 2009-10 .....</b>	<b>35</b>
<b>Exhibit 21: SJPD Calls for Service in FY 2009-10 &amp; FY 2010-11 .....</b>	<b>36</b>
<b>Exhibit 22: FY 2010-11 SJPD Calls for Service by Priority Type.....</b>	<b>37</b>
<b>Exhibit 23: SJPD Calls for Service with over 100 Occurrences Categorized by Type – FY 2010-11 &amp; FY 2009-10 .....</b>	<b>37</b>
<b>Exhibit 24: Response Times for Priority One and Two Calls for Service in Airport (District “David”) .....</b>	<b>39</b>
<b>Exhibit 25: Airport Arrests &amp; Citations in FY 2009-10 &amp; FY 2010-11 .....</b>	<b>40</b>
<b>Exhibit 26: Summary of SJPD Airport Division Performance Data – July 2011 .....</b>	<b>44</b>
<b>Exhibit 27: SJPD Airport Division Calls for Service – July 2011 .....</b>	<b>44</b>

<b>Exhibit 28: Summary of SJFD Airport Workload and Performance Measures—Station 20 .....</b>	<b>50</b>
<b>Exhibit 29: FAA Comparison of Aircraft Rescue &amp; Firefighting (ARFF) Cost per Enplaned Passenger, FY 2009-10 .....</b>	<b>51</b>
<b>Exhibit 30: FY 2010-11 ARFF Response Time Tests .....</b>	<b>53</b>
<b>Exhibit 31: SJFD Incidents by Type at Station 20 .....</b>	<b>53</b>
<b>Exhibit 32: SJFD Response Times to Airport.....</b>	<b>54</b>
<b>Exhibit 33: Summary of ARFF Workload and Performance Measures, July 2011 .....</b>	<b>56</b>
<b>Exhibit 34: Summary of SJFD Response Times to Airport, July 2011 .....</b>	<b>57</b>

# Introduction

In accordance with the City Auditor's 2011-12 Audit Work Plan, we have completed an audit of the Mineta San José International Airport's Level of Service Performance Metrics for Public Safety Services. The objective of our audit was to benchmark the level of police and fire services provided at Mineta San José International Airport by the San José Police and Fire Departments, respectively.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

The Office of the City Auditor thanks the Airport Department, the San José Police Department, and the San José Fire Department for their cooperation and assistance during our review. The Office of the City Auditor also thanks the Transportation Security Administration for their insight and assistance during the review.

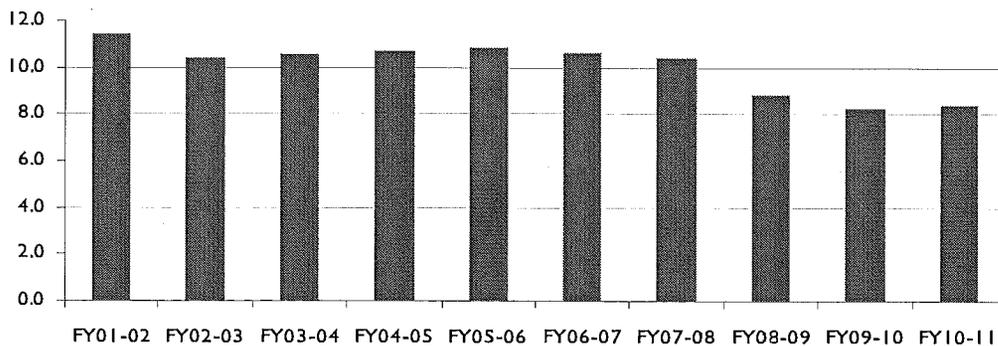
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## Background

Mineta San José International Airport (Airport) spans approximately 1,000 acres, including two terminals, three runways, and 28 passenger gates. SJC is classified as a medium-hub airport by the Federal Aviation Administration and was ranked as the 46<sup>th</sup> busiest airport in the nation in terms of total passengers in calendar year 2009.

The Airport served 8.39 million passengers in FY 2010-11, about two percent more passengers than the previous year but 27 percent fewer than the Airport served ten years ago. FY 2010-11 marked the first year of an increase in annual passenger traffic since FY 2006-07.

**Exhibit 2: SJC Annual Airport Passenger Activity (in millions), 2001-11**



Source: SJC Activity Reports

There were 73,000 commercial airline flights and 31,000 general aviation flights in FY 2010-11, or about 200 commercial and 84 general aviation landings on average each day. The Airport served 15 passenger airlines and 3 all-cargo airlines as of June 30, 2010.

The Airport accommodated 15 percent of the regional passenger air service market in 2009-10; in comparison, San Francisco and Oakland held 68 and 17 percent of the regional market share, respectively. The Airport's regional market share was down 4 percent since 2005-06.

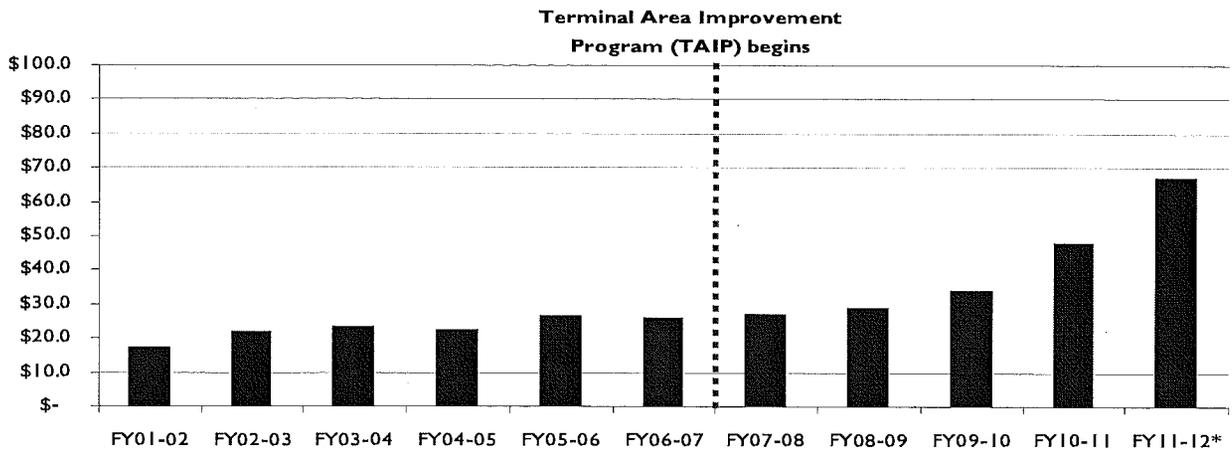
In 2006-07, the Airport embarked on Phase I of a \$1.3 billion modernization program to improve the airport facility to accommodate commercial aviation demand projections for the future. As of June 2010, significant portions of the Airport's modernization effort through the Terminal Area Improvement Program (TAIP) were completed, including the opening of the new Terminal B, the remainder of the North Concourse, a new security camera surveillance system, a new state-of-the-art baggage screening system, a solar powered rental car garage, and a new roadway system.

#### **Airport Revenues and Expenses**

Airport revenues in FY 2010-11 totaled \$146 million, including airline revenues of \$33.5 million from terminal rental and \$13.5 million in landing fees. The Airport is dependent on non-airline revenue, which totaled \$63.8 million in FY 2010-11, or 44 percent of all revenues. Non-airline revenue included terminal concessions, ground transportation (parking, rental cars, taxis, and transportation fees), airfield revenues, and space rentals for land, hangars, and other buildings. The City and the Airport have recently begun exploring development opportunities associated with the west side lands of the Airport, including considering the future of one of the shorter runways that traditionally served smaller general aviation aircraft.

Debt service related to the Airport's expansion and modernization has increased the pressure to contain costs. Airport debt service in FY 2010-11 totaled \$48 million. Debt service has increased by 78 percent from FY 2007-08 to FY 2010-11, and is projected to increase by another 41 percent in FY 2011-12 to \$67.5 million.

### Exhibit 3: SJC Airport Debt Service (in millions), 2001-12



(\*) Projected

Source: SJC Airline Rates & Charges analyses

Airport operating expenses in FY 2010-11 totaled \$86.8 million; see page 10 in Chapter I for a breakdown and discussion of operating expenses.

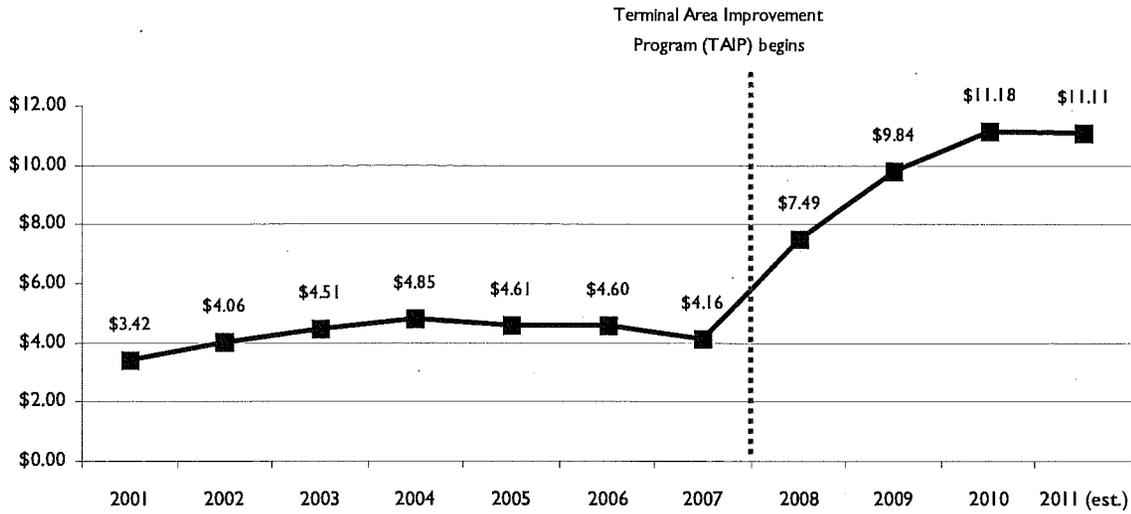
#### Airport Price Competitiveness

Airlines use the “Cost per Enplaned Passenger”, or CPE, as a key indicator for their decision about where to locate air service. The CPE represents the total costs of airport operations that are allocated and charged to the airlines, which can include landing fees and rents, for example, divided by the total number of passengers who board planes (enplaned) at SJC.<sup>1</sup>

The airlines’ CPE in SJC was estimated at \$11.11 for FY 2010-11, which was slightly less than in FY 2009-10 but 167 percent more than in FY 2006-07. One significant reason for the increase in airline CPE at SJC beginning in FY 2007-08 was due to the funding required for the Airport’s Terminal Area Improvement Program (TAIP). It is important to note that the airline CPE at SJC is directly influenced by both the costs of operating and building the Airport, as well as any changes in the number of passengers using the Airport.

<sup>1</sup> It should be noted that not all of an airport’s expenses are factored into the airline CPE; only the expenses allocated and charged to the airlines are included, and methods may vary among different airports.

**Exhibit 4: SJC Airline Cost per Enplaned Passenger (CPE) – 2001-11**

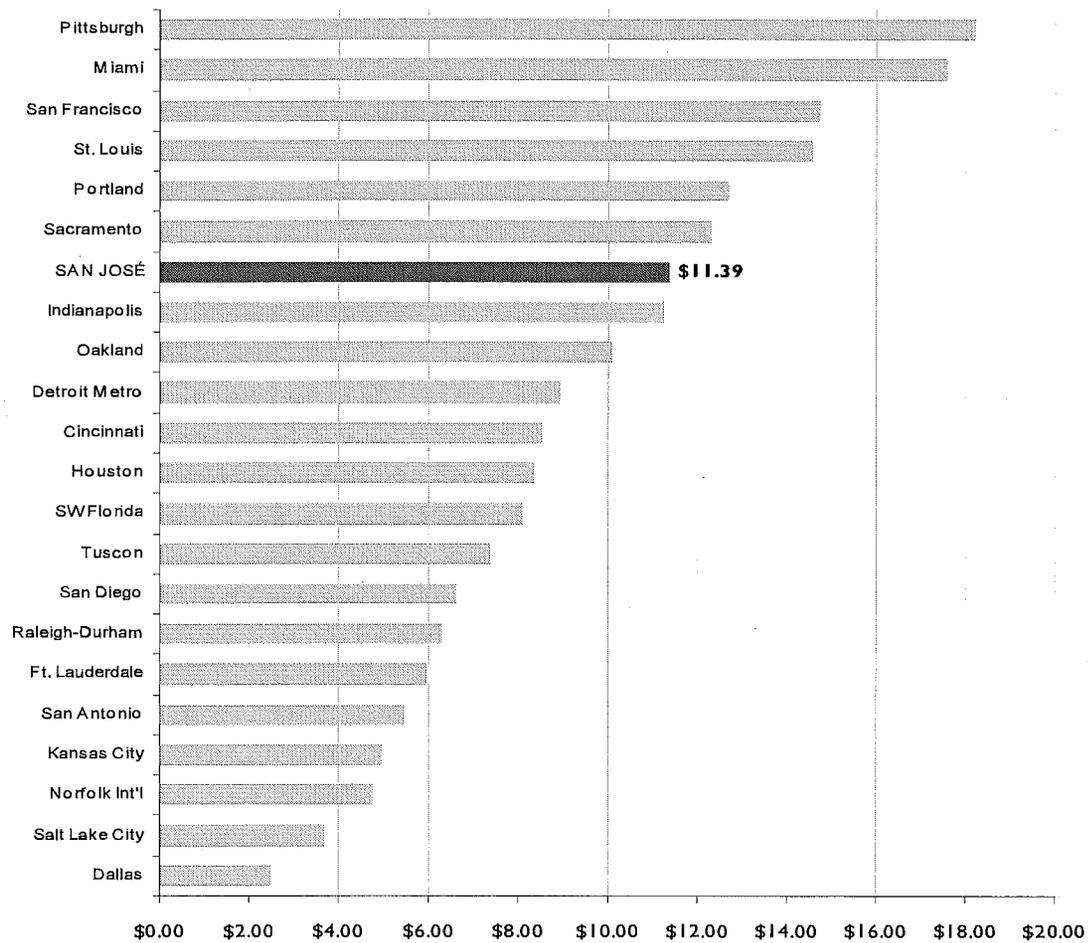


Source: SJC 2010 Consolidated Annual Financial Report

*Airline CPE Compared to Other Jurisdictions*

Exhibit 5 shows the airline CPE at other large- and medium-hub airports as compiled by the FAA compared to San José’s CPE. The FAA calculates the airline CPE similarly across all airports; however, each airport may calculate its own airline CPE using a different methodology, including Mineta San José International Airport. According to the FAA methodology, the Airport’s CPE of \$11.39 in 2010 ranked relatively high among other medium-hub airports.<sup>2</sup> Additional comparisons of airline CPE were also collected by the industry group Airports Council International for FY 2008-09; this information can be found in Appendix B. Airlines have noted that to a certain extent, San José International Airport is competing for airlines not only with other Bay Area airports, but also with other airports nationwide that can serve airlines at a lower cost.

<sup>2</sup> The FAA method of calculating airline CPE divides passenger airline revenue by enplanements at each airport that submits financial data; SJC airline CPE for 2010 differs from prior exhibit as a result. Each airport, including SJC, may calculate its own airline CPE using a different methodology and may also vary depending on operating costs, changes in passenger activity (enplanements), deferral of any Airport development, and/or debt service, to name a few. Exhibit reflects only medium- and large-hub airports.

**Exhibit 5: FAA Comparisons of Airline Cost per Enplaned Passenger (CPE), FY 2009-10<sup>3</sup>**

Source: Federal Aviation Administration – Airports Financial Reports, Compliance Activity Tracking System; SJC 2010 Comprehensive Annual Financial Report

### Rating Agency Comments

In June 2011, the rating agencies Standard & Poor's, Moody's Investors Service, and Fitch Ratings each provided "negative" outlooks with respect to the City of San José's Airport Revenue Series 2011A Bonds.<sup>4</sup> While the Airport's large economic base and proactive approaches to containing costs were generally cited as strengths, each rating agency also cited the Airport's above-average to relatively high airline CPE as a reason for its "negative" outlook, as well as the significant debt financing associated with the Airport's modernization program and the decline in passenger activity in recent years.

<sup>3</sup> The FAA method of calculating airline CPE divides passenger airline revenue by enplanements at each airport that submits financial data; SJC airline CPE for 2010 differs from prior exhibit as a result. Each airport, including SJC, may calculate its own airline CPE using a different methodology and may also vary depending on operating costs, changes in passenger activity (enplanements), deferral of any Airport development, and/or debt service, to name a few. Exhibit reflects only medium- and large-hub airports.

<sup>4</sup> Standard & Poor's, Moody's Investors Service, and Fitch each rated the City's Airport Revenue Series 2011A Bonds "A", "A2", and "A-", respectively.

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**Audit Objective, Scope, and Methodology**

Our audit objective was to review the accuracy and reporting of current level of service indicators for police and fire services at the Airport. To better understand public safety and security at the Airport, we interviewed Airport Operations, San José Police Department—Airport Division, and San José Fire Department staff. To understand the Airport's role in providing security and safety, we went on a ride-along with the Airport Operations Manager On-Duty and conducted a brief observation of the Airport Operations Center, including attending a shift briefing. To obtain an understanding of the day-to-day operations and budget and staffing changes with the SJPD and SJFD, we went on a ride-along with the SJPD Airport Division and a site visit with Airport Fire Station 20. We also met with a representative from the regional office of the Transportation Security Administration (TSA) to discuss the TSA's role at the Airport.

We reviewed Budget documents and Council memoranda related to public safety staffing at the Airport. We also reviewed quarterly reports for the SJPD Airport Division, the Airport's 2010 Comprehensive Annual Financial Report, and comparative information about other airports available through the Federal Aviation Administration. In comparing costs, we relied on the costs initially proposed to the City from outside vendors in response to the City's Request for Proposals, and the actual costs paid for police and fire service by the Airport. To understand best practices for performance metrics related to airport public safety, we looked at the "Resource Guide to Airport Performance Indicators" produced by the Transportation Research Board's Airport Cooperative Research Program and sponsored by the Federal Aviation Administration. Finally, we analyzed workload and performance measures for FY 2009-10 and FY 2010-11 from the Airport, SJPD, and SJFD to help establish a scope of work and benchmarks moving forward, and requested workload and performance measures for July 2011 to provide the most up-to-date information on public safety-related activities at the Airport.

# Chapter I Reducing Operating Costs to Maintain Airport Price Competitiveness

To increase price competitiveness, the Airport has reduced expenses and reduced its staffing by 49 percent. Recent reductions in City Police and Fire Department staffing at the airport have reduced Airport public safety costs from \$3.54 to a projected \$1.90 per enplaned passenger. Outsourcing proposals currently under consideration would reduce Airport public safety costs even further.

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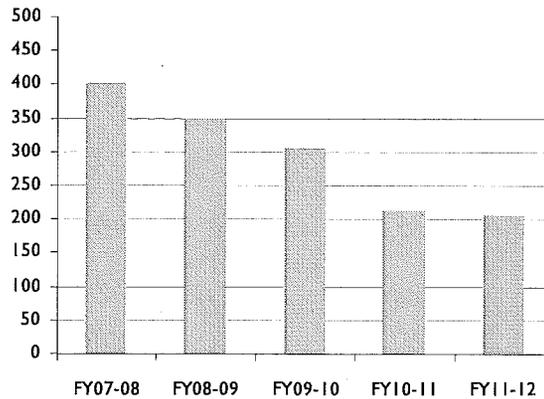
## The Airport Has Reduced its Staffing by 49 Percent

Reduced passenger volumes and the impact of the recession in recent years have required that the Airport carefully manage annual operating costs and review staffing levels, efficiencies, and other service priorities.

The Airport's adopted operating budget for 2011-12 totaled \$66.9 million, including 205 authorized positions. Since 2007-08, the Airport has reduced its operating budget by 13 percent and staffing by 49 percent, or 195 positions. The 2010-11 Adopted Budget alone eliminated 93 Airport positions, including the following:

- Outsourcing of Airport custodial services as part of a service delivery model change; eliminated 54 positions at the Airport for an ongoing savings of \$3.3 million;
- Reduction of Airport capital program staff as result of work completed with the Terminal Area Improvement Program, eliminated 10 positions;
- Reduction to Airport traffic control curbside staffing from 30 to 20 positions due to new terminal facilities, improved roadways, and reduced passenger levels, eliminated 10 positions; and
- Reduction in Airport administration, marketing/communications, and property management staffing by 10 positions.

**Exhibit 6: Airport Department Staffing, FY 2007-08 to FY 2011-12**



Source: City of San José Adopted Operating Budgets

All remaining Airport staff resources are focused on continuing safety, security and mandatory regulatory compliance activities, customer service, and revenue enhancement actions.

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**Airport Public Safety Outsourcing Proposals**

In May 2010, the City Council approved the Airport Competitiveness Strategic Plan, which provided a policy framework to guide efforts to ensure that Mineta San José International Airport would continue to be a cost-competitive and attractive airport. As part of this strategic plan, the Council approved direction to evaluate alternative methods of service delivery that could reduce the airline's cost per enplaned passenger (CPE), including the potential of finding more cost-effective ways to provide law enforcement and aircraft rescue and firefighting (ARFF) services at the Airport. As part of the Airport Competitiveness Strategic Plan, a CPE ceiling of \$12.00 was set for FY 2011-12.

In February 2011, the Airport and City Manager presented preliminary business cases for both Airport Law Enforcement Alternative Service Delivery and Aircraft Rescue and Firefighting (ARFF) Alternative Service Delivery. The Finance Department/Purchasing also released the Request for Proposals (RFP) for Airport law enforcement and ARFF services.

The Airport received nine proposals for contract law enforcement services and two proposals for ARFF services by the submission deadline. An evaluation panel representing City staff, the airlines, and other airports scored the proposals and recommended the County of Santa Clara, Office of the Sheriff for Airport law enforcement services and Wackenhut Services, Inc. for Airport ARFF services. Negotiations began with each of the selected vendors with the intent to bring final business cases and staff recommendations to Council by late April or early May in order to implement the new contract services by July 1, 2011.

Subsequently, the decision regarding potential outsourcing of both law enforcement and aircraft rescue and firefighting (ARFF) services was delayed until February 2012, contingent upon Council approval. This delay was intended to allow more time to resolve issues identified by the San José Police Department and the San José Fire Department, and allow for completion of the meet-and-confer process with the San José Police Officers Association (SJPOA) and the San José Firefighters, IAFF Local 230.

The Adopted FY 2011-12 Operating Budget reduced the SJPD Airport Division significantly—19 out of the 42 Airport-related Police positions (1 sergeant and 18 officers) were eliminated as of July 1, 2011; the remaining 23 positions would be eliminated by February 2012 assuming Council approval of contract law enforcement services.<sup>5</sup>

In June 2011, the Mayor and City Council approved the acceptance of the *Staffing for Adequate Fire and Emergency Response (SAFER)* two-year grant award of \$14.9 million, resulting in the restoration of 49 firefighter positions in the Fire Department, including 13 positions at the Airport at approximately \$2.7 million. These positions were originally scheduled for eliminated by February 2012 assuming Council approval of contract ARFF services; as part of the recommendation to accept the SAFER grant, staff also recommended that all activity to outsource ARFF services at the Airport be postponed until the end of the grant term in June 2013. The purpose of the SAFER grant is to ensure that local fire departments are able to comply with the standards established by the National Fire Protection Association and the Occupational Safety and Health Administration. Though the grant did not specify that the City had to use the money for firefighting services at the airport, the City has chosen to do so. One of the conditions of the grant precludes the City from reducing the number of firefighters on payroll through layoffs, and as a result, the only situation that would result in a change in staffing would be the City hiring new firefighters or through retirement or attrition.

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### **Recent Budget Reductions Cut Public Safety Costs as a Percentage of Operating Expenses**

Airport operating expenses in FY 2010-11 totaled \$86.8 million. Operating expenses included direct expenses for the terminal building, airfield area, parking and roadways, as well as general and administrative costs.

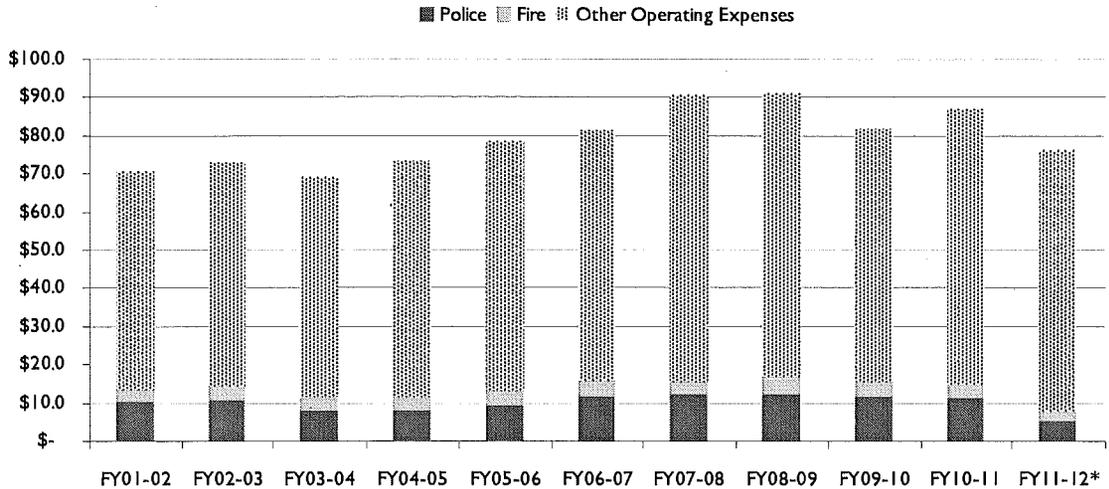
The Airport reimburses the City for the costs of the San José Police and Fire Departments in providing law enforcement and aircraft rescue and firefighting services; in FY 2010-11 these services comprised 17 percent of the Airport's operating expenses. In prior years, law enforcement and aircraft rescue and

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<sup>5</sup> FY 2011-12 Budget reflects 22 sworn staff remaining at Airport until February 2012; SJPD currently has an additional Canine officer temporarily assigned to the Airport.

firefighting services have comprised 16 to 19 percent of the Airport’s operating expenses. For FY 2011-12, these services are budgeted at 11 percent of operating expenses, assuming seven months of reduced City police and fire service and five months of contracted services (see page 12 for more detail).

**Exhibit 7: SJC Airport Operating Expenses – Police, Fire, and Other Expenses, FY 2001-02 to FY 2011-12**



(\*) Projected

Source: SJC Airline Rates and Charges Reports

**Public Safety Cost Comparisons to Other Airports**

According to FY 2009-10 statistics compiled by the FAA, San José’s public safety cost per enplaned passenger (CPE) was relatively high compared to other medium- and large-hub airports (see Chapters 3 and 4 for more detail about Police and Fire costs specifically). In FY 2009-10, San José spent about 17 percent of its operating expenses on law enforcement support and aircraft rescue and firefighting service, or \$3.85 per enplaned passenger.

**Exhibit 8: FAA Comparisons of FY 2009-10 Airport Operating Expenses and Public Safety CPE<sup>6</sup>**

Airport	Code	Year	Operating Expenses <sup>7</sup>	Enplanements	Public Safety % of Operating Expenses	Public Safety CPE
Norfolk Int'l	ORF	2010	\$27,408,334	1,652,353	27.6%	\$4.58
Pittsburgh	PIT	2010	\$83,848,440	4,098,384	20.9%	\$4.27
<b>SAN JOSÉ</b>	SJC	2010	\$94,205,136	4,107,394	<b>16.8%</b>	<b>\$3.85<sup>8</sup></b>
Detroit Metro	DTW	2010	\$186,529,708	15,876,381	31.9%	\$3.74
Oakland	OAK	2010	\$104,045,144	4,777,514	16.0%	\$3.48
Cincinnati	CVG	2010	\$59,232,058	3,987,938	23.2%	\$3.44
Sacramento	SMF	2010	\$83,384,964	4,445,991	17.0%	\$3.20
Miami	MIA	2010	\$374,705,232	17,405,330	14.8%	\$3.18
Tuscon	TUS	2010	\$26,757,737	1,855,615	21.5%	\$3.11
St. Louis	STL	2010	\$87,385,537	6,276,530	22.2%	\$3.10
San Francisco	SFO	2010	\$310,665,750	19,100,458	18.6%	\$3.03
Kansas City	MCI	2010	\$79,853,184	4,939,032	17.9%	\$2.89
SW Florida	RSW	2010	\$55,337,828	3,721,375	18.0%	\$2.68
San Antonio	SAT	2010	\$55,301,063	3,994,971	17.6%	\$2.44
Dallas	DAL	2010	\$27,385,945	3,949,122	34.7%	\$2.41
San Diego	SAN	2010	\$117,288,170	8,453,886	17.2%	\$2.39
Ft. Lauderdale	FLL	2010	\$115,918,286	10,912,918	22.4%	\$2.38
Indianapolis	IND	2010	\$59,245,944	3,770,383	15.0%	\$2.35
Houston	HOU	2010	\$50,612,700	4,397,403	18.8%	\$2.16
Portland	PDX	2010	\$85,254,910	6,477,286	15.5%	\$2.03
Raleigh-Durham	RDU	2010	\$47,992,594	4,574,777	9.9%	\$1.04
Salt Lake City	SLC	2010	\$80,010,643	10,276,871	10.1%	\$0.78

Source: Federal Aviation Administration – Airports Financial Reports, Compliance Activity Tracking System

Recent budget and staffing reductions have significantly reduced the Airport's public safety cost per enplaned passenger. For FY 2011-12, airport public safety costs have been reduced down to 11 percent of operating expenses, or a projected \$1.90 per enplaned passenger, under a model assuming a transition from City-provided service to contract services (see Exhibit 9 below). Under a full year of contract services as contained in the initial proposal, there is potential to reduce the public safety costs even further to \$1.47 per enplaned passenger.

<sup>6</sup> Public Safety CPE reflects law enforcement/security and ARFF costs as reported to the FAA divided by enplanements; see Exhibit 5 on page 5 for explanation of airline CPE as calculated by the FAA. Airports may vary in what is included in security, law enforcement, and aircraft rescue and firefighting (ARFF) service costs.

<sup>7</sup> Operating expenses exclude depreciation and reflect financial data reported to the FAA. Airports may also vary in size, including square footage and number of checkpoints, to name a few.

<sup>8</sup> Public safety CPE for San José in FY 2009-10 differs slightly here than in Exhibit 1 due to differences in reporting requirements; SJC 2010 CAFR data used here for benchmarking purposes.

**Exhibit 9: SJC Airport Public Safety CPE Projections, FY 2009-10 to FY 2011-12**

Airport	Year	Operating Expenses <sup>9</sup>	Enplanements	Public Safety % of Operating Expenses	Public Safety CPE
SAN JOSÉ <sup>a</sup> (current)	2012	\$75,949,562	4,249,672	10.7%	\$1.90
City model <sup>b</sup> (12 mos. projected)		\$76,945,566	"	11.8%	\$2.14
Contract model <sup>c</sup> (12 mos. projected)		\$74,100,566	"	8.4%	\$1.47
SAN JOSÉ	2011	\$86,845,958	4,189,223	17.1%	\$3.54
SAN JOSÉ	2010	\$81,892,602	4,105,853	19.0%	\$3.80

Source: SJC Rates & Charges Reports, SJC Activity Reports

<sup>a</sup> FY11-12 Airport budget projects 7 months of City-provided service and 5 months of contract service, as well as an assumed increase in enplanements.

<sup>b</sup> Projected Y1 costs of City (SJPD & SJFD) service with reduced SJPD staffing model of 23 total personnel

<sup>c</sup> Projected Y1 costs of contract services under initial proposal

To address service level concerns from the reduced staffing level, the City Manager is considering an increase in SJPD staffing that would increase the current cost per enplaned passenger and the comparable outsourcing cost. Given the advantages of utilizing San José police officers at the Airport, the City Manager is considering whether to defer the outsourcing proposal until at least 2013.

<sup>9</sup> Operating expenses exclude depreciation and reflect financial data based on San José's airline rates and charges analyses; financial data reported to the FAA in Exhibit 8 will differ based on reporting requirements.

## Chapter 2 Multiple Entities Are Involved in Airport Public Safety & Security

During our review of performance metrics for Airport law enforcement and aircraft rescue and firefighting services, it became clear that public safety at the Airport was a joint effort among multiple government entities. In addition to working with one another, each of the following entities has specific responsibilities related to public safety and security at the Airport:

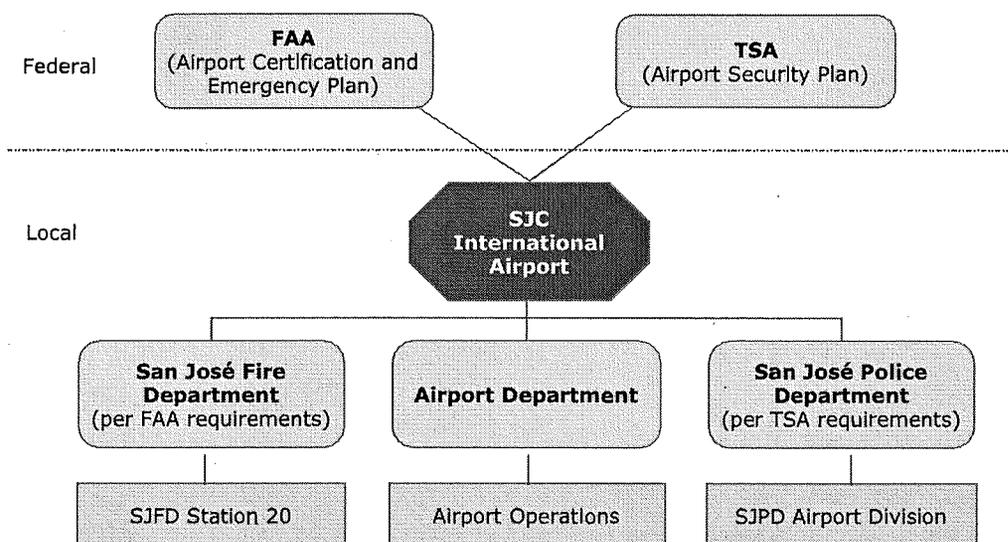
- Federal Aviation Administration (FAA)
- Transportation Security Administration (TSA)
- Airport Department (Chapter 3)
- San José Police Department (Chapter 4)
- San José Fire Department (Chapter 5)

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### A Coordinated Effort

Mineta San José International Airport (SJC) depends on a coordinated effort among multiple agencies at the federal and local level. At the federal level, SJC is guided by various regulatory requirements for security and safety provided by: the Transportation Security Administration under the Department of Homeland Security, and the Federal Aviation Administration under the U.S. Department of Transportation.

**Exhibit 10: Federal and Local Entities at SJC**



Source: Auditor's Analysis and Airport Operations Organization Chart

At the local level, the Airport (the city department) holds the primary responsibility for maintaining airport security and safety at SJC and is accountable for maintaining compliance with the named federal agencies above. The San José Police and Fire Departments are partners with the Airport in implementing the law enforcement (see page 29) and aircraft rescue and firefighting (see page 47) aspects of each federally-mandated plan.

Depending on the incident, any combination of federal or local entities may play a role in responding to and resolving an issue that arises at the Airport. Exhibit 11 shows a few sample scenarios where multiple agencies will provide some form of response.

**Exhibit 11: Multiple Agencies Responding to Sample Incidents**

	<b>EMS Incident</b> (ex. "slip and fall")	<b>TSA Red Alarm</b> (ex. weapon in bag)	<b>FAA Alert</b> (ex. aircraft crash)
Federal Aviation Administration (FAA)			✓ communicates with airlines and pilots; issues alerts to all parties
Transportation Security Administration (TSA)		✓ initiates red alarm; holds passenger at screening area until SJPD arrives	
Airport Operations	✓ provides escort for Fire & ambulance; stay on-site to coordinate with Operations	✓ receives alarm from TSA and notify SJPD; monitored in AOC, staff also responds to incident	✓ Operations staff respond; Operations Manager On-Duty (MOD) assesses airfield and coordinates w/ FAA
SJPD (Police)	✓ provides escort for Fire & ambulance; write incident reports	✓ SJPD located at screening area alerted by dispatch; additional SJPD back-up called if needed	✓ SJPD responds and establishes perimeter security
SJFD (Fire)	✓ Airport Station 20 provides first response; off-field SJFD units immediately fill in (NOTE: EMS response by Station 20 not required by the FAA)		✓ Airport Station 20 provides first response & incident command; off-field SJFD assists as needed

Source: Department interviews

**Federal Aviation Administration's (FAA) Regulatory and Operational Roles**

Federal Aviation Regulation (FAR) 139 requires that all airport operators have an approved Airport Operating Certificate, which also includes an Airport Certification Manual and operating requirements. The Federal Aviation Administration (FAA) performs an extensive annual review of an airport's compliance with various safety and operational criteria with regard to infrastructure, maintenance, reporting, training, policies and procedures, and response capability, to name a few. The Airport administration—under the City of San José—is the holder of the Airport Operating Certificate for the San José International Airport. Airport Operations staff is responsible for providing annual

updates to the Certification Manual. Three minor discrepancies related to record-keeping, fueling programs and EMS response were found in the most recent FAA inspection of SJC conducted in February 2011.

The Airport Certification Manual includes maps of all identifying locations and terrain features on and around the airport that are significant to emergency operations, as well as descriptions and requirements of movement areas and safety areas for air carriers, the runway and taxiway identification system, general policies and procedures relevant to airport operations, and an emergency plan, to name a few.

The Emergency Plan is part of the Airport Certification Manual and details basic plans and procedures for a variety of incidents that may occur at an airport, including, but not limited to: aircraft incidents, bomb threats, hostage situations, structural fires, and incidents involving hazardous materials. Per FAA regulations, the Emergency Plan must be coordinated with local law enforcement agencies, rescue and firefighting agencies, medical personnel and organizations, principal tenants at the airport, and all other persons who may have responsibilities under the plan. For example, the Emergency Plan requires the Airport to conduct a full-scale county-wide live simulation of an emergency incident every three years in order to test county-wide communications, and “tabletop” exercises to discuss emergency response and communication among all related parties on an annual basis.

### **Federal Aviation Administration (FAA) Personnel at SJC**

Aside from providing regulatory oversight of the Airport, the Federal Aviation Administration (FAA) also plays a pivotal role in directing air traffic operations through the air traffic control tower at SJC. The FAA is generally responsible for all activities on the taxiways and runways.

During a ride-along with the Airport Operations Manager On-Duty, we observed that in order to complete the daily runway inspection as required by FAA regulations, the Manager On-Duty had to communicate via radio with the FAA tower to obtain “point-to-point” clearance to enter the movement area. More specifically, the Manager On-Duty had to wait for the FAA to clear any pending arrivals and departures to create a window for the Manager On-Duty to enter the runway; we observed another passenger flight waiting for takeoff while the Manager On-Duty completed the full-length runway inspection.

While the FAA generally acts independently of other entities at the Airport, in the event of an emergency the FAA can directly and immediately contact Airport Operations and the San José Police and Fire Departments for assistance. The FAA determines the appropriate alert levels for any problems involving aircraft, and the designated alert level will trigger varying responses from Airport Operations, SJPD, and SJFD staff, per the Airport’s Emergency Plan. Generally speaking, Alert I indicates an aircraft reporting minor difficulty (ex. warning light,

minor oil leak). Alert II incidents are most common and indicate that some major difficulty or physical malfunction of an aircraft has occurred (ex. engine failure, unsafe gear indicator) and that the potential exists for a major accident. Alert III indicates an actual aircraft crash on or near the Airport.

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### **Transportation Security Administration's (TSA) Regulatory and Operational Roles**

The Transportation Security Administration (TSA) is the regulatory body that provides security oversight over all Airport-related entities, including the airlines, shippers, and the Airport itself. TSA utilizes inspectors and agents to ensure compliance with each entity's approved Security Plan and various updates related to security and operations.

Section 1542 of Federal Transportation Security Administration regulations requires that all airport operators have an approved Airport Security Plan/Program. Each airport operator is required to designate one or more Airport Security Coordinators in its security program. The approved Airport Security Program for each airport must provide for "the safety and security of persons and property on an aircraft operating in air transportation or intrastate air transportation against an act of criminal violence, aircraft piracy, and the introduction of an unauthorized weapon, explosive, or incendiary onto an aircraft". This includes everything from detailed descriptions of secured areas such as the Airport Operating Area (AOA) and the Security Identification Display Areas (SIDAs), access control measures and procedures, and internal procedures regarding training, records, and identification of all personnel. The Security Program also covers airport procedures related to the support of TSA inspections of individuals and property, security programs for each airport tenant, and a description of law enforcement support used by the airport to comply with TSA regulations. The TSA may also issue Security Directives to update all airports on changes to various aspects of the approved security program.

### **Transportation Security Administration (TSA) Personnel at SJC**

In addition to providing regulatory oversight, the TSA is responsible for the screening of individuals and property into aircraft. TSA security personnel typically focus on staffing screening checkpoints, baggage and cargo screening, and behavioral detection.

The most visible utilization of TSA personnel can be seen at the Airport's security checkpoints, where passengers, crew, and property are screened for various prohibited items. Passenger screening has recently changed with the TSA's addition of eight advanced imaging-technology (AIT) units, or full-body scanners, in SJC Terminals A and B. The AIT units are designed to bolster security by safely screening passengers for metallic and non-metallic threats, including weapons, explosives, and other concealed objects. The TSA ensures passenger

privacy by applying privacy filters, deleting AIT images after use, and stationing the TSA officer viewing the AIT image at a remote location to prevent contact with any passengers being screened.

As part of the Airport's \$1.3 billion modernization program, SJC has also become the first airport in the nation to use the new state-of-the-art baggage screening equipment, the continuous-feed CTX-9800. The new system allows for TSA screeners and the carriers to work faster and more efficiently than the previous manual baggage screening system.

In addition, TSA personnel can also be deployed as Behavior Detection Officers, or BDOs, throughout the Airport. BDOs are trained to use non-intrusive behavior observation and analysis techniques to identify potentially high-risk passengers. For example, BDOs may discreetly screen travelers for involuntary physical and physiological reactions that people may exhibit in fear of being discovered (ex. profuse sweating). In such cases, BDOs may refer such travelers to other TSA staff for additional screening at the checkpoint, such as a security wand, limited pat-down or a physical inspection of one's carry-on baggage.

TSA staffing is determined on an annual basis by the federal government depending on a number of demand factors, including but not limited to: number of passengers, airline carriers at an airport, number of flights, and peak seasons for travelers during the year at each airport. Based on the above factors and the total budget approved by Congress, TSA will allocate staff and resources to each airport as needed; SJC Airport staff is not involved in TSA staffing decisions.

It should be noted that TSA personnel do not have law enforcement authority, with the exception of Federal Air Marshals who are deployed nationwide and may be assigned to flights but not specific airports. TSA personnel typically conduct administrative searches during security screening and will contact the designated law enforcement authorities should problems arise. For example, as shown earlier in Exhibit 11, if TSA screeners were to discover a weapon in someone's luggage, TSA staff is trained to trigger the "red alarm", which immediately contacts Airport Operations, who then contacts law enforcement. Law enforcement support is required to directly address the passenger and the weapon in question, as TSA staff is not authorized or trained to pursue, confront, or detain a passenger. Per TSA regulations, the Airport is required to have a law enforcement officer available at each security checkpoint (Terminal A and B) to provide assistance when necessary, unless an exemption is granted by TSA.

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# Chapter 3 Airport Department – Airport Operations’ Role and Performance Metrics

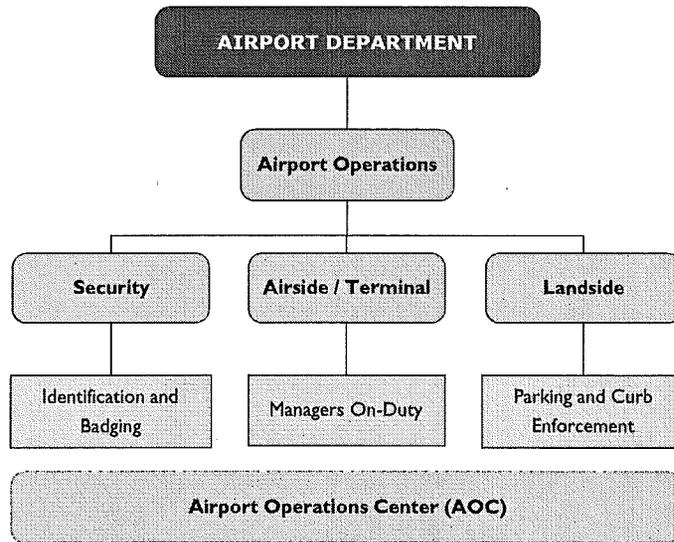
In addition to FAA personnel at air traffic control and TSA personnel dispersed throughout the Airport, Airport Operations staff also plays a pivotal role in various aspects of airport safety and security.

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## Airport Operations

Airport Operations at Mineta San José International Airport is led by a Deputy Director and is divided into three sections: Security, Landside Operations, and Airside/Terminal Operations. In addition, the Airport Operations Center is guided by all of the above sections and is able to respond to any number of operational issues.

**Exhibit 12: Organization Chart for Airport Operations**



Source: Airport Department and Auditor’s Analysis

### Role of Airport Operations - Security Operations

The Security Operations section is responsible for all aspects of Airport security, including compliance with TSA regulations and security directives, updating and maintaining the Airport Security Plan and the primary liaison between the Airport, San José Police Department—Airport Division, and the Transportation Security Administration (TSA). The section is also responsible for approving and managing all restricted area access privileges, identification badge issuance, key control, and approving all permits for vehicles to enter the airfield.

Each airport operator is required to designate one or more Airport Security Coordinators in its security program. The Airport Security Coordinator (ASC) is responsible for serving as the airport operator's primary contact for security-related activities and communications with TSA. In addition, the Airport Security Coordinator must frequently review all security-related functions to ensure compliance with the security program and applicable Security Directives from TSA, initiate corrective action for instances of non-compliance, and review applicants' employment history and criminal background checks for in order to issue Airport access identification badges.

At the San José International Airport, the Airport administration has four individuals qualified to perform ASC responsibilities. At least one of them is available, 24 hours a day, seven days a week, per TSA regulations.<sup>10</sup>

#### *Private Security*

Security Operations also manages the private security response provided by First Alarm—this includes private security stationed at the Terminal B exit lane, guards at access points leading into the Airport Operating Area, and roaming patrol around the ramps to conduct random access badge checks.

#### **Role of Airport Operations - Landside Operations**

The Landside Operations section coordinates and manages all ground transportation operations at SJC, including all parking lots, shuttle buses, taxicabs, and other ground transportation providers such as couriers and door-to-door shuttles. The section is also responsible for coordinating operations for the Airport's new consolidated rental car facility (CONRAC).

#### *Parking and Traffic Control Officers*

Landside Operations also coordinates parking and curb enforcement at the Airport, including the use of civilian Parking and Traffic Control Officers (PTCOs).<sup>11</sup> As of June 2011, there were 20 PTCOs at the Airport. PTCOs direct airport traffic and fulfill security-related roles assisting in monitoring traffic flow, vehicle observations, and conduct vehicle inspections as dictated by the Airport Security Program.<sup>12</sup>

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<sup>10</sup> Designated Airport Security Coordinators at the San José International Airport include the Deputy Director of Aviation, an Airport Operations Manager, Airport Operations Superintendent, and an Airport Operations Supervisor.

<sup>11</sup> Parking and Traffic Control Officers are Airport employees; however, the classification also exists in the City's Department of Transportation.

<sup>12</sup> The City is also considering the outsourcing of services currently provided by Parking and Traffic Control Officers.

## **Role of Airport Operations - Airside/Terminal Operations**

Airside/Terminal Operations coordinates and manages all operations from inside the SJC terminals all the way out to the airport runways and perimeter. This section of Airport Operations frequently interacts with the SJPD and SJFD via the Airport Operations Manager On-Duty and the Airport Operations Center staff.

### *Airport Operations Manager On-Duty (MOD)*

The Airport Operations Manager-on-Duty (MOD) has a number of responsibilities for ensuring that all day-to-day airport operations run smoothly, specifically with regards to the airfield and any passenger-related activities. Many of these duties are closely tied to airport safety and security and are related to the work of the San José Police Department-Airport Division (SJPD-AD) and Station 20 of the San José Fire Department (SJFD). As of June 2011, there were five Airport Operations MODs; one of whom was on military leave.

Throughout the day, the MOD constantly monitors the radios for events that may require his or her assistance. At the beginning of each shift, the incoming MOD is briefed by the outgoing MOD on any relevant events that had occurred during the previous shift. Often, the incoming MOD will also conduct a briefing with other airport supervisors. The MOD also supervises the on-duty staff at the Airport Operations Center (AOC).

One of the responsibilities of the MOD is to conduct daily visual inspections of the runways, taxiways, and the perimeter. While the FAA mandates that this be done once a day, the SJC MOD performs the task twice a day. For example, the MOD will examine the perimeter fence to ensure there are no breaches. At the same time, he or she ensures that the runways are cleared of any dangerous hazards, including any animals and trash that could interrupt the normal operation of an aircraft. Prior to and while driving on the runway, the MOD clears each movement with the FAA control tower to ensure there are no runway deviations or incursions.

The MOD is also responsible for issuing the "Notice to Airmen" as mandated by the FAA at Part 139 airports such as SJC. Using information provided from Airport Operations and airport tenants, the MOD issues an alert to all airlines and pilots advising them to the conditions at the Airport, such as closed runways or other hazards that may interrupt the scheduled flight pattern of an aircraft.

In the event of an incident on the runway, the MOD would make determinations as whether to open or close particular areas. The MOD would also be responsible for contacting various agencies regarding the response to the incident. Additionally, the MOD would serve as the backup to the incident commander, who in the event of an aircraft incident would be the Fire Captain at Station 20.

Another duty of the MOD is the maintenance of a daily log recording all notable incidents involving airport operations. These events range from aircraft late arriving to criminal events requiring police response to emergency medical service calls. All logs are compiled into the “red log”, which can also include personal information of individuals involved (for official records, police reports, etc.) in an incident and relevant staffing changes for Airport Operations staff that day (e.g. sick leave). Because of the sensitivity of the information, this version is not widely distributed. However, each day an abridged list of incidents at the airport is also generated that omits names and other sensitive information. This edited “daily log” is considered public and is sent to various stakeholders, including members of the city council, station managers, the city attorney, contractors, and the police, among others.

### **Airport Operations Center (AOC)**

As part of the Airport Competitiveness Strategic Plan, administrative and engineering staff was relocated to the new existing space in the Airport terminals in November 2010. As part of the Airport staff consolidation—which resulted in various functional efficiencies and cost savings—the Airport Communications Center (ACC) was moved and restructured into the new Airport Operations Center (AOC).

The AOC is responsible for the day-to-day activities associated with running an airport. The AOC consolidates operational support, communications staff, and technological applications into one central hub for all operations. The AOC is in service 24 hours a day, seven days a week; as of June 2011 the AOC was staffed with 19 Senior Operations Specialists.

#### *Airport Operations Center Staffing*

The AOC is staffed under a “matrix” model that essentially addresses all airside, security, terminal, and landside operations as described above. AOC staff is typically assigned to an individual work area (e.g. landside) while on-duty and rotate among work assignments on a daily basis as of the January 2011 staff consolidation. Airport Senior Operations Specialists can be assigned to one of five positions while staffing the AOC: Airside/Security, Terminal/Security, Landside, a “floater” to be deployed to any of the above sections as needed, and another position that remains within the AOC to continue monitoring all systems and communicating with other AOC staff as issues arise.

The Airport Senior Operations Specialists perform a wide variety of activities to support management in the day-to-day administration, and have the ability and authority to move and respond to situations needing professional attention. General duties of Senior Operations Specialists include: ensuring regulatory compliance of tenants, contractors, and permit holders; knowledge and skill in radio communication systems; and providing customer service to the public.

As part of the Airport staffing consolidation, the Senior Operations Specialists have also become responsible for monitoring Airport security systems, facilitating emergency response and communications for airport incidents, initiating the Emergency Notification system, and providing radio dispatch for Operations and Facilities divisions at the Airport. These responsibilities have been added to the day-to-day duties and responsibilities of the AOC.

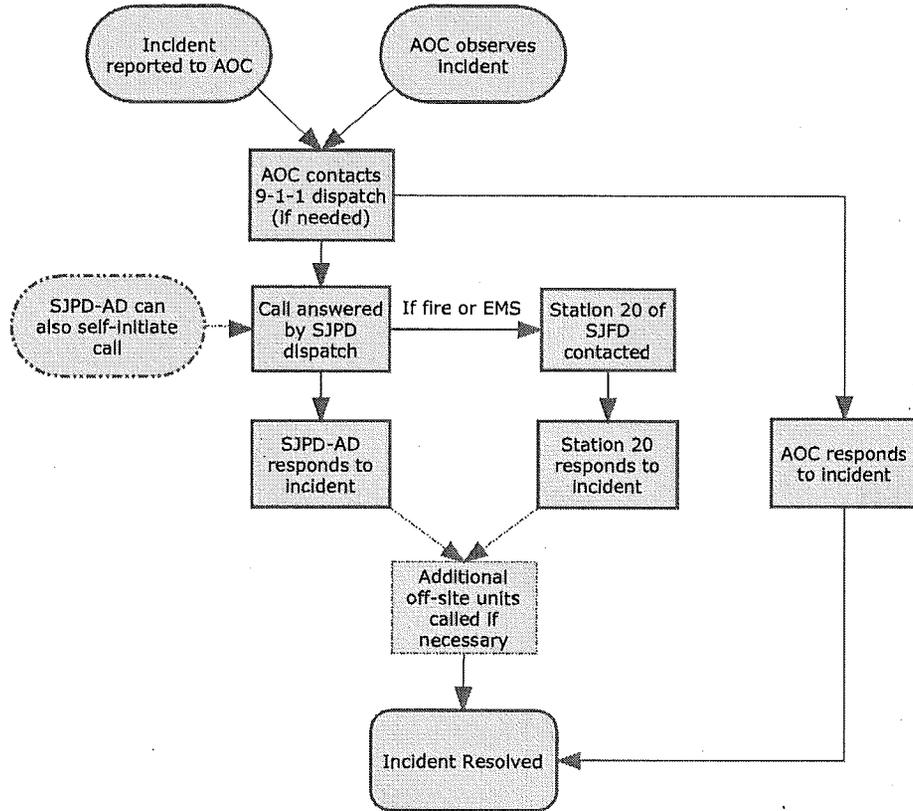
Other specific operational duties related to Airport safety and security include, but are not limited to:

- use of vehicles to patrol the airport to inspect and observe aircraft, tenants, and contractors to ensure compliance with applicable regulations and take action to correct deficiencies (Airside);
- conduct random Secured Identification Display Area (SIDA) badge checks throughout the Airport (Airside);
- respond to emergencies, hazmat, wildlife, or other incidents to maintain a safe and efficient operations (all areas);
- lead person for the Ground Transportation enforcement program (Landside);
- use vehicles to patrol the airport to inspect and observe perimeter fences, gates, and employees to ensure regulatory compliance (AOC lead); and
- provides instruction to all access/ID badge holders on security roles and compliance programs (AOC lead).

#### *Incident Response*

As shown in Exhibit 13 below, AOC staff typically witness or are alerted to an incident on the Airport premises and will address the issue themselves if possible (e.g. accidental alarm). In the event of a larger emergency such as a crime in progress or EMS call, AOC staff will call 9-1-1 to dispatch SJPD and SJFD. In addition, AOC staff will respond to the incident and will provide operational support on-site until the incident is resolved.

**Exhibit 13: Airport Incident Communications Flowchart**



Source: Department interviews and Auditor's analysis

**Changes in Responsibilities for Airport Operations Since June 2011**

According to AOC staff, the SJPD-AD staffing reductions since June 2011 have also resulted in changes in AOC staff responsibilities. For example, prior to June 2011, if a door or gate alarm was triggered and the situation could not be resolved from the AOC, a Senior Airport Operations Specialist would respond on-scene to physically investigate with SJPD-AD assistance. However, since June 2011, AOC staff must now initially respond to unresolved door and gate alarms on their own and will only call SJPD-AD when necessary. In addition, AOC staff has agreed to assist in escorting Fire and EMT staff to the scene of an emergency medical service call by meeting the SJPD-AD at a predetermined location in the sterile area (area where passenger access to boarding aircraft is controlled by TSA screening) and taking Fire and EMT staff the rest of the way.

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**Airport Operations Workload & Performance Data**


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Federal regulations state that records of all incidents must be kept and maintained by the Airport. Data from Airport Operations came primarily from two sources: 1) their access control system that tracks all secured entry and exit points throughout the Airport and 2) daily logs maintained by the Airport Operations Manager On-Duty.

In FY 2010-11 (as shown in Exhibit 14 and described below), Airport Operations staff recorded over 50,000 gate and door alarms, 25 alarms triggered by TSA, and 31 FAA alerts.

**Exhibit 14: Summary of Airport Operations Measures**

<b>Workload &amp; Performance Measures</b>	<b>FY09-10</b>	<b>FY10-11</b>
Gate and Door Alarms	67,569	50,124
TSA Red Alarms	23	25
FAA Alerts (also see ARFF on page 52)	26	31

Source: Airport Operations

**Gate & Door Alarms**

Based on our observations and Airport data, responses to gate and door alarms comprised a significant amount of the AOC staff workload. There were 50,124 gate and door alarms in FY 2010-11, about 26 percent fewer than the previous year.

To put this into perspective, the Airport estimates that employees move through access controlled doors throughout the Airport about 17,000 times each day, or roughly 6.2 million times each year. During our observation of AOC day-to-day activities, we noticed a number of gate and door alarms that were triggered by employees and quickly resolved within the AOC; at least one gate alarm required AOC staff to investigate the alarm on-site.

The majority of these alarms are the result of approved/badged airport or airline employees inadvertently triggering door alarms. Most of these are resolved internally with the Airport Operations Center, as the badged individual will call the AOC to advise that he or she set off the alarm and will provide the AOC enough personal identifying information to allow the AOC staff to reset the alarm. In addition, the numerous security cameras throughout the Airport automatically focus on each side of a door when an alarm is triggered, so that AOC staff can also visually verify what has happened. If an alarm cannot be immediately resolved, AOC staff will be dispatched to investigate the situation—according to the Airport, these usually involve passengers pushing through closed doors to catch a departing flight or accidentally leaning on doors to trigger alarms. As noted earlier, prior to June 2011 AOC staff would also typically notify

the SJPD Airport Division to help respond for these unresolved alarms; currently AOC staff are responsible for responding to gate and door alarms on their own and will call SJPD if necessary.

**TSA Red Alarms**

There were 25 “red alarms” triggered by Transportation Security Administration (TSA) agents at the screening area in FY 2010-11. TSA red alarms are triggered when a prohibited item or items are detected on a passenger—the red alarm directly notifies the Airport Operations Center, who then notifies SJPD to provide assistance at the checkpoint while AOC staff also responds and continues to monitor the situation to provide more details. These red alarms are tested between the TSA and the AOC at each TSA shift change, as we found during our observation of the AOC.

**FAA Alerts**

Federal Aviation Administration (FAA) staff located at the air traffic control tower at the San José International Airport can issue alerts to Airport and public safety staff if problems arise involving incoming aircraft. There were 31 FAA alerts issued in FY 2010-11, which broke down as follows:

**Exhibit 15: FAA Alerts**

	<b>FY09-10</b>	<b>FY10-11</b>
Alert I (aircraft reporting minor difficulty)	6	7
Alert II (aircraft reporting major difficulty)	19	22
Alert III (aircraft crash on or near Airport)	1	2
<b>TOTAL</b>	<b>26</b>	<b>31</b>

Source: Airport Operations

In the event on an FAA alert, both Airport Operations and the SJFD Station 20 will provide a response (see page 52 for details on the SJFD response). In nearly all cases, Airport Operations will respond to the scene and coordinate the opening and closing of runways with the FAA control tower, as well as conduct a runway inspection. If an Alert 3 occurs, the Airport Operations Manager On-Duty would provide technical support to the Incident Commander (Station 20 Fire Captain).

### May 2011 Tally of Other Significant Events

To further assess the workload of the Airport Operations MOD and the AOC staff, we collected both the “red log” and the daily activity logs maintained by the MOD for the month of May 2011.<sup>13</sup>

During the course of the month, the Manager On-Duty documented 38 calls for police assistance, 12 calls for assistance from the fire department, and five significant door/gate alarms. It should be noted that many other routine operational activities such as late flight notifications, accidental door alarms, runway inspections, and taxiway or runway updates were not included in the summary below.

#### Exhibit 16: Airport Operations “Red Log” Summary – May 2011<sup>14</sup>

Type of Event	May 2011 Count
Door / Gate Alarms	5
SJPD (police) contacted	38
SJFD (fire) contacted	12
Ambulance required	5
Major security issues	5

Source: Airport Operations

Major security issues as referenced in Exhibit 16 can vary from a reported gas leak to an unruly passenger to an incident that required passengers to be cleared from the terminal and re-screened. These incidents are captured in the “red log” but are not necessarily tallied or counted in any other way.

According to the Airport, there were no reported terminal clearings in May 2011, though there were two instances that required some passengers to be re-screened.

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### July 2011 Update – Airport Operations Workload & Performance Measures

There were 6,922 gate and door alarms triggered at the Airport in July 2011, about 65 percent more than the average month in FY 2010-11. According to the Airport, July tends to be one of the busier travel months during the year. There

<sup>13</sup> The “red log” and daily activity logs are intended to summarize more significant events that occur throughout the day according to the MOD, such as events that required police or EMS response, late arrivals of aircraft, FAA alerts, and more significant door alarms or breaches of the Airport Operating Area that required more attention. For example, while we observed numerous door alarms being triggered and quickly cleared by AOC staff during our observation, the MOD would not typically enter these events in the “red log” and daily activity logs. Through the logs, we were able to count activities in the month of May 2011.

<sup>14</sup> “Red log” count only includes incidents logged by the Airport Operations Manager On-Duty; does not include all calls for service or incidents as captured by the San José Police and Fire Departments.

were no TSA red alarms in July 2011. There was also one FAA Alert that was issued in July 2011 regarding an aircraft that had issues while landing that required the temporary closure of a runway.

**Exhibit 17: Summary of Airport Operations Measures – July 2011**

<b>Workload &amp; Performance Measures</b>	<b>FY10-11 (avg. month)</b>	<b>July 2011</b>
Gate and Door Alarms	4,177	6,922
TSA Red Alarms	2	0
FAA Alerts (also see ARFF on page 56)	3	1

Source: Airport Operations

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**Importance of On-going Monitoring of Performance Metrics**

In our opinion, the measurement and reporting of key performance metrics is necessary to help ensure public safety in a time of budget reductions and staffing changes, whether City departments or outside providers deliver services at the Airport in the future. For example, since June 2011 Airport Operations has been responsible for investigating unresolved gate and door alarms; this was previously a shared responsibility with the San José Police Department.

**Recommendation #1:** In order to better monitor the levels of service provided by law enforcement and aircraft rescue and firefighting services, performance metrics should be continuously reviewed and discussed amongst the Airport and its public safety and security partners.

**Recommendation #2:** Airport Operations should summarize and distribute key performance metrics such as gate and door alarms, TSA red alarms, FAA alerts, and a summary of other significant events to its public safety and security partners (currently the San José Police Department and the San José Fire Department) on a regular basis.

## Chapter 4 Law Enforcement Services and Performance Metrics

At Mineta San José International Airport, the San José Police Department (SJPD) currently provides the law enforcement support mandated by the Airport's Security Plan. Since FY 2009-10, the SJPD Airport Division has reduced sworn staff by 51 percent, with the majority of the staffing reduction occurring in June 2011. Workload and performance metrics are provided for FY 2009-10 and FY 2010-11 to help compare the level of service in prior years. July 2011 data is also provided where available to help establish a baseline for service moving forward, given staffing and operational changes. The proposal to outsource law enforcement services at the Airport is still under consideration.

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### Transportation Security Regulations Establish the Requirements for Law Enforcement Support Personnel

Transportation Security Regulation (TSR) 1542 provides an overview of law enforcement support required by each airport operator's approved security program.

Section 1542.217 specifically describes law enforcement personnel within an approved security program. For example, each airport operator must ensure that law enforcement personnel used to meet the requirements of § 1542.215, meet the following qualifications while on duty at the airport:

- (1) Have arrest authority;
- (2) Are identifiable by appropriate indicia of authority;
- (3) Are armed with a firearm and authorized to use it; and
- (4) Have completed a training program that meets the requirements of this section.

"Arrest authority" means that law enforcement personnel at the airport must have the authority to arrest, with or without a warrant, while on duty at the airport for the following violations of the criminal laws of the State and local jurisdictions in which the airport is located—

- (a) A crime committed in the presence of the individual; and
- (b) A felony, when the individual has reason to believe that the suspect has committed it.

The "training program" requirements under § 1542 of TSA regulations state that the training program must (1) meet the training standard for law enforcement officers prescribed by either the State or local jurisdiction in which the airport is

located for law enforcement officers performing comparable functions; or (2) specify and require training standards for private law enforcement personnel acceptable to TSA, if the State and local jurisdictions in which the airport is located do not prescribe training standards for private law enforcement personnel that meets the standards listed above. Such training is to include:

- (a) The use of firearms;
- (b) The courteous and efficient treatment of persons subject to inspection, detention, search, arrest, and other aviation security activities;
- (c) The responsibilities of law enforcement personnel under the security program; and
- (d) Any other subject TSA determines is necessary.

TSR 1542 does not specify any minimum staffing requirements. TSR 1542 simply specifies that each airport operator must provide "law enforcement personnel in the number and manner adequate to support its security program", as well as an adequate number of "uniformed law enforcement personnel" to support each system for screening persons and accessible property at the airport, with TSA approval. As mentioned earlier, TSR 1542 regulations allow for the use of either law enforcement officers or private law enforcement personnel to support an airport's security program, provided that all qualifications and training requirements are met.

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### **Role of the San José Police Department—Airport Division**

According to the San José Police Department Airport Division (SJPD-AD), which serves Mineta San José International Airport (SJC), the primary purpose of the police at the airport "protection, not enforcement." The Airport Division's main focus is the defense of the airport and the security of the civilians inside, as opposed to the main focus of their fellow patrol officers outside of the airport on enforcement of laws and regulations. According to SJPD, while there are relatively few conventional crimes such as thefts or assaults at the airport in relation to the large number of people it serves, the threat for much more damaging crimes including acts of terrorism is much larger.

Working in conjunction with Airport and federal Transportation Security Administration (TSA) personnel, the SJPD-AD seeks to ensure the continual safety and security of the airport.

The objectives of the SJPD-AD are as follows:

- I. To maintain a safe and secure environment for the airport community and the traveling public.

2. To manage and deploy police resources to ensure a timely response to emergency and non-emergency calls for service.
3. To support and enforce the Transportation Security Administration (TSA) mandated Airport Security Program, and coordinate security-related matters with air carriers, tenants, Airport Department employees, and the TSA.
4. To develop and foster community-policing partnerships at the airport.
5. To employ innovative and proactive patrol and investigative strategies to address the security, crime and traffic problems unique to the airport environment.
6. To ensure the professional development and training of Airport Division personnel.

The SJPD-AD sees its uniformed presence as a major deterrent of crime at the airport; according to SJPD, seeing a uniformed police presence is likely to prevent a potential attack or other crime from occurring in the first place. As a result, the SJPD-AD seeks to maximize its presence with its available resources.

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#### **San José Police Department—Airport Division Staffing Has Decreased 51 Percent**

In FY 2009-10, there were 47 sworn police personnel assigned at the airport. Due to budget cuts, however, this number was reduced from 47 to 41 for FY 2010-11, and then again from 41 to 23<sup>15</sup> beginning on June 26, 2011—a total decrease of 51 percent. While the goal of the department has remained the same, the scope of the officers' focus has shifted to compensate for falling numbers.

Prior to the second round of personnel reductions in June 2011 from 41 to 23 sworn police personnel, the officers were divided into six patrol teams and one additional canine unit (discussed in more detail below). The units were set up so that the two patrol teams would work the graveyard shift while the remaining patrol teams would work the other shifts. According to the SJPD-AD, prior to the June 2011 reductions, patrol teams were split to cover five different beats in District "David" (which consists of the airport): Terminal A, Terminal B, areas north of the air traffic control tower, areas south of the air traffic control tower, and outside the terminal and airfield.

Per TSA regulations, at least one law enforcement officer is required to be stationed at each security checkpoint (Terminal A and Terminal B). According to the SJPD-AD, these officers at the security checkpoints serve as a strong deterrent to criminal or disruptive activities; for example, when passengers become irritated or resistant with the screening process, the sight of a uniformed officer will often

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<sup>15</sup> FY 2011-12 Budget reflects 22 sworn staff remaining at Airport until February 2012; SJPD currently has an additional Canine officer temporarily assigned to the Airport.

calm said passenger down. Additionally, in the event of an incident necessitating the involvement of the fire department or ambulance unit, the SJPD-AD would escort the unit to the incident.

**Exhibit 18: SJPD Airport Division – Sworn Staffing at SJC**

Rank	FY 2009-10	FY 2010-11	FY 2011-12
Captains	1	0	0
Lieutenants	1	1	1
Sergeants	7	6	5
Officers	38	34	17
<b>Total</b>	<b>47</b>	<b>41</b>	<b>23<sup>16</sup></b>

Source: SJPD-AD Quarterly Reports and Interviews

Since the June 2011 staffing reductions, SJPD-AD now consists of 23 sworn staff, including four patrol teams with canine officers and sergeants integrated into each team, the security sergeant, and the unit commander. According to the SJPD-AD, the average police officer stationed at the airport currently has over 18 years of experience in the force and is often a veteran of the SJPD Special Operations Division.

Police personnel typically work 10-hour days, four days a week, which is standard procedure for SJPD police officers.

**SJPD Security Sergeant**

According to the SJPD-AD, another important individual in their airport security apparatus is the security sergeant. The security sergeant serves a number of functions at the airport. Serving as the go-between with Airport Operations and the SJPD-AD, the security sergeant assists with the design and implementation of all emergency response plans and evacuation plans, coordinates and assists the Airport Operations Manager On-Duty (MOD) with all events related to airport security, and communicates with the Airport Operations Center (AOC) with regards to alarms and other problems, among other responsibilities.

In working with Airport administration, the security sergeant is in charge of leading internal criminal investigations and occasionally assists in reviewing the criminal history records of badged employees. The security sergeant also reviews and disseminates TSA security directives related to the SJPD-AD while ensuring that the SJPD-AD is coordinating with TSA personnel as needed to ensure the integrity of the airport. Furthermore, the security sergeant serves as a 24/7 liaison with all other security-related organizations (FBI, Secret Service, etc.). For example, when

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<sup>16</sup> FY 2011-12 Budget reflects 22 sworn staff remaining at Airport until February 2012; SJPD currently has an additional Canine officer temporarily assigned to the Airport.

a high-level official or foreign dignitary comes through SJC, the SJPD-AD and by extension, the security sergeant, would be responsible for devising a security plan and relaying it to SJPD personnel to ensure the well-being of the visitor.

### **Airport Canine Program**

One important program that has remained is the Airport Canine program. This aspect of the SJPD-AD has become an increasingly important aspect of airport security. However, while in prior years the Airport Canine unit was a separate team from the other patrols, since June 2011 the Airport Canine officers have now been integrated into each patrol team. Currently the federal government subsidizes the three dogs at SJC with another dog in training for three to four months. The federal subsidies come in at \$50,000 per dog, a number that is soon to increase to \$60,000 per dog.

Under TSA regulations, dogs are supposed to train every day with a minimum number of required training hours per week. Prior to the cuts, training exercises would often take place on Wednesdays when shifts overlapped, but this is no longer a viable option under the new staffing model due to the need for all available officers on duty to be on patrol. There is some concern about the department's ability to meet the training requirements mandated by the TSA now that canine staff is assigned to specific patrol teams. The dogs' effectiveness diminishes without proper and regular practice, according to the SJPD-AD. Were the dogs to fail TSA tests, they would be removed from the possession of the SJPD-AD.

Nonetheless, the unit remains an important part of airport security. All Canine incidents must be reported to the TSA per regulations. The dogs are also used at Monterey Airport and can be called on for use by the Department of Homeland Security.

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### **Law Enforcement Workload and Performance Data**

The SJPD records each call for service (CFS) it receives or initiates in their Computer-Aided Dispatch system, which also categorizes the call based on the type of incident. According to the SJPD Crime Analysis Unit, there were 8,438 calls for service in FY 2010-11, a 20 percent decrease from the 10,641 calls for service in FY 2009-10.

**Exhibit 19: Summary of SJPD Airport Division Performance Measures**

<b>Workload &amp; Performance Measures</b>	<b>FY 2009-10</b>	<b>FY 2010-11</b>
Sworn FTE	47	41
Total Cost	\$11,527,994	\$11,313,451
Total Police CPE *	\$2.81	\$2.70
Total Calls for Service (incl. self-initiated calls)	10,641	8,438
<i>Selected Breakdown:</i>		
<i>Breaches of AOA / Gate Alarms</i>	2,986	1,802
<i>Citizen Flag Down / Meet Citizen</i>	1,099	879
<i>Suspicious Packages</i>	502	445
<i>Disturbances</i>	178	220
<i>Premise Checks / Community Policing</i>	3,489	2,730
Arrests & Citations	60	73
<i>Selected Breakdown:</i>		
<i>Thefts (auto, grand &amp; petty)</i>	6	23
<i>Narcotics</i>	7	10
<i>Assaults (aggravated &amp; simple)</i>	8	5
Average Response Time (Priority 1; in minutes)	6.65	6.57
Average Response Time (Priority 2; in minutes)	7.47	8.76
Canine Explosive Sweeps	360	491
Canine Searches – Suspicious Packages	408	552

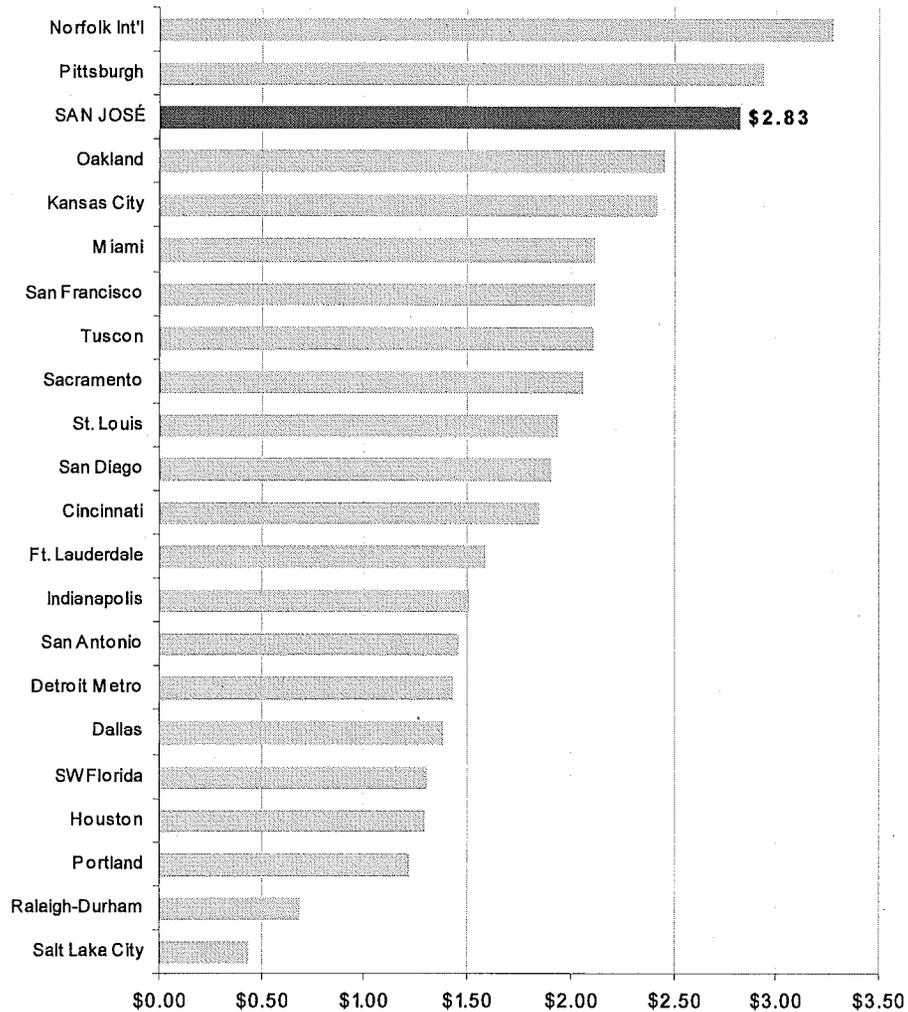
\* not all Police costs are factored into the airline's cost per enplaned passenger; used for benchmarking purposes.

Source: SJC FY 2011-12 Rates & Charges Report, SJPD Crime Analysis Unit and SJPD-AD Quarterly Report

**Law Enforcement Cost per Enplaned Passenger**

In FY 2009-10, the Airport's law enforcement costs according to the FAA methodology were at \$2.83 per enplaned passenger; compared to other airports' financial data, this ranked relatively high among other airports' law enforcement cost per enplaned passenger in FY 2009-10; see Exhibit 20 for more details.

**Exhibit 20: FAA Comparison of Law Enforcement Cost Per Enplaned Passenger, FY 2009-10<sup>17</sup>**



Source: Federal Aviation Administration Database; SJC 2010 CAFR

<sup>17</sup> Law enforcement/security CPE for San José differs slightly from Exhibit 19 due to FAA methodology, which reflects total law enforcement/security costs as reported to the FAA divided by enplanements; costs may include security badge processes and/or parking and code enforcement, to name a few. See Exhibit 5 on page 5 for explanation of airline CPE; not all law enforcement/security costs are charged to airlines depending on each airport's methodology. Airports may also vary in size, including square footage and number of checkpoints, to name a few.

After some SJPD staffing reductions in FY 2010-11, the Airport had a law enforcement cost per enplaned passenger of \$2.70. The adopted FY 2011-12 operating budget is projected to further reduce costs and staffing to an estimated \$1.18 per enplaned passenger<sup>18</sup>; see Exhibit 9 (page 12) and Appendix A for more detail. The City Manager is considering an increase in SJPD staffing at the Airport in FY 2011-12; the Airport estimates that this would increase the projected cost per enplaned passenger and the comparable outsourcing cost.

**Calls for Service at SJC**

In FY 2010-11, 51 percent of calls were self-initiated, an increase from the 46 percent of calls that were self-initiated in the prior year. A call is considered self-initiated if it is not initiated through dispatch. For example, if an officer initiated a call him or herself or initiated one after being approached by a civilian, it would be considered self-initiated.

**Exhibit 21: SJPD Calls for Service in FY 2009-10 & FY 2010-11**

Calls for Service	FY 2009-10	FY 2010-11
Priority 1-4 (Citizen Calls for Service)	5,711	4,160
Priority 5-6 (Self-Initiated Events)	4,930	4,278
Total	10,641	8,438

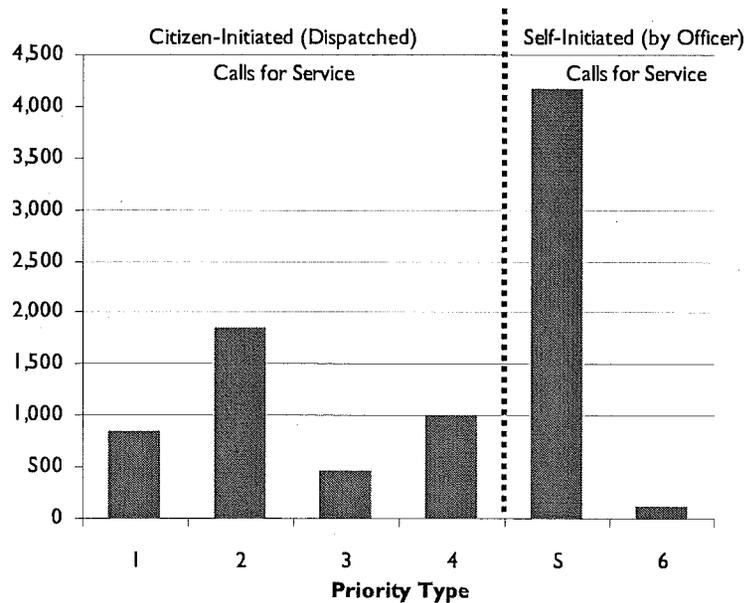
Source: SJPD Crime Analysis Unit

The SJPD categorizes each call by priority, though certain events can be either raised or lowered in priority by the dispatcher or sergeant as he or she sees fit. Priority 1 and 2 calls are considered the most serious, while Priority 5 and 6 calls are self-initiated. In FY 2010-11, 850 or 11 percent of calls were Priority 1, and 1,848 or 22 percent of calls were Priority 2. Priority 5 calls comprised 4,169 or 49 percent of calls in FY 2010-11, and 109 or 1 percent were Priority 6 calls.

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<sup>18</sup> FY11-12 Operating Budget assumed seven months of service provided by the City and five months provided by contracted service providers. Assuming a full 12 months of City-provided service, projected City (SJPD) costs for providing law enforcement costs at the Airport in FY 2011-12 amount to \$1.29 per enplaned passenger.

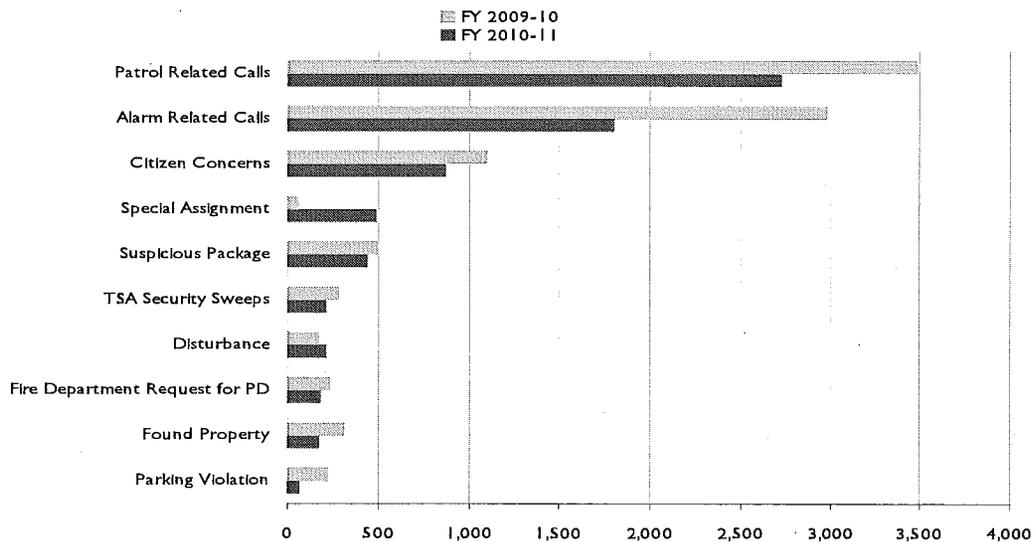
**Exhibit 22: FY 2010-11 SJPD Calls for Service by Priority Type**



Source: SJPD Crime Analysis Unit

Exhibit 23 shows calls for service in FY 2009-10 and FY 2010-11 by greatest frequency and by their respective categories.<sup>19</sup>

**Exhibit 23: SJPD Calls for Service with over 100 Occurrences Categorized by Type – FY 2010-11 & FY 2009-10**



Source: SJPD Crime Analysis Unit

<sup>19</sup> While the police department attempts to categorize each call for service by type, many of these categories overlap; oftentimes it is up to the discretion of the dispatcher or officer to determine whether a call is a “breach of airport operations area (AOA)” or an “airport gate alarm,” for example. As such, several types of calls for service that the SJPD-AD deems similar or even interchangeable have been grouped together in this report.

These Airport-related calls for service included:

- **Patrol-related calls** (including premise checks, community policing bike and foot patrol, etc.) were the most common type of incident. These occurred relatively frequently as officers would self-initiate, or report in to dispatch, whenever they conducted their own sweep or patrol. Overall there were 2,730 such calls in FY 2010-11, representing 32 percent of the total number of calls. Overall, patrol-related calls experienced a 22 percent decrease from FY 2009-10.
- The next most common incidents were **alarm-related calls** (including door alarms, gate alarms and breaches of the AOA). They accounted for 1,802 calls in FY 2010-11, or 21 percent of the total number of calls. Overall, there was a 40 percent decrease in alarm-related calls from the previous year.
- Next came calls grouped as **citizens' concerns**, meaning they were initiated at the request of individuals. There were 879 of such calls, 10 percent of the total, in FY 2010-11. This represented an 20 percent decrease in citizen request of assists calls from FY 2009-10.
- **Special assignments** (which according to SJPD-AD are "non-categorical" calls for service, including escorting a soldier or dignitary protection, among others) came next with 496 calls for service in the FY 2010-11, which represented 6 percent of calls. In total, there was a 726 percent increase in special assignment calls from FY 2009-10.
- This was followed by **suspicious packages**, which with 445 occurrences accounted for 5 percent of calls. This represents an 11 percent decrease in suspicious package calls from FY 2009-10.
- **TSA security sweeps** (when police officers cleared an area due to TSA policies or per TSA regulations) occurred 220 times in FY 2010-11, representing 3 percent of the total calls. This represented a 22 percent decrease in TSA security sweeps from the previous year.
- **Disturbances** (generally consists of "unknown disturbances" but SJPD acknowledges that this can range from people playing loud music to fighting between individuals), had 220 instances as well, or 3 percent of the total, in FY 2010-11. Disturbances saw an increase of 24 percent since FY 2009-10.
- Next were **fire department requests for police**, which includes when a firefighter needs to be escorted through security. There were 192 such calls, or 2 percent of the total. Overall, fire department requests for police saw a 20 percent decrease from the previous year.
- **Found property** calls were the next most common with 182 occurrences representing 2 percent of the total. This was a 43 percent drop in call occurrences from FY 2009-10.

- **Parking violations** were the final call for service category with over 100 occurrences in either FY 2009-10 or FY 2010-11. There were 67 such calls, 1 percent of the total, in the past year. Parking violation calls for service experienced a 71 percent drop from FY 2009-10.

### Response Times

The Crime Analysis Unit of the SJPd keeps record of SJPd-AD response times for Priority 1 and 2 calls for service categorized by area, or "beat," from where the call is originating. These type calls are seen as the most pressing and thus required the most concentrated response. The areas of call of origination are sorted into five groups within the Airport, or District "David": D1 defined as Terminal A, D2 defined as Terminal B, D3 defined as north of the air traffic control tower, D4 defined as south of the terminal, and D5 defined as outside the terminal and the airfield. The response times for calls for service varies greatly among these areas, as police staff are not uniformly placed throughout the airport.

**Exhibit 24: Response Times for Priority One and Two Calls for Service in Airport (District "David")**

Priority One FY 2009-10			Priority One FY 2010-11		
Beat	Event Count	Response Time (in minutes)	Beat	Event Count	Response Time (in minutes)
D1	371	7.55	D1	154	7.11
D2	80	4.49	D2	336	6.58
D3	17	8.29	D3	3	5.25
D4	147	5.56	D4	147	5.91
D5	55	6.15	D5	110	6.67
<b>District</b>	<b>670</b>	<b>6.65</b>	<b>District</b>	<b>750</b>	<b>6.57</b>

Priority Two FY 2009-10			Priority Two FY 2010-11		
Beat	Event Count	Response Time (in minutes)	Beat	Event Count	Response Time (in minutes)
D1	1,461	8.53	D1	755	9.00
D2	788	5.39	D2	617	7.70
D3	90	7.53	D3	11	8.59
D4	92	6.12	D4	66	14.56
D5	219	8.15	D5	168	9.19
<b>District</b>	<b>2,650</b>	<b>7.47</b>	<b>District</b>	<b>1,617</b>	<b>8.76</b>

Source: SJPd Crime Analysis Unit and Systems Development Unit

*Potential Delays Due to Reduced Staffing*

SJPD advises that response times for all beats may become delayed moving forward due to the June 2011 staffing reductions and because of the TSA mandate that requires an officer to remain stationed at each TSA screening area during operating hours. In addition, SJPD advises that in the event of a major incident, officers from the adjacent District Robert may have to be called in to respond and provide backup.

**Arrests and Citations at the Airport**

In FY 2010-11 automobile thefts were the most prevalent cause for arrest or citation at the Airport, representing 27 percent of all arrests and citations at the Airport. This was followed by narcotics violations (14 percent) and drunk in public (11 percent). Comparatively, in FY 2009-10 drunk in public was the most common cause for arrest or citation, accounting for 15 percent of all instances. This was followed by weapons offenses, responsible for 13 percent of all arrests and citations, and narcotics violations, accounting for 12 percent. Overall there was an increase of 22 percent in arrests and citations from FY 2009-10 to FY 2010-11, or from 60 to 73 arrests and citations.

**Exhibit 25: Airport Arrests & Citations in FY 2009-10 & FY 2010-11**

<b>Incident Type</b>	<b>FY 2009-10</b>	<b>FY 2010-11</b>
Automobile Theft	4	20
Narcotics	7	10
Drunk in Public	9	8
Warrant Service & Fugitives	6	6
Other Misdemeanor	1	5
Weapons Offenses	8	5
Driving under the Influence	3	3
Grand Theft	1	3
Simple Assault	7	3
Aggravated Assault	1	2
Disorderly Conduct	1	2
Traffic Accident Non-Injury	2	2
Disturbing the Peace	2	1
Receiving Stolen Property	0	1
Safekeeping	0	1
Sex Offender / Sex Crime	0	1
Federal Violations	1	0
Forgery	4	0
Hit and Run	1	0
Petty Theft	1	0
Traffic Accident - Injury	1	0
<b>Grand Total</b>	<b>60</b>	<b>73</b>

Source: SJPD Crime Analysis Unit

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**Changes to SJPD Airport Division Duties and Responsibilities Since June 2011**

Because of the reduced staffing, officers are now focusing their patrol efforts primarily in the terminals, where they are most visible and where incidents are most likely to occur.

Under the reduced staffing model of 23 sworn personnel, SJPD-AD is no longer responsible for escorting fire and ambulance services all the way to the incidents that require their attention inside the terminal; the SJPD-AD now only takes response units to the sterile area, where they are handed off to Airport Operations staff. In addition, as described earlier, Airport Operations staff has taken on responsibility for responding to door alarms and will only call for SJPD assistance when necessary.

Furthermore, the sergeant is now required to take a more active role, frequently assisting with patrol calls for service, and the Airport lieutenant now serves as the SJPD-AD presence at the perimeter of the airport, driving around the boundaries of the perimeter fence looking for suspicious activity or other hazards such as broken fences.

In addition to the forces permanently assigned to the airport, since the June 2011 budget cuts District "Robert," an adjacent patrol district, has also been responsible for assisting in law enforcement efforts. There are currently 41 officers assigned to District Robert that are trained and have security access to respond to calls at the airport if needed. Since June 2011, District Robert now provides coverage during the two-hour period from 2:00 a.m. to 4:00 a.m. when the SJPD-AD is unavailable. Additionally, District Robert is now responsible for patrolling areas outside the inner airport perimeter fence and will transport suspects to the jail if needed.

The SJPD Airport Division is also responsible for conducting any investigative follow-up regarding a call for service, and can call upon other SJPD resources, such as investigative units in the Bureau of Investigations, if needed and available.

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**Potential Service Delivery Changes—Outsource Law Enforcement Services to Santa Clara County Sheriff's Office**

In March 2011, a proposal from the Santa Clara County Office of the Sheriff was recommended by Airport and City staffs for contract law enforcement services at the Airport.

**Proposed Staffing**

Similar to current SJPD staffing levels at the Airport, the Sheriff's proposal would provide 22.5 sworn personnel (1 lieutenant, 4 sergeants and 17.5 deputy sheriffs) at the Airport to meet all TSA law enforcement support requirements described in

TSR Section 1542. In addition, the Sheriff's Office staffing would be under the authority of the City and the Airport, including assisting in the selection of the unit commander for the proposed Airport Unit and potential changes in staffing levels. The Sheriff's Office currently provides contract law enforcement services to the cities of Cupertino, Saratoga, the Valley Transit Authority (VTA), the Santa Clara County Parks and Recreation Department, and Stanford University, to name a few.

### **Proposed Jurisdiction and Mutual Aid**

The proposal from the Sheriff's Office assumes the continuation of a cooperative working relationship between the Sheriff's Office, the City of San José, the Airport, and the San José Police Department. The proposal cites an existing Memorandum of Understanding with the SJPD as an aid in the transition of law enforcement services to ensure "minimal disruption to the Airport".

Under the Sheriff's proposal, the Sheriff's Airport Unit would assume all law enforcement and security responsibilities currently done by SJPD, including motorized and foot patrol, assisting TSA personnel with security checkpoint issues, crime prevention and deterrent program, and traveler assistance, to name a few. In the event that a call for service required backup, the Sheriff's Office would call in other Deputy Sheriffs to respond and provide assistance.

### **Proposed Cost**

The Sheriff's plan to provide contract law enforcement services costs \$4.4 million annually according to the initial proposal, a projected difference of \$1.1 million compared to the SJPD at current staffing levels since June 2011.<sup>20</sup> This would amount to \$1.03 in law enforcement costs per enplaned passenger for FY 2011-12, or \$0.26 less per passenger compared to projected SJPD costs in FY 2011-12.<sup>21</sup>

The City Manager is considering an increase in SJPD staffing at the Airport in FY 2011-12; the Airport estimates that this would increase the projected cost per enplaned passenger, and the comparable outsourcing cost.

The Sheriff's proposal also includes a flexible staffing model that utilizes both 10-hour and 12-hour shifts throughout the day and the week, which results in more shift start times and 24-hour coverage of the Airport. As part of the Airport's Request for Proposal, the Sheriff's Office will provide the City and Airport with a log of all responses by each type of activity on a regular (ex. weekly, monthly and annual) basis.

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<sup>20</sup> RFP process is still ongoing; final costs and comparisons are subject to change based on negotiations.

<sup>21</sup> Projected City (SJPD) costs for providing law enforcement costs at the Airport in FY 2011-12 amount to \$1.29 per enplaned passenger, assuming a full 12 months of City-provided service.

### *Additional Services*

In addition to the basic law enforcement services at the Airport, the Sheriff's Office has also offered to provide specialized law enforcement and support services for an additional fee as needed, which can include any specialized investigative services and traffic enforcement. In our opinion, clarification may be needed to determine which services would be subject to additional fees versus which services are included in the basic service. For example who would be responsible for investigating a luggage theft ring?

### *Jurisdiction*

It is also unclear from the initial request for proposal exactly what Airport boundaries would be covered by the Sheriff's Office. SJPD would still be responsible for any calls for service outside of the designated Airport boundaries, while Airport Operations would be responsible for any curbside issues. In our opinion, clarification may be needed. For example, who would respond to a multi-car pile-up on Airport Parkway?

**Recommendation #3: Any existing Memorandum of Understanding or mutual aid policy specific to the Airport should be clarified in order to clearly distinguish the jurisdictional boundaries and responsibilities of the Sheriff's Office versus the San José Police Department. An outsourcing agreement must also clarify what services are included and what services might trigger additional fees and charges.**

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## **July 2011 Update – Law Enforcement Workload and Performance Measures**

Exhibit 26 shows the most recent workload and performance measures for the SJPD Airport Division under their reduced staffing model of 23 sworn personnel. For comparative purposes, we looked at an average month of data from FY 2010-11, when the SJPD Airport Division was comprised of 41 sworn personnel.

Arrests and citations in July 2011 tracked similarly to an average month in FY 2010-11. While there were no Priority 1 events at the Airport in July 2011, there was a significant increase in the average response time for Priority 2 events from an average of 8.76 minutes in FY 2010-11 to 11.3 minutes in July 2011. The majority of Priority 2 events in July 2011 were reported within Terminal A and Terminal B.

**Exhibit 26: Summary of SJPD Airport Division Performance Data – July 2011**

<b>Workload &amp; Performance Measures</b>	<b>FY 2010-11 (avg. month)</b>	<b>July 2011</b>
Sworn FTE	41	23
Total Cost	\$942,788	\$455,250 (est.) <sup>22</sup>
Total Police CPE	\$2.70	\$1.29 (est.) <sup>23</sup>
Total Calls for Service (incl. self-initiated calls)	703	289
<i>Selected Breakdown:</i>		
<i>Breaches of AOA / Gate Alarms</i>	150	3
<i>Citizen Flag Down / Meet Citizen</i>	73	28
<i>Suspicious Packages</i>	37	30
<i>Disturbances</i>	18	11
<i>Premise Checks / Community Policing</i>	228	87
Arrests & Citations	6	5
Average Response Time (Priority 1)	6.57	No events
Average Response Time (Priority 2)	8.76	11.30
Canine Explosive Detection Sweeps	41	2
Canine Searches – Suspicious Packages	46	10

Source: Auditor compilation of SJPD data

**Calls for Service by Type**

Calls for service in July 2011 were well below the monthly average in FY 2010-11, due in part to staffing reductions and deployment changes. As shown in Exhibit 27, patrol-related calls (such as community policing patrols and premise checks) were still the most frequent call type, usually self-initiated by the police officer. Responses to breaches of the AOA and door/gate alarms were significantly reduced, due in part to Airport Operations taking a larger role in providing first response to door and gate alarms before calling SJPD.

**Exhibit 27: SJPD Airport Division Calls for Service – July 2011**

<b>Incident</b>	<b>Count</b>
Patrol Related Calls	87
Suspicious Package	30
Citizen Concerns	28
Special Assignment	29
Fire Department Request for PD	19
TSA Security Sweep	18
Disturbance	11
Found Property	9
All Other Calls for Service	58
<b>Total</b>	<b>289</b>

Source: Auditor compilation of SJPD Crime Analysis Unit data

<sup>22</sup> Estimates reflect current scenario of City providing public safety services at Airport.

<sup>23</sup> *Ibid.*

### Responses from Off-Field

Due to staffing reductions in the Airport Division, SJPD expects it may need to provide additional off-field SJPD resources (units not assigned to the Airport, such as District Robert) responding to calls for service at the Airport. Data provided by SJPD shows a total of 47 calls for service occurring in July 2011 that required an off-field response, which was provided by 73 police units.<sup>24</sup>

**Recommendation #4:** In order to better monitor the levels of service provided by law enforcement, SJPD should summarize and distribute key performance metrics such as incidents by type, response times, and a summary of off-field responses to its public safety and security partners (currently Airport Operations and the San José Fire Department) on a regular basis.

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<sup>24</sup> One call for service or incident may require multiple units to respond; for example, two police units may respond from outside of the Airport to assist in handling a vehicle accident.

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## **Chapter 5 Aircraft Rescue and Firefighting Services and Performance Metrics**

At Mineta San José International Airport, the San José Fire Department (SJFD) currently provides the aircraft rescue and firefighting services mandated by the Airport's Emergency Plan. During FY 2009-10, a change in the Airport's federal requirements resulted in some staffing reductions and the elimination of an aircraft rescue and firefighting (ARFF) rig; otherwise, staffing has remained consistent through July 2011. Workload and performance metrics are provided for FY 2009-10 and FY 2010-11 to help compare the level of service in prior years, while July 2011 data is provided where available to help establish a baseline for service moving forward. The proposal to outsource aircraft rescue and firefighting services at the Airport has been put on hold until 2013 since the City accepted a federal grant.

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### **Federal Aviation Regulations Establish the Requirements for Aircraft Rescue and Firefighting Services**

Federal Aviation Regulation (FAR) 139 requires airport operators to have ARFF on-hand to respond to aircraft emergency incidents. The amount of ARFF services required by each airport is dependent on the airport's Index, which is determined by a combination of 1) the length of air carrier aircraft at the airport and 2) the average daily departures of air carrier aircraft. Mineta San José International Airport currently operates as an "Index C" airport. As a result, SJC must comply with FAA Index C requirements to have a minimum amount of firefighting equipment and chemical agents during airport operations.

In addition, FAR 139 specifies performance criteria for ARFF response times, as well as general training requirements for all ARFF-designated personnel at the airport. These training requirements include, but are not limited to:

- familiarization with the Airport, including all airport signs, marking, and lighting;
- familiarization with aircraft;
- rescue and firefighting personnel safety;
- emergency communications systems on the airport, including fire alarms;
- emergency aircraft evacuation assistance;
- firefighting operations;
- adapting and using structural rescue and firefighting equipment for aircraft rescue and firefighting;
- aircraft cargo hazards, including hazardous materials/dangerous goods incidents; and

- familiarization with firefighters' duties under the airport emergency plan.

FAR 139 does not specify any minimum staffing numbers for ARFF services, except that at least one individual in ARFF staff should be trained in basic emergency medical services and available during aircraft operating hours. Otherwise, FAR 139 only specifies that the airport ensure that "sufficient rescue and firefighting personnel are available during all air carrier operations to operate the vehicles, meet the response times, and meet the minimum agent discharge rates" as stated in regulations and with FAA approval. In addition, FAR 139 specifies that ARFF-related training must be completed and documented by all firefighters serving in the capacity of ARFF staffing. According to Airport Operations staff, it is fairly standard to have local City or County fire services fill the ARFF role for airports; however, private fire services have also been used by the federal government (ex. NASA and military airfields) and in some City- or County-operated airports. These firms are also considered to be professional firefighting services and typically specialize in providing ARFF services at airports.

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### **Role of San José Fire Department**

Located on airport property, Station 20 is the designated aircraft rescue and firefighting (ARFF) service provider at the airport. Due to the proximity of Station 20 to the Airport, the San José Fire Department (SJFD) also uses ARFF personnel for meeting County-mandated response times to provide emergency medical services at the Mineta San José International Airport (SJC).

While Station 20 will also provide initial medical aid when called upon, the primary responsibility is to major incidents occurring on the airfield. As a result, while Station 20 responds to Airport calls and is the first EMS responder in the terminals, it is quickly replaced by other off-field engines or trucks in non-runway emergencies so that it can be prepared for a major aircraft accident such as a plane crash.

### **San José Fire Department – Station 20 Staffing Has Decreased 26 Percent**

Prior to January 2010, the Airport/Fire Station 20 was staffed at 17.5 firefighters; however, a change in the Airport's FAA Index resulted in staffing reductions and the elimination of an ARFF rig.<sup>25</sup> Currently, the Airport/Fire Station 20 is staffed by 13 firefighters consisting of three Fire Captains; seven Fire Engineers; and three Firefighter/paramedics split across three shifts. There are four people on-duty during each shift; a captain to supervise, an engineer, a firefighter, and a paramedic. Each shift works on alternating 24-hour periods, one day on followed by two days off.

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<sup>25</sup> The FAA assigns an index for each Airport Certificate holder based on the length of air carrier aircraft and the average daily departures of such aircraft. In FY 2009-10, the Airport was dropped from an Index D to an Index C, resulting in the reduction of the required ARFF vehicles and staffing.

While the Federal Aviation Administration requires one person to be attached to each rig, SJC uses two people for each vehicle per union rules. In addition to the personnel staffed at the airport, there are many people who have airport training and thus are in a "relief pool" as to ensure a continued population of airport-trained personnel. These personnel in reserve have airport firefighting training but are not part of the regular staffing. Prior to the staffing reductions in January 2010, Station 20 had six personnel on-duty each shift, consisting of one captain, three engineers, one firefighter, and one paramedic.

Staffing is determined through a bid system based on seniority; once SJFD staff is placed in the Airport, there is no required rotation policy out of Station 20. SJFD personnel assigned to the airport are required to have certain levels of relevant training, including an FAA-mandated minimum number of hours of annual training. In addition to driver proficiency on the airfield, personnel are tested on aircraft identification, firefighting strategies, and types of retardants, among other topics, while keeping up with general training required for all SJFD personnel.

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### **Changes to SJFD Station 20 Duties and Responsibilities since January 2010**

SJFD Station 20 continues to provide ARFF service at the Airport, as well as initial response for EMS incidents. However, since staffing was reduced by 26 percent in January 2010 due to the change of the Airport's Index level<sup>26</sup>, Station 20 now responds to medical emergencies only when they are located inside the sterile area beyond the security checkpoint, due to the fact that reentering the secure perimeter takes time and Station 20 must be prepared to address emergencies on the runway. Another fire station, generally Station 5, now provides the first response to incidents outside the sterile airport area.

For medical calls inside the sterile area, Station 20 sends one engine with an engineer and paramedic. Station 20 provides the initial aid as to meet the City's goal to arrive at all medical emergencies within the eight minute target time.<sup>27</sup> According to SJFD, Station 20 may make use of a civilian to assist in providing aid because of their small company size. Personnel from another fire station, usually Station 5, will replace Station 20 as soon as possible so that it may return to the on-field ARFF facility. However, any SJFD personnel providing the secondary EMS response from any off-field resource requires an escort into the sterile area by either the police or Airport Operations.

However, if an EMS incident occurs outside the sterile area (ex. curbside), another fire station now provides both the initial and continued aid. For example, if an EMS incident occurred on the Coleman side of the Airport, Engine 7 might

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<sup>26</sup> The FAA assigns an index for each Airport Certificate holder based on the length of air carrier aircraft and the average daily departures of such aircraft. In FY 2009-10, the Airport was dropped from an Index D to an Index C, resulting in the reduction of the required ARFF vehicles and staffing.

<sup>27</sup> The City's goal of arriving at medical emergencies within eight minutes is not an FAA-imposed requirement on the Airport.

provide the initial response. Technically, Station 20 also cannot respond to fires inside the terminal (such as those at a restaurant) unless they threaten air traffic. Prior to the cuts at the fire station, two additional personnel would be attached to a rescue truck that could address emergencies both within and outside the sterile area while enough staff were still available to respond with two ARFF rigs as required.

Airport Operations indicated that during the most recent annual FAA inspection, the FAA observed Station 20 responding to an EMS incident inside the terminal building. The FAA inspector subsequently noted that according to regulations, the Airport was to continuously have two ARFF rigs available at all times to respond to an aircraft incident. The Airport, San José Fire Department, and the San José Firefighters, IAFF Local 230 are currently in discussions to resolve this issue.

*Other Administrative Duties*

Currently, Station 20 is also responsible for ensuring that all fire positions throughout the city are filled on a day-to-day basis. This will often consist of the Station 20 chief calling fire personnel asking them to fill a shift that has a vacancy on a given day. Though this duty generally rotates, it has been the responsibility of Station 20 for several years.

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**Aircraft Rescue and Firefighting Service Workload and Performance Data**

Exhibit 28 shows workload and performance data for FY 2009-10 and 2010-11. Station 20 responded to 31 FAA alerts, 253 EMS incidents, and a total of 118 fire, hazardous materials, and other incidents in FY 2010-11. Sworn staffing dropped from 17.5 FTE in FY 2009-10 to 13 FTE in FY 2010-11.

**Exhibit 28: Summary of SJFD Airport Workload and Performance Measures—Station 20**

<b>Workload &amp; Performance Measures</b>	<b>FY 2009-10</b>	<b>FY 2010-11</b>
Sworn FTE (Airport Station 20 only)	17.5	13
Total Cost	\$4,070,275	\$3,495,771
Fire CPE *	\$0.99	\$0.83
FAA Alerts	26	31
FAR 139 Response Time Compliance	Yes	Yes
Total Incidents (Station 20 only; fire, hazmat, etc.)	118	118
Total EMS Incidents (Station 20 only)	291	253
SJFD Response Time to Airport (all Stations)	7:10	7:13

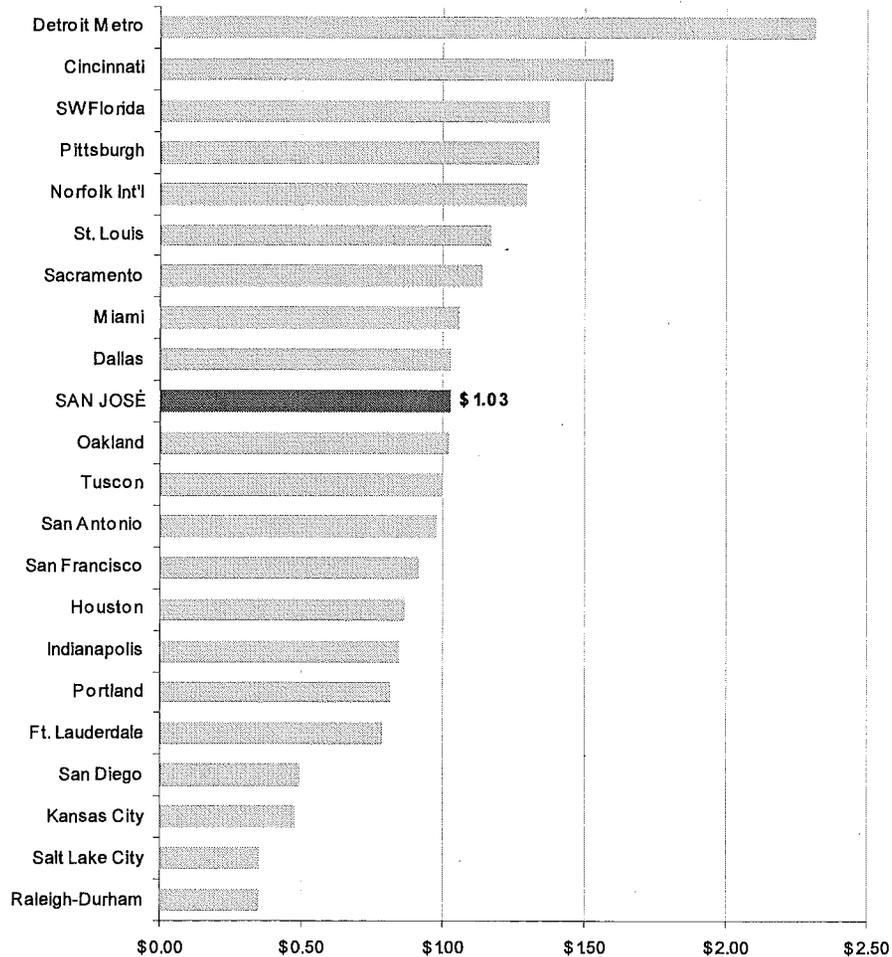
\* not all Fire costs are factored into the airline's cost per enplaned passenger; used for benchmarking purposes.

Source: San José Fire Department Incident Reports and Airport Operations Logs

### Aircraft Rescue & Firefighting Cost per Enplaned Passenger (CPE)

In FY 2009-10, the Airport's aircraft rescue & firefighting (ARFF) costs according to the FAA methodology were at \$1.03 per enplaned passenger; compared to other airports' financial data, this ranked in the middle among other airports' ARFF cost per enplaned passenger in FY 2009-10. See Exhibit 29 for more details.

#### Exhibit 29: FAA Comparison of Aircraft Rescue & Firefighting (ARFF) Cost per Enplaned Passenger, FY 2009-10<sup>28</sup>



Source: Federal Aviation Administration Database

<sup>28</sup> Aircraft Rescue & Firefighting (ARFF) CPE reflects ARFF costs as reported to the FAA divided by enplanements; costs may vary at each airport. See Exhibit 5 on page 5 for explanation of airline CPE; not all ARFF costs are charged to airlines depending on each airport's methodology. Airports may also vary in size, including square footage and number of checkpoints, to name a few.

Due in part to staffing reductions, the aircraft rescue and firefighting (ARFF) cost per enplaned passenger totaled \$0.83 in FY 2010-11. The adopted FY 2011-12 operating budget is projected to further reduce costs to an estimated \$0.73 per enplaned passenger<sup>29</sup>; see Exhibit 9 (page 12) and Appendix A for more detail.

### **FAA Alerts**

There were 31 alerts issued by the FAA in FY 2010-11; 22 were considered Alert 2 incidents, while two incidents were given Alert 3 status, indicating an aircraft crash of some sort.<sup>30</sup> Both Airport Operations and SJFD Station 20 staff respond when an FAA Alert is issued (see page 26 for details on the Airport Operations response).

SJFD's basic aircraft rescue and fire firefighting responsibilities during aircraft alerts range from standing by at Station 20 awaiting additional information and instruction from the FAA Air Traffic Control Tower, reporting to predetermined locations and following aircraft to its parking position, or responding directly to the scene of an aircraft-related accident.

### **FAA Performance Requirements**

As an ARFF service provider, the fire department is required by federal regulations (FAR 139) to meet certain standards regarding the fire services it provides at the airport. These include standards regarding response times. The standards dictate that the first ARFF response vehicle must reach the midpoint of the furthest air carrier runway in three minutes and the second vehicle must reach the same point in four minutes from the time the call is dispatched. Though the FAA only mandates that testing be conducted once a year, SJC tests each shift every quarter. Thus far, each shift has failed one test this fiscal year but each has passed the subsequent re-test. Federal rules do not prevent the fire department from re-testing should Station 20 fail to meet its performance standards.

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<sup>29</sup> FY11-12 Adopted Budget assumed seven months of service provided by the City and five months provided by contracted service providers.

<sup>30</sup> Alert I indicates an aircraft reporting minor difficulty (e.g. warning light, minor oil leak). Alert II incidents are most common and indicate that some major difficulty or physical malfunction of an aircraft has occurred (e.g. engine failure, unsafe gear indicator) and that the potential exists for a major accident. Alert III indicates an actual aircraft crash on or near the Airport.

## Exhibit 30: FY 2010-11 ARFF Response Time Tests

Shift A						
Required Time (min.)	Trial 1	Trial 2	Trial 3	Trial 4	Trial 5	Current Status
<b>First Engine: 3:00</b>	2:52	3:23	2:57*	2:55	n/a	In compliance
<b>Second Engine: 4:00</b>	3:07	3:55	3:15*	3:02	n/a	In compliance

Shift B						
Required Time (min.)	Trial 1	Trial 2	Trial 3	Trial 4	Trial 5	Current Status
<b>First Engine: 3:00</b>	3:05	2:22*	3:23	2:17*	2:18	In compliance
<b>Second Engine: 4:00</b>	3:15	2:26*	3:45	2:22*	3:47	In compliance

Shift C						
Required Time (min.)	Trial 1	Trial 2	Trial 3	Trial 4	Trial 5	Current Status
<b>First Engine: 3:00</b>	2:27	3:37	2:22*	2:52	n/a	In compliance
<b>Second Engine: 4:00</b>	2:37	3:42	2:33*	3:19	n/a	In compliance

(Red italics indicates a failed test; "\*" indicates a re-test)

Source: Airport Department

### Calls for Service / Incidents

The vast majority of fire department calls for service at Station 20 are for emergency medical services. For FY 2010-11, there were a total of 371 incidents, a nine percent decrease from FY 2009-10. Of the 371 incidents, 253 calls were for a "Rescue & Emergency Medical Service Incident", which represented 68 percent of all incidents and was a 13 percent decrease from the previous year. The majority of rescue and EMS incidents above were in the category of "EMS call, excluding vehicle accident with injury", which represented 211 of all rescue and EMS calls, a 19 percent decrease from FY 2009-10. As mentioned earlier, EMS responses by Station 20 require a secondary, off-field Fire unit to provide assistance, Advanced Life Support capability, and free up Station 20 for ARFF response if necessary; off-field incident counts are not included in Exhibit 31 below. It should be noted that EMS response to the terminal buildings is not required for the Airport's compliance with FAA regulations.

### Exhibit 31: SJFD Incidents by Type at Station 20

Incident	FY 2009-10	FY 2010-11
Rescue & Emergency Medical Service Incident	291	253
All Other Incidents:		
Good Intent Call	31	25
Hazardous Condition (No Fire)	18	21
Service Call	12	7
False Alarm & False Call	7	7
Special Incident Type	2	6
Fire	2	2
Overpressure Rupture, Explosion (no fire)	0	1
Uncategorized	46	49
<b>Total</b>	<b>409</b>	<b>371</b>

Source: SJFD Incident Type Reports

Other than uncategorized incidents, the next most common type of service call was classified into the “Good Intent” category. There were 25 of these good intent calls representing seven percent of all incidents in FY 2010-11, a drop from 31 calls in the previous year. About half of these calls were EMS responses that were ultimately cancelled by Fire Communications while en route. The next most frequently cited incident involved hazardous conditions; there were 21 such calls, representing 6 percent of the total, as compared to 18 calls in FY 2009-10. Most of these hazardous condition incidents required Station 20 to be on standby for an aircraft. No other category represented more than two percent of calls. There were only two reported incidents of Station 20 responding to fires in FY 2010-11, both involving vehicles, the same number that occurred in FY 2009-10. No other call for service accounted for more than three percent of all calls except for those listed as uncategorized, which represented 13 percent of calls in FY 2010-11.

**Response Times**

Data provided by the San José Fire Department reflected the response time for all first arriving units for incidents at the Airport, which includes Station 20 responses as well as other off-field resources. The average response time for incidents at the Airport in FY 2010-11 was 7:13 minutes, which met the City’s overall goal of initial responding units arriving within 8 minutes.

**Exhibit 32: SJFD Response Times to Airport**

<b>Response Time for all 1<sup>st</sup> arriving units</b>	<b>FY09-10</b>	<b>FY10-11</b>
Average Response Time to Airport (all Stations)	7:10	7:13
- Average Travel Time to Airport (all Stations)	5:16	5:34

Source: San José Fire Department

Response times for the Airport can vary for some ARFF or EMS incidents; for example, an aircraft may call ahead to report an on-board emergency and will provide an estimated time of arrival at the Airport, in which case Fire Communications will not dispatch the unit until closer to the expected arrival time. The average travel time (part of the average response time) of 5:34 minutes in FY 2010-11 reflects the time it took the unit from being dispatched to arriving at the emergency. It should be noted that EMS response to the terminal buildings is not required for the Airport’s compliance with FAA regulations.

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**Potential Service Delivery Change—Outsource Aircraft Rescue and Firefighting Services to Wackenhut Services Incorporated**

In March 2011, the proposal from Wackenhut Services Inc. (WSI) was recommended for contract aircraft rescue and firefighting services at the Airport. Similar to current SJFD staffing provided at Airport Station 20, the WSI proposal would consist of 13 personnel (1 ARFF Chief, 3 Captains, and 9 Firefighters) to meet the ARFF requirements as regulated by the Federal Aviation Administration.

With the City's acceptance of the SAFER grant in June 2011, the proposal to outsource aircraft rescue and firefighting costs has been put on hold until the end of the SAFER grant term, scheduled in June 2013.

**Proposed Cost**

According to the proposal, WSI's plan to provide contract aircraft rescue and firefighting services costs \$1.9 million annually, a projected difference of \$2.25 million compared to SJFD Station 20 at current staffing levels.<sup>31</sup> This would amount to \$0.44 in contract ARFF costs per enplaned passenger for FY 2011-12, or \$0.41 less per passenger compared to projected SJFD costs in FY 2011-12.<sup>32</sup>

In addition, WSI staffing would be under the authority of the City and the Airport and the ARFF Chief would report directly to Airport Operations at SJC. WSI currently provides aircraft rescue and firefighting services to various federal and military facilities, including the NASA Kennedy Space Center, the NASA Ames Research Center in Santa Clara County, CA, and Moffett Field in Mountain View, CA.

**Proposed Change in EMS Delivery**

It is important to note that medical technician (EMS) services would not be provided by Wackenhut Services Inc. as the County of Santa Clara does not allow third-party operators to provide EMS response; as a result, WSI would only be responsible for ARFF-related incidents at the airfield. EMS services are exclusive to Santa Clara County and would continue to be provided by the County's vendor, Rural Metro.

As a result of the continued agreement with the County to provide the initial response, the San José Fire Department would continue to provide EMS response to the Airport using off-field resources, most likely at Station 5 and Station 29, without the first responder capability currently provided at Station 20. In other

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<sup>31</sup> RFP process is still ongoing; final costs and comparisons are subject to change based on negotiations.

<sup>32</sup> Projected City (SJFD) costs for providing law enforcement costs at the Airport in FY 2011-12 amount to \$0.85 per enplaned passenger, assuming a full 12 months of City-provided service.

words, the first responder for initial EMS aid would be provided by an off-field fire station instead of Station 20, and a further off-field fire station would be called to provide the backup response.

**July 2011 Update – Current Aircraft Rescue and Firefighting Services Workload and Performance Data**

Exhibit 33 shows the most recent workload and performance measures for SJFD Station 20. For comparative purposes, we looked at an average month of data from FY 2010-11.

**Exhibit 33: Summary of ARFF Workload and Performance Measures, July 2011**

Workload & Performance Measures	FY 2010-11 (avg. month)	July 2011
Sworn FTE	13	13
Total Cost	\$291,314	\$302,167 (est.) <sup>33</sup>
Fire CPE	\$0.83	\$0.85 (est.) <sup>34</sup>
FAA Alerts	see Airport	see Airport
FAR 139 Response Time Compliance	Yes	n/a
Total Incidents (fire, hazmat, etc.)	10	5
Total EMS Incidents (Station 20 only)	21	32
SJFD Response Time to Airport (all Stations)	7:13	6:40

Source: Auditor's Compilation of SJFD Data

There was one FAA Alert 2 issued in July 2011; Station 20 provided the required ARFF response by reporting to the airfield and following the aircraft until the alert was terminated.

Station 20 responded to a total of 37 incidents in July 2011; 32 of which were related to EMS (emergency medical services) incidents.

*Response Times*

As mentioned earlier, other units (engines, trucks, and/or rescue vehicles) are dispatched to incidents at the Airport to either provide assistance to Station 20 or to provide the initial and secondary response for incidents that occur outside of the sterile area. In July 2011, 48 additional units responded to incidents at the Airport; 37 of these responses were provided by Engine 5.<sup>35</sup>

<sup>33</sup> Estimates reflect current scenario of City providing public safety services at Airport.

<sup>34</sup> *Ibid.*

<sup>35</sup> Figures for off-field Fire units dispatched to the Airport may include events that were cancelled prior to the arrival of the responding unit, mostly likely due to a de-escalation of an event.

**Exhibit 34: Summary of SJFD Response Times to Airport, July 2011**

<b>Response Times</b>	<b>July 2011</b>
Station 20 – Average Response Time	5:36
Secondary Off-field Unit – Average Response Time	8:03
Initial Off-field Unit – Average Response Time (1 <sup>st</sup> responder – no Station 20 response)	7:51

Source: San José Fire Department Incident Reports

In July 2011, Station 20 had an average response time of 5:36, while the secondary off-field unit sent to assist Station 20 had an average response time of 8:03. In comparison, when the off-field unit was required to provide the initial response instead of Station 20 (e.g. curbside event), the average response time for the off-field unit to the Airport was 7:51 in July 2011, or more than two minutes longer than Station 20 in that same month. While the average response time for the off-field unit in July 2011 was still within the City's goal of the initial unit arriving within 8 minutes, this potentially reflects a delay in response time for off-field units compared to Station 20 acting as the 1<sup>st</sup> responder.

**Recommendation #5:** In order to better monitor levels of service, the San José Fire Department should summarize and distribute key performance metrics such as incidents by type, response times, and a summary of off-field responses to its public safety and security partners (currently Airport Operations and the San José Police Department) on a regular basis.

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# Conclusion

To increase price competitiveness and reduce airline cost per enplaned passenger, the Airport is continuing its aggressive efforts to reduce expenses, including exploration of outsourcing options. This report summarizes the various public safety roles, and provides actual performance data to assist stakeholders as they evaluate service delivery options.

The San José Police Department and the San José Fire Department each cited having a great working relationship with the Airport Department, ranging from daily check-ins to weekly briefings to discuss current operational issues facing the Airport. However, while the Airport Department, the San José Police Department, and the San José Fire Department each has its own set of metrics to help document and monitor public safety and security at the Airport, these metrics do not appear to be consolidated and reviewed by all Airport partners on a regular basis.

Exhibit I summarizes the aforementioned workload and performance measures related to public safety and security at the Airport into one single-page snapshot that reflects the efforts of Airport Operations, as well as the law enforcement and aircraft rescue and firefighting services currently provided by SJPD and SJFD, respectively.

In order to better monitor the levels of service provided by law enforcement and aircraft rescue and firefighting services, performance metrics should be continuously reviewed and discussed amongst the Airport and its public safety and security partners. The measurement and reporting of key performance metrics is necessary to help ensure public safety in a time of budget reductions and staffing changes, whether City departments or outside providers deliver services at the Airport in the future.

## RECOMMENDATIONS

Recommendation #1: In order to better monitor the levels of service provided by law enforcement and aircraft rescue and firefighting services, performance metrics should be continuously reviewed and discussed amongst the Airport and its public safety and security partners.

Recommendation #2: Airport Operations should summarize and distribute key performance metrics such as gate and door alarms, TSA red alarms, FAA alerts, and a summary of other significant events to its public safety and security partners (currently the San José Police Department and the San José Fire Department) on a regular basis.

Recommendation #3: Any existing Memorandum of Understanding or mutual aid policy specific to the Airport should be clarified in order to clearly distinguish the jurisdictional boundaries and responsibilities of the Sheriff's Office versus the San José Police Department. An outsourcing agreement must also clarify what services are included and what services might trigger additional fees and charges.

Recommendation #4: In order to better monitor the levels of service provided by law enforcement, SJPD should summarize and distribute key performance metrics such as incidents by type, response times, and a summary of off-field responses to its public safety and security partners (currently Airport Operations and the San José Fire Department) on a regular basis.

Recommendation #5: In order to better monitor levels of service, the San José Fire Department should summarize and distribute key performance metrics such as incidents by type, response times, and a summary of off-field responses to its public safety and security partners (currently Airport Operations and the San José Police Department) on a regular basis.

## Appendix A

### Comparisons of Airline CPE, Operating Expenses, Public Safety CPE

#### SJC Airport Public Safety CPE Projections, FY 2011-12

	Fiscal Year	Hub Size	Operating Expenses	Enplanements	Passenger Airline CPE	Security & Law Enforcement Costs	ARFF Costs	Law Enforcement % of Operating	Fire % of Operating	Public Safety % Operating	Law Enforcement CPE	Fire CPE	Public Safety CPE
SAN JOSE (current) <sup>a</sup>	SJC 2012	Medium	\$75,949,562	4,249,672	\$11.67	\$5,003,514	\$3,089,482	6.6%	4.1%	10.7%	\$1.18	\$0.73	\$1.90
City model <sup>b</sup> (12 mos.)	projected		\$76,945,566	4,249,672		\$5,463,000	\$3,626,000	7.1%	4.7%	11.8%	\$1.29	\$0.85	\$2.14
Contract <sup>c</sup> (12 mos.)	projected		\$74,100,566	4,249,672		\$4,361,000	\$1,883,000	5.9%	2.5%	8.4%	\$1.03	\$0.44	\$1.47
SJC 2011		Medium	\$86,845,958	4,189,223	\$11.11	\$11,313,451	\$3,495,711	13.0%	4.0%	17.1%	\$2.70	\$0.83	\$3.54
SJC 2010		Medium	\$81,892,602	4,105,853	\$11.18	\$11,527,994	\$4,070,275	14.1%	5.0%	19.0%	\$2.81	\$0.99	\$3.80

**NOTE:** Airline CPE is determined by each airport and methods may vary; Public Safety CPE reflects law enforcement/security and ARFF costs divided by enplanements.

<sup>a</sup> FY2011-12 Airport budget projects 7 months of City-provided service and 5 months of contract service

<sup>b</sup> projected Y1 costs of City (SJD & SJD) service with reduced staffing model

<sup>c</sup> projected Y1 costs of contract services under initial proposal

Source: SJC Rates and Charges Reports, City of San José Airport Bond Statements, SJC FY11 Activity Reports

#### FAA Comparisons of FY 2009-10 Airport Operating Expenses and Public Safety CPE

Airport	Fiscal Year	Hub Size	Operating Expenses*	Enplanements	Passenger Airline CPE	Security & Law Enforcement Costs	ARFF Costs	Law Enforcement % of Operating	Fire % of Operating	Public Safety % Operating	Law Enforcement CPE	Fire CPE	Public Safety CPE
SAN JOSÉ **	SJC 2010	Medium	\$94,205,136	4,107,394	\$11.39	\$11,608,891	\$4,216,459	12.3%	4.5%	16.8%	\$2.83	\$1.03	\$3.85
Norfolk Intl	ORF 2010	Medium	\$27,408,334	1,652,353	\$4.77	\$5,423,115	\$2,144,074	19.8%	7.8%	27.6%	\$3.28	\$1.30	\$4.58
Pittsburgh	PIT 2010	Medium	\$93,848,440	4,098,384	\$18.20	\$12,028,518	\$5,487,328	14.3%	6.5%	20.9%	\$2.93	\$1.34	\$4.27
Detroit Metro	DTW 2010	Large	\$186,529,708	15,876,381	\$8.95	\$22,660,870	\$36,789,380	12.1%	19.7%	31.9%	\$1.43	\$2.32	\$3.74
Oakland	OAK 2010	Medium	\$104,045,144	4,777,514	\$10.07	\$11,735,959	\$4,867,956	11.3%	4.7%	16.0%	\$2.46	\$1.02	\$3.48
Cincinnati	CVG 2010	Medium	\$59,232,058	3,987,938	\$8.55	\$7,357,332	\$6,366,177	12.4%	10.7%	23.2%	\$1.84	\$1.60	\$3.44
Sacramento	SMF 2010	Medium	\$83,384,964	4,445,991	\$12.33	\$9,143,387	\$5,064,445	11.0%	6.1%	17.0%	\$2.06	\$1.14	\$3.20
Miami	MIA 2010	Large	\$374,705,232	17,405,330	\$17.61	\$36,918,399	\$18,409,352	9.9%	4.9%	14.8%	\$2.12	\$1.06	\$3.18
Tucson	TUS 2010	Medium	\$26,757,737	1,855,615	\$7.37	\$3,909,281	\$1,854,825	14.6%	6.9%	21.5%	\$2.11	\$1.00	\$3.11
St. Louis	STL 2010	Medium	\$87,385,537	6,276,530	\$14.57	\$12,111,690	\$7,328,628	13.9%	8.4%	22.2%	\$1.93	\$1.17	\$3.10
San Francisco	SFO 2010	Large	\$310,665,750	19,100,458	\$14.77	\$40,378,485	\$17,421,239	13.0%	5.6%	18.6%	\$2.11	\$0.91	\$3.03
Kansas City	MCI 2010	Medium	\$79,853,184	4,939,032	\$4.96	\$11,942,646	\$2,349,616	15.0%	2.9%	17.9%	\$2.42	\$0.48	\$2.89
SW Florida	RSW 2010	Medium	\$55,337,828	3,721,375	\$8.09	\$4,851,414	\$5,116,316	8.8%	9.2%	18.0%	\$1.30	\$1.37	\$2.68
San Antonio	SAT 2010	Medium	\$55,301,063	3,994,971	\$5.47	\$5,843,158	\$3,898,878	10.6%	7.1%	17.6%	\$1.46	\$0.98	\$2.44
Dallas	DAL 2010	Medium	\$27,385,945	3,949,122	\$2.47	\$5,451,405	\$4,054,909	19.9%	14.8%	34.7%	\$1.38	\$1.03	\$2.41
San Diego	SAN 2010	Large	\$117,288,170	8,453,886	\$6.60	\$16,089,883	\$4,144,981	13.7%	3.5%	17.2%	\$1.90	\$0.49	\$2.39
Ft. Lauderdale	FLL 2010	Medium	\$115,918,286	10,912,918	\$5.95	\$17,337,245	\$8,605,749	15.0%	7.4%	22.4%	\$1.59	\$0.79	\$2.38
Indianapolis	IND 2010	Medium	\$59,245,944	3,770,383	\$11.25	\$5,684,983	\$3,175,922	9.6%	5.4%	15.0%	\$1.51	\$0.84	\$2.35
Houston	HOU 2010	Medium	\$50,612,700	4,397,403	\$8.37	\$5,678,469	\$3,817,916	11.2%	7.5%	18.8%	\$1.29	\$0.87	\$2.16
Portland	PDX 2010	Medium	\$65,254,910	6,477,286	\$12.69	\$7,899,017	\$5,273,647	9.3%	6.2%	15.5%	\$0.69	\$0.81	\$2.03
Raleigh-Durham	RDU 2010	Medium	\$47,992,594	4,574,777	\$6.29	\$3,159,392	\$1,614,092	6.6%	3.4%	9.9%	\$0.69	\$0.35	\$1.04
Salt Lake City	SLC 2010	Large	\$80,010,643	10,276,871	\$3.67	\$4,427,439	\$3,627,189	5.5%	4.5%	10.1%	\$0.43	\$0.35	\$0.78

\* FAA Comparisons reflect only what is reported to FAA as Operating Expenses excluding depreciation; nonoperating expenses and debt service are not included. Airport costs and staffing needs may vary depending on size and number of checkpoints in airport, to name a few.

\*\* FY2009-10 figures for San José (SJC) differs slightly here than in prior Exhibits due to reporting requirements with SJC 2010 CAFR data; CAFR data used here for benchmarking purposes, using FAA methodology. Note: Law enforcement data reported to FAA may include costs associated with private security, badging, and/or parking traffic and control functions, to name a few.

Source: Federal Aviation Administration - Airport Financial Reports, Compliance Activity Tracking System (<http://cats.airports.faa.gov/Reports/reports.cfm>); SJC 2010 CAFR

**APPENDIX B**  
**AIRPORTS COUNCIL INTERNATIONAL (ACI)**  
**2010 Airport Performance Benchmarking Survey**

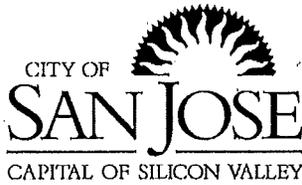
\* NOTE: SJC CPE for FY 2008-09 adjusted to CAFR data

ACI Survey 2010 (FY 08-09): Final Results (Release 3)

**Operating Statistics-Airline Cost Per Enplanement**

<b>Airport</b>		<b>Hub Size</b>	<b>CPE</b>
<b>Code</b>	<b>Airport Name</b>		<b>FY 2008-09</b>
JFK	John F. Kennedy International Airport	Large Hub	\$ 24.67
EWR	Newark Liberty International Airport	Large Hub	24.56
LGA	LaGuardia Airport	Large Hub	18.02
BOS	Logan International Airport	Large Hub	16.70
MIA	Miami International Airport	Large Hub	16.62
IAD	Washington Dulles International Airport	Large Hub	14.94
SFO	San Francisco International Airport	Large Hub	13.80
DEN	Denver International Airport	Large Hub	12.60
ORD	Chicago O'Hare International Airport	Large Hub	12.47
LAX	Los Angeles International Airport	Large Hub	12.06
DCA	Ronald Reagan Washington National Airport	Large Hub	11.94
SEA	Seattle-Tacoma International Airport	Large Hub	10.92
IAH	George Bush Intercontinental/Houston	Large Hub	10.04
PHL	Philadelphia International Airport	Large Hub	9.94
BWI	Baltimore/Washington International Thurgood Marshall Airport	Large Hub	9.46
DTW	Detroit Metropolitan Airport	Large Hub	8.02
LAS	McCarran International Airport	Large Hub	7.84
DFW	Dallas/Fort Worth International Airport	Large Hub	7.20
SAN	San Diego International Airport	Large Hub	6.21
MCO	Orlando International Airport	Large Hub	6.17
FLL	Fort Lauderdale/Hollywood International Airport	Large Hub	6.15
MSP	Minneapolis St Paul Metropolitan Airport	Large Hub	6.07
PHX	Phoenix Sky Harbor International Airport	Large Hub	5.24
TPA	Tampa International Airport	Large Hub	4.93
SLC	Salt Lake City International Airport	Large Hub	3.80
PIT	Pittsburgh International Airport	Medium Hub	18.49
STL	Lambert-St Louis International Airport	Medium Hub	13.47
PDX	Portland International Airport	Medium Hub	12.59
IND	Indianapolis International Airport	Medium Hub	11.33
SNA	John Wayne Airport-Orange County	Medium Hub	10.09
<b>*SJC</b>	<b>Norman Y. Mineta San Jose International Airport</b>	<b>Medium Hub</b>	<b>9.84</b>
ANC	Ted Stevens Anchorage International Airport	Medium Hub	9.48

<b>Airport</b>		<b>CPE</b>
<b>Code</b>	<b>Airport Name</b>	<b>FY 2008-09</b>
OAK	Oakland International Airport	9.25
BUF	Buffalo Niagara International Airport	8.96
AUS	Austin-Bergstrom International Airport	8.29
SMF	Sacramento County Airport System	8.07
BDL	Bradley International Airport	8.06
HOU	William P Hobby	7.91
CMH	Port Columbus International Airport	7.83
RSW	Southwest Florida International Airport	7.81
TUS	Tucson International Airport	7.34
CVG	Cincinnati/Northern Kentucky International Airport	7.29
RNO	Reno-Tahoe International Airport	6.49
RDU	Raleigh-Durham International Airport	6.24
BNA	Nashville International Airport	5.58
OMA	Eppley Airfield	5.51
SAT	San Antonio International Airport	5.27
MKE	General Mitchell International Airport	5.16
MEM	Memphis International Airport	5.07
MCI	Kansas City International Airport	4.96
JAX	Jacksonville International Airport	4.87
DAL	Dallas Love Field	2.30



# Memorandum

**TO:** Sharon Erickson  
City Auditor

**FROM:** William F. Sherry  
Christopher Moore  
William McDonald

**SUBJECT:** Administration's Response to  
Auditor's Report on Airport Public  
Safety Levels of Service

**DATE:** October 12, 2011

Approved

Date

10/14/11

This memorandum is in response to the City Auditor's report on Airport Public Safety Level of Service. As noted by the Auditor, this report and the Administration's Response was developed with the input from the Mineta San Jose International Airport (SJC), San Jose Police Department (SJPD), and San Jose Fire Department (SJFD). The Audit was conducted at the request of the City Manager to review and compare services and costs of public safety services at the Airport to provide a benchmark for evaluating the potential outsourcing of Airport public safety services.

The Auditor's report did not make policy recommendations regarding potential outsourcing decisions, nor did it directly compare levels of service and their costs between public safety contractors and either SJPD or SJFD.

The Auditor's five specific recommendations focus on developing, maintaining, and regularly reviewing performance metrics as they relate to airport law enforcement, airport rescue and fire fighting services, and other operational activities relevant to airport's safety and security. The Airport, SJPD, and SJFD should coordinate and share these measurements so that they can better evaluate levels of service, operational costs, and potential efficiencies.

The Administration accepts the recommendations contained in this report and thanks the Auditor and her staff for completing this review of Airport Public Safety Levels of Service.

/s/

William F. Sherry, A.A.E.  
Director of Aviation

/s/

Christopher Moore  
Chief of Police

/s/

William McDonald  
Fire Chief