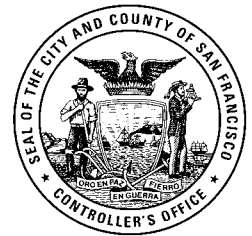


**POLICE STAFFING NEEDS AT
SAN FRANCISCO
INTERNATIONAL AIRPORT**

SPECIAL REPORT



May 25, 2006



CITY AND COUNTY OF SAN FRANCISCO
OFFICE OF THE CONTROLLER

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Controller
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Deputy Controller

May 25, 2006

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Dear Chief Fong and Mr. Martin,

I am transmitting with this letter the review of police staffing needs at the San Francisco International Airport (SFO) that was requested by both the Airport Director and the Chief of the San Francisco Police Department (SFPD).

In brief, the Controller was asked to evaluate police staffing needs at SFO, particularly with regards to Transportation Security Administration (TSA) regulations, and to make recommendations to improve efficiency in allocating police resources at the Airport. In addition, we were asked to determine whether the Airport has excess police staff who could be transferred to assignments in San Francisco to help address the SFPD's current shortage of police officers.

In brief, we found that:

- Up to \$2 million annually, primarily in salary and benefit costs, can be saved in the SFO Police Department while still meeting all security requirements;
- Savings are available primarily by redeploying officers to certain critical positions that are now staffed on overtime, by civilianizing some functions, and by changing inefficient scheduling and shift practices;
- The Airport Police Bureau can reduce clerical staff and can share administrative resources with SFPD and SFO for greater efficiency, and;
- While the number of budgeted police positions at the Airport is excessive and can be reduced on paper, the number of filled positions is not—as a practical matter no Police Officers are available for transfer to assignments in the SFPD at this time.

We hope that this report will assist the Airport in shaping its FY 2006-2007 budget. If you have questions or would like additional information, please contact Monique Zmuda at Monique.Zmuda@sfgov.org or 415-554-7579.

Respectfully submitted,

Ed Harrington
Controller

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SUMMARY

RESULTS IN BRIEF

To conduct this analysis, we consulted with SFPD Airport Bureau and SFO staff, reviewed financial, personnel and performance records, and researched best practices with representatives from several comparable airports. Our findings and recommendations can be summarized as follows:

Study Highlights...

- SFO Police can save up to \$2 million by adjusting staffing among the units.**
 - Efficiency can be gained through redeployment and reorganization of selected units.**
 - The number of authorized positions at the Airport is too high and should be reduced**
-

- Prior to the opening of the new international terminal in December 2000, Airport police staffing levels were set in anticipation of a sharp increase in passenger traffic and overall activity at the Airport. In light of a regional economic downturn and the drop-off in air travel after 9/11, passenger traffic actually declined, and current growth projections are modest.
- At this time, 348 Police positions are authorized at the Airport but only 275 are filled. Excessive overtime expenses are incurred through vacancies in key security-related positions. A significant number of sworn officers are tasked with administrative duties, which drives up the hourly cost for these functions and exacerbates the vacancy problem.
- An appropriate level of staffing, and significant savings, can be reached mainly through:
 - Redeploying officers within the current organization;
 - Filling critical vacant positions that are currently being staffed with overtime, and;
 - Replacing sworn officers with civilians for most administrative positions.
- Additional savings can be achieved by:
 - Reducing clerical staff and increasing flexibility in assigning officers;
 - Sharing resources with the Airport staff, and;
 - Getting reimbursed for the use of the shooting range facility by outside law enforcement personnel.
- We estimate that implementing these recommendations could generate savings of approximately \$2 million per year while still meeting all Airport security responsibilities.

Summary table of estimated annual savings

	Estimated savings
Backfill positions currently paid by OT	\$370,000
Civilianization	\$300,000
Consolidation of clerical functions	\$ 260,000 to \$ 330,000
Scheduling practices (24/24)	\$ 600,000 to \$ 980,000
Shooting range (reimbursement)	\$265,000
Total savings	\$ 1,795,000 to \$ 2,245,000

BACKGROUND

SFO is the 14th¹ busiest airport in terms of total passengers and the sixth busiest in terms of international passengers in the United States.. Located in San Mateo County, the Airport facility occupies 5,200 acres and includes four airport terminals, five parking garages, multiple cargo areas, three fire houses, a 150,000 barrel aviation fuel storage facility, a US Post Office, BART and the Airport's own light rail system. Additionally, the Airport is home to United Airlines maintenance base.

Under the 2001 Aviation and Transportation Security Act, the Transportation Security Administration (TSA) and the Airport itself share security responsibilities at SFO. TSA is responsible for operation of the passenger screening checkpoints, and the Airport must ensure a safe environment for travelers by controlling access to airport facilities, conducting perimeter patrol, controlling traffic, and other miscellaneous security services. The Airport's TSA-required Airport Security Program, most recently updated in 2005, details preparedness to provide high-level security and to respond to any terrorist threat. The SFPD Airport Bureau plays a key role in this program, along with other law enforcement agencies² that would respond under specific circumstances.

The SFPD Airport Bureau is the main provider of law enforcement services at the Airport, with a budget of \$36.6 million.

The TSA is responsible for passenger checkpoints.

The SFPD Airport Bureau in its current form was established in 1997 through a merger between the San Francisco International Airport Police Bureau and the San Francisco Police Department. The Bureau works under a Memorandum of Understanding (MOU) with the Airport that is negotiated every fiscal year. The Bureau's budget is fully funded by Airport funds with a total FY 2005-06 budget of \$36.6 million. There are three commands; Administration, Field Operations and Traffic (see Appendix 1). Two high-ranking officers—a deputy chief and a commander—share the Airport Bureau's overall command whereas a single deputy chief heads most San Francisco police commands.

¹ US DOT- 100 Domestic Market Data, 2005

² Main local and federal agencies assigned to SFO in addition to the Airport Bureau include US Customs Service, TSA, Drug Enforcement Agency Task Force, Federal Air Marshals, Federal Aviation Administration, Federal Bureau of Investigation and the San Mateo County Sheriff's Department.

FINDINGS

Finding 1: Authorized Staffing Levels for the Airport Police Should be Reduced to Reflect Decreased Passenger Traffic at SFO Since 2001.

Between FY 98-99 and FY 00-01, the Airport Bureau expanded in anticipation increasing passenger traffic and other growth projections due to the opening of SFO's new International Terminal. Before the opening, the Bureau prepared a detailed position justification with expected future patrol, traffic, supervision, clerical and payroll needs. As a result, the number of authorized positions at the Bureau increased by 71 during this period, reaching 349 in 2001 and remains at that level in 2006. The composition of the Bureau's staff also gradually evolved toward greater seniority and therefore greater cost during this period. By FY 03-04, all Police Officer positions were authorized at the highest of three class levels, resulting in an estimated extra annual salary cost of about \$680,000 (as displayed in the Annual Salary Ordinance³) compared to FY00-01 (adjusted for salary increases). As of January 06, only 23 sworn positions were not at the top classification. The table below provides a comparison of staffing at the Airport Bureau for the past five years.

Table 1: Airport Bureau Authorized Staff from FY 98-99 to FY 05-06

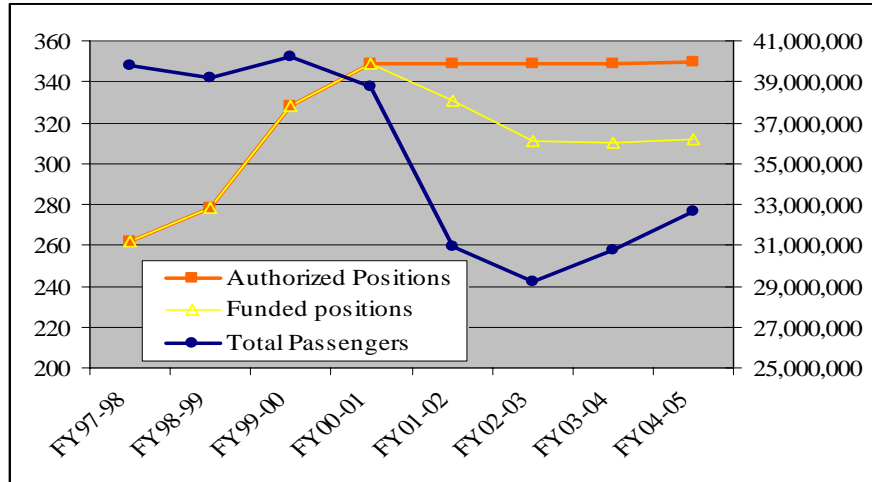
Job class	FY98-99	FY 99-00	FY00-01	FY01-02	FY02-03	FY03-04	FY04-05	FY05-06
Clerical	4	7	8	8	8	8	9	9
Investigator citizen complaint	1	1	1	1	1	1	1	0
IS Administrator	0	0	0.75	1	1	1	1	1
Payroll	1.5	1.5	2	2	2	2	2	2
Police services Aide (PSA)	102	108	121	121	121	121	120	120
Total civilians	109	118	133	133	133	133	133	132
Deputy Chief	1	1	1	1	1	1	1	1
Commander	1	1	1	1	1	1	1	1
Captain	4	4	4	4	4	4	4	4
Lieutenant	9	9	9	9	9	9	9	9
Sergeant	22	26	31	31	31	31	31	31
Inspector	2	2	2	2	2	2	3	2
Police Officer	130	168	168	168	168	168	168	168
Total sworn	169	211	216	216	216	216	217	216
TOTAL	278	328	349	349	349	349	350	348

Source: Controller's Office, Annual Salary Ordinance

³ This Ordinance provides the authorized levels of staffing for departments. However, all authorized positions are not funded in the Annual Appropriations Ordinance requiring departments to maintain some vacancies during the year.

Due to multiple factors, including the drop in air travel following September 11, 2001 and the associated economic downturn, the expected increase in passenger traffic to SFO and the new International Terminal did not materialize. As shown in Table 2 below, the number of passengers sharply decreased in 2001.

Table 2: Total Passengers, Authorized and Funded Staff Since FY 97-98

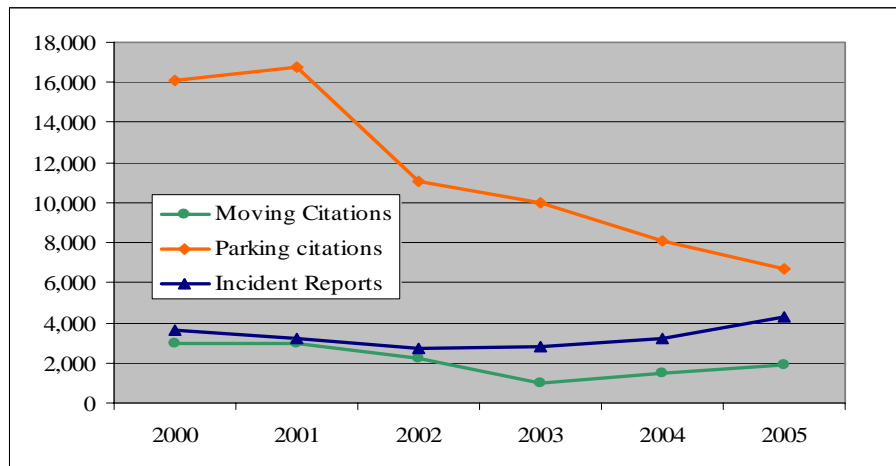


SFO is still recovering, and may not return to pre-9/11 traffic levels for several more years.

Sources: SFO Air Traffic Monitoring system, 2006 and City Annual Salary Ordinances

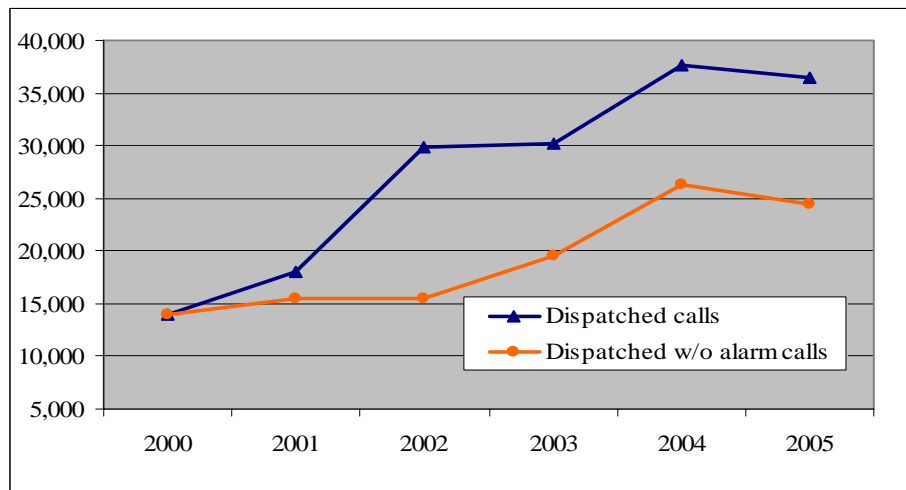
In the same time, overall activity, as measured by the Airport Bureau’s own activity reports (see Appendix 1), increased between 2001 and 2004 mainly due to additional mandates by TSA. However, analyzing the data, we observe different trends depending on the nature of activity. As the result of both increased security restrictions and reduced traffic volume, parking citations have dropped by more than 50% since 2000, and moving citations have also been reduced by 36%.

Table 3: Airport Bureau Activity 2000-2005



Another indicator of police activity—calls for service, has increased over the last five years. In 2002, the implementation of a more sensitive door alarm system resulted in a significant rise in “alarm” calls (from 2,540 to 14,359). Similarly, in 2003 more stringent TSA regulations regarding “law enforcement checks” explain a jump of more than 500% in that category, followed by a second jump of 125 in 2004. A “law enforcement check” call requires an officer to check the identification of law enforcement personnel. Finally, the increasing number of self-initiated calls over the last five years also reflects additional workload as generated by TSA regulation. For instance, the Airport Bureau has to perform security checks of Airport businesses and vulnerable sites at the Airport during each shift. This activity is measured by the number of “passing calls” which were 103,407 in 2005, the larger category of self initiated calls.

Table 4: Number of Dispatched Calls 2000-2005



As compared to other similar international airports, SFO is in the upper range of the number of sworn officer per 1,000,000 passengers.

However, while comparing staffing levels at SFO to three other airports with similar activity and international traffic levels, and to Los Angeles International Airport (LAX), we found that the Airport Bureau is in the upper range of the number of sworn officers per 1,000,000 passengers. Details of this benchmarking survey are provided in the last section of this report.

Table 5: Police staffing and Passengers

2005	LAX	Boston Logan	SFO	Miami Intern. Airport	Seattle TACOMA
Total Passengers (million)	60	22	30	31	29
Staff total	802	150	310	159	139
Sworn	409	143	183	144	108
Sworn/1,000,000 passeg.	6.8	6.5	6.1	4.6	3.7

The number of authorized positions has not changed since 2000 although overall activity at SFO has not met initial projections.

In FY 02-03, the Airport Bureau did respond to the decrease in passenger traffic and activity by eliminating funding for 38 positions (without adjusting budgeted position numbers) including eliminating funding 29 Officers, four Sergeants, three Police Service Aides (PSAs) and two Senior Clerk Typists.

This staffing level, which puts the Airport Bureau at 310 funded FTEs, still remains 12% above what existed before the new International Terminal opening. The Bureau states that the size and design of the new terminal does require additional staff not originally planned for in order to properly handle assignments. As of March 2006, the Airport Bureau is configured as shown below in Table 6—348 positions are authorized, 310 funded, and only 275 actually filled.

Table 6: FTE Positions of SFPD Airport Bureau in FY 05-06

	Authorized	Funded	Filled	Variance Authorized vs filled
Sworn	216	183	158	58
Police Services Aide	120	117	108	12
Other civilian	12	10	9	3
Total	348	310	275	73

Recommendations

1. Eliminate the existing gap between authorized positions and funded positions in the next budget processes. For the FY 06-07 budget the Airport Bureau submitted a budget request for 10 new Police Service Aids positions to staff the courtyards. The Airport Bureau should rather consider filling current vacancies than increase the number of positions.
2. In the long term, with civilianization and other efficiencies outlined in this report, further reduce the positions needed at the Airport Bureau by another 20 FTEs, to 290.

Finding 2: Vacant Positions Drive Over 75% Of Overtime

From FY 02-03 to FY 04-05, the Bureau exceeded its overtime budget each year. However, control and tracking of overtime have improved in FY 05-06. The overtime budget for FY 05-06 is approximately \$1.9 million (about 7 % of total salaries). Halfway through the fiscal year, projected overtime spending was \$1.7 million, which is comparable to the actual cost from FY 04-05.

The Bureau tracks overtime hours and estimated expenses using an Access database. Analysis of this data from 2000 to 2005 shows that vacancies and special assignments are currently responsible for most of the overtime. In FY 04-05, up to 70% of overtime hours were used to backfill⁴ vacant positions. The data clearly show that Bureau overtime is not, for example, driven by excessive leave—leave usage at the Airport Bureau is similar to citywide averages (23% versus 22.5% citywide).

Table 7: Overtime Breakdown FY 00-01 to FY 04-05

Sub Area	FY 00-01		FY 01-02		FY 02-03		FY 03-04		FY 04-05	
	Hours	\$	Hours	\$	Hours	\$	Hours	\$	Hours	\$
Administration	2,060	109,014	2,074	112,561	655	39,252	953	44,983	443	33,593
Patrol	1,758	91,414	2,169	120,030	1,318	74,397	2,114	131,166	2,187	145,058
Traffic	1,156	46,732	663	24,645	3,278	128,239	1,400	58,476	834	30,600
Backfill	1,264	64,847	798	33,348	18,742	742,012	24,896	985,450	26,417	1,067,992
Special events	532	26,406	5,930	321,670	3,005	173,885	1,332	80,063	1,947	121,723
Special services (K9)	1,742	86,584	1,023	53,862	2,194	99,399	2,157	124,389	1,649	102,065
TSA special	N/A	0	16,260	709,570	1,461	87,576	179	11,540	137	8,810
Other misc.	0	0	0	0	6,525	191,304	1,233	53,942	1,123	52,601
Total	8,510	424,996	28,918	1,375,685	37,177	1,536,065	34,262	1,490,008	34,735	1,562,441

Source: The Airport Bureau

As of January 2006, 35 Airport Bureau positions were vacant, largely due to retirements. While the Bureau has done some redeployment⁵, for the most part, when retirements have occurred,

⁴ Definition of “backfill” as provided by the Airport Bureau: “overtime used to staff task assignments below minimum staffing levels because of vacancies.”

⁵ Staff redeployment consisted of eliminating eight administration and support positions, three training positions, two cargo task force positions, one dignitary protection position, two plainclothes officer positions and one command position.

overtime has been used to ensure the staffing of critical traffic and patrol assignments that became vacant.

The most significant and costly vacancy is related to the patrolling of two central courtyards⁶. Both of these patrol assignments, which are required by the TSA and outlined in the Airport Security Program, have been fully covered by overtime since 2002. In FY 04-05, the courtyards required about 25,000 overtime hours of work at a total estimated cost of \$970,000, compared to an estimated cost of \$660,000 if Police Service Aides (PSAs) on a regular schedule had performed the exact same duties.

In addition to vacancies, special events accounted for a steady amount of overtime during the period we reviewed. These events fall into several categories:

- VIP events requiring the presence of officers to provide dignitary protection services;
- Special events such as holidays and demonstrations; and
- TSA requirements for increased security levels⁷.

In FY 04-05, the estimated cost of special events-related overtime was about \$130,500 (Special events plus TSA special requirements). As discussed below in Finding 3, overtime related to VIP events could be reduced if scheduling practices were more flexible.

Recommendations

3. Reduce overtime by staffing required fixed-post positions using straight time instead of overtime. FTEs can be made available for this with through civilianization of positions, flexible staffing, and shift scheduling changes (see Findings 3 and 4).
4. Reduce overtime by filling as-needed PSA positions to permanently staff 24/7 coverage of the two central

⁶ SFO has four courtyards, located on the lower level and adjacent to the terminals. While TSA prohibits large trucks from coming close to the Airport buildings, two of the courtyards are used as delivery docks 24/7. Hence, staff must screen the truck and check delivery order documents before the driver enters the courtyard.

⁷ A higher level of security can be directed by TSA. Security levels range from green (very low risk) to red (severe risk). Current level at SFO is yellow (significant risk). At orange or red, the Airport Bureau is required provide additional patrols, increase explosive detection K-9 patrols in and around the terminal and conduct additional vehicles searches among other requirements.

courtyards. With a staffing factor of 2.3:1, the Airport Bureau would need to hire 10 PSAs. Nine PSA positions are currently vacant and two could be transferred from the Administrative command, providing that the Airport provides purchasing and IT-related functions (see Finding 6). However, considering that the 9 existing vacant PSA positions are not assigned to the Courtyards, the Airport Bureau requested that 10 new PSA positions be added to the FY 060-07 budget request to specifically address the Courtyards' issue.

Of 15 administrative and support positions currently filled by Police Officers and Police Service Aides, at least eight could be civilianized.

Finding 3: Officers Staff Administrative Functions that Should be Performed by Civilians

The Administration unit (excluding the Chief's Office, composed of eight members) is staffed with 22 FTEs. As of January 2006, 12 positions were filled with sworn officers, three with PSAs and five with civilians (see Appendix 2). Reviewing the tasks currently performed by Police Officers, we have identified at least eight positions that could be filled by civilians other than PSAs. Examples of the duties being performed by these staff include computer support, database maintenance, budget preparation, purchasing and contract monitoring. None of these positions are modified duty assignments and therefore a typical barrier to civilianizing a position—the need to accommodate officers on modified duty—is not the case at the Airport Bureau. Currently, the Airport Bureau has only one modified duty assignment and officers who must be accommodated because of injuries or special needs are detailed to SFPD downtown (there are currently five such cases). Based on a full civilianization scenario, we estimate a potential salary savings of about \$300,000 per year. In such a scenario, five sworn officer positions would be made available either to backfill vacant positions (see Appendix 3) at the Airport or to support downtown police staffing.

Table 8: Civilianization Plan - Proposed Scenario

Functions	Currently performed	Estimated Cost*	Proposed Civilian Job Class	Estimated Cost	Estimated Savings
Computer and network support, Budget, Contracts	1 Sergeant 1 Officer 1 PSA 1 ISAdministrator		1 IS Engineer, 1 Senior Admin Analyst 1 IS Adminsitrator		
Total staff	4 FTE	\$420,317	3 FTE	\$320,220	\$100,097
Purchasing	1 PSA		0.5 Mgt Assistant		
Total staff	1 FTE	\$66,028	0.5 FTE	\$39,653	\$26,374
Records	1 Sergeant 3 Officers		1 Senior Mgt Assistant 2 Officers		
Total staff	4 FTE	\$483,394	3 FTE	\$330,688	\$152,706
Personnel	1 PSA		1 Senior Personnel Clerk		
Total staff	1 FTE	\$66,028	1 FTE	\$68,657	(\$2,629)
Training coordination	1 Officer		1 Training Coordinator		
Total staff	1 FTE	\$116,669	1 FTE	\$104,998	\$11,670
Total	11 FTE	\$1,152,435	8.5 FTE	\$864,216	\$288,218

* Based on top step salary estimates including mandatory benefits

Recommendations

5. Eliminate four to five clerical positions as they become vacant or with transfers in order to increase productivity and approach a more reasonable ratio of clerical/staff.
6. In the longer term, eliminate two to six positions related to administrative and support functions currently performed by sworn officers and PSAs. The identified positions are related to budget, computer and network support and various supervision tasks, records and information services. Replace these positions with civilian positions (info services, records, budget) or merge them with existing positions (supervision).

Finding 4: Flexible Staffing, Assignment Changes and Shift Scheduling Changes Can Increase Efficiency

The Dignitary Protection Unit

Two officers and one sergeant are responsible for coordinating all dignitary and VIP arrivals and departures involving security protection at SFO. From November 2004 through November 2005, the Dignitary Protection Unit was involved in 432 events – or an average of 1.2 events per day. As detailed above in Finding 2, dignitary protection accounts for about 4% of all overtime spending. All three members of the Dignitary Protection Unit are on 4/10 schedules (4 days, 10-hour shifts) allowing them three consecutive days off (including weekends). Even though the Airport Bureau started increasing the number of flex hours, overtime remains necessary to cover the shift for some VIP events scheduled on a weekend.

Our benchmarking survey has shown that other comparable airports do not have a dedicated dignitary unit, although they manage a similar level of VIP-related activity. For example, at Miami International Airport, “regular” officers on duty are flexibly tasked with escort and VIP security tasks as needed.

The Traffic Command

Traffic Command is responsible for enforcing the California Vehicle Code, Airport Rules and Regulations, California PUC codes and TSA requirements. The Command is composed of four units: the Ground Transportation Unit, the Motorcycle Unit, the Parking Enforcement and Airfield Operations Area Security Unit (Operations Security Unit), and the Lost and Found Unit.

Some duplication exists between the Ground Transportation Unit and the Motorcycle Unit, creating excessive costs in the Traffic Division.

The Operations Security Unit is staffed only with non-sworn police officers (102 FTE, mostly PSAs). The Ground Transportation and Motorcycle Units are almost exclusively staffed with sworn officers (16 FTE). Because they have law enforcement authority, only sworn officers are authorized to issue moving citations and make arrests and as such sworn officers are needed to complement the PSA functions in the Traffic Command. However, our review of activity reports by the Ground Transportation, the Motorcycle and the Operations Security Units over the past few years shows duplication among these units and other, more cost-effective approaches in use at other comparable airports.

For example, at other airports most traffic regulation, including the significant effort of monitoring of taxi operators and other ground transport services, is handled by PSAs who call sworn officers for support only as needed. This approach is used successfully at the Seattle-Tacoma Airport. In another example, motorcycles are used in most airports and appear to be a best practice because of their ability to move quickly, investigate accidents, contribute to the management of traffic flow, and patrol parking lots. However, motorcycle officers significantly increase the Bureau's costs—eight FTEs are staffed and at a higher cost per hour than other officers due to a motorcycle premium (\$365 per month in FY05-06) and other requirements related to the position. At some airports, motorcycle officers are used as a back-up and on-call force when needed, instead of as a continuously staffed unit.

Shift Scheduling

Current scheduling practices create some overlap in order to cover the 24/7 patrol assignments at the Airport. Two work plans are in place at the Bureau: the four-day, ten-hour shifts (4/10) and the five-day, eight-hour (5/8) shifts. Most officers are working on a 4/10 schedule. As noted in a 1996 management audit by the Office of the Budget Analyst, the 4/10 schedule tends to result in additional overtime and reduces efficiency in police coverage. In light of recent increases in the number of vacancies, the Airport Bureau proposed the Traffic and Patrol Units be changed to rotating days to reduce costs and increase productivity.

However, five to eight patrol assignments (depending on staff availability) are currently covered 24/7 with sworn officers working under the 4/10 system. As a result, three shifts of ten hours each provide 30 person-hours of daily police coverage and generate 6 hours of overlap, the bulk of it being between 9pm and 1am. This overlap represents an estimated annual salary cost ranging from \$496,000 to \$793,000, excluding benefits and night premiums. According to the Airport Bureau's projection, by the time Terminal 2 reopens, overlap will affect two more assignments.

Based on our survey, we concluded that more appropriate schedules could be established to cover the 24/7 assignments, such as a 5/8 with three shifts or a 3/12 with two shifts.

Recommendations

- 7 Eliminate the Dignitary Protection Unit; redistribute its staff (see proposed Organizational Chart, Appendix 3) and

More than \$500,000 annually could be saved by moving from away from the 4/10 schedule (4 ten hour shifts per week).

task regular officers on duty with escorts and VIP security duties as needed.

- 8 Within the Traffic command, consolidate existing units and increase flexibility of officers by staffing an on-call Motorcycle Unit. As practiced by other surveyed agencies, the Airport Bureau could maintain a limited number of motorcycles on site and keep some qualified officers to ensure that the Airport can rely on them in case of special events or emergency needs.
- 9 Increase the presence of PSAs in Traffic Division and task them with as many duties as possible in order to reduce the sworn officers' intervention to backup functions.
- 10 As SFPD starts negotiating with the Police Officers Association regarding the next Memorandum of Understanding, propose new scheduling practices to accommodate the specific needs at the Airport. The Airport Bureau could convert to a 5/8 scheduling system whenever appropriate. Another option would be to use the 3/12 scheduling system currently in use at the LAX Police Department.

Finding 5: The Airport Bureau's Administrative Staff Duplicates Functions of SFPD and of SFO

When the Airport Bureau became a branch of the SFPD in 1997, it adopted most of the SFPD's operating procedures including its systems for budget, payroll, and personnel tracking. The merger planned for the Bureau to use the SFPD's resources for hiring and training employees, coordinating payroll, performing background investigations, handling medical leaves, absences and other personnel-related functions. However, most of the former Airport Police Bureau configuration was simply continued after the merger. Budget, payroll and clerical functions are still performed at the Airport Bureau at an estimated annual cost of \$995,000. The Airport Bureau has maintained a high-level clerical team of ten positions including two Executive Secretaries. By comparison, in FY 05-06, the Fire Department at the Airport is budgeted for 101 FTE positions, including just two clerical positions at a cost of \$111,585.

The Airport Bureau has kept a heavily staffed clerical team and duplicates SFPD headquarters services.

The Airport Bureau also shares few services with the Airport itself. Some information technology support is provided to the Airport Bureau's Administration Command as needed. However, the

Airport Bureau maintains a Purchasing Unit and computer maintenance services and staffs these two positions not with civilians but with PSAs. Even though the Airport approves all requisitions for purchasing and maintenance expenditures by the Bureau and pays for these services, its initial oversight may be limited in some cases.

Some administrative functions that are unique to the Airport Bureau and/or exist because of the Airport's location in San Mateo County have been shown to be critical to smooth operations at the Airport. For example, crime investigation and traffic citations cases require the Airport Bureau to transfer processing to San Mateo County authorities. The Bureau must maintain connections to additional networks (San Mateo County police information, San Mateo County warrants system) and coordinate with San Mateo County on courts, records and property issues. These may mandate a higher staffing level, but most administrative functions could be more efficiently performed by the SFPD or by SFO.

Recommendations

- 11 See Recommendation 6.
- 12 The Airport should consider absorbing the purchasing and IT maintenance duties currently performed by two PSAs.

Finding 6: Supervision Of Police Services Aides (PSAs) in the Traffic Unit Needs Restructuring

The Traffic Unit is staffed with 116 positions. One captain, four lieutenants, eight sergeants and one officer are tasked with supervising the unit, which is fully staffed with civilian police service aides (102 FTE). While other units generally comply with the best practice standard of one sergeant to eight officers and one lieutenant to four sergeants, the Traffic Unit has too many lieutenants and too few sergeants (the current sergeant-to-PSA ratio is 1:12, while the lieutenant-to-sergeant ratio is 1:2). If typical standards were applied, 12 sergeants would supervise the Traffic Unit along with three lieutenants and one captain, increasing the cost of supervision by about 15%.

While sworn officers provide PSAs supervision at SFO, other benchmarked airports have used non-sworn supervision to reduce costs.

Our survey of similar agencies has shown that non-sworn officers can provide supervision of PSAs. For example, the LAX Police Department created two non-sworn upper-level positions so that supervisors and principals ensure immediate supervision of PSAs.

This approach is less costly than having sworn officers perform this function, and also offers career and promotion opportunities to PSA staff. A change of this type would need to be supported by the larger SFPD, since PSAs are employed in other SFPD Bureaus and are supervised by sworn officers.

Recommendations

- 13 Reinforce immediate supervision of PSAs by transferring one sergeant position from the Dignitary Protection Unit and one from the Motorcycle Unit to the Traffic Unit, which would bring the total sergeants to 10 (rather than eight). Meanwhile, transfer one lieutenant from Traffic to Patrol.
- 14 Create a job classification to permit civilian supervision of PSAs, as other agencies have done.

Finding 7: The Airport Shooting Range Is Mostly Used By SFPD Downtown And By External Agencies

SFPD is the main user of the Airport range but does not share the facility's operating costs with the Airport.

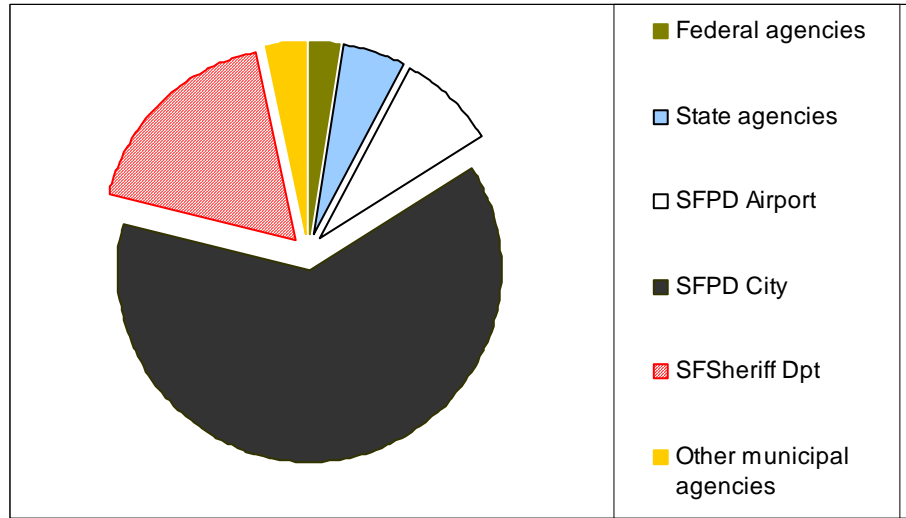
The Airport Bureau operates a shooting range, which is primarily used by the SFPD and by external agencies. The facility was renovated last summer at a cost of approximately \$1 million, and is staffed with three range officers Monday through Friday 7 am to 5 pm at an estimated cost of \$330,000 annually. The range accommodates some types of weapons that cannot be used in other SFPD facilities (e.g., long rifles). Its primary mission is to serve the qualification needs of the SFPD officers and access is provided regardless of officers' location (Airport or downtown).

We found that in both 2004 and 2005, SFPD accounted for more than 50% of total shooters, while the Airport Bureau officers' usage remained under 10%. We were told that these usage trends are consistent with long-standing practices.

External agencies, including the SFPD, do not reimburse the Airport for usage of the range facilities. Officers are requested to bring their own bullets but other agencies do not contribute further to capital or operating costs. Free access is considered part of the mutual agreements the Airport has developed with some external agencies, such as the Drug Enforcement Agency and the Secret Service, which provide direct services to the Airport. But such

agreements are not as clear with other regular users, including SFPD downtown and the San Francisco Sheriff Department, which together represented 80% of total usage of the facility in 2005. Therefore, it should be reimbursed for the usage of a facility that is not directly related to police services performed at the Airport.

Table 9: Airport Shooting Range Usage by Agency in 2005



Recommendation

15 Seek reimbursement for usage of the Airport shooting range not directly related to the Airport’s security operations (in particular SFPD downtown and Sheriff’s Department).

BENCHMARKING

After surveying other US airports with similar overall activity and exposure to international traffic, we selected four airports to compare key indicators with those of SFO. These airports include: Miami International Airport (MIA), Boston LOGAN, Seattle-Tacoma International (SEA-TAC) and Los Angeles International Airport (LAX). We interviewed high-ranking officers over the phone and compiled additional information in completing the following table. To the extent possible, this information should be used by the Airport and SFPD when considering the staffing model of the Airport Bureau.

See Table 12 next page.

Table 9: Selected information from survey of other international airports (as of March 06)

	Boston Logan	Miami International Airport	Los Angeles LAX	Seattle TACOMA	SFO
Background info					
Total Passengers (million)	22	31	60	29	30
Intern. Passengers	3.7	14	16.5	2.3	7.5
Surface (acres)	2,400	3,230	3,425	3,000	5,200
Number of gates	102	107	140	81	98
Agency					
Name	Troop F	Miami Dade	LAXPD	Port of Seattle Police department	Airport Bureau
Status	Massachusetts State Police	Miami Dade County Sheriff Dpt	Independent	Independent	SFPD
Budget 05 (\$million)	24.7	19	70	17.5	36
Incident reports	1712	7835	N/A	2692	4309
Staff total (actual)	150	159	802	139	310
Staff sworn	143	144	409	108	183
Chief/Assist Chief	1	1	1	2	2
Captain	1	1	5	2	4
Lieutenants	8	6	16	6	9
Sergeants	24	23	56	15	29
Line Officers	108	108	341	83	139
Staff civilians	7	15	393	31	127
Mission (Y/N)					
Traffic management	Y	Y + Airport team	Y	Y	Y
Access control	Y (+ Airport team)	N(Airport team only)	Y	Y	Y+ Airport team
Dispatching	N (Airport)	Y	Y	Y, 17 FTE	Y
Investigation	Y	Y	Y	Y	N
Lost and found	Y	N (Airport)	Y	N	Y
Dignitary	N (Mas.State Police)	Y(see note)	Y (5FTE)	Y (see note)	Y
Training on site	Y	N	Y	Y	Y
Units/Divisions					
Administration	8 FTE, 4 civilians + 4 sworn	12 FTE, 7 sworn and 5 civilians	Y (+ IT and maintenance by the Airport)	? sworn + 14 civilians	28 FTE, 17 sworn and 11 civilians
Traffic	Included in patrol	Included in patrol (+Airport team)	197 FTE, civilians	Y	125FTE
Ground Transportation Unit (GTU)	Included in patrol	Included in patrol (+ Airport team)	21 FTE	N (Airport team)	9 FTE
Motorcycle	Y	7 FTE	N	N	8 FTE
Patrol	83 FTE, 3 shifts	113 FTE	290 FTE, 2 shifts	N/A	111 FTE
Investigation		N/A		11 FTE	0
K9 and special services	9 FTE	N/A	35 FTE (shared with LAPD)	12 FTE	20 FTE
Work schedule					
5/8	N	Y, 3 shifts for all uniform positions	Y, civilians (traffic)	N	Y, upper level sworn positions and a few civilian positions
4/10	N	Investigators and K9	Y, sworn patrol	Y, detectives and admin	Y, most officers and PSA (90%)
Other	4 days on, 2 days off, 8.5h shift		25% of patrol are on 3/12	3 days on, 4 days off, 12.5h shift for patrol and special units	
9/11 impact on staffing	Yes, 70% increase	No.	Redeployment only	Redeployment only	38 positions defunded + redeployment
Notes					
	*Admin services are limited to day to day operations: 3 clerical positions, 1 purchasing position and 4 sworn officers	*Admin services: 3 secretaries, 2 police records specialists and 5 sworn officers.			*Administration Command includes the Dignitary Unit composed of 3 FTE sworn officers
Best practices					
	* 5 motorcycles are maintained and occasionally used * a Community action team of 6 sworn officers is used as a flexible backup unit to respond to any type of "unusual" event	* Records duties are handled by "police records specialist", a civilian position * Dignitary protection and VIP events are covered by regular officers on duty at the time of the event. Support provided by the Sheriff Department when necessary.	*To cover the 24/7 assignments, a few officers are working on a 3/12 * Strong partnership with LAPD (K9, extra staffing, emergency services)	* GTU patrols public and private parking areas, bus system, limos and cabs. Staff calls police department as needed but most of the time, they manage the situation by themselves	

Staff: Monique Zmuda, Deputy Controller
Claire Kramme, Performance analyst

cc: Mayor
Board of Supervisors
Civil Grand Jury
Budget Analyst
Public Library

APPENDIX 1: DISPATCHED CALLS- 2005

San Francisco Police Department - Airport Bureau

Saturday, January 01, 2005

Saturday, December 31, 2005

<u>Type</u>	<u>Description</u>	<u>Sub-Total</u>
Crime	Registration Check	54
Crime	Person Check	28
Crime	Resisting Arrest	4
Crime	Drunk Driver	32
Crime	Homicide	1
Crime	Kidnapping	2
Crime	Robbery	1
Crime	Strong Arm Robbery	3
Crime	Purse Snach	1
Crime	Shots Fired	1
Crime	Person with a Gun	78
Crime	Person with a Knife	1,078
Crime	Assault	31
Crime	Indecent Exposure	3
Crime	Prisoner Transport	332
Crime	Fight - No Weapon	726
Crime	Burglary	19
Crime	Fraud	17
Crime	Grand Theft	190
Crime	Petty Theft	194
Crime	Stolen Property	1
Crime	Hit-Run, Non-Injury	30
Crime	Hit-Run, Injury	1
Crime	Bomb Threat	10
Crime	Suspected Device	13
Crime	Vandalism	48
Crime	Roadblock	36
Crime	Trespasser	273
Crime	Threats	25
Crime	Stolen Vehicle	52
Crime	Auto Boost / Strip	7
Crime	Recovered Stolen Vehicle	34
Crime	Person Dumping Trash	1
Crime	Fuel Alarm	1
Crime	Narcotics	176
Crime	Warrant Arrest	357
Misc	Surveillance	4

Dispatched calls (continued)

Misc	Miscellaneous	9
Misc	Emergency Notification	3
Misc	Demonstration	5
Misc	Noise Complaint	7
Misc	Citizen Standby	23
Misc	Juvenile Disturbance	9
Misc	Fire	47
Misc	Explosion	1
Misc	Suspicious Circumstance or Mail	2
Misc	Hazardous Materials	2
Misc	Dead Person	11
Misc	Phone Station or Other	597
Misc	Return to Station	4
Misc	Meet With Officer	124
Misc	Meet With City Worker	27
Misc	Citizen Request Interview	539
Misc	911 Hang Up	817
Misc	Complaint Unknown	5
Misc	Suspicious Person - Vehicle	87
Misc	Suspicious Person	1,021
Misc	Aircraft Ground Incident	2
Misc	BOL	19
Misc	Drill	2
Misc	Fire Alarm	32
Misc	Found Property	1,214
Misc	Sheared Hydrant	2
Misc	Logged Events	13
Misc	Lost Property	492
Misc	Power Outage / Failure	1
Misc	Redcap Exercise / Drill	32
Misc	Sewage Leak	9
Misc	Spill Of Material	33
Misc	Suspicious Circumstances	160
Misc	Service Call	12
Misc	Wind Advisory	2
Misc	Water Main Break	5
Security	K9 Search	821
Security	K9 Search AOA	4
Security	Alarm	11,891
Security	Unattended Item	1,931
Security	Passing Call	57
Security	Law Enforcement Check	7,744
Security	Vehicle Search	615
Security	VIP Detail	7

Dispatched calls (continued)

Traffic	Tow Truck	306
Traffic	Vehicle Accident, Non-Injury	102
Traffic	Vehicle Accident with Injury	34
Traffic	Traffic Stop	27
Traffic	Traffic Congestion	310
Traffic	Parking	262
Traffic	Abandoned Vehicle	3
Traffic	GTU complaint	731
Traffic	Taxi Banned From Airport	5
Well Being	Mental Health Evaluation	73
Well Being	Aided Case	1,697
Well Being	Mentally Disturbed Person	40
Well Being	Person Attempting Suicide	1
Well Being	Missing Juvenile	51
Well Being	Missing Person	129
Well Being	Intoxicated Person	141
Well Being	Check Well Being	168
Well Being	Alert One	10
Well Being	Alert Two	56
Well Being	Animal Complaint	9
Well Being	Elevator Rescue	23
Well Being	Escort	1
Well Being	Gas Investigation	6
Well Being	Odor Investigation	48
Well Being	FD Rescue Call	1
Well Being	Smoke Investigation	17
	Total Dispatched Calls for Service	36,555

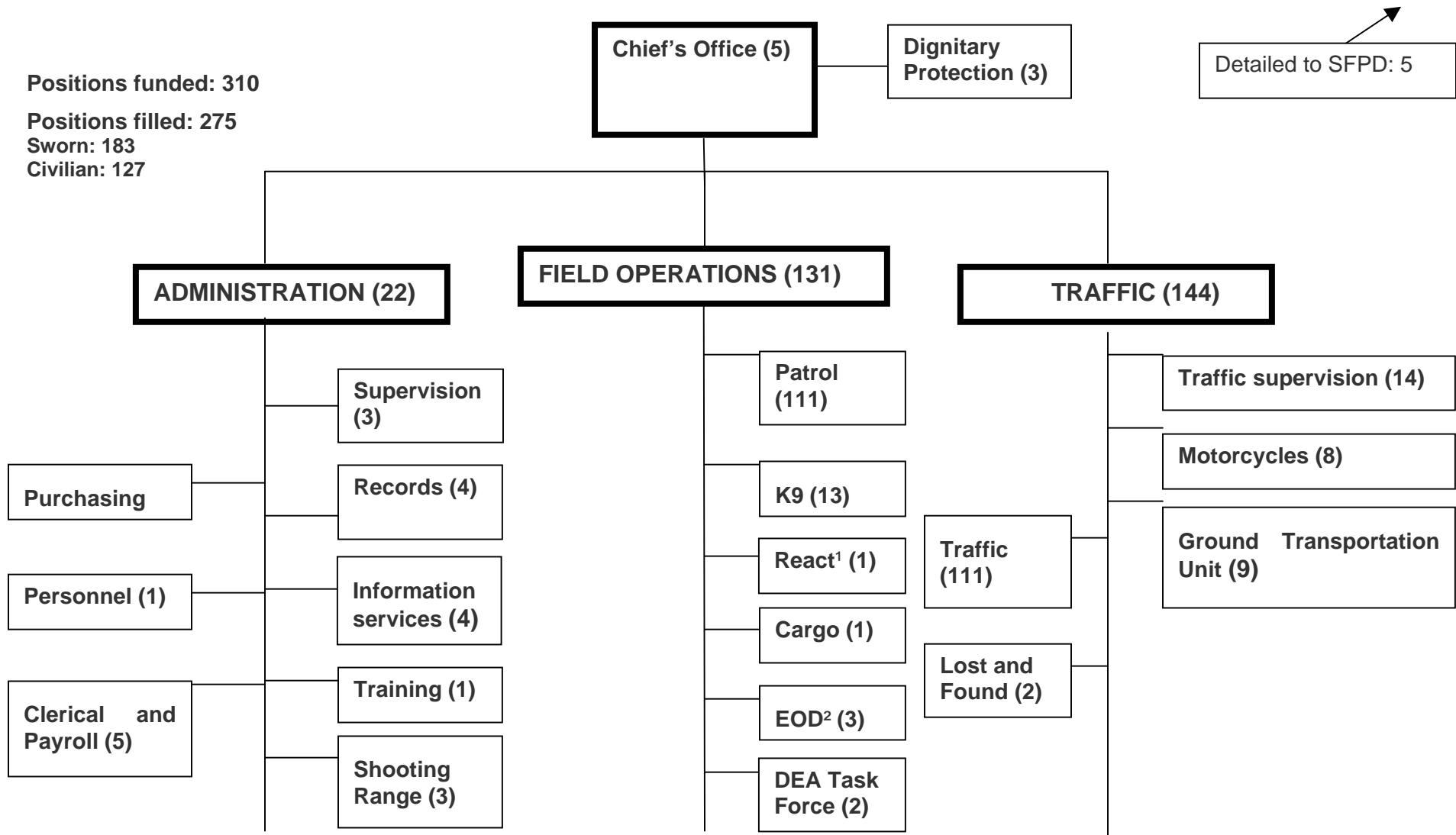
APPENDIX 2: CURRENT ORGANIZATIONAL CHART (AS OF MARCH 2006)

Positions funded: 310

Positions filled: 275

Sworn: 183

Civilian: 127



Vacant: 2 (1 Lieutenant, 1 Senior Clerk)

Vacant: 24 (Patrol: 21 officers, 1 Sergeant, 1 Lieutenant, 1 Captain)

Vacant: 9 (Traffic, Police Services Aid (PSA))

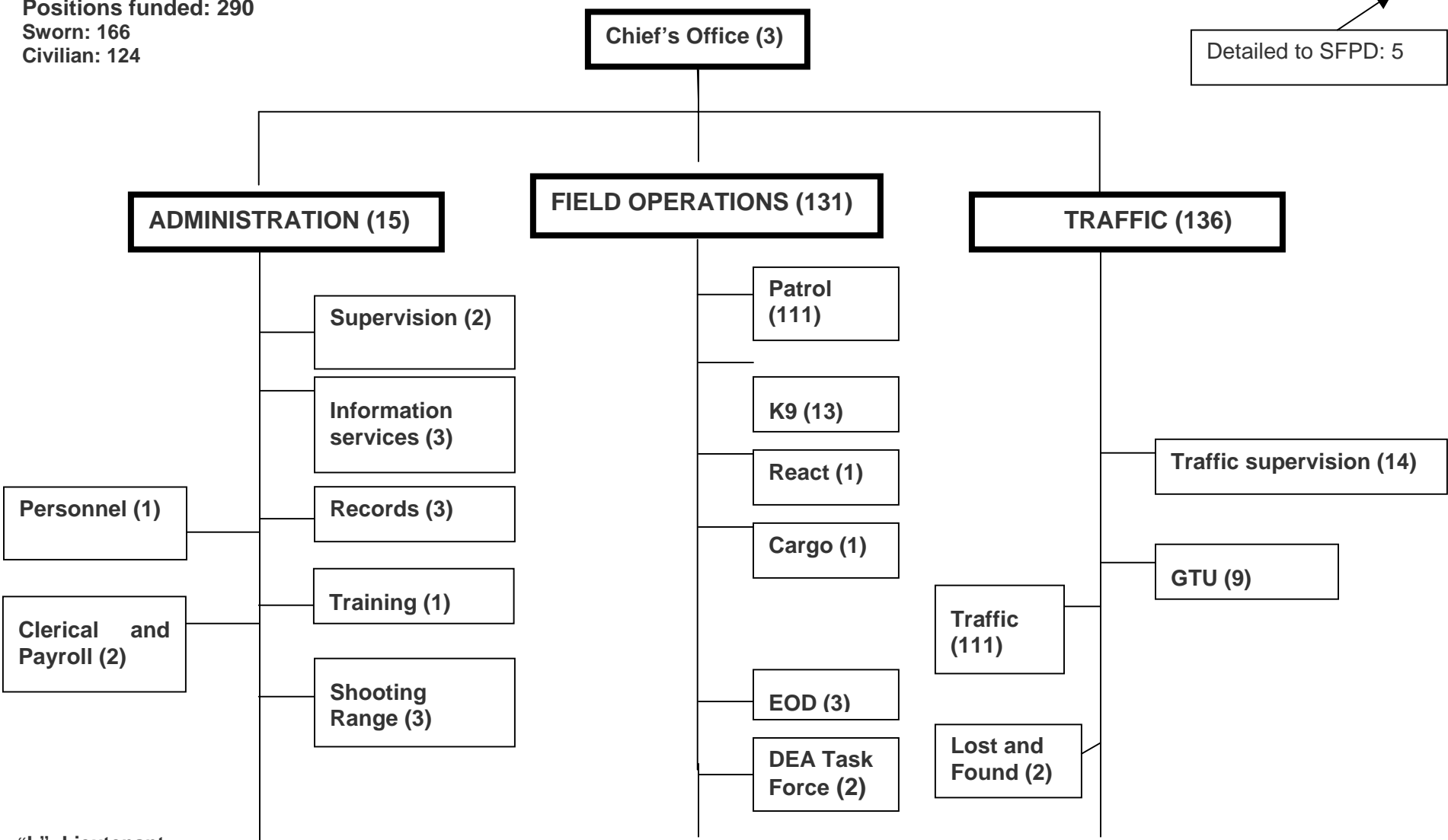
¹ REACT: Rapid Enforcement Allied Computer Team

² EOD: Explosive Ordnance Disposal

APPENDIX 3: PROPOSED ORGANIZATIONAL CHART

Positions funded: 290
 Sworn: 166
 Civilian: 124

Detailed to SFPD: 5



“L”: Lieutenant
 “S”: Sergeant
 “O”: Officer

Appendix 3 (continued): Proposed staffing changes

These recommendations would result in a 7% reduction in authorized positions, as follows:

Table 10: Proposed Staffing by Type of Position

	Funded and filled	Change
Sworn	166	(17)
Police Services Aide	114	(3)
Other Civilian	10	0
Total	290	(20)

Table 11: Proposed Staffing by Command

Commands	Current	CON scenario	Change
Administration	30	18	(12)
Field Operations	131	131	0
Traffic	144	136	(8)
Detailed (SFPD City)	5	5	0
Total	310	290	(20)

- Dignitary Protection would be eliminated. Staff would be transferred to Patrol Unit (two officers to backfill existing vacant positions) and Traffic Supervision (one sergeant to fill one newly created position).
- Motorcycle Unit would be eliminated. Staff would be transferred to Patrol Unit (seven officers, backfilling existing vacant positions) and Traffic Supervision (one sergeant to fill one newly created position).
- Purchasing Unit would be eliminated (duties absorbed by the Airport). Staff would be transferred to Traffic Unit (one PSA, backfilling one vacant position).
- Personnel Unit would be civilianized. Current staff would be transferred to Traffic Unit (one PSA, to backfill one vacant position).
- Clerical and Payroll Unit staffing would decrease from five to two positions (including 2 in the Chief's Office).
- Information Services, Records and Training units would be civilianized and reduced in some cases. Four officers and one sergeant would be transferred to Patrol Unit while three PSAs would backfill vacant positions in the Traffic Unit.
- Traffic Supervision Unit would change; as many as two sergeant positions would be created while one officer position and one lieutenant position would be eliminated. These two sworn officers would be transferred to the Patrol Unit to backfill vacant positions.



San Francisco International Airport

May 22, 2006

Mr. Ed Harrington
Controller
City and County of San Francisco
Controller's Office
City Hall, Room 316
1 Carlton B. Goodlet Place
San Francisco, CA 94102-4694

Dear Mr. Harrington:

We thank you for the opportunity to comment on the final draft of the Office of the Controller's special report titled, "Police Staffing Needs at San Francisco International Airport" dated May 16, 2006. Since the beginning of the special report process in January of this year, both the Airport staff and SFPD-Airport Bureau staff have appreciated the open and honest sharing of information with the Controller's Office in the fact-finding process of preparing this special report. This process has been an informative exchange of information between all three departments.

This special report contains seven findings with fifteen specific recommendations. These findings and recommendations have been carefully reviewed and considered by our staff as well as both of us. We will begin to implement many of the recommendations as quickly as possible. There are a few recommendations that require further evaluation to ensure that we can still maintain the highest level of security at SFO.

We believe that the Dignitary Protection Unit should remain intact as their responsibilities are best accomplished by a small dedicated team of three. The unit will perform regular police duties when no special events are being planned. We also feel strongly that the motorcycle unit delivers mobility and maneuverability in our one-way, horseshoe-shaped terminal configuration. They are valuable for getting to traffic accidents, escorting motorcades and patrolling parking lots. The audit process has revealed ways in which we will maximize their efficiency by assigning the unit to fixed sectors of the airport to patrol. Audit comments about charging outside agencies for the use of the Airport's shooting range suggest that these agencies may not be ones that would provide mutual aid if needed. Discretion is utilized in who we allow to use the range and we are satisfied that those agencies that do use it would provide essential backup to the SFPD-AB if called upon.

Ed Harrington
May 22, 2006
Page 2

One of the key findings of the special report is the recommendation that the SFPD-AB staffing authorized level (348) be reduced to the current funded level (310) and that in the long term, the funded level be reduced to 290. We agree to the reduction of the authorized level down to the funded staffing level and agree that the number could be reduced even further over time. The Airport and the SFPD will evaluate ways to follow the report recommendations towards the goal of greater efficiency. This new number of 310, as noted in the audit, will provide a new agreed upon baseline for the Airport Bureau of the San Francisco Police Department. With a current filled number of 275 Sworn Officers, Police Service Aides and civilians, we will strive to add staff to reach the current funded level or possibly a lower level after the recommendations can be further evaluated.

We appreciate the opportunity this special report has given us to closely evaluate the efficiency of the SFPD-AB. The report will serve as a springboard for action, and in some cases, further evaluation of the recommendations. We are proud of the on-going protection provided by the SFPD-AB to the traveling public. Their on-going dedication to the safety and security of SFO, combined with efficiencies learned from this report, will enable us to fulfill our highest safety and security objectives and to continue our commitment to maintain SFO's legacy as a leader in aviation safety and security.

Very truly yours,

Original Signed By:

John L. Martin
Airport Director
San Francisco International Airport

Original Signed By:

Heather Fong
Chief of
San Francisco Police Department.