



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

**DATE ISSUED:** July 15, 2009 **REPORT NO:** 09-113  
**ATTENTION:** Budget and Finance Committee  
**SUBJECT:** Airports Business Process Reengineering (BPR) Report  
**REFERENCE:**

**REQUESTED ACTION:**

Forward the Report to Council for Council to consider the recommendations of the Airports Business Process Reengineering (BPR) Study.

**STAFF RECOMMENDATION:**

Forward the Report to Council for Council to consider the recommendations of the Airports BPR.

**SUMMARY:**

**Background**

Airports Division is responsible for operating two general aviation airports within the City of San Diego, Montgomery Field and Brown Field. The City's two airports support a significant portion of the San Diego region's total annual flight operations, and can accommodate a variety of general aviation aircraft. In addition, Brown Field has a significant number of military fixed wing and helicopter operations. Aviation lessees at the airports include Fixed Base Operators (FBOs) that sell fuel and provide airplane and helicopter maintenance and aircraft storage facilities, flight schools, fire-rescue helicopter operations, San Diego Police Air Support Unit, Federal Bureau of Investigations, Drug Enforcement Agency, United States Border Patrol, and individual aircraft owners. The majority of Airports Division's revenues are derived from non-aviation lessees that include a hotel, a business park, restaurants, U.S. Border Patrol, a City fire station, City Field Engineering, San Diego Police Department, automobile resellers, and office space tenants. Airports Division is responsible for maintaining the two airports in conformance with Federal Aviation Administration (FAA) regulations and guidelines and administering the various revenue-producing leases.

This BPR is intended to address and improve service delivery and to reduce liability to the City's General Fund (though it cannot have other direct impacts on the General Fund as the Airports Division is operated as a cost-recoverable, Enterprise Fund operation).

### **Scope**

The processes reviewed in this BPR include:

- Airport Administration
- Noise Abatement
- Real Estate Services
- Airport Operations

### **Airport Administration**

The processes included in Airport Administration are routine services identical to those performed citywide. They include: financial and budget analysis, payroll documentation, purchasing, reporting, and petty cash management. These processes were mapped as part of the BPR.

It is anticipated that many of these administrative processes will be simplified upon implementation of the OneSD Enterprise Resource Planning system. After OneSD is fully implemented, the Airport administrative processes will be reassessed.

### **Noise Abatement**

The Noise Abatement Officer position was created by Council Resolutions R-259275 and R-280193 to act as a liaison between pilots and the community, and to advance the mitigation of aircraft noise through monitoring, pilot education, public relations and aviation easements. Specific noise abatement processes include:

- Enforce Airport noise limits
  - Identify violators of airport noise rules
  - Issue administrative citations to offenders
  - Interact with FAA and airport users to resolve noise issues
  - Receive and respond to citizen noise complaints
- Operate and maintain Airport Noise Monitoring System
- Provide noise abatement education to pilots and community
- Community relations
  - Liaison with community planning groups
  - Review development plans within Airport influence area
  - Review EIRs for projects near City airports
  - Acquire aviation easements when appropriate for development projects within Airport environs overlay zone for both City airports
  - Keep Airports' website updated and current
  - Participate in the Airport Authority Working Group to update the region's Airport Land Use Compatibility Plans
  - Implement Airport Land Use Compatibility Plans after adoption
  - Periodically update the Airports Division's phone directory
- Serve as staff liaison to the Airports Advisory Committee
  - Attend committee meetings and record minutes

- Coordinate efforts to fill vacancies on committee
- Maintain bylaws of the committee
- Post the meeting agenda and minutes on the Airports website

The Noise Abatement Officer position should be used to achieve the goals described in the Council Resolutions of 1983 and 1994, allowing a return to a strong emphasis on community and pilot outreach. If the Brown Field Development is successful, a more formal noise/community relations program for that airport will be considered in the future.

### **Real Estate Services**

The real estate services processes include lease management, redevelopment, financial analysis, community outreach, and regional strategic planning. These processes greatly impact the Airports Division's interaction with the community and the Division's financial situation. The Real Estate Services processes were chosen for mapping.

Real Estate Asset Department's (READ's) new lease administration software, RE Portfolio will be implemented during calendar year 2009, and the Airports Division will participate in this implementation. The "To Be" map reflects the RE Portfolio implementation to the extent that it is understood at this time. Further analysis will be conducted during implementation to ensure that the maximum efficiency is gained from the new software, which may result in the Airports Division's future ability to reduce its administrative support staff or to redeploy that staff to other value-added activities.

### **Airport Operations**

The Airport operations processes include everything related to the operations and maintenance of the City's two airports, Montgomery Field and Brown Field. The processes range from runway and taxiway maintenance to supervision of contracted service providers to conducting storm water pollution monitoring and serving as first responders to accidents. A number of operations processes were chosen for mapping in this BPR—the single process that resulted in recommended changes is the airport rescue and firefighting process.

#### *Airport Rescue and Fire Fighting Process*

Emergency response to aircraft incidents and accidents is currently provided by Airport Operations staff at Montgomery and Brown Field Airports. This response includes closing impacted portions of the airport, providing immediate first aid, coordinating rescue and recovery efforts, notifying the appropriate authorities, and restoring the affected areas to operational status as quickly as possible.

A key element of this process is the role of the City's Fire-Rescue Department in responding to aircraft accidents. Both airports have instituted a Letter of Agreement between Airport Operations, the Air Traffic Control Tower, and the local City Fire Station to establish guidelines on how to respond to aircraft emergencies.

While each airport currently has a fire suppression vehicle, and the task of providing firefighting services is referenced in the classification specifications for senior operations assistants ("*Operates airport rescue and firefighting vehicles and other types of motorized and power*

equipment”) and airport operations assistants (“Operate airport rescue and firefighting vehicles to provide emergency services”), there are no fully trained and fully equipped Airport operations personnel available to fight aircraft fires. To allow untrained personnel without all required personal protective equipment, and who are not regulated or inspected, respond to aircraft fires poses a potential threat to the public and Airport Operations personnel, and represents a potential liability for the City.

Montgomery and Brown Field Airports are classified by the FAA as general aviation reliever airports, and are not subject to any aircraft fire fighting requirements. Conversely, aircraft fire fighting requirements at airports serving commercial air carriers are prescribed in Title 14 of the Code of Federal Regulations Part 139.

At Montgomery Field, there have been two aircraft fires in the last ten years. During the same period, Brown Field has not had any aircraft fires. The San Diego Fire-Rescue Department has responded with large, foam-equipped fire trucks to other aircraft incidents that did not result in fire. Fire Station 43 responded to five aircraft incidents at Brown Field during a recent 26-month period, with response times ranging from 10 minutes, 23 seconds to 23 minutes, 32 seconds. At Montgomery Field, during a similar period, Fire Station 28 responded to 25 incidents, with response times ranging from 8 minutes, 18 seconds to 23 minutes, 21 seconds.

#### *Benchmarking Data*

A survey of 20 non-commercial-service airports was conducted to determine how many provide firefighting services, and to what extent. Three airports had fire services solely dedicated to those airports provided by city fire departments with trained fire fighters. Two airports had the services provided by operations staff. One airport had the firefighting services provided by an airport management company. The other 14 airports use off-site, local fire departments to respond to airport emergencies.

#### *Recommendation*

The Airports BPR Team recommends that Airport Operations personnel continue responding to aircraft incidents, but cease all duties related to fire suppression at both airports. Specific recommended actions include:

- Continue all emergency response functions by Airport Operations personnel, but relinquish all fire fighting duties to the San Diego Fire-Rescue Department.
- Modify classification specifications to eliminate fire suppression responsibilities.
- Replace the two Airports fire suppression vehicles with two utility trucks, fitted with crew cabs and utility beds, at a cost of \$70,000.
- Auction the Montgomery and Brown Field fire suppression vehicles, which have an estimated value of \$118,000. The annual savings in fire suppression apparatus maintenance cost is estimated at \$10,000.

#### **Recommendations and Implementation Plan**

The following table summarizes the BPR recommendations, the expected impacts of the changes, and the anticipated implementation schedule. The BPR team evaluated the alignment of its personnel with their expected duties, and concluded that a minor change in the existing

organization chart and the reduction of one position are appropriate for the efficient and effective operation of the Airports Division.

| <i>Recommendation</i>   | <i>Impact</i>  | <i>Implementation Schedule<br/>(after BPR approval)</i>   |
|---|--|---|
| 1. Realign the duties of airport operations personnel to increase efficiency  | <ul style="list-style-type: none"> <li>▪ Increase the focus of the Noise Abatement Officer on community and pilot outreach. Attendance at the meetings in the five communities surrounding Montgomery and Brown Fields (rather than just one), and corresponding dialog with pilots, will enhance the relations and communications between the two groups and the airports</li> <li>▪ Divert Airport Operations duties to the Noise Abatement Officer on an as-needed basis</li> <li>▪ Eliminate one Airport Operations Assistant position.</li> </ul> | Upon Council approval of BPR recommendations, revise duties of Noise Abatement Officer and initiate a classification study to determine if a change to the classification specification of the Noise Abatement Officer position is warranted. |
| 2. Cease Airports-provided fire suppression services at both airports, with effective fire response continuing to be provided by San Diego Fire-Rescue.                             | <ul style="list-style-type: none"> <li>▪ Minimize risk associated with providing aircraft fire suppression service</li> <li>▪ Eliminate a non-core function</li> <li>▪ One-time revenue (estimated to be \$118,000) to the Airports Enterprise Fund from auction of Airports' two fire suppression vehicles</li> <li>▪ One-time cost of \$70,000 to acquire two utility trucks</li> <li>▪ Estimated annual savings of \$10,000 annual fire suppression equipment maintenance costs</li> </ul>  | Implement upon Council approval of BPR recommendations and finish within six months   |
| 3. Implement "To Be" processes, including attending additional community and advisory group meetings to solicit feedback for future development projects and leasing opportunities. | Enhance public outreach and community involvement in airport issues.   | Within six months   |

**FISCAL CONSIDERATIONS:**

There will be an estimated, one-time, net revenue increase of \$48,000, derived from auctioning the two fire response vehicles for \$118,000, less the \$70,000 cost of replacing them with two utility trucks. There will be a total annual savings of \$76,724 through the elimination of one, Airport Operations Assistant (\$66,724 annually) and the elimination of \$10,000 of annual maintenance costs for fire suppression equipment.

**COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:**

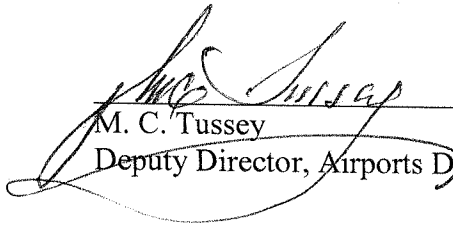
During the Airports BPR Study, it was important to obtain stakeholder input and feedback on the many aspects of operations that were evaluated. The Airports Advisory Committee (AAC) Chair and Vice-Chair met with the BPR Steering Committee and the major points of the BPR were presented to and discussed with the AAC.

Representatives from MEA and Local 127 participated in the study.

**KEY STAKEHOLDERS AND PROJECTED IMPACTS:**


This BPR was noticed to both Local 127 and MEA to determine if either or both of those labor organizations had an interest in demanding Meet and Confer over the relevant subjects of bargaining. Local 127 failed to respond to the City's notification.

City residents should experience a higher level of attention through dialogue with Airports at community meetings. Airport users will experience a better understanding of community concerns, as well as key Airports issues. Cost savings will be used to improve airport safety through runway and taxiway repair, which will benefit both community and users.



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