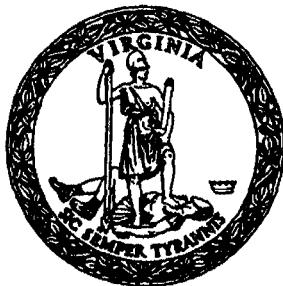


**REPORT OF THE  
JOINT LEGISLATIVE  
AUDIT AND REVIEW COMMISSION ON**

**Security Staffing  
in the  
Capitol Area**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**HOUSE DOCUMENT NO. 17**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
1990**

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## Preface

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In April of this year, House Speaker A. L. Philpott requested "a survey of State institutions within the Capitol area using either Capitol Police or private security to determine the security needs, the effectiveness of the activity, and the financial feasibility of the two alternatives for providing security." At its May meeting, the Commission approved the request and a study approach. A draft of the report was presented to the Commission at its September meeting.

Overall, security in the Capitol area appears to be adequate. Generally, agencies have — on their own — sought a level of security commensurate with their needs. Agencies with high security needs have developed or procured security arrangements necessary to protect their property and personnel. Other agencies, with low risk levels, have made no security arrangements whatsoever. While this fragmented process has not worked badly, there are some discrepancies in service levels which should be reconciled. Further, absence of State policy essentially requires each agency to start from scratch in assessing its security needs. Consequently, State policies should be developed to guide agencies in these areas.

A major focus of the study was the effectiveness of the Capitol Police force. JLARC staff found the Capitol Police to be a respected, effective police and security force. In contrast, many problems were found with private security staff hired on a contract basis by State agencies. While there is a role for contract security staff, we do not recommend that they replace the Capitol Police or be used extensively at the seat of government.

A number of actions have taken place since the initiation of the report. Needed clarifications to the Capitol Police chain of command were made during the course of the study. A recommended inter-agency task force, led by the Secretary of Administration, has been established to assess agency risk levels and to draft model security procedures. These steps, along with the implementation of other recommendations, should promote the continued evolution of police and security services at the seat of government.

On behalf of the JLARC staff, I wish to express our appreciation for the cooperation and assistance extended by the Capitol Police, the Department of General Services, and the other agencies we reviewed.

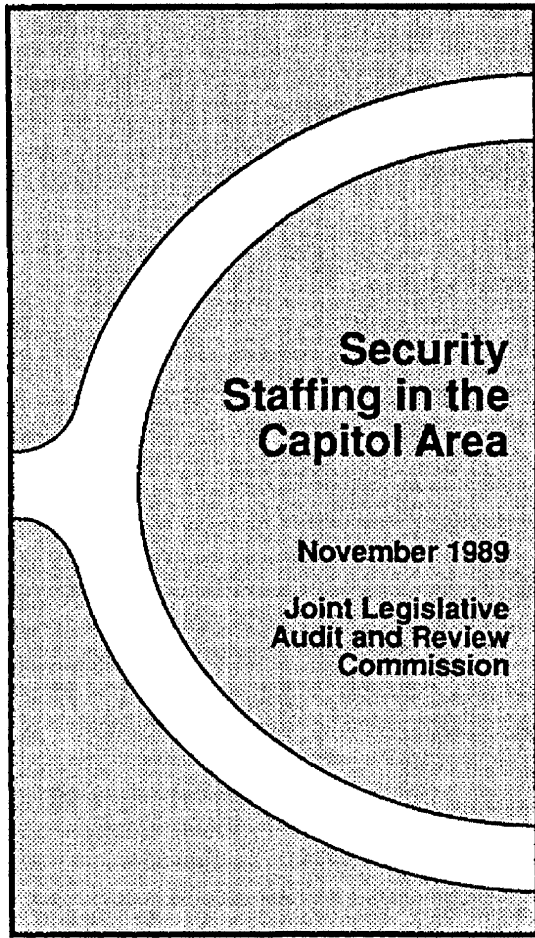


Philip A. Leone  
Director

November 28, 1989



# JLARC Report Summary



**M**ost State agencies in the Capitol area need and receive police and security services, spending about \$10 million annually. Seventy agencies receive police or security services through the Capitol Police, the Department of General Services, an in-house staff, or through private security firms. While the services of private security firms are the least expensive, agencies are also generally less satisfied with these services. If the lower service level is acceptable, some savings through the use of private security firms may be possible. It is not feasible, however, to use

such services extensively at the seat of government without a probable decline in the quality of services.

## Study Approach

In April 1989, a member of the General Assembly requested that JLARC "make a survey of State institutions within the Capitol area using either Capitol Police or private security to determine the security needs, the effectiveness of the activity and the financial feasibility of the two alternatives for providing security." This request was subsequently approved by the Chairman of JLARC. A study approach was presented to the Commission in May.

In June and July, all agencies in the Richmond area were surveyed. Data were collected from 89 agencies. Every known Capitol Police and DGS post was visited and examined, as were many in-house and contract security posts in State agencies. Numerous agency heads, police, guards, supervisors and others were interviewed.

## All Agencies Need Security, But There Is No Overall State Policy on Security

Almost all agencies cited the need for police and/or security services. However, there is no overall State policy guiding agencies in the determination of risk or the selection of appropriate police/security coverage. More than half of the agencies surveyed cited security incidents occurring in the past year. More serious incidents included a bomb threat, thefts of State and personal property, harassment of State employees, and a homicide. Less serious incidents included ongoing problems with parking violations, vagrants, trespassing and other nuisance activities.

Police and security services available to State agencies vary greatly — both in form and expense. Forms range from around-the-clock police protection to no service at all. Costs generally increase as the level of service increases. In addition, services are available from a number of providers. Some agencies receive extensive police and security services from the Division of Capitol Police. Others receive security or “watch” services from the Department of General Services, in-house security staff, or through contracts with private security firms. Some agencies rely on a mix of service providers.

### Most Agencies Are Satisfied With Their Current Security Arrangements

In the absence of overall State policy as guidance, most agencies' security arrangements have evolved towards a level of coverage they find satisfactory. While the degree of satisfaction varies, a majority of agencies are either satisfied or very satisfied with their coverage, regardless of the form. As shown in the table below, agencies were most satisfied with the Capitol Police and in-house staffs, the two most expensive forms of coverage.

Agencies which perceive themselves as having a high level of risk have gener-

ally been successful in procuring a high level of coverage. The Department of Information Technology, for example, replaced private security coverage with the Capitol Police. The Virginia Supplemental Retirement System replaced private security coverage with a small in-house force. Other agencies have successfully augmented in-house police and security forces with contract security staff.

### Costs Vary Based on Levels of Services

A total of \$10 million was spent by 23 Richmond-area agencies on police and security services in FY 1989. Costs among agencies varied widely, and agency personnel frequently commented that “you get what you pay for.” The most expensive providers (based on cost per full-time equivalent (FTE) employee) were Virginia Commonwealth University Police (\$31,178 per FTE), the Capitol Police (\$29,693 per FTE), and the Alcoholic Beverage Control Board Police (\$25,730 per FTE). These agencies provide full police services.

In-house staffs also varied substantially in costs. The two agencies incurring the least costs (the Virginia Employment Commission and the Department of Worker's Compensation) employed non-classified security staff for \$9,417 and

## Overall Agency Satisfaction by Type of Security Received

	Type of Service				
	Capitol Police	DGS	In-house Staff	Contract	Other
Very Satisfied	26 (51%)	4 (15%)	6 (50%)	2 (13%)	5 (33%)
Satisfied	24 (47%)	21 (78%)	4 (33%)	9 (60%)	9 (60%)
Dissatisfied		2 (7%)	1 (8%)	4 (29%)	1 (7%)
Very Dissatisfied	1*	—	1 (8%)	—	—
Total Respondents	51	27	12	15	15

\*Agency was dissatisfied with amount of service available, not quality of service. Other details are found in Table 7, Chapter VII.

\$8,794 per FTE, respectively. Agencies with full police services incurred the most expense. Agencies with in-house staff had moderate costs. Private contract staff were the least expensive.

To cut costs, a number of agencies have engaged in the use of extensive contract staff to supplement their full-time staff. Advantages to this approach include:

- Security expertise can be developed by full-time staff.
- Knowledge of agency operations and loyalty can be expected of full-time staff.
- Continuity is provided by in-house staff.
- Costs can be reduced with inexpensive contract staff.
- Expanded service coverage can be achieved.

### **Current Level of Capitol Police Staffing**

The number of Capitol Police assigned is appropriate to the force's existing levels of responsibility. Day-to-day post and patrol requirements are sufficient to occupy the force virtually full time. Session activities, special events, and demonstrations stretch the force, however, and any significant new activities would require either new staff or cutting back on some existing activities.

### **Overall Security Level at the Seat of Government is Adequate**

Few agencies (12 of those surveyed) said they had unmet needs. While some agencies, particularly the Virginia Museum, the Science Museum, and the Court of Appeals, expressed concern regarding the level of security services available to them, most agencies were satisfied with services

and did not feel a high level of unmet need existed.

While there is no upper limit to the amount of security which can be attempted, risk can never be eliminated — no amount of prudent action can fully discourage or prevent all possible criminal activities. Further, security risks must be weighed against other values, such as public access, freedom of movement, and other demands for funding. Overall, security appears to be sufficient at the current time.

### **Some Improvements are Possible**

While security levels overall are adequate, steps can be taken to improve the current system.

- Criteria should be developed by the Legislative Support Commission for the assignment of Capitol Police.
- An interagency task force chaired by the Secretary of Administration should develop a model policy for State agency security.
- The Capitol Police and State Police should help agencies which have special needs develop security plans and policies.
- Additional training should be considered to further protect art and antiquities in the Capitol and Mansion.
- The Department of Military Affairs should pursue the possibility of federal funding support for its Capitol Police positions. This would result in general fund savings of \$100,000-\$150,000 annually.
- Replacement of Capitol Police with security officers at some less critical posts should be considered.
- Additional safeguards and performance standards should be built into contracts with private security providers.





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## I. Introduction

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Police and/or security services are available in one form or another to almost all agencies in the Capitol area. Such services are necessary for the protection of State employees, State facilities and property, and the public. Over half of the 89 agencies surveyed in the Richmond area reported serious incidents in FY 1989 involving attacks, thefts, or destruction of agency property. For example:

- One area agency reported a bomb threat. The building had to be cleared and searched. The incident was investigated by the Capitol Police.
- In another agency, a State employee was attacked by an estranged spouse.
- In another agency, several incidents have occurred in which irate clients have made threats against State employees and, in some instances, have had to be controlled by the security guards.
- The theft of a valuable art object was reported by one agency. The object was eventually recovered unharmed.

Security services are available from a number of providers. Some agencies receive extensive police and security services from the Division of Capitol Police. Others receive security or "watch" services from the Department of General Services, in-house security staff, or through contracts with private security firms. Some agencies rely on a mix of service providers.

Police and security services available to State agencies vary greatly — both in form and expense. Forms range from around-the-clock police protection to no service at all. Costs generally increase as the level of service increases. During this review, a frequently heard expression was "you get what you pay for."

One reason for the variety of approaches used is that responsibility for the protection of the State's assets, both property and personnel, is fragmented. There is no one State agency responsible for police and security services of State agencies, nor is there a State security policy or plan. Forms of coverage have evolved over time as State government's size and responsibilities have evolved and grown. While this evolutionary process does not seem to have produced dangerous gaps in security, it has resulted in different approaches to security provision. Some agencies have extensive security; others have next to none. Such disparities are present even when agency activities and needs appear to be relatively similar.

For many State agencies, security issues are not a matter of concern. These agencies reside in buildings that are covered by the Capitol Police or the

Department of General Services (DGS). The Capitol Police and DGS organize, provide, and fund extensive services on a building-wide basis for a variety of such recipient agencies. Some recipients of these services literally do not know what their police or security services are or who provides them. By contrast, many other agencies are essentially on their own. They must determine their level of risk, design a security scheme, and procure and fund the service. Despite these differences, most agencies appear to have adequate police and/or security services.

## SECURITY DEFINITIONS

Security and police services are related, but different. Security services are defined as systematic efforts to protect personnel and property from harm, theft, or serious disruptions to work. Security services are principally preventive in nature. Security guards, for example, often do not have the authority to make arrests or to stop a crime in progress. Rather, it is hoped that their presence is enough to discourage such events. Often, security personnel must call police if they observe a crime or other dangerous situation.

Security services are generally provided in three ways:

- Post security: This type of security is provided by a member of a security force being physically present at a location where he or she is able to observe and control access to an area. Post security is typically located at the entrance of a facility. Posts may also be located in a room where video cameras display multiple areas of security interest. Post security is provided by the Capitol Police, by the Department of General Services, by in-house agency staff, and by private providers.
- Patrol security: This type of security is provided by a member of a security force moving through locations to observe and control access to various areas. Patrols are used to ensure that unauthorized activities are not occurring, and to ensure that property is properly locked up or otherwise safeguarded.
- Response security: This type of security provides "on-call" service. Security providers alert potential users that they are available, but only go to a facility or site when specifically requested to do so. Response security is generally a police service provided by the Capitol Police or other police force.

Police services are closely related to security services. Police services include the security services noted above and also the availability of "sworn" officers who have the authority to make arrests and intervene in criminal activities within their area of jurisdiction.

Comparisons between the Capitol Police and other forms of security must consider the differences between police and security services. While the Capitol Police provide extensive security services, they also provide police services which are not available from many other providers.

## **CAPITOL SECURITY IN OTHER STATES**

The openness with which public business is conducted has long been an important characteristic of American government. Consistent with this tenet, the Virginia public has relatively open access to decision-makers, especially in the legislative branch.

As divisive issues — such as abortion and labor-management disputes — are focused more at the State level, consideration should be given to the adequacy of police and security services at the seat of government. One way of assessing adequacy is to look at experiences in other states.

The level of security provided to the Virginia General Assembly appears to be roughly comparable to that provided in other states. While provision of security varies between states, capitol security is usually provided by capitol police, state police or highway patrols.

In some other states, services provided by Virginia's Capitol Police are provided by sergeants-at-arms, who may be year-round employees. Such services include: enforcing parking regulations (11 states), capitol or legislative office building security (18 states), and providing VIP transportation (24 states).

Most state capitols appear to use capitol police or similar capitol security personnel. According to a 1988 National Conference of State Legislators (NCSL) survey, 47 of 50 state legislatures rely on the state police or capitol security personnel for security services in and around the capitols. Virtually all state capitols have some security and control access to the capitols after hours. In addition to security or police staffing, Virginia and many other states make some use of closed circuit television, burglar and fire alarms, and silent alarm buttons.

A few legislatures appear to have somewhat more stringent security than Virginia. Walk-through metal detectors are used in South Carolina and Florida and in the galleries in California and New York. Three states (Florida, Alabama, and Pennsylvania) make some use of bullet-proof shields. Six legislatures use hand-held metal detectors either in their chambers, legislative office building, or capitol building. According to NCSL:

... those chambers that have tightened their security measures did so in response to a rash of violent events in the late 1960's and early

1970's. Such incidents as the armed disruption of the California Legislature in 1967; the occupation of Wisconsin's General Assembly by 1,000 demonstrators in 1969; the bombing of the Louisiana Senate chamber and the anti-war demonstrations and violence in Albany in 1970; and the 1971 bombing of the U.S. Capitol lead to widespread concern for the safety of legislative members, personnel, facilities, as well as the public.

Two states which border Virginia have somewhat different security arrangements at the seat of government.

*The North Carolina State Capitol Police protect most of the buildings in the capitol area, including the capitol building, the Supreme Court, and a number of executive branch agency buildings. The State Capitol Police have 35 sworn officers and also use 20 civilians as night-time security guards. The legislative office building has had an independent security force for the past 13 years. This staff has seven full-time officers who provide security services. Once part of the State Capitol Police force, this unit was separated to give the legislature greater control. Security for the Governor is provided by the State Police. On occasions, when provocative demonstrations are expected, assistance is provided by the state and city police.*

\* \* \*

*In Maryland, capitol area building security is provided by the Department of General Services Police. This force of 40 sworn officers provides security to all buildings. It is supplemented by 37 civilian building guards who receive a lower salary. The protection of the executive mansion, the Governor, and other high state officials is the responsibility of the State Police. Recent abortion demonstrations have caused some security concerns. State and city police are used to control larger demonstrations.*

No comprehensive assessment of state capitol security arrangements could be found. It is assumed security at the different state capitols varies depending on each state's history, experience, and priorities.

## **JLARC REVIEW**

This review of security services was requested in an April letter to the Joint Legislative Audit and Review Commission (JLARC) by a member of the General Assembly. The request was subsequently approved by the JLARC Chairman and

reviewed by the Commission as part of the annual workplan presented at the May 1989 meeting.

The request specifically asked for "a survey of State institutions within the Capitol area using either Capitol Police or private security to determine the security needs, the effectiveness of the activity, and the financial feasibility of the two alternatives for providing security." This review focused on these issues. The survey of State institutions indicated additional forms of security coverage which are also discussed in this report.

### **Scope of Review**

This report reviews police and security services available to all State agencies within the Capital City of Richmond. Particular emphasis has been placed on a review of services available to agencies at the seat of government — at or near Capitol Square in downtown Richmond. Services in effect in FY 1989 and services planned for FY 1990 are reviewed. In some cases, more lengthy time periods are assessed when such a review facilitates understanding of an agency's security experience.

### **Study Activities**

The principal research activity of the study was a survey of all agency heads with staff and facilities in the Richmond area. In all, data were collected from 89 agencies. A comprehensive questionnaire was sent to agencies requesting information on their need for police and security services, the form(s) of police or security services received, the costs of such services, their satisfaction with the services received, and other pertinent information. A 100 percent response rate was achieved. Extensive follow-up of key surveys was made, including site visits, interviews, contract reviews, and other activities.

Special research activities focused on the two major providers of service in the Capitol area: the Division of Capitol Police and the Department of General Services. Extensive interviews were held with department personnel and service recipients. Every known post in the Capitol area was visited and observed at least once. JLARC staff accompanied Capitol Police officers on their rounds and visited and reviewed DGS posts with staff from that department. Many Capitol Police officers, DGS guards, in-house guards, and contract staff were interviewed.

Other research activities included site visits and interviews at case study agencies, agency document and correspondence reviews, literature and budget reviews, and calls to other states regarding their Capitol security arrangements.

## **Report Organization**

This chapter has contained an overview of Capitol area security and the JLARC study approach. Chapter II discusses the organization and structure of the Division of Capitol Police, as well as services it provides to State agencies. Chapter III reviews the other major central agency provider of security services in the Capitol area — the Department of General Services.

Agencies which provide security services predominantly through in-house staff are discussed in Chapter IV. Various arrangements which rely heavily on contracts with private firms are reviewed in Chapter V. Several “other” approaches are discussed in Chapter VI. The cost and effectiveness of the various forms of coverage are the subject of Chapter VII. Conclusions and summary recommendations are presented in Chapter VIII.



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## II. The Division of Capitol Police

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A number of agencies rely exclusively on the Capitol Police for security services (Exhibit 1). These agencies are primarily at the seat of government, such as the occupants of the General Assembly Building, the State Capitol, and the Supreme Court. Most State agencies, however, receive at least some services, such as response and patrol, from the Capitol Police. Others receive more extensive services such as permanent security posts.

One executive branch agency, the Department of Information Technology (DIT) is also a heavy user of the Capitol Police. Twelve Capitol Police full-time equivalent (FTE) positions are dedicated to DIT post and patrol coverage. In addition, the Capitol Police fill a 24-hour a day post at the Virginia War Memorial and the National Guard Armory.

The Division of Capitol Police is a para-military organization dating back to Colonial times. Its roots are said to date to 1618 as a guard of ten men for Colonial Governor Yeardley in Jamestown. In 1801, the General Assembly created a public guard consisting of a maximum of 68 men. Disbanded as a military unit after the Civil War, protection of the Capitol was performed by the city police and various stop-gap measures. In 1884 a bill was passed authorizing the Governor to appoint Capitol policemen. In 1890 police powers similar to those now held were approved.

Since 1890 the Capitol police have evolved from a patronage outfit of Confederate veterans who were quartered in the Capitol to a professional police force. Their role — watch force or police force — has been debated more than once over the years. At the end of World War II the force of seven officers was still essentially a patronage job. By 1958 the force was up to 17 and was reorganized as a more professional unit. Five more officers were added in 1959 after an unsuccessful assassination attempt on then Governor J. Lindsay Almond, Jr.

In 1982, the 50-strong Capitol Police force became a legislative agency under the Legislative Support Commission. Prior to that time it was under the Secretary of Public Safety and before that the Division of Engineering and Buildings. The force today consists of 78 personnel, including 77 sworn law enforcement officers.

The current Division is structured along lines similar to a traditional military chain of command. Like the U.S. military, it is ultimately responsible to civilian authority.

The Division of Capitol Police is responsible to the Legislative Support Commission (*Code of Virginia* §30-34.2, paragraph 4a). The Commission is made up of seven members, two from the House Rules Committee, one from the Senate Rules Committee, the Clerks of the House and Senate, and the directors of Legislative

## **Agencies Receiving Security Services Predominantly From the Capitol Police**

### Full Service Post, Patrol, and Response

Governor's Mansion

Capitol Building Occupants

- Clerk of the House
- Clerk of the Senate
- Other

General Assembly Building Occupants

- Senator and Delegate Offices
- Division of Legislative Services
- Division of Legislative Automated Systems
- Budget Committees
- JLARC
- Other

Supreme Court Building Occupants

- Supreme Court
- Attorney General
- Court of Appeals

Department of Information Technology

Virginia War Memorial

Virginia National Guard Armory

### Patrol or Response Only

Occupants of State Buildings in the Capitol area

Some agencies outside of the Capitol area

Others

Source: JLARC survey of police and security services, FY 1989.

Services and Legislative Automated Systems. The Legislative Support Commission is charged in the *Code of Virginia* with the supervision of the Capitol Police force among other responsibilities, such as supervising the maintenance and operation of the General Assembly Building and supervising the printing and distribution of legislative documents. The Legislative Support Commission is also generally tasked "to perform other duties as directed by the Committees on Rules of the House of Delegates and Senate of Virginia." A subcommittee of the Joint Rules Committees has been charged with studying the Capitol Police. In addition, the Chief of Capitol Police will frequently consult the Speaker of the House for daily guidance.

The Division of Capitol Police has a funded employment level of 78 and expenditures of \$2,510,901 for FY 1989. The Capitol Police's employment has grown from 50 in 1980 to the current 78 with the addition of the following personnel:

- seven in 1982 for patrolling the Monroe Building and other properties
- nine in 1985 for Supreme Court security
- 12 in 1985 for security at the Department of Information Technology (DIT).

The mission of the Capitol Police, as stated in its Policies and Procedures Manual is:

... to provide protection from harm and invasion of privacy to the Governor of Virginia and his family; to provide protection and service to the Lt. Governor, Attorney General, members of the General Assembly, State employees and visitors.

We shall enforce the laws of the Commonwealth of Virginia within our jurisdiction, apprehend offenders, and protect from loss or damage, property of the Commonwealth assigned to this Division.

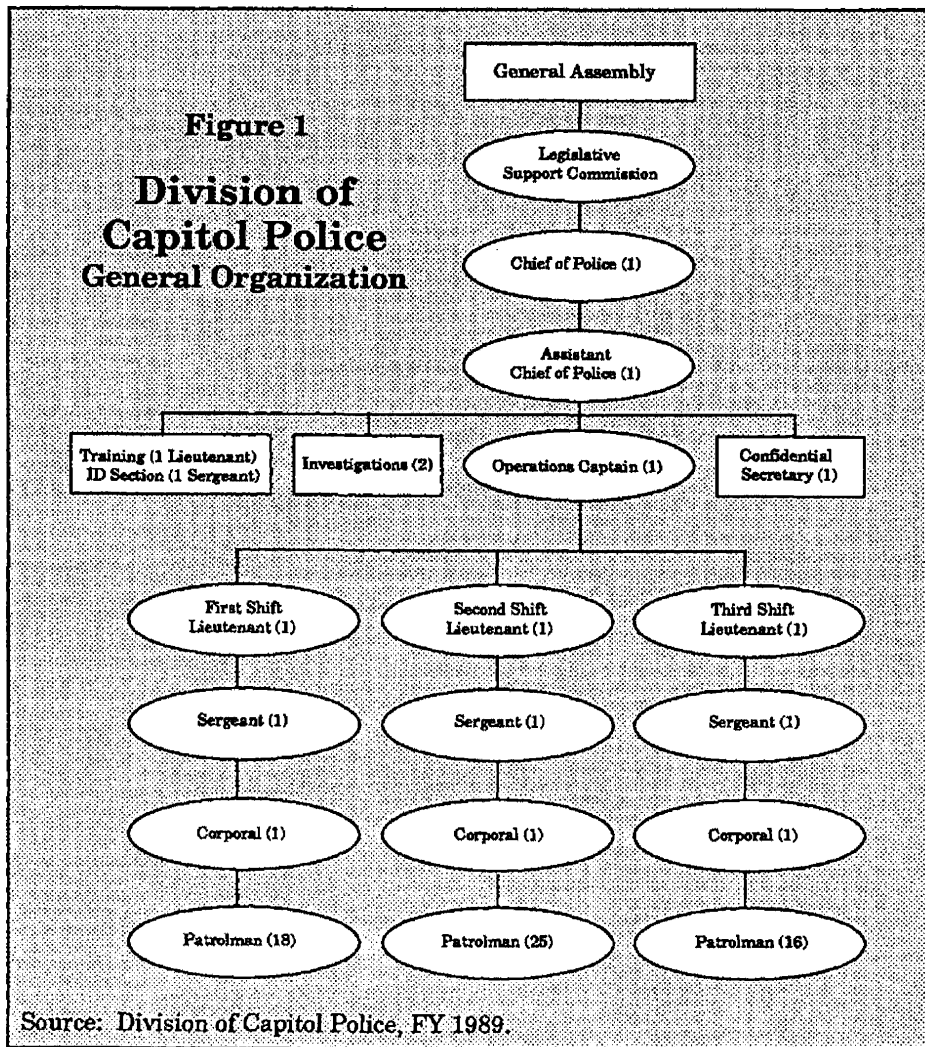
This mission statement is consistent with Section 30-34.2:1 of the *Code of Virginia* which lays out the powers, duties and functions of the Capitol Police. Duties of the Capitol Police vary depending on the post and the time of year, but generally these duties include:

- protection of officials and property
- monitoring and controlling access to State property
- crime prevention
- law enforcement (arrests, summons, and citations)
- traffic control (parking and citations)
- patrolling
- providing general assistance and information to State officials and the public.

The Capitol Police also perform a number of public relations functions. The Capitol Police generally provide the appearance of a courteous, effective, and professional police force. The Capitol Police routinely provide information to State employees, visitors, and tourists.

In all, there are 78 members of the Division including: a Chief, an Assistant Chief, a confidential secretary, two investigators, a trainer, an operations officer, three shift lieutenants, four sergeants, three corporals, and 61 patrolmen. An organization chart for the Division of Capitol Police is shown in Figure 1. Staffing has increased over the last nine years, and the division appears to have an adequate number of staff to fulfill its current level of responsibilities.

Almost all members of the Capitol Police are "line" staff, directly performing or supervising police functions. There is very little organizational hierarchy. This is due largely to two factors: (1) the relatively efficient managerial structure, which is largely a function of the organization for shift coverage, and (2) the administrative support provided by the Division of Legislative Services.



## ORGANIZATIONAL STRUCTURE

The Capitol Police are structured along the lines of a small military unit. While there are some anomalies, such as absence of certain ranks (lieutenant colonel, second lieutenant, some enlisted ranks), the rank structure appears appropriate to a small organization of its size.

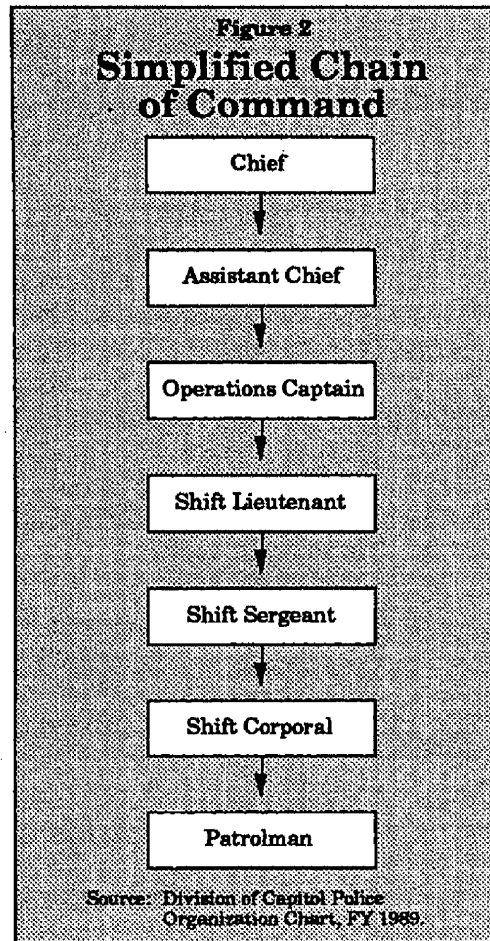
The organizational structure is unified, with a direct chain of command from the lowest rank to the Chief. Figure 2 illustrates the chain of command. Although his duties are primarily personnel and administration, the Assistant Chief serves as Chief in the Chief's absence.

Next in rank is the Operations Captain. Under the Operations Captain are three lieutenants who command the three shifts necessary to provide police coverage 24 hours per day. Shift sergeants and corporals direct the activities of the patrolmen.

The highest ranking member of the force on duty at any time is in charge. This is usually a shift lieutenant or higher. However, three lieutenants cannot provide coverage 24 hours a day, 365 days a year. (Usually, about five individuals are required to provide constant post coverage.) Consequently, it is not unusual, especially on nights and weekends, for a sergeant or occasionally a corporal to be in charge.

Under the shift commanders are the patrolmen. Patrolmen are on duty at either stationary posts, walking patrols, or mobile patrols.

As a consequence of its supervisory structure, the span of control of the shift supervisor is quite large, ranging from 18 for the first shift (midnight to 8:00 a.m.) to 25 for the second shift (8:00 a.m. to 4:00 p.m.). These wide spans of control contribute to the efficient overhead of the agency, but could also have consequences related to the level of supervisory familiarity, career advancement opportunities, and other factors. Shifts generally are permanent with reassignment when a position on another shift becomes available. New employees



will usually start on Shift 1 (midnight), moving up to Shift 3 (4:00 p.m. to 12 midnight) and Shift 2 (day shift) as they progress in seniority. Capitol Police interviewed by JLARC staff generally commented that shift assignments were fair.

Career advancement opportunities were cited by several patrolmen as problems. As might be expected in such a flat organization, promotional opportunities are few. Fifty-nine patrolmen are essentially in competition for three corporal slots. Promotion opportunities increase for officers who are promoted to corporal, since there are four sergeant positions and four lieutenant positions above them.

In addition to the limited promotional opportunities, the promotion procedure was also criticized by a few patrolmen. Promotions are generally announced by management as the result of a closed selection process. Some patrolmen would prefer to see the use of a promotion board. Given the small size of the force, however, it is not unreasonable to expect management to be sufficiently familiar with personnel to make informed promotion decisions without a board.

### **Position Descriptions and Salaries**

There are seven key line positions within the Division of Capitol Police: Chief, Assistant Chief (Personnel Officer), Operations Officer, Shift Lieutenants, Shift Sergeants, Corporals (field training officers), and Patrolmen. These line positions account for 73 of the Division's 78 personnel. In addition, there are several staff-type positions which account for five personnel. Position requirements for almost all positions are a drivers license and a high school diploma or G.E.D. Experience on the Capitol Police force is required for supervisory ranks. General police experience is preferred for incoming officers. Other requirements may apply to specific positions.

Salaries range from a grade 9 (\$20,461 - \$27,965) for patrolmen to \$50,107-\$52,387 for the Chief of Police. Salaries for all positions are shown in Table 1.

*Chief.* The Chief is responsible for the direction of all activities and personnel in the Division, directly or through the chain of command.

*Assistant Chief (Personnel Officer).* The Assistant Chief performs the duties of the Chief in his absence. The Assistant Chief, according to General Order 1-1, "is second in command to the Chief of Police and as such shall have authority over all employees of this Division." He also serves as the principal administrative and personnel officer for the Division. The Assistant Chief also provides guidance and supervision to the Operations Officer, the two investigators, the Training Section, and the Identification (I.D.) Section.

*Operations Officer.* The Operations Officer coordinates the principal police activities of the Division, including coverage of posts. According to his position

Table 1

**Filled Capitol Police Positions/Ranks  
Pay Grades and Salaries  
(As of July 1, 1989)**

<u>Position/Rank</u>	<u>Number of Positions</u>	<u>Pay Grade</u>	<u>Salary</u>
Chief/Colonel	1	ACT *	\$50,107-52,387
Asst. Chief/Major	1	15	34,933-47,711
Operations Captain	1	14	31,959-43,654
Shift Supervisors/ Lieutenant	4 **	13	29,230-39,935
Sergeant	4 **	11	24,458-33,407
Corporal	3	10	22,370-30,557
Patrolman	61	9	20,461-27,965
Investigator	2 **	13	29,230-39,935
Confidential Secretary	1 **	9	20,461-27,965
<b>TOTAL</b>	<b>78</b>		

\* Pay set by the Appropriations Act.

\*\* One Lieutenant, one Sergeant, two Investigators and the Confidential Secretary function as staff positions.

Source: JLARC staff interviews with Division of Capitol Police staff.

description, he "administers a program of law enforcement and security for the Division of Capitol Police at the seat of State government."

Shift Commanders/Supervisors. Three ranks may provide direct shift supervision: (1) lieutenants, who are shift commanders, (2) sergeants, and (3) corporals, who serve as field training officers. These individuals are responsible for supervising and providing police services for the three shifts and weekends.

Patrolmen. Patrolmen (officers) fill the posts and perform the patrols that constitute the majority of the police services provided by the Division.

Staff Positions. In addition to the five line positions, there are five staff positions: a Training Officer, two Investigators, an I.D. Specialist, and a Confidential Secretary. The Training Officer is responsible for operating the Capitol Police training academy, in-service training and retraining, the I.D. section and other duties.

## **ADMINISTRATIVE FUNCTIONS**

One reason for the relative efficiency of overhead within the Capitol Police is the fact that many of its administrative functions are performed by the Division of Legislative Services. The Administrative Section of the Division of Legislative Services has performed this service since July 1, 1982. The section consists of three personnel: a Fiscal Officer, an Accountant, and an Accounting Technician. This section performs the following functions for the Capitol Police:

- payroll (CIPPS)
- tax records
- procurements (purchase orders)
- vendor payments (invoices)
- administration of health plans
- CARS administration
- petty cash fund
- travel reimbursements.

In addition to providing these services, the Division of Legislative Services assists the Capitol Police with a number of miscellaneous administrative and records activities. Audits of financial records of the Division of Capitol Police are, in fact, done at the Division of Legislative Services. The Fiscal Officer of the Division of Legislative Services estimates that approximately one fourth of his section's time is spent in providing administrative services to the Division of Capitol Police. (The Division of Legislative Services provides similar administrative support to the Crime Commission, the Code Commission, the Water Commission, the Housing Study Commission, the Commission on Legislative Uniformity, and the Coal and Energy Commission.)

The Division of Capitol Police also has an administrative relationship with the Department of Information Technology. In return for the provision of 12 Capitol Police for 24-hour a day security at DIT, the Capitol Police in FY 1989 received \$385,000 in special fund transfers from DIT. The transfer of these funds is administered by the Division of Legislative Services on a quarterly reimbursement basis.

While much of its administration is handled by the Division of Legislative Services, the Division does generate and maintain its own personnel records, its budget, leave records, requisitions for purchase orders, and correspondence. The Division also maintains its own Fixed Asset Accounting and Control System (FACCS).

## **SERVICES**

Service assignments fall into nine general categories: stationary posts, mobile patrols, response, V.I.P. security, investigations, training, administration,



major or special events, and miscellaneous. The majority of these assignments involve the performance of police activities. However, some stationary posts are very similar to the “watch” or security activities performed by State security guards and contract staff.

### **Stationary Posts**

Most personnel in the Division of Capitol Police are dedicated to stationary posts at ten sites. These posts are located in the Capitol area (Figure 3), with the exception of 24-hour posts at the Virginia War Memorial, the National Guard Armory, and the Department of Information Technology. Stationary posts range from 24 hours a day, 365 days a year to occasional posts manned only when the General Assembly is in session.

A large commitment of resources is necessary to fill a stationary post. Approximately five FTE positions are required to provide coverage 24 hours a day, 365 days a year. Standards range from between five, as set by the Compensation Board for Sheriffs, to almost seven for some State Police positions. Correctional standards require approximately 5.03 personnel per guard post. (In this analysis JLARC staff used five staff working 1,752 hours as the amount necessary to fill a security post 24 hours a day, 365 days a year. A discussion of this decision rule is contained in Appendix B of this report.) As a result of the large number of FTE positions needed to fill posts, legislative funding of new Capitol Police positions would generally be required before the services of a stationary post could be permanently offered to an agency.

The general purposes of a stationary post are to provide security and restrict access to a designated area. Specific responsibilities vary somewhat by post, however. Outdoor posts focus on activities such as traffic control, law enforcement (arrests, summons, and citations), parking, and assistance to members of the General Assembly and the public. Indoor posts focus on crime prevention, physical security and protection, monitoring facility access, and providing information.

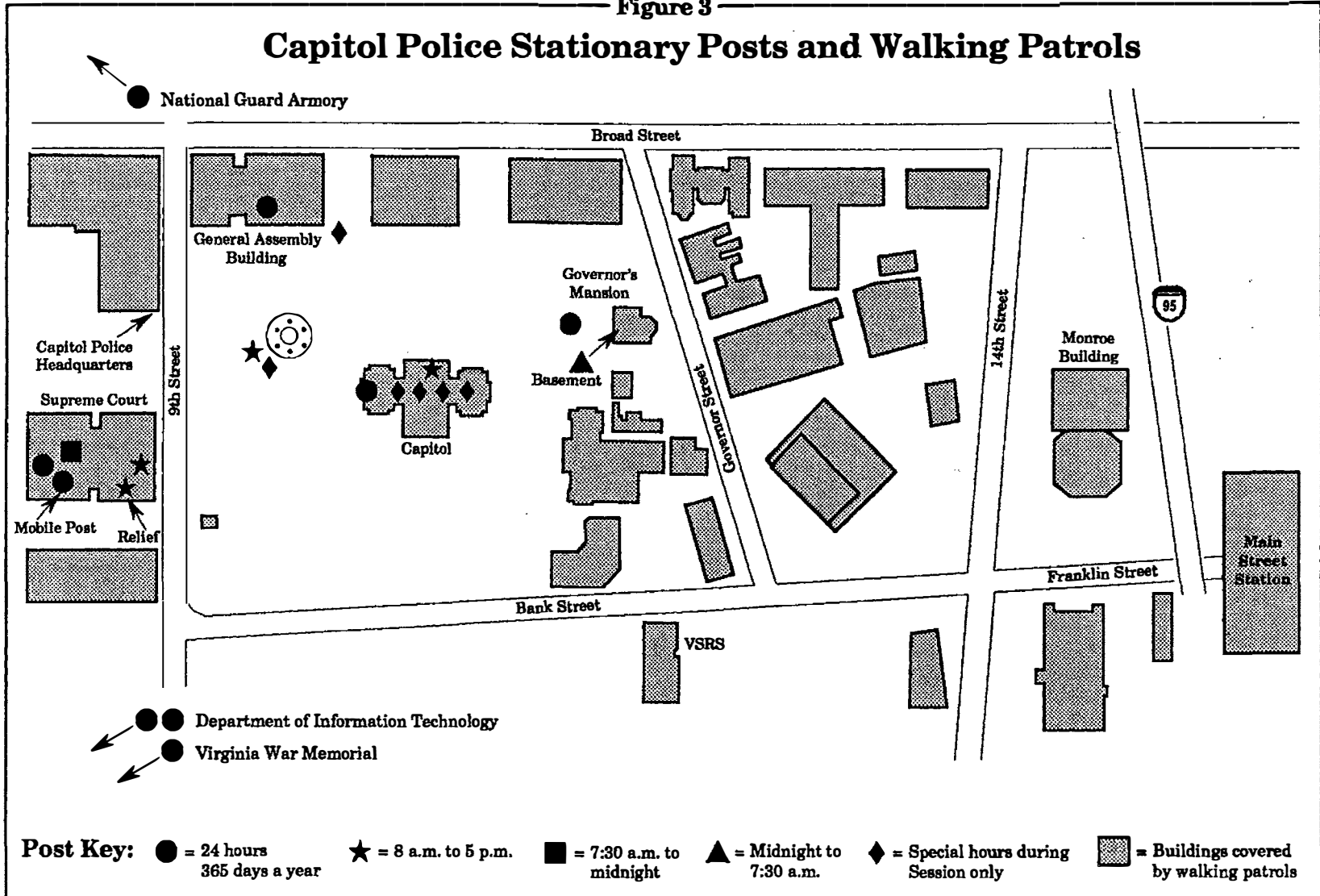
Some of the post-specific duties and responsibilities are detailed in written post orders or SOPs for the posts. Some of the post SOPs were under revision at the time of the study. Stationary posts manned by the Capitol Police include 10 permanent locations (involving up to 16 posts) and two temporary locations (involving up to five posts). Stationary posts may be supplemented from time to time by inside patrols — Capitol Police who patrol the inside of the building while another officer occupies the post. The 10 permanent post locations are:

- *Capitol Dispatch Post (1)*. Located at the west door of the Capitol, this is a 24-hour, 365-day post. This post is normally filled by one person, but two are required during very busy periods (about three times a week for

Figure 3

### Capitol Police Stationary Posts and Walking Patrols

16



Source: JLARC staff interviews with Capitol Police.

two hours). This post is the “nerve center” of Capitol Police operations. The dispatcher:

- is in radio communication with other Capitol Police officers
- receives and records reports of police activity over the phone, radio, and through electronic media
- answers the Governor’s office phone after hours
- visually monitors and controls access to the Capitol Building after hours
- performs a variety of other tasks.

- *General Assembly Building Lobby (1)*. This is a 24-hour, 365-day post.
- *Mansion Gate (1)*. This is a 24-hour, 365-day post.
- *Virginia War Memorial (1)*. This is a 24-hour, 365-day post.
- *National Guard Armory (1)*. This is a 24-hour, 365-day post, located on Dove Street in North Richmond.
- *Department of Information Technology (2)*. These are 24-hour, 365-day posts. On occasion, three positions will be assigned to this post.
- *Supreme Court (4-5)*. There are two 24-hour, 365-day posts — the Eighth Street door post and an inside patrol. The Ninth Street entrance is an 8-to-5 post. The “Turret” post is 7:30 a.m. until midnight. On occasion (about a third of the time), there is also a “relief” patrol, which is 8-to-5. The relief officer rotates between posts so the officers can take breaks and go to lunch. When there is no relief patrol, the inside patrol performs this function. The inside patrol officer also provides security outside the doors of the Supreme Court and the Court of Appeals when the courts are in session.
- *“Post 1” (1-2)*. This post is the “box” west of the Washington equestrian statue. The post is filled from 8-to-5, five days a week except during the session, when it is filled from 7:30 a.m. until session activity lightens up. During the session, two officers will fill this post.
- *Second Floor (Rotunda) (1)*. This is an 8-to-5 post, 365 days a year.
- *Governor’s Mansion (1)*. When the State Police go off duty at midnight, a Capitol policeman assumes a post in the basement of the Mansion from midnight until 7:30 a.m. or until relieved by the State police. This is a 365-day post.

The two temporary post locations are:

- *Galleries (2-4)*. When the House or Senate are in Session, a Capitol policeman is on duty in each gallery (plainclothes) in the Capitol building and on each mezzanine (uniformed).
- *General Assembly Building Parking Lot (1)*. This post is covered by one officer from 8:00 a.m. to 5:00 p.m. when the General Assembly is in session.

### **Area Walking and Mobile Patrols**

There are essentially three regular area patrols: “top” patrol, “bottom” patrol, and a Richmond area patrol. Top and bottom patrols are in the Capitol area and can be walked. The Richmond area mobile patrol includes sites such as the Science Museum and War Memorial and must be driven. The areas covered by walking patrols are illustrated in Figure 3 (page 16), and the mobile patrol areas are shown in Figure 4.

Walking patrols involve regular surveillance by the Capitol Police of a large number of assigned State properties. Generally, the Chief of Capitol Police will request approval of the Speaker before providing such additional services to State agencies. There are currently about 70 sites that are covered by walking and mobile patrols. These sites (listed in Appendix C) range from large buildings that take about 30 minutes to patrol to small empty lots that can be inspected visually in a few minutes.

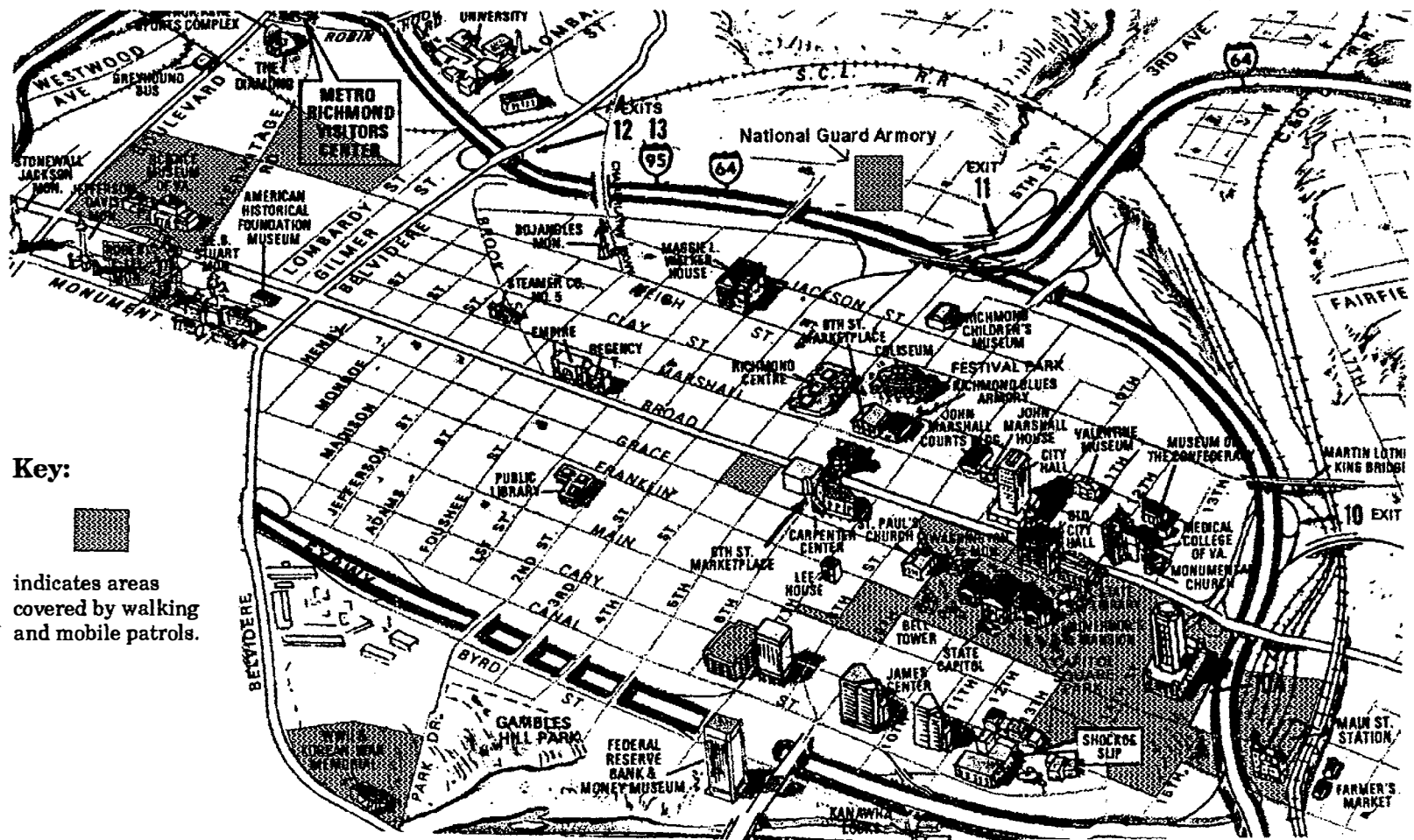
Often, buildings which have stationary posts will also be patrolled by officers assigned to mobile posts. An officer will regularly patrol the interior of the General Assembly Building during the session, for example, even though the first floor post is occupied.

When patrolling a large building, the Capitol Police will generally take an elevator to the top of the building and then walk each floor, descending the building by its various stairwells. It should be noted, however, that these patrols are a second priority to stationary posts and, on occasion, a walking or mobile patrol will not be staffed if a patrolman is required to fill in for or back up a stationary post. This is often the case when the General Assembly is in Session.

- *“Top Patrol”*. This walking patrol includes most State buildings west of Governor Street and south of Broad Street, with the exception of the Jefferson Building. Included in “top patrol” are: the Capitol, the Mansion, the Finance Building, the General Assembly Building, the Library, Old City Hall, the Ninth Street and Eighth Street State Office

Figure 4

## Areas Covered by Walking and Mobile Patrols



Buildings, the Supreme Court, and a number of smaller buildings and parking lots. During the General Assembly Session, an additional officer is assigned to patrol the inside of the General Assembly Building from roughly 7:00 a.m. until 9:00 p.m., depending on the degree of legislative activity.

- ***“Bottom Patrol”***. This walking patrol includes most State Buildings east of Governor Street and south of Broad Street. It also includes the Jefferson Building. Included in “bottom patrol” are the Madison Building, the Zincke Building, Morson Row, Memorial Hospital, the Highway Complex, the Monroe Building, the Consolidated Lab, Main Street Station and a number of smaller buildings and parking lots.
- ***“Area Patrol”***. This mobile patrol consists principally of automobile visits to areas that are outside of walking distance of the Capitol Square. Included in this patrol are the Science Museum, the Lee Monument, the Virginia War Memorial, the Virginia Housing Development Authority, the Department of Workers’ Compensation, and the National Guard Armory. The National Guard Armory and the War Memorial are also stationary posts, but are also visited. In addition, mobile patrols will on occasion visit other top or bottom patrol sites.

### **Response**

In addition to providing regular patrols of designated buildings and areas, the Capitol Police also respond to requests for assistance from patrolled areas and a number of other State agencies or facilities that they do not normally patrol. The Capitol Police will respond, if called, to the following sites:

Elko Site and Utilities  
Old City Hall  
Parole Board Office  
Virginia Employment Commission  
Department of Workers’ Compensation  
Virginia Housing Development Authority

Response responsibility could theoretically extend to the 100 yards beyond assigned areas over which the Capitol Police have statutory jurisdiction.

### **V.I.P. Security**

The Capitol Police are periodically charged with providing security for the Governor, Lieutenant Governor, Attorney General, Justice of the Supreme Court and members of the General Assembly. This responsibility is shared with the State Police.

## **Investigation**

The Capitol Police have two investigators on staff. These individuals research applications for employment, investigate criminal actions beyond the capability of the patrolman, and investigate incidents in facilities under the jurisdiction of the Capitol Police. Such investigations range from background checks on prospective employees to the criminal investigation of a homicide in early 1989. The Capitol Police homicide investigation resulted in the prosecution and conviction of a suspect in October 1989.

## **Training**

The Capitol Police have a training section consisting of a Lieutenant and others who may be temporarily assigned to that function when schedules permit. The Capitol Police have their own Academy which prepares new recruits for service. It is approved by the Department of Criminal Justice Services (DCJS).

In-service training is also performed by the Capitol Police. During 1988, the Division of Capitol Police reported 54 officers attending a total of 1,240 training course hours. In all, 6,398 hours of time were devoted to training in 1988 by members of the Capitol Police force.

The training officer is also responsible for handling parking citations and summonses. In addition, the I.D. section is under the supervision of the training officer.

## **Administration**

Some administrative functions of the Capitol Police are handled by the Chief, the Assistant Chief, and the Confidential Secretary. Significant administrative support is also provided by the Division of Legislative Services. As mentioned earlier, the Division of Legislative Services provides administrative services including payroll, administration of the health plan, procurement, and a variety of other functions.

## **Major or Special Events**

The Capitol Police are assigned responsibility for providing security, traffic control, and other services for certain major or special events, such as inaugurations. During the last inauguration, 56 members of the Capitol Police force were on duty for the event.

Special coverage is also required for demonstrations or rallies, and events such as movie filming. In addition, the Capitol Police provide police protection during

Richmond area auctions of surplus State property held about ten times per year by the Division of Purchases and Supply and the Division of Unclaimed Property.

### **Miscellaneous Activities**

In addition to routine police functions, the Capitol Police are often called on during the legislative session to provide a variety of miscellaneous activities. Common activities include transportation, delivery and pick up of materials, providing assistance and information to the public, and many more. Transportation is a particularly demanding activity. During 1988, the Capitol Police provided 594 trips to members of the General Assembly and other dignitaries.

Each post may also have some unique miscellaneous requirements. At the Virginia War Memorial, for example, there is no guide, so the patrolman often offers this service, as well as providing security.

### **POLICE ACTIVITY**

During 1988, the Capitol Police made 975 arrests. The great majority of these arrests did not involve taking an individual into custody, but releasing the individual with a summons. Of the 975 arrests, 563 were criminal arrests and 412 were traffic arrests. Most of the criminal arrests were for misdemeanors such as alcohol violations (193), trespassing (168), and a variety of other offenses. (Self-reported data on Capitol Police arrests and other police activity in 1988 is provided in Appendix D.)

While most offenses were minor there were also a number of more serious offenses, such as grand larceny (49), assaults (27), and narcotics (24). The areas of greatest arrest activity were the Science Museum (390) and Lot 8 near Shockhoe Slip (104). Many of these arrests were the result of special operations.

The Science Museum has become a problem area because streets around its property (and other nearby State property) have become a regional motor "cruising" zone for teenagers. Teens are said to cruise the area in cars, drink, litter, disturb visitors, and pose other nuisances in the area around the Science Museum. Drinking-related incidents are the major source of police activity in Lot 8 near Shockhoe Slip.

In addition to arrest activity, the Capitol Police served 2164 parking citations during 1988, an average of 180 per month. A total of 1957 I.D. checks were also made in 1988, an average of 163 per month. An I.D. check is made before issuing an identification card and involves computer checks with the National Crime Information Center and the Virginia Crime Information Network. For local employ-



ees, the Richmond Bureau of Police is called to determine if there are outstanding warrants on the individual. Capitol Police investigators investigated an average of one case per day, a total of 358 in 1988.

The nature of full Capitol Police services is illustrated by the following case study on the Department of Information Technology.

### **CASE STUDY: CAPITOL POLICE SERVICES TO THE DEPARTMENT OF INFORMATION TECHNOLOGY**

The Department of Information Technology (DIT) was created through a merger of the Department of Computer Services and the Department of Management Analysis and Systems Development in 1984, and the Department of Telecommunications in 1985. The DIT manages and coordinates telecommunications services, computer processing, and systems development and implementation for many State agencies. In addition, it performs a variety of technical and educational services in these fields. The DIT is located in the Richmond Plaza Building at 110 South 7th Street in Richmond, approximately four blocks from Capitol Square. DIT also has offices in the James Monroe Building. The Department of General Services provides security services at that site. Patrol and response services are provided to both sites by the Capitol Police.

The DIT requested Capitol Police services beginning in 1985. The Department had experienced problems with its contract security service, including the suspected theft of personal property by contract security guards.

#### **Agency Security**

Security at DIT consists of a permanent post (occupied 24 hours a day, 365 days a year) and ongoing patrols. At least two Capitol Police officers are located at DIT all the time. They are periodically supplemented by other Capitol Police personnel.

The principal function of the Capitol Police at DIT is to control access to the DIT computer center, offices, and operations areas in the Richmond Plaza Building. All DIT employees wear identification badges and are issued Schlage electronic access cards. Vendors and other visitors are issued identification badges by the Capitol Police after their clearance in accordance with DIT instructions. Access to security sensitive areas is controlled by a Schlage electronic access card. When a card is used to electronically open a door, a security computer displays and records the time of entry and the name of the person entering. This console is monitored by the Capitol Police. The Capitol Police also monitor access and security through a series of video monitors located at the post.

Another key function of the Capitol Police at DIT is to patrol floors and secure doors. Periodic checks are made of all areas including the roof (which contains satellite dishes, cables, etc.) and parking decks.

(In addition to the Capitol Police, the agency directly employs two computer systems engineers at Grade 14, who control user access to central automated systems. These positions are not addressed in this report as they do not fall under traditional police or security definitions.)

### **Cost**

The cost of police and security services at DIT in FY 1989 was \$385,000. This amount covered the assignment of twelve officers, their uniforms, equipment, training, and other overhead. The FTE personnel cost was \$32,083 per officer, one of the highest costs of any form of coverage.

### **DIT Agency Satisfaction**

The Department of Information Technology reports that it is "very satisfied" with its Capitol Police services. The agency noted "thorough and consistent management of the Richmond Plaza Building second floor police station, and patrol coverage of the building ... rapid response in emergencies and superior investigation." According to the Director of DIT, one Capitol Police investigation of a computer hacking incident intercepted by DIT resulted in the arrest and indictment of one individual in Chicago and the arrest of another in Canada for communications services theft.

The DIT rated services it received from DGS in the Monroe Building to be "satisfactory." DIT noted that security in the Monroe Building could be improved by checking identification badges more carefully and "checking to verify presence of employees who do not sign out at night."

## **OVERALL AGENCY SATISFACTION WITH CAPITOL POLICE**

To ascertain agency satisfaction with Capitol Police services, JLARC surveyed all user agencies in the Capitol area. In addition, numerous agency heads or contact personnel were interviewed by JLARC staff.

Overall, agency satisfaction with Capitol Police services is high. Of the 51 agencies that use the Capitol Police, 26 (51 percent) were "very satisfied"; 24 were "satisfied"; and only one was "dissatisfied" or "very dissatisfied." The dissatisfied user was the Court of Appeals, which carefully qualified its rating. The respondent noted

## Security Summary

**Agency:** Department of Information Technology

**Form of Service:** Capitol Police, DGS\*

**Services Received  
from Capitol Police:** Post, patrol, response

**FTE Positions:** 12 (Capitol Police)

**Personnel Cost (FY 1989):** \$385,000

**Average Cost Per FTE:** \$ 32,083

**Total Security Cost (FY 1989):** \$505,235\*\*

\* DGS costs and staff are building-specific and not included in this security summary.

\*\* Total security costs for FY 1989 also include \$106,924 for systems security and \$13,311 for equipment, capital, and other costs.

Source: JLARC survey of police and security services, FY 1989.

“while satisfied with the security to the extent it is provided, I feel very strongly that we need in-court security when the Court is in session in Richmond. This service is not presently provided.” The respondent cited the need for an officer assigned to the courtroom in addition to the one at the door. “An officer at the entrance to the building is not adequate security for the judges,” he noted.

In addition, a number of users of the Capitol Police commented favorably on the services they received. Among the favorable comments received were the following.

“We were very satisfied with the Capitol Police. They were highly responsive to all requests and very professional in their actions.”  
*(Washington Building occupant)*

“They walk through periodically and check on our staff. They are always very professional and courteous.” *(Capitol area office)*

“Timeframes for responding to calls are excellent.” *(Monroe Building occupant)*

“Responded to medical emergency which saved one employee’s life (a few years ago).” *(Washington Building occupant)*

**"The Capitol Police are always helpful and quite competent in the performance of their duties." (9th Street Office Building)**

**"They are excellent providers - would that we could have them full time!" (Capitol Square agency)**

Only a few critical comments regarding the Capitol Police were received by JLARC staff during the course of the review. Infrequency of patrols was one complaint. "Patrol level varies and [parking lot] break-ins occur when patrolling is less," said one respondent. "Patrols seem very infrequent at this time."

Another agency head referred to Capitol Police as arrogant and another said some officers were rude on occasion. In addition, one agency complained about the suspension of the service of providing escorts to the parking deck after hours. (The Capitol Police told JLARC staff this service is still provided when officers are available and will be routinely available during the legislative session.) On the whole, however, comments were generally very favorable, as noted earlier.

### **JLARC STAFF OBSERVATIONS**

JLARC staff observed and interviewed many Capitol police officers doing their jobs. The results of these observations are included in various sections of these reports.

Overall, Capitol Policemen appeared professional, were on their posts, and seemed knowledgeable of their duties when interviewed. Morale on the force is generally high. The Capitol Police, overall, seem to like their work, respect their management, and are conscientious in their performance of duty. One critical impression of the force, however, is the physical conditioning of some of its officers. Some appear to be overweight for police work.

<b>Security Summary</b>	
<b>Agency:</b>	Division of Capitol Police
<b>FTE Positions:</b>	78
<b>Personnel Cost (FY 1989):</b>	\$2,316,050*
<b>Average Cost Per FTE:</b>	\$ 29,693
<b>Total Security Cost (FY 1989):</b>	\$2,510,901
* Includes \$385,000 also counted with DIT.	
Source: JLARC survey of police and security services, FY 1989.	

The Capitol Police are continuing to evolve. While staffing has increased along with responsibilities during the last nine years, the division appears to have adequate staff to carry out its current responsibilities. The force has looked into accreditation and may pursue it in the future. While there is no way to prove the point empirically, the Capitol Police appear (to JLARC staff and interviewees) to be a better professional force than they were 10 or 20 years ago.



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### **III. The Department of General Services: General Security Services at the Seat of Government**

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After the Capitol Police, the Department of General Services is the major provider of security services to agencies at the seat of government. Thirty-eight agencies use the Department of General Services as their principal security provider.

The Department of General Services (DGS) provides a variety of support services to State agencies, including centralized purchasing, mail and messenger services, acquisition of printing services, and a variety of other functions. In addition, a major activity of the Department is "maintaining and operating facilities at the seat of government." In support of this activity, DGS provides security services to many of the buildings near Capitol Square.

DGS security services include posts, patrols, the operation of an electronic security system, and the coordination of a private security contract. DGS both provides and receives security services. Like most other agencies in the Capitol area, it receives police services from the Capitol Police. It has in-house staff and contract staff. Its services are provided in downtown facilities which are not otherwise covered by the Capitol Police, VCU police, or another security arrangement. In general, DGS provides security in buildings it classifies as "minimum security," and the Capitol Police provide security in "maximum security" buildings. The exceptions are that DGS provides security to the Consolidated Laboratory and the Eighth and Ninth Street Office Buildings, and the Capitol Police provide security to the National Guard Armory.

#### Maximum Security Buildings

State Capitol Building  
Governor's Mansion & Grounds  
Supreme Court Building  
General Assembly Building  
Consolidated Laboratory  
Ninth Street Office Building  
Eighth Street Office Building

#### Minimum Security Buildings

Bell Tower  
State Office Building #42  
(DOT Storage)  
Central Highway Building  
Division of Volunteerism  
Highway Annex  
James Madison Building  
James Monroe Building  
Jefferson Building  
State Library  
Morson Row  
4th Street Office Building  
Building #7 (Aluminum Bldg.)  
Washington Building  
Zincke Building  
Virginia National Guard Armory  
Main Street Station  
Old VHDA Building

DGS services are primarily oriented to the protection of property. Consequently, the great majority of its posts operate on nights and weekends only, when employees are not in the building and would not be able to notice and report fires, leaks, thefts or other threats to property. However, a safety inspector checks buildings during the day, and part of his duties include security, according to DGS.

With the exception of contraband specialists in the consolidated laboratory, no DGS security staff are sworn officers or carry weapons. Given this orientation to property protection, DGS will at times use custodial staff to perform security duties. In fact, a number of DGS security staff were members of its former custodial staff. (The DGS custodial staff was disbanded in 1982 and replaced with contract staff.)

DGS managers are generally very satisfied with the guards employed by the agency but are concerned that "there are insufficient FTE positions to adequately meet security requirements." The concern was also expressed that the Grade Two position classification is too low for security guards, especially to attract qualified personnel to work in sensitive areas such as the Division of Consolidated Laboratory Services, where the storage of contraband material increases the importance of the security function.

DGS security staff provide post and patrol services in many State buildings in the Capitol area. While coverage varies, most buildings do not have guards during business hours, but do have guard posts at night and on weekends. Coverage is provided when custodial staff are in the building. In addition, the guards perform regular patrols to ensure doors are locked and to monitor other fire and security matters. Most buildings are equipped with guard checking devices that ensure that guards make rounds as required. DGS posts filled by in-house staff are provided in the following buildings (Figure 5):

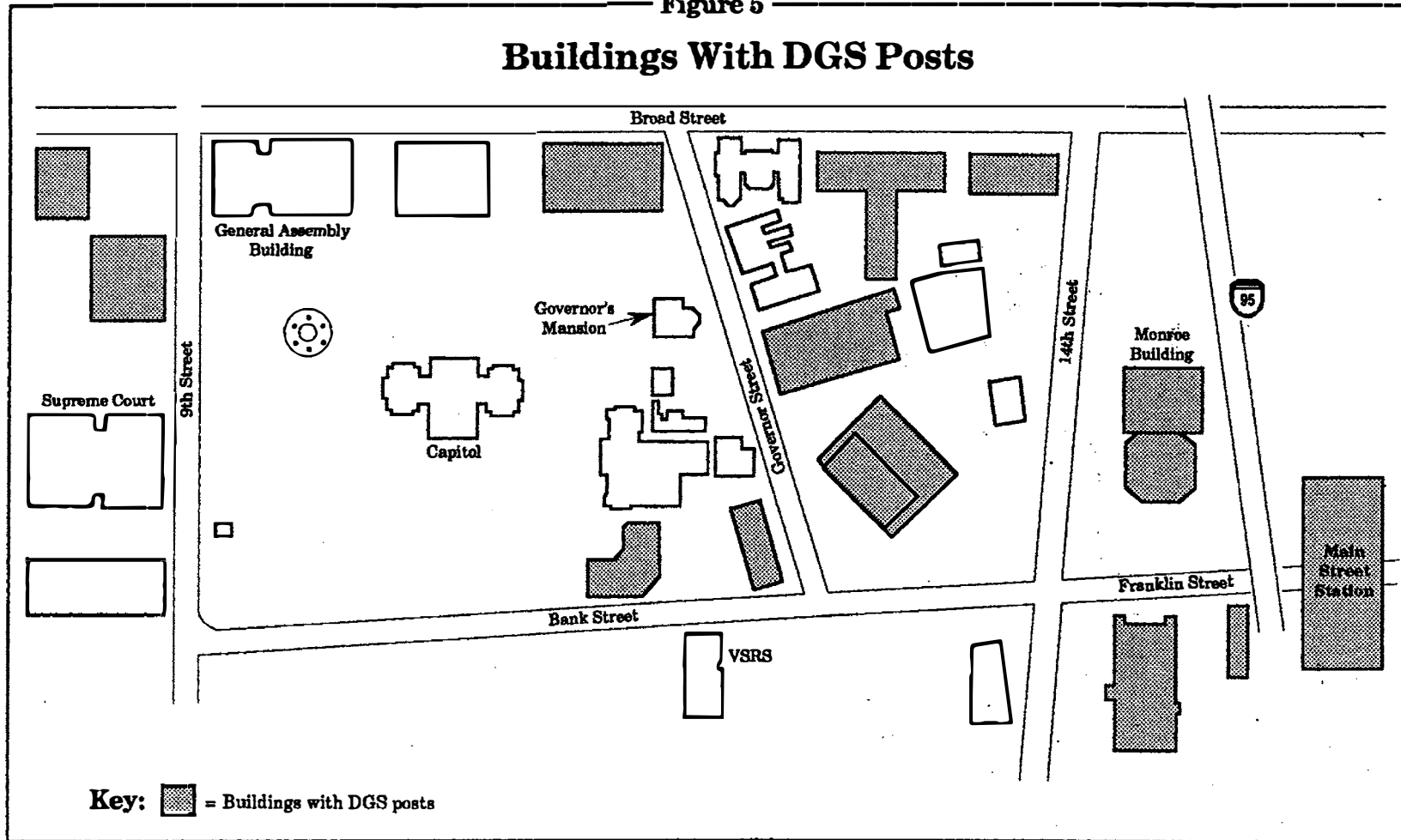
- Zincke Building
- Monroe Building
- Washington Building
- Madison Building
- Eighth Street Office Building
- Ninth Street Office Building
- Fourth Street Office Building
- Jefferson Building
- State Library
- Consolidated Lab, and
- Highway Building and Highway Annex
- Old Virginia Housing Development Authority Building (temporary).

Users of DGS security services reported that they were generally satisfied with the services they received. However, a majority of the agencies which receive DGS services were unaware that DGS was providing their building security. JLARC staff classified 38 agencies as having DGS as their primary security provider. This



Figure 5

### Buildings With DGS Posts



\*Fourth Street Office Building, currently served by DGS, is not shown.

Source: JLARC staff interviews with Capitol Police.

classification was based largely on the fact that these agencies are housed in buildings served by DGS guards performing post and patrol services. Only eight of the 38 agencies listed DGS as their primary service provider. Twenty-two listed the Capitol Police, which provides only patrol and response services. Six of the agencies said they received no services, even though most of them receive services from both the DGS and the Capitol Police.

The nature of DGS in-house coverage is illustrated by the treatment of the Washington and Monroe buildings.

*The Washington Building is located at the Southeast corner of Capitol Square. It is classified by DGS as a minimum security building. It houses a variety of agencies, including the Department of Agriculture and Consumer Services, the Council on Information Management, the Department of Conservation and Historic Resources, and the Virginia Agricultural Council.*

*Monday through Friday, DGS security guards arrive at 5:30 p.m. and stay until 9:30 p.m. Most employees are permanent part-time, working 20 hours per week. These employees are paid a salary and receive some leave time, but no other benefits. The guard locks exterior doors at 6:00 p.m. The guard watches a door, monitors contractual cleaning crews and employees signing in and signing out, and later patrols each floor of the building. The part-time permanent employees leave the building at 9:30 p.m.*

*From 9:30 p.m. to 12:00 a.m. the building is patrolled by the DGS custodial inspector, making nightly inspections of the custodians' performance. At 12:00 a.m. another guard arrives. This guard sits at the guard post and periodically patrols the building. If a problem occurs, the guard knows to call the Capitol Police. At 7:00 a.m. the guard unlocks the building for arriving employees.*

*On Saturday there are no guards. A guard arrives at 12:00 a.m. Sunday morning, fills the post and patrols the building. The guard leaves at 8:00 a.m. The next guard will arrive at 12:00 a.m. Monday morning and follow the weekday routine.*

*Agencies in the Washington Building are generally satisfied with their security services.*

\* \* \*

*The James Monroe Building houses 14 agencies, including the Department of Education, the Department of Personnel and Training, the Comptroller, the Department of Accounts, the State Council of*

*Higher Education, the Virginia Community College System and others. The Monroe Building has 24-hour a day security, 365 days a year. At the heart of its security operation is the Omega system. It monitors the three areas: security; fire; and heating, ventilation, and air conditioning.*

*The Omega system also controls access to other buildings in the area through a system of electronic controls and voice boxes. An employee wanting access to a building activates a voice box and gives a control number. The Omega operator can open the building from his control panel.*

*There are three posts in the Monroe Building: the Franklin Street entrance, the loading dock, and the Omega room. The Franklin Street entrance is staffed at all times except from 8:00 a.m. to 5:00 p.m. when the building is open. The Omega room is staffed 24 hours a day.*

*Although the Monroe Building houses a cafeteria and credit union on its main floor, there are no guards stationed there. However, a security guard is present during the cleaning of the credit union.*

*Almost half of the agencies located in the Monroe Building were unaware of security services provided by DGS. Of those aware of the services, most were satisfied and had no complaints. One agency, however, had numerous complaints about the attentiveness and professionalism of the security staff.*

### **Contract Staff**

DGS also has a significant contract with a private sector firm to provide watch/security services in buildings and facilities operated by DGS' Bureau of Facilities Management. The contractor provides post coverage at the following sites:

Main Street Station  
Main Street Station Parking Lot No. 24  
James Monroe Building Parking Lot No. 5  
7th and Marshall Parking Lot No. 22.

The cost of this contract in FY 1989 was \$150,015. At the contract rates of \$6.00 (before March 1, 1989) and \$7.14 per hour, this translates into about 23,500 hours of service or about 13.42 FTE positions. Assuming a full-time State employee is available for 1,752 post hours per year, each contract staff FTE employed at the current rate of \$7.14 per hour would cost the agency \$12,509 per year.

DGS rated its contract staff as “satisfactory” overall, as compared to being “very satisfied” with its in-house staff. DGS also complained that “constant contract monitoring by agency management and supervisory personnel is required because of lack of supervisory personnel provided by contractors.” One DGS manager said that monitoring contract staff was “a constant headache.” Diligent monitoring of contract staff by DGS, does, however, bring contract services up to what they consider a satisfactory level. A key problem, according to DGS, is that there is insufficient funding to use the contract to fully supplement the in-house staff.

In addition to funding limitations, maximum employment levels (MEL) have also influenced DGS’ decision to use contract staff. One DGS manager noted that “a few years ago, anytime anyone wanted a new position, they’d take one of my watch positions.” If DGS managers had the option, they would use classified personnel for all security positions.

### **Agency Satisfaction With DGS Security**

Most DGS security users were satisfied with the services they received. Four of the 27 ranking DGS were very satisfied; 21 were satisfied; and, two were dissatisfied. One dissatisfied agency located in the Monroe Building had a complaint regarding the quality of the security force; while the other agency, located in the 4th Street Office Building, was concerned about the lack of security coverage on the weekends.

When assessing satisfaction with DGS services, it should be noted that many agencies were unaware that DGS was their principal service provider. This phenomenon probably results from the fact that most DGS services are provided after hours. Twelve of 38 agencies receiving DGS services were unaware that they were doing so. Only eight of the 38 agencies which JLARC staff designated as principal users of DGS security services classified DGS as their principal security provider. However, 26 listed DGS in one capacity or another.

## Security Summary

**Agency:** Department of General Services

**FTE Positions<sup>1</sup>**

**Authorized:** 33.5

**Contract:** 18.56<sup>2</sup>

**Total:** 52.06

**Personnel Cost (FY 1989):** \$790,855

**Average Cost Per FTE:** \$ 15,191<sup>3</sup>

**Total Security Cost (FY 1989):** \$863,855

<sup>1</sup> FTE positions and cost figures include the consolidated laboratory as well as other DGS properties.

<sup>2</sup> Total FY 1989 contract hours divided by 1752, the equivalent of one FTE position.

<sup>3</sup> The average cost per FTE for in-house staff only was \$16,585. The average cost per FTE for contract staff was \$11,178. The contract FTE cost for FY 1989 is a weighted average using both \$6.00 and \$7.14 per hour rates.

Source: JLARC survey of police and security services, FY 1989, and interviews with DGS staff.



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## **IV. Agencies With In-House Police/Security Staff**

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A number of agencies have in-house staff which provide most or all of their security needs. Usually these are large agencies which have extensive special needs and have the resources and infrastructure to support a security operation. In some cases (Virginia Commonwealth University, for example), the operation is sufficiently large that the security force also has police powers and jurisdiction. Agencies which rely predominantly or exclusively on in-house staff include:

Virginia Commonwealth University  
Virginia Museum of Fine Arts  
J. Sergeant Reynolds Community College  
Science Museum of Virginia  
Department of Alcoholic Beverage Control  
Department of Military Affairs  
Virginia Supplemental Retirement System (VSRS)  
Division of State Police  
Department of Workers' Compensation  
Department of Motor Vehicles (DMV).

In all, 10 agencies in the Richmond area have in-house security forces (Table 2).

The police and security services utilized by agencies with this in-house form vary considerably, and comparisons must be made cautiously. Virginia Commonwealth University employs 178 (full-time equivalent) police and guards for its two campuses. The State Police use no guards at their headquarters, relying on the presence of numerous uniformed police officers and electronic surveillance equipment to discourage criminal activity. At night a duty officer is used.

Three case studies illustrate the range of services provided under this form of security. The Virginia Museum of Fine Arts has a large police/security force which provides extensive services. The Virginia Supplemental Retirement System has a small watch force which provides post service on nights and weekends. In addition, the Department of Motor Vehicles uses in-house security and contractual services as principal providers of security. DMV's in-house security staff, however, are able to provide the agency with a more comprehensive set of services than the contracted staff.

### **CASE STUDY: VIRGINIA MUSEUM OF FINE ARTS**

The Virginia Museum of Fine Arts acquires and displays a wide variety of art and antiquities. Other activities of the Museum include: developing and offering

Table 2

**Staffing and Costs for Agencies With  
In-House Form of Police/Security Services  
(FY 1989)**

<u>Agency</u>	<u>Authorized Staff</u>	<u>Total FTE<sup>1</sup></u>	<u>Cost Per FTE</u>	<u>Total Expenditures</u>
Virginia Commonwealth University	90	178.2	\$15,991	\$3,165,259
Virginia Museum of Fine Arts	41	66.5	\$19,751	1,416,241
Alcoholic Beverage Control	14	14.9	\$25,730	391,595
J. Sergeant Reynolds Community College	9	14.1	\$19,983	339,167
Department of Motor Vehicles	5	9.0	\$22,448 <sup>2</sup>	220,508
The Science Museum	6	6.9	\$15,435	112,381
VSRS	NA	4.4	\$10,584	46,464
Department of Military Affairs	4	5.4	\$17,519	32,946 <sup>3</sup>
Department of Workers' Compensation	NA	3.8	\$8,794	32,978
State Police <sup>4</sup>	NA	NA	NA	NA

<sup>1</sup>Includes part-time and contract staff with 1752 hours equaling one FTE position.

<sup>2</sup>The FTE cost for DMV includes the cost for five in-house staff as well as four contract staff.

<sup>3</sup>The State only pays 25 percent of total costs with the rest paid by the federal government.

<sup>4</sup>State Police rely on in-house police and duty officers for site security.

Source: JLARC survey of police and security services, FY 1989, and interviews with agency staff.

art instruction programs, providing professional theatrical performances, and operating mobile art exhibitions. It is located on the Boulevard in Richmond.

The Virginia Museum employs its own security force. The force is staffed by sworn law enforcement officers as well as security guards. A high level of security is necessary to protect the Commonwealth's considerable investment in art objects as well as the Museum's facilities and personnel. Security is also necessary to protect loaned art objects. Museum security staff identified over 100 security incidents occurring in FY 1989. These ranged from thefts of visitors' personal property to the theft or destruction of Museum property.



## **Agency Security Staff**

Security is provided by a staff of 41 authorized positions, headed by a security director. In addition, this staff was supplemented by 46 part-time security positions in FY 1989. Periodically, contract guards may also be hired to provide security for special exhibitions. Security staff provide the following security coverage:

- post security
- patrol services
- response services
- police services.

Security staff are assigned to approximately 30 security posts (both stationary and patrol). Posts are concentrated around times and areas of greatest visitor activity. Ten key posts operate 24 hours per day. Generally, the building perimeters are guarded by armed security officers. Other security guards are unarmed and located at various posts in the Museum galleries. Most posts are staffed from 11 a.m. to 6 p.m. Tuesday through Saturday and 12 to 4 p.m. on Sunday. In addition, three posts are generally staffed on Thursday nights during the Theater season. During Thursdays in July, an additional five to six posts may be staffed for the "Jumpin' in July" concert series.

Additional posts may be required if the auditorium is in use or other special events are scheduled. At times, additional security may be procured from a private security firm. Security is supplemented with an alarm system and closed circuit television equipment.

## **Cost of Security Services**

The cost for security services was \$1,416,241 in FY 1989. This includes the cost of personnel as well as security equipment and other costs. The average cost for a full-time equivalent security position was \$19,751 in FY 1989. This cost is comparable to other State agencies which employ their own security force.

## **Museum Security Staff**

The Museum employs two primary types of security staff: (1) unarmed guards who provide post and patrol security and (2) armed security officers who are sworn law enforcement officers and who can provide police-type services in addition to post and patrol services. The Museum has 31 authorized positions which function as unarmed security guards. Eight positions are staffed by sworn law enforcement officers. In addition, 12 part-time employees are in the process of becoming sworn officers. Sworn officers have arrest authority with jurisdiction for the Museum property and adjacent streets and alleyways.

Currently, security needs at the Museum require over 123,000 staff hours during the year. The Museum uses a large number of part-time positions to meet these security needs. In FY 1989, it is estimated that the number of part-time staff employed was equivalent to 25.47 full-time personnel. The Museum security director believes that the Museum could cut back on the number of security personnel requirements if they had additional electronic surveillance equipment. However, he estimates such equipment would cost between \$300,000 to \$400,000.

*Additional Staffing Needs.* The Museum's security director indicated that he needs 30 half-time classified positions to satisfy security for short time periods at the Museum. Currently, when a full-time classified position becomes vacant, it may be converted to a half-time position. This has several advantages, from the Museum's perspective. First, half-time positions can be employed from 20 to 40 hours per week. Because the Museum has a number of security shifts which are less than eight hours per day, use of part-time personnel would allow more flexibility in scheduling and meeting security needs. In addition, partial benefits, such as a prorated amount of annual and sick leave, are available to personnel in these positions. Such benefits make it easier to recruit and retain personnel for these positions than is the case for part-time non-classified positions (P-14) positions.

Although the security director currently employs P-14 positions to fill the short time periods, he is restricted in his ability to schedule these employees. Currently, P-14 positions are limited to a maximum of 1500 hours per year of employment. This necessitates increased recruitment and training for security positions and results in high turnover, according to the security director:

For years, the Museum has augmented its insufficient P-3 protective staff with an almost equal number of P-14 personnel. Until the implementation of the 1500-hour rule, in September 1988, maintaining an adequate P-14 force, although time consuming and inefficient, had not become the impossible task we now face. Our turnover, in 40 P-14 positions, is 70% since January 1, 1989.

To counter the impact of this problem, the Museum is seeking to gain authorization for 30 half-time classified employees. It believes this would meet short time frame needs and permit greater scheduling flexibility. The effect of this approach is not yet known.

*Staff Training.* Security staff generally receive one day of Museum orientation and two days of on-the-job training accompanied by another security guard. Staff do not receive special training on security of cultural exhibits. Museum security staff that function as sworn officers do receive training at the police academy, but this does not include security or supervisory training. The security director emphasized that there are important differences between police work and security work. The security director says he has a plan for an indepth training program, but the Museum does not have the funds to pay for the program at this time.

Art Accountability and Inspection Program. The security director has implemented an art accountability and inspection program. The program consists of an ongoing inventory and inspection of all Museum art works. A listing is made of every object along with any damage or deterioration associated with that piece. In addition, a photo of every piece of art is kept on file. This program assists security guards in checking their assigned posts and patrol areas on a daily basis.

**Satisfaction with Security Services**

The security director indicated that he was dissatisfied with the Museum's security services. The main source of this dissatisfaction appears to be the limitations imposed on staffing by the dictated maximum employment level and the 1500-hour limit on part-time positions. Prior to the 1500-hour limit on part-time positions, the Museum was the primary employer for many part-time personnel. However, with the implementation of this restriction, the Museum has experienced turnover and the security director feels that loyalty and commitment by part-time employees has been negatively impacted:

Primary loyalties and considerations are understandably given to the full-time employers, whose demands very often usurp or mitigate the time pledged to us. Additionally, when the part-time employee wants (or needs) a few hours off it is subtracted from us, rather than from his/her full-time bread and butter job. Call-ins from P-14's citing: "worked over at other job", "emergency at work", "need rest", etc. are far too frequent, and usually occasion the abandonment of priority positions and cause day-to-day protection uncertainties.

<b>Security Summary</b>	
<b>Agency:</b>	Virginia Museum of Fine Arts
<b>Form of Service:</b>	In-House Staff
<b>Services Received</b>	
<b>Agency:</b>	Post, patrol, and police services
<b>Contract:</b>	Post, for special exhibits only
<b>FTE Positions:</b>	66.47
<b>Personnel Cost (FY 1989):</b>	\$1,312,845
<b>Average Cost Per FTE:</b>	\$ 19,751
<b>Total Security Cost (FY 1989):</b>	\$1,416,241
Source: JLARC survey of police and security services, FY 1989.	

## **CASE STUDY: THE VIRGINIA SUPPLEMENTAL RETIREMENT SYSTEM**

The Virginia Supplemental Retirement System (VSRS) is a consolidated retirement system which provides retirement benefits to nearly all State and local public employees. It is one of the largest public pension systems in the United States, with assets of approximately \$10 billion. It is located at 1200 East Main Street in Richmond.

While the VSRS technically receives security services through a contract with its building manager, its form of service more properly falls into the in-house category. The VSRS, according to its Director, tells the building manager "what to pay them (the guards); whether or not to give them a raise." The arrangement is more of a "pass thru" to the building manager, according to the Director.

### **Security Services**

VSRS security consists of monitoring a "command post" in the building lobby. This post is occupied 24 hours a day — by a receptionist during business hours and by security personnel after hours and on weekends and holidays. The post has visual contact with the front door and video cameras on all other doors. Only one guard is at the post. There are no patrols because the agency does not want the guard to leave the post.

While the VSRS indicated on its survey that it did not receive response or patrol services from the Capitol Police, the Capitol Police do periodically patrol the property and are available for response services.

### **Security Costs**

The estimated costs for VSRS security services in FY 1989 was \$46,464. This included hourly wages and social security for five employees. No other benefits were provided. The average cost of services per FTE was \$10,584 in FY 1989. This is less than the average for in-house staff.

### **Agency Satisfaction**

The VSRS is "very satisfied" with its security arrangement. The arrangement works well, according to the Director, principally because of the performance of the lead guard. This individual checks on the other guards and makes sure the post is always covered. VSRS has had no serious incidents such as break-ins, thefts, or attacks during the past year.

The agency's current satisfaction with its in-house staff is in sharp contrast to its past experience. Previously, VSRS had employed contract staff from two separate private firms. It cancelled both of them because of repeated problems with "poor quality people and services." Poor service and poor management by the private contractors "created a tremendous amount of furor," according to the Director. The current arrangement is "outstanding" by comparison, he says. While the present arrangement is similar to a contract arrangement, the agency's direct involvement with specific staff is a key difference. A contractor will send a variety of personnel on different days. VSRS's employees are constant.

### **Security Summary**

**Agency:** Virginia Supplemental Retirement System

**Form of Service:** In-House Staff

**Services Received:** Post

**FTE Positions:** 4.39

**Personnel Cost (FY 1989):** \$46,464

**Average Cost Per FTE:** \$10,584

**Total Security Cost (FY 1989):** \$46,464

Source: JLARC survey of police and security services, FY 1989.

### **CASE STUDY: THE DEPARTMENT OF MOTOR VEHICLES**

The Department of Motor Vehicles (DMV) licenses and titles motor vehicles, licenses drivers, and collects taxes on fuels. It also administers transportation safety laws and the alcohol safety action program, along with a number of other transportation-related programs. The DMV central office is located at 2300 West Broad Street in Richmond.

DMV's security needs stem principally from its ongoing interactions with a large cross section of the public. In addition, an office of the Virginia Credit Union is located on the first floor of the building. This office as well as the DMV branch office on the first floor handle cash transactions.

Citizens from virtually all walks of life come to DMV for licenses and driving tests that are essential to their mobility and livelihood. Clients of the agency may feel under stress when they take driving, vision, or written tests. According to DMV staff, it is not unusual for someone who fails one of the tests to become irate.

There is also some demand for procuring licenses illegally. Some non-residents may want a Virginia license so that they can buy weapons in the State and illegally resell them elsewhere. Persons with revoked licenses may try to get one under a different name. Illegal aliens seek them for a variety of reasons. And underage individuals seek licenses so that they can purchase alcohol.

### **Agency Security**

The Department of Motor Vehicles uses two principal providers of security staff: their own, in-house (full-time) staff, supplemented by contract staff from a private firm.

The principal security presence at their headquarters is a permanent guard station that separates the customer service area of DMV from the elevator banks that go to the staff offices. This guard station is manned 24 hours a day, seven days a week. A back door, however, is unguarded during work hours. DMV in-house providers perform post, patrol, response, and some police functions. The three security officers (Grade 6) are armed sworn officers with arrest powers on DMV property.

During customer hours, DMV attempts to have two full-time staff persons at the guard station whenever the offices are open to the public. Guard duties include monitoring the fire and video surveillance system, answering questions from the public, responding to questions on the phone, and performing other security activities. Another guard will patrol the building and parking lots. Full-time staff may be supplemented by contract staff during business hours when there are not adequate full-time staff to fill the posts. Generally, however, full-time employees are the principal guard presence during business hours.

### **Agency Full-Time Staff**

DMV has five full-time security staff at the Richmond headquarters: three security officers (Grade 6) and two security guards (Grade 2). Earlier this year, the Department of Personnel and Training reduced the three Grade 6 personnel to Grade 3. DMV appealed the reclassification. According to DMV, the Department of Personnel and Training has now authorized DMV to have three Grade 6 personnel as "security officers."

DMV is "very satisfied" with its in-house security providers. The Department noted on a survey that its "control in scheduling, dress and work habits" was a

particular source of satisfaction. The personnel cost of the five positions in FY 1989 was \$156,599 (benefits included), an average cost of \$31,320 per position. These costs are estimated to increase to \$166,000 in FY 1990.

Several DMV officials said that the Department would like to have all of its security needs met by in-house staff, but it lacked the personnel authorization (maximum employment level or MEL) to do so. At one time, the DMV had 10 in-house staff providing security. This number was reduced, according to DMV staff, because of pressures to build and staff regional facilities. Because of MEL restrictions, the Department reallocated some central office staff to regional offices. As a result, DMV hires contract staff to supplement its in-house staff.

DMV is requesting additional in-house positions in its 1990-92 addendum budget proposal. The request proposes adding three security officers and two security guards. This proposal, if approved, would allow DMV to replace its contracted security staff with full-time, permanent staff.

### **Agency Contract Staff**

Contract staff work under the supervision of full-time DMV staff during hours when customers are in the building. At night and on weekends, however, contract staff are usually on duty by themselves. Their duties consist primarily of operating the security post and performing security patrols.

The cost of contract staff in FY 1989 was \$46,111. The contract value is estimated at \$52,000 for FY 1990. These costs represent 7063 hours of contract guard time (about four FTE positions) at an average cost of about \$6.53 per hour. The FTE cost of a contract guard is \$11,441 for 1752 hours of service.

While DMV is "very satisfied" with the services provided by its in-house staff, it is "dissatisfied" with the personnel and services provided by its contractor. According to DMV, contract staff are not always at the posts where they are supposed to be, sometimes sleep on the job, and do not enforce rules as they are expected. In addition, DMV noted that guards provided by the contract were not always professional in dress or personal appearance. Further, the provider was cited as being unable to provide manpower as requested.

According to one DMV official, problems with the private contractor are recurrent. The agency will complain, things will get better for a while, then problems will reoccur. Contract staff have been found "asleep on the job" and entertaining friends in the building after hours according to DMV staff. In one instance, a contractor-provided guard was suspected of stealing two VCRs, breaking into a snack bar, and other crimes. When the suspected guard was removed, incidents of this type stopped.

In spite of the fact that DMV has had problems with the contractor over the past several years, it has never disqualified the contractor from bidding. When asked about this, agency personnel responded that they understood that other agencies had comparable problems with other vendors. Further, the contractor they use furnished the low bid. If DMV does not obtain additional in-house staff, the Department intends to put more qualifiers in its next bid in an effort to better control the quality of service it receives from its contractor.

Because of its dissatisfaction with contract staff and its MEL restrictions, DMV at one time considered the possibility of using Capitol Police for its security and police services. This idea was abandoned when the cost of Capitol Police service was determined.

<b>Security Summary</b>	
<b>Agency:</b>	The Department of Motor Vehicles
<b>Form of Service:</b>	In-House Staff Supplemented by Contract Staff
<b>Services Received</b>	
<b>In-House:</b>	Post, Patrol, Response, Police
<b>Contract:</b>	Post, Patrol, Response
<b>FTE Positions</b>	
<b>In-House:</b>	5
<b>Contract:</b>	<u>4.03</u>
<b>Total:</b>	9.03
<b>Personnel Cost (FY 1989):</b>	\$202,709
<b>Average Cost Per FTE:</b>	\$ 22,448*
<b>Total Security Cost (FY 1989):</b>	\$220,508
* The average FTE cost for in-house staff only is \$31,320. The average FTE cost for contract staff only is \$11,441.	
Source: JLARC survey of police and security services, FY 1989.	

### OVERALL AGENCY SATISFACTION WITH IN-HOUSE STAFF

In-house staff provide agencies with the greatest control over their police/security needs. Overall, agencies that rely primarily on this approach are satisfied. Of those agencies which have in-house security staff, 50 percent are very satisfied and 30 percent are satisfied. J. Sargeant Reynolds Community College noted, "security



officers are knowledgeable, well trained, and state certified, [they] interact well with students, staff, faculty, administrators, and the general public.” One agency — the Virginia Museum — is dissatisfied, for the reasons noted in the case study. Another agency — the Science Museum — was satisfied overall but had complaints stemming from a concern that it has insufficient personnel and equipment to properly secure the facilities.

The cost of in-house services is generally high, however. To cut costs, a number of agencies have engaged in the use of extensive contract staff to supplement their full-time staff.

There are several advantages to supplementing in-house staff with contractual services:

- Security expertise can be developed by the agency through its full-time staff.
- Knowledge of agency operations and goals, as well as some loyalty to the agency, can be expected of full-time, in-house staff.
- Continuity is provided by the small core of permanent in-house staff.
- Costs can be reduced, because supplemental contract staff are normally relatively inexpensive.
- Expanded service coverage can be achieved with a limited increase in funding.

Agencies needing security services which do not have the infrastructure to support a large security operation could find such an arrangement a satisfactory alternative to a more costly in-house staff.



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## **V. Agencies With Contract Police/Security Staff**

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Agencies will often contract with a private security firm to provide security services. For the most part, the security firms are local branches of well-known national firms. Under such an arrangement, the agency will typically specify periods during which the contractor must provide trained staff to operate various specific posts. The contractor then agrees to ensure that the post is filled, on time, with a trained and responsible guard. The agency usually pays the contractor a flat per hour fee. The contractor pays the guard, training expenses, and supervisory expenses out of this fee. Income above such expenses is the contractor's profit.

Numerous problems were noted with contract arrangements. Many agencies stated that contracted guards were poorly trained and/or motivated. Typically, agencies reported that supervision was lacking. For example, even though it is the contractor's responsibility to ensure that a post is filled, agencies indicated that contractors often would not know of guard absences until notified by the agency.

Ten agencies relied predominantly or exclusively on security provided by contract staff. (Others used contract staff in addition to their predominant use of in-house or DGS staff and are discussed in other chapters.) The agencies relying predominantly on contract staff are:

- Parole Board
- Department of Corrections
- Department of Taxation
- Department of Social Services
- Virginia Employment Commission
- Virginia Education Loan Authority
- Water Control Board
- Lottery Department
- Department of Mines, Minerals, and Energy
- Virginia Housing and Development Authority.

Regardless of the problems cited by agencies, contract security is an inexpensive alternative for providing security services. Table 3 illustrates the cost of contract services to agencies that rely primarily on this form of service.

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Table 3

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**Staffing and Costs for Agencies  
With Contract Form of Police/Security Services<sup>1</sup>  
(FY 1989)**

<u>Agency</u>	<u>Total FTE Positions</u>	<u>Cost Per FTE</u>	<u>Total Costs</u>
Lottery Department	9.33	\$12,681	\$274,913
Virginia Housing and Development Authority <sup>2</sup>	7.44	16,257	120,950
Department of Social Services	9.69	11,824	114,576
Department of Corrections <sup>2</sup>	5.00	13,893	69,467
Virginia Employment Commission	5.45	9,417	51,325
Department of Taxation	5.00	10,217	51,086
Virginia Education Loan Authority	2.94	11,407	33,537
Water Control Board <sup>2</sup>	.22	10,636 <sup>3</sup>	13,705
Department of Mines, Minerals, and Energy	.22	10,636	2,340

<sup>1</sup> Contract service costs are not presented for agencies who use these services to supplement other security arrangements. See Chapter VII, Table 6 for cost comparisons for these agencies.

<sup>2</sup> Total costs for VHDA, Corrections, and the Water Control Board are based on FY 1990 estimates. For Corrections and the Water Control Board, this cost would have been incurred in FY 1989 if they had received services for the full year.

<sup>3</sup> The FTE cost is for services provided to the Water Control Board at their Bookbindery building location. Total costs at the Water Control Board also include the cost to provide contract services at its headquarters on Hamilton Street. Because service coverage is sporadic, the FTE cost for this service could not be computed.

Source: JLARC survey of police and security services, FY 1989, and interviews with agency staff.

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Case studies illustrating the use of contract security staff by State agencies have been prepared on four agencies:

Department of Corrections (and the Parole Board)  
Department of Taxation  
Department of Mines, Minerals, and Energy  
Virginia Housing and Development Authority.

## **CONTRACT CASE STUDY: DEPARTMENT OF CORRECTIONS**

The Department of Corrections (DOC) supervises and operates adult correctional institutions in Virginia. Activities of the Department also include: (1) the supervision of adult offenders who are on parole or probation, (2) the care and training of juvenile delinquents in learning centers or group homes, and (3) the regulation of local jails. DOC is located at 6900 Atmore Drive in South Richmond. The DOC building also houses the Virginia Parole Board, whose mission is to establish and implement regulations regarding the parole of convicted felons.

DOC obtains security services for the building from a private security firm. Security is provided to the Virginia Parole Board at no charge to the Board. DOC staff reported that security is necessary for the agency. DOC reported several instances of missing property from the building in FY 1989. Agency staff did note, however, that "no incidents were sufficiently serious to justify the assignment of police or security providers."

### **Agency Security**

The Department's security is characterized as a "contract" form. Security is provided through a contract between the DOC and a private security corporation. The contractor provides the following security coverage: post security and patrol services.

This coverage extends to the Virginia Parole Board which is housed in the same building as DOC. The cost for security services was \$40,522 in FY 1989. However, this cost was for services which began in December 1988. For FY 1990, the estimated cost for security services is \$69,467. This cost does not include the costs associated with DOC administration of the security contract.

The average cost per FTE security position was estimated at \$13,893. Compared to other State agencies with contracted security services, this cost is about the same. However, this cost is lower than those agencies employing their own staff in security positions and those receiving Capitol Police services. A fuller discussion of cost comparisons is contained in Chapter VII.

## Contract Staff

The contractor provides hourly staff to fill three shifts during the week and three shifts on the weekend and holidays. The established shifts are:

- 7:00 a.m. - 3:00 p.m. weekdays, weekends, and holidays
- 3:00 p.m. - 11:00 p.m. weekdays, weekends, and holidays
- 11:00 p.m. - 7:00 a.m. weekdays, weekends, and holidays.

The established shifts require about five full-time equivalent positions during the year to provide security 24 hours a day, 365 days a year. One unarmed guard provides post and patrol services to the building during each shift. The security contractor will provide an armed guard to the DOC upon request for emergency situations. A security guard supervisor, also provided by the contractor, periodically checks on the security guards during their shifts.

## Satisfaction with Security Arrangements

DOC staff reported that the provision of security services to the agency was satisfactory. They did report some minor complaints with the security provider which were resolved. Because the contract had only been in place about seven months at the time DOC was surveyed, staff felt that the service could not be fairly evaluated at this time. The Parole Board, however, was not satisfied with the service because the security guards appeared to be "too zealous in challenging agency employees," even when the employees were known to the guard.

<b>Security Summary</b>	
<b>Agency:</b>	Department of Corrections/Virginia Parole Board
<b>Form of Service:</b>	Contract
<b>Services Received:</b>	Post and Patrol
<b>FTE Positions:</b>	5
<b>Personnel Cost (FY 1990 Estimated):</b>	\$69,467*
<b>Average Cost Per FTE:</b>	\$13,893
<b>Total Security Cost (FY 1990 Estimate):</b>	\$69,467*
* The personnel cost and total cost are based on the FY 1990 estimate. However, this would have been the cost for FY 1989 if services had been received 12 months instead of seven.	
Source: JLARC survey of police and security services, FY 1989.	

## **CONTRACT CASE STUDY: DEPARTMENT OF TAXATION**

The Department of Taxation (DOT) administers the tax laws of the Commonwealth of Virginia. Activities of the department include revenue collection and enforcement activities of the State's general fund taxes, as well as forecasting State general fund revenue, assisting local governments in matters related to State and local taxation, and assisting the executive and legislative branches of government in analyzing proposed tax legislation. The DOT is located at 2220 West Broad Street in a building owned by the Department of Motor Vehicles (DMV). Security services are procured for DOT by DMV to protect personnel and property. DOT reported two thefts of personal property in FY 1989 and one incident involving theft or destruction of agency property.

### **Agency Security**

The department's security is characterized as a "contract" form. Security is provided through a contract between the owner of the building (DMV) and a private security corporation. The contractor provides post security and patrol services.

Although the security contract is negotiated between the DMV and security provider, DOT is responsible for administering the contract and paying the provider. The cost for security services was \$51,086 in FY 1989. This cost does not include the costs associated with DOT administration of the security contract.

The average cost per FTE security position was estimated at \$10,217. This cost is comparable to the costs of other State agencies with contracted security services. Similarly, this cost is lower than those agencies employing their own staff in security positions and those receiving Capitol Police services.

### **Contract Staff**

The contractor provides hourly staff to fill four shifts during the week and three shifts on the weekend and holidays. The established shifts are:

- 7:00 a.m. - 4:00 p.m. weekdays, weekends, and holidays
- 4:00 p.m. - 12:00 a.m. weekdays, weekends, and holidays
- 5:00 p.m. - 9:00 p.m. weekdays
- 12:00 a.m. - 8:15 a.m. weekdays.

There is some overlap of shifts from 7:00 a.m. to 8:15 a.m. and during the 5:00 p.m. to 9:00 p.m. shift on weekdays. Guard posts are located at the front and rear entrance to the building. The contractor provides one security supervisor and four security guards.

## **Satisfaction with Security Arrangements**

Although the DOT is satisfied with its current security arrangement, staff in the agency did have some reservations about the use of contracted security services. There was some concern over the caliber of personnel supplied by the contractor. Agency staff felt that a contractual arrangement limits the agency's ability to manage security personnel. Problems were evident because some security personnel: (1) were not always at assigned posts, (2) slept on the job or were unattentive to their duties, and (3) did not enforce the rules as they were expected.

Nevertheless, the Department has had no major problems with its security providers and acknowledges that limited funds restrict the quality of service it is able to obtain.

### **Security Summary**

**Agency:** Department of Taxation

**Form of Service:** Contract

**Services Received:** Post and Patrol

**FTE Positions:** 5

**Personnel Cost (FY 1989):** \$51,086

**Average Cost Per FTE:** \$10,217

**Total Security Cost (FY 1989):** \$51,086

Source: JLARC survey of police and security services, FY 1989.

### **CONTRACT CASE STUDY: DEPARTMENT OF MINES, MINERALS, AND ENERGY**

The Department of Mines, Minerals, and Energy (MME) interprets and enforces laws concerning the extraction of fossil fuels and other minerals in Virginia. In addition, the Department conducts mining safety awareness programs, and provides technical assistance and information on the development and conservation of energy, mineral, land, and water resources. The department's Richmond office is located at 2201 West Broad Street in the Bookbindery building, which also houses the Lottery Department and several other State agencies.



Security is provided to MME through a contract between the Lottery Department and a private security firm. Security is necessary for the protection of agency property and personnel. However, no serious incidents were reported by MME for FY 1989. Agency staff did note, however, that the building area "has many suspicious characters and concerns are raised by staff working evenings and weekends."

### **Agency Security**

The Department's security is characterized as a "contract" form. Security is provided through a contract between the principal tenant of the Bookbindery building — the Lottery Department — and a private security corporation. The contractor provides post security and patrol services.

The Lottery Department provides over 80 percent of the cost of security for the Bookbindery building and parking lot. The rest of the cost is paid by the Department of Mines, Minerals, and Energy and four other tenants of the building. MME shares the cost of providing 30 hours of security service per week with these other tenants. MME's share of the cost was \$2,340 in FY 1989.

The average cost per FTE security position was estimated at \$10,636. This cost is comparable to other State agencies with contracted security services. As with most agencies employing contracted security staff, the cost is also lower than agencies employing their own staff in security positions and agencies receiving Capitol Police services.

### **Contract Staff and Agency Satisfaction**

The contractor provides hourly staff to fill one post at the main entrance to the building 24 hours per day. Another security position is provided to patrol the building and parking deck, as well as other Lottery Department property.

Responses to the JLARC survey indicated that the Department of Mines, Minerals, and Energy is not satisfied with the security provided by the contractors. Several complaints about the contract staff were noted including: (1) staff sometimes were inattentive to their duties, (2) staff engaged in activities they should not have, (3) inadequate security coverage was provided to the parking deck, and (4) staff exercised weak access controls during evening and weekend shifts.

The Lottery Department also expressed some complaints with the security provider; nonetheless, staff were satisfied with the overall security service and stated that the complaints had been addressed by the security provider and would not prohibit renewal of the contract.

## Security Summary

**Agency:** Department of Mines, Minerals, and Energy

**Form of Service:** Contract

**Services Received:** Post and Patrol

**FTE Positions:** .22

**Personnel Cost (FY 1989):** \$ 2,340

**Average Cost Per FTE:** \$10,636\*

**Total Security Cost (FY 1989):** \$ 2,340

\* Average cost was based on the cost to employ one full-time equivalent position. This cost is currently shared by the Department with four other building tenants.

Source: JLARC survey of police and security services, FY 1989.

### CONTRACT CASE STUDY: VHDA

The Virginia Housing Development Authority (VHDA) is a political subdivision of the State established in 1972 to assist low- and moderate-income families obtain affordable housing. The VHDA provides below-market financing for the purchase of single-family homes and rental units. The VHDA recently moved into a new headquarters building located next to the Virginia War Memorial in Richmond. Security services are necessary for the protection of property and personnel. In FY 1989, the VHDA experienced one case of theft of personal property and one suspected break-in which resulted in some damage to agency property (broken glass).

The VHDA receives security services from more than one provider. However, it principally relies on contracted security staff to provide security services. In addition, its security is supplemented by in-house staff and Capitol Police services. VHDA security providers offer the following services:

- Contract staff provide post and patrol services.
- A full-time VHDA employee coordinates contract staff, operates the security system during main business hours, and generally supervises security activities.

- Capitol Police provide background investigations, and police and response services.

The total estimated costs for the above services for FY 1990 will be \$120,950. This total does not include Capitol Police costs or overall VHDA supervision of the services, which is one of several duties of the Support Services Director and Facilities Manager. FY 1989 costs are not presented because of VHDA's move to its new location.

### **Contract Staff**

Contract staff provide most security to the VHDA. A Richmond branch of a national security firm provides hourly staff who fill three shifts:

- 5:00 a.m. - 10:30 a.m. on weekdays
- 3:00 p.m. - 11:00 p.m. on weekdays
- 5:00 a.m. - 11:00 p.m. on holidays and weekends.

Two contract guards are always on duty at the above times. One performs duty at a "concierge" station that monitors access at the main entrance. The other guard patrols the building, checking the parking deck, doors, and other VHDA property. The firm will provide additional guards on an as-needed basis, for example, if the alarm system breaks down. The cost per hour is \$9.42 for supervisors and \$8.70 for officers. The hourly rate is admittedly high, according to VHDA, because of its requirement that the guards be certified and authorized to carry a weapon.

The security supervisor says that the currently-contracted guards are "by far the best" VHDA has used from a private firm. The agency reported on its survey that it is "satisfied" with services provided by the private contract. There have, however, been some problems with the vendor. The amount of training on-site is not always adequate and posts are not always filled. VHDA must "keep beating on them to do their job."

VHDA estimates that the cost of the contract in FY 1990 will be \$100,700. The amount could vary based on actual usage.

### **In-House Staff**

VHDA employs one "security supervisor" on a full-time basis. The security supervisor works with the vendor and coordinates contract staff. The security supervisor also staffs the security console during the peak business hours of 10:30 a.m. to 3:00 p.m. When the security supervisor is at lunch, a member of VHDA staff who is cross-trained fills the post. VHDA is "satisfied" with in-house security services. The cost of the in-house service for FY 1990 is estimated at \$20,250.

## **Capitol Police Services to VHDA**

The Capitol Police provide response and police services. They also perform background investigations for VHDA. According to VHDA, "the Capitol Police has in every instance responded immediately and appropriately to VHDA's security needs. In addition background investigations have provided added protection of VHDA assets and personnel." Overall, VHDA is "very satisfied" with services provided by the Capitol Police. VHDA does not pay for Capitol Police services.

### **Security Summary**

**Agency:** Virginia Housing Development Authority

**Form of Service:** Contract Principally, Supplemented with  
In-House and Capitol Police Services

**Services Received**

**Contract:** Post and Patrol

**In-House:** Post and Coordination

**Capitol Police:** Response, Police, Investigation

**FTE Positions**

**Contract:** 6.44

**In-House:** 1.00

**Total:** 7.44

**Personnel Cost (FY 1990):** \$120,950

**Average Cost Per FTE:** \$ 16,257

**Total Security Cost**

**(FY 1990 Estimate):** \$160,339

Source: JLARC survey of police and security services, FY 1989.

### **OVERALL AGENCY SATISFACTION WITH CONTRACT STAFF**

Of the 10 agencies who primarily rely on contract staff for security services, one was "very satisfied," seven were "satisfied," and two were "dissatisfied." In addition, two other agencies who use contract services to supplement in-house or DGS security staff were not satisfied with contracted services, while one was very satisfied and three were satisfied. Of those expressing satisfaction, a number had

some reservations about the quality of services they receive. Complaints lodged against contract staff include:

- **General lack of competence:** The caliber of individuals attracted to what are often minimum wage jobs was frequently addressed.
- **Frequent turnover:** Because of their low pay, guards often take higher paying jobs as soon as possible.
- **Lack of loyalty to the agency:** Contract personnel have little stake in the customer agency's mission or image.
- **Inadequate performance:** Because of the factors cited above, post orders and other procedures are often ignored or poorly carried out.

In addition to the responses of current users, it should be noted that several users of contract services were so dissatisfied with recurrent problems that they changed forms of security providers altogether. The Department of Information Technology replaced its contract staff with Capitol Police because security guards were suspected of stealing personal property. The Virginia Supplemental Retirement System replaced its contract staff because of an ongoing series of incidents and what they regarded as the general incompetence of the guards.

### **JLARC Staff Observations of Contract Staff**

In visiting the sites of security posts and patrols in the Richmond area, JLARC staff observed contract staff at a number of State facilities. Impressions of the contract staff were decidedly mixed. At some sites, the contract staff appeared courteous, alert and knowledgeable. At others, the guards were clearly unprofessional and unsuited for the work.

*At one post visited by JLARC staff at 8:00 p.m., the contract staff employee was asleep when JLARC and agency personnel entered the building. Further, someone had put a large piece of paper across one of the glass walls of the post so that a guard at the post could not be seen from the outside. This, of course, removed some of the deterrent effect of having a guard in the building. This covering also obscured the guard's view of the door. The guard did not challenge the group as it walked through the building. (Agency personnel said they have disqualified the guard from future service at the post.)*

\* \* \*

*One contract guard interviewed by JLARC staff said she had experienced recent problems with an individual who had exposed himself three times and performed other acts in front of her parking lot guard post. She informed Capitol Police when they questioned her on a routine patrol. Asked why she did not report the incidents on her own initiative, the guard gave a confused reply. After hearing of the incident, the Capitol Police increased surveillance of the area.*

## **Conclusion**

Contract staff are clearly less expensive than full-time State employees. They do not, however, appear to have the training and knowledge of their responsibilities that a long-term State employee does. Further, turnover among contract staff apparently creates continuity problems for State agencies.

Contract arrangements which appear to work best seem to be those in which contract staff are hired to supplement a core of in-house staff. The in-house staff are able to provide continuity and technical skills, and the contract staff provide an inexpensive form of post coverage.

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## **VI: Other Security Forms**

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Some agencies either do not have security or do not fall clearly into one of the forms previously described. Several agencies depend on local police services alone for response services, which may include a patrol of their building perimeters at the time of the response. Some State agencies are tenants in buildings for which the owner provides security. The cost of the security may be indirectly included in the agency's rent. Other unique forms of security are also used, as with the Governor's Office, which receives special services from multiple providers.

Alternative forms of security may be necessary for some State agencies which are located on property not owned by the Commonwealth, or agencies which have varying needs for security. These alternatives are contrasted below along with a comparison of what one might expect to receive in the private sector.

### **Governor's Office**

The Governor's Office has unique security needs. Security arrangements for this office, first and foremost, must provide for the safety and protection of Virginia's chief executive and his family. This mission falls largely to the State Police and is supplemented by the Capitol Police.

Security services are provided principally by the Executive Protection Unit of the State Police. The State Police are responsible for being physically present with the Governor at all times. A post is staffed in the Capitol building when the Governor is present.

The Capitol Police also provide post services. A 24-hour, 365-day a year Capitol Police post operates at the gate of the Governor's Mansion. A Capitol Police patrolman is also on duty inside the Mansion during certain hours.

### **Building Owner-Provided Security**

Several State agencies rent space in privately-owned buildings. Various levels of security are provided in these buildings by the building owners. When agencies rent space in private buildings they generally forfeit Capitol Police patrol and response services. The Capitol Police do not have jurisdiction in privately-owned buildings off State property. For example, the Department of Economic Development, which recently moved into the James Center, would have to call city police for response services. Building security is provided by the owner of the building.

The Virginia Board of Bar Examiners and the Public Defender Commission are other agencies which receive services from such third party providers. The Virginia Board of Bar Examiners receives services in the Mutual Building from the building owner — a local bank. The following case study highlights the security provided to this agency.

## **CASE STUDY: VIRGINIA BOARD OF BAR EXAMINERS**

The Virginia Board of Bar Examiners (BOBE) is part of the judicial branch of Virginia government. The Board's mission is to examine applicants for admission to the Bar. The BOBE is located in the Mutual building at 9th and Main Streets. The building is owned by a downtown bank and security is provided after office hours through a contract between the bank and a private security firm. Two incidents of agency theft or destruction of agency property were reported in FY 1989.

### **Agency Security**

The BOBE's security is characterized as a "third party" form. Security is provided through a contract between the owner of the building and a private security corporation. The contractor provides the following security coverage: post security and patrol services.

The cost of security for the building is shared among 25 tenants of the Mutual building. Some tenants are billed directly for operating costs of the building which would include security services costs. Other tenants may pay for these services indirectly through their rental fee. BOBE does not pay operating costs for the building. Instead, it pays for security services through its rent. The BOBE pays \$14.42 per square foot of office space or \$1,207 per month. It occupies about 100 square feet, or one percent of the total space in the building.

Building security stated that the cost to provide security services in the Mutual building is about \$50,000 for 1989. The FTE cost per security guard was \$10,000. This cost is comparable to the cost for State agencies who contract for security services.

### **Contract Staff**

The contractor provides hourly staff to fill one post at the main entrance to the building and to periodically patrol the building. The shift hours are:

7:00 p.m. to 7:00 a.m. weekdays  
7:00 a.m. to 7:00 p.m. weekends, holidays.



About five FTE positions are required to provide security services to the building during the year.

The BOBE was dissatisfied with the level of security provided in the building. In FY 1989, one break-in occurred and in another instance, the cleaning staff allowed an unauthorized person to gain access to the office by giving out the office key. However, staff of the BOBE stated that the building owner was responsive in addressing these problems. And, the staff believe that security in the building is typical of many downtown office buildings.

The building owner stated that it has had several problems with security at the Mutual building. The building has had several instances of vandalism and theft in the building and parking lot. The building owner attempted to implement a card access security system. However, many of the building's tenants objected to the restrictions which would have accompanied this type of system.

<b>Security Summary</b>	
<b>Agency:</b>	Virginia Board of Bar Examiners
<b>Form of Service:</b>	Contract Provided by the Building Owner
<b>Services Received:</b>	Post and Patrol
<b>FTE Positions:</b>	5
<b>Personnel Cost (1989):</b>	\$50,000*
<b>Average Cost Per FTE:</b>	\$10,000**
<b>Total Security Cost:</b>	n/a
* The personnel cost to the building owner is estimated for calendar year 1989.	
** Average cost was based on the cost to employ one full-time equivalent position. This cost is currently shared by the Board and 25 other building tenants.	
Source: JLARC survey of police and security services, FY 1989.	

### Private Sector Security Arrangements

Similar to government agencies, the private sector uses a variety of approaches to obtain security services. These different forms of security also appear to be related to varying needs for services as well as cost considerations. JLARC staff interviewed two prominent private sector companies in the Richmond area to

compare services with those State agencies receive. Both firms engage in similar business activities which require security services to protect property and personnel. These firms could be characterized as having "high risk" security needs.

*Forms of Security.* Each firm interviewed had different forms of security to address their needs. The first firm (Firm A) employs 11 in-house FTE positions to monitor security in the Central Virginia region. This force is supplemented with 24-30 contract guards who provide post and patrol services under the direction of the in-house staff.

The security manager at Firm A is satisfied with the contractual arrangement for providing security. He stated that it takes the management pressure off him and the cost is lower. His staff check the guards sent by the private contractor, and he feels most of them are good people who do good work.

One disadvantage he pointed out is the high turnover: "You don't buy loyalty with a minimum wage." He acknowledged that an in-house guard force would probably do better. Also, he felt it was difficult to measure "adequate" or "good" security, because of the difficulty in measuring the deterrent effect of a security force. Further, there are always trade-offs between personal freedom and the degree of security necessary for protection, he said.

The second firm (Firm B) directly employs its entire security staff of 30 security guards. The director for security in Firm B is very pleased with this arrangement because he believes that there is more control over the background and training of in-house staff, and the caliber of the force is higher. In addition, as in-house staff become long-term employees of the company, their experience and loyalty are greater.

*Costs for Service.* The cost to employ contract staff at Firm A is considerably less expensive than employing an in-house staff. Firm A is able to purchase its contracted security force at \$7.37 per hour. The take home wage of the contracted employee is even less, which translates to roughly less than \$10,000 annually.

In contrast, Firm B has three different salary grades and pays its guards from \$12,000 to \$18,000 annually and its supervisors up to \$20,000 annually.

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## **VII. Overall Costs of and Satisfaction With Police and Security Services**

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Given the significant differences in the levels of security service provided, cost comparisons among various agencies must be made very carefully. As already noted, the level of services and the capabilities and effectiveness of the various forms of service vary substantially. In particular, cost differences should be expected between police and security officers. The range and complexity of duties for police is greater, as are the skills and training required.

In addition, the cost data used in this report are limited. For the most part, only one year of data is used. Further, agency supervisory costs are not fully known. In a few cases, complete supervisory costs are available — usually where separate departments exist, such as the Capitol Police, VCU, and the Science Museum. In most other cases, estimates of supervisory time could not be made reliably. Consequently, while the relative costs of services are approximately known, small variations in costs should not be afforded great significance.

This chapter addresses costs from several perspectives. First, total costs for 89 agencies receiving security and police services in the City of Richmond are presented. Second, costs are assessed by the form of security provided. That is, costs of in-house staff are compared among agencies receiving this type of service, while costs to provide contract staff are compared among agencies employing contract staff. Finally, costs are clustered for cost comparisons between forms.

### **TOTAL COSTS OF POLICE AND SECURITY SERVICES**

Approximately \$10 million dollars were spent by State agencies in the City of Richmond for police and security services in FY 1989. In all, 23 of the 89 surveyed agencies reported some expenditures, totalling an estimated \$9,913,272. (These estimates include FY 1990 estimates for four agencies for which FY 1989 data were not comparable.)

The largest expenditure category by far was personnel costs. Of the \$9.9 million total, \$8.9 million was spent on personnel costs — 90 percent of the total. The balance of the \$9.9 million, \$954,792, was spent on uniforms, security hardware, training, capital costs, and other items.

A total of 483.1 full-time equivalent (FTE) positions were devoted to police and security services. Of this total, 281.65 FTEs were authorized in agency maximum employment levels (MEL). While some of the 281.65 FTEs were part-time staff, the majority were full-time State employees receiving benefits. The other 201.45 FTEs

were usually security staff contracted from private security firms. Costs per FTE employee ranged from a low of \$8,794 per year for the Department of Workers' Compensation (DWC) to a high of \$29,693 for the Capitol Police. The DWC employs primarily part-time, unclassified security staff. The Division of Capitol Police employs only sworn police officers.

A total of five agencies reported police costs for sworn officers. These ranged from under \$20,000 at the Virginia Museum of Fine Arts to an average of \$31,178 at Virginia Commonwealth University (VCU).

### **COSTS FOR IN-HOUSE STAFF**

Nine agencies relied exclusively or predominantly on in-house staff. Of these, VCU was the largest with \$3,165,259 in total expenditures. Of VCU's total, \$2,849,266 was devoted to personnel costs, which supported a total of 178.18 FTE. Of these, 90 are authorized FTE positions and 88.18 are part-time FTE positions. Because of its extensive use of part-time staff, VCU's personnel costs per FTE are a moderate \$15,991 even though its police costs — \$31,178 per FTE police position — are high.

The Department of Military Affairs spent the least of the agencies with full-time staff — a total \$32,946 — largely because the federal government pays 75 percent of its security costs. The agencies with the lowest FTE cost among in-house staff were the Virginia Supplemental Retirement System (VSRS) and the DWC. The VSRS cost average of \$10,584 per employee and the DWC cost average of \$8,794 are both much lower than the costs for other in-house agencies, which range from \$15,435 to \$25,730. One explanation for this difference is that the VSRS and DWC are not under the State classified employee system and are therefore able to set their own pay rates. While the costs of VSRS and DWC are similar to the costs paid by agencies with contract staff, the key difference is that VSRS and DWC directly employ specific guards.

Data on all in-house staff appear in Table 4. FTE personnel costs for all agencies are listed in descending order. The average FTE costs for agencies (other than DWC and VSRS) with in-house staff are \$19,551, compared to a Capitol Police cost of \$29,693 and a DGS cost of \$15,191. With VSRS and DWC included, FTE personnel costs for the in-house form average \$17,359.

### **Costs For Agencies With Contract Staff**

Ten agencies relied predominantly or exclusively on contract staff. One agency — the Virginia Parole Board — did not pay for services since the agency is a tenant in a building housing the Department of Corrections. Only one of these

Table 4

**Police and Security Costs for Agencies With In-House Staff,  
Compared With Capitol Police and DGS Costs  
(FY 1989)**

<u>Agency Name</u>	<u>Personnel Costs</u>	<u>Other Costs<sup>1</sup></u>	<u>Total Costs</u>	<u>Total FTE</u>	<u>FTE Personnel Costs<sup>2</sup></u>	<u>FY 1990 Police Costs<sup>3</sup></u>
Alcoholic Beverage Control Board	\$ 382,345.00	\$ 9,250.00	\$ 391,595.00	14.86	\$25,729.81	\$25,730
Department of Motor Vehicles	202,709.43	17,798.81	220,508.24	9.03	22,448.44	26,527
J. Sergeant Reynolds CC	282,553.00	56,614.00	339,167.00	14.14	19,982.53	0
Virginia Museum of Fine Arts	1,312,845.00	103,396.00	1,416,241.00	66.47	19,750.94	\$17,772-24,277
Dept. of Military Affairs	23,519.00	9,427.00	32,946.00	5.37	17,519.00	0
VCU	2,849,285.52	315,993.00	3,165,258.52	178.18	15,990.94	\$31,178
Science Museum	105,881.00	6,500.00	112,381.00	6.86	15,434.55	0
VSRS	46,464.00	0.00	46,464.00	4.39	10,584.05	0
Dept. of Workers' Compensation	32,977.76	0.00	32,977.76	3.75	8,794.07	0
Capitol Police	2,316,049.81	194,851.00	2,510,900.81	78.00	29,692.95	29,693
DGS	790,855.00	73,000.00	863,855.00	52.06	15,191.22	0

<sup>1</sup>Other costs include costs to provide uniforms, security hardware, training, capital costs and others.

<sup>2</sup>The FTE personnel cost is based on the personnel costs divided by total FTE. DMA's FTE costs reflect 25 percent State funding and 75 percent federal funding (which is not included in the personnel cost column).

<sup>3</sup>Police costs are based on the FY 1990 cost to provide an agency's average police position. Salary grades may vary by agency. Where not included by agency, benefits are calculated as a 24 percent increase to the police salary level.

Source: JLARC survey of police and security services, FY 1989 and interviews with agency staff.

agencies (VHDA with one FTE position) had any full-time, in-house staff assigned to security functions. Although agencies with contract staff undoubtedly spent some time monitoring contract services, this data could not be collected accurately and is not presented.

Agencies relying predominantly on contract staff had, by far, the lowest FTE personnel costs. FTE personnel costs for this group averaged \$11,886, compared to an in-house average of \$17,359, a Capitol Police average of \$29,693, and a DGS average of \$15,191.

Costs for the contract form of coverage range from a high of \$16,257 per FTE position for the Virginia Housing Development Authority, to a low of \$9,417 for the Virginia Employment Commission.

There are two key reasons for these low costs:

- The employees are paid minimum or close to minimum wage with few benefits.
- There are no police costs for any of these agencies. Police services are provided by the Capitol Police or another police agency.

Data on agencies relying predominantly on contract staff are listed in Table 5.

In addition to these agencies, five other agencies supplemented their security service with contracted staff. These agencies are: the Department of General Services, the Department of Labor and Industry, the Department of Motor Vehicles (DMV), the Department of Transportation (VDOT), and the State Library. The average FTE personnel costs for contracted services is comparable to those agencies who rely predominantly on contracted services. This average cost was \$10,803 for FY 1989. Table 6 illustrates the contracted security costs for these agencies.

## **COSTS BY CLUSTER**

As noted in the previous sections, costs of in-house staff are generally higher than the costs of contract staff. Specific dollar differences between agencies do not, however, reflect differences in levels of service and satisfaction.

Exhibit 2 compares agency levels of satisfaction with three clusters of agencies' FTE personnel costs. These costs are divided into the following groups: (1) agencies with FTE personnel costs less than \$15,000, (2) agencies with FTE personnel costs from \$15,000 to \$20,000, and (3) agencies with FTE personnel costs greater than \$20,000.

Table 5

**Security Costs for Agencies With Contract Staff,  
Compared With Capitol Police and DGS Costs  
(FY 1989)**

<u>Agency Name</u>	<u>Personnel Costs<sup>1</sup></u>	<u>Other Costs<sup>2</sup></u>	<u>Total Costs</u>	<u>Total FTE</u>	<u>FTE Personnel Costs<sup>3</sup></u>
VHDA	\$ 120,950.00	\$ 0.00	\$ 120,950.00	7.44	\$16,256.72
Corrections	69,466.80	0.00	69,466.80	5.00	13,893.36
Lottery	118,316.00	156,597.00	274,913.00	9.33	12,681.24
Social Services	114,576.00	0.00	114,576.00	9.69	11,824.15
Virginia Education Loan Authority	33,536.98	0.00	33,536.98	2.94	11,407.14
Mines, Minerals, and Energy	2,340.00	0.00	2,340.00	0.22	10,636.86
Water Control Board	2,340.00	11,365.13	13,705.13	0.22	10,636.36 <sup>4</sup>
Taxation	51,086.00	0.00	51,086.00	5.00	10,217.20
Virginia Employment Commission	51,325.00	0.00	51,325.00	5.45	9,417.43
Capitol Police	2,316,049.81	194,851.00	2,510,900.81	78.00	29,692.95
DGS	790,855.00	73,000.00	863,855.00	52.08	15,191.22

<sup>1</sup> Personnel costs for VHDA, Corrections, and the Water Control Board are based on FY 1990 estimates. For Corrections and the Water Control Board this cost would have been incurred in FY 1989 if they had received services for the full year.

<sup>2</sup> Other costs include costs to provide uniforms, security hardware, training, capital costs, and other items.

<sup>3</sup> The FTE personnel cost is based on the personnel costs divided by total FTE.

<sup>4</sup> The FTE cost is for services provided to the Water Control Board at its Bookbindery building location. The total costs at the Water Control Board include the cost to provide contract services at its headquarters on Hamilton Street. Because service coverage is sporadic, the FTE personnel cost for this service could not be computed and is not included.

Source: JLARC survey of police and security services, FY 1989, and interviews with agency staff.

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Table 6

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**Security Costs for Agencies Using Contract Staff  
to Supplement Other Security Arrangements<sup>1</sup>  
(FY 1989)**

<u>Agency Name</u>	<u>Contracted Personnel Costs</u>	<u>Contracted FTE</u>	<u>Contracted FTE Personnel Costs</u>
DMV	\$ 46,111	4.03	\$11,442
Dept. of General Services	150,015	13.42	11,178
Department of Labor and Industry	2,340 <sup>2</sup>	.22	10,636
State Library	33,813	3.22	10,501
VDOT	12,926	1.26	10,259

<sup>1</sup> Costs and FTEs are for contracted security staff only.

<sup>2</sup> Based on the cost to provide services for a full year in FY 1989. Services were actually provided 10 months.

Source: JLARC survey of police and security services, FY 1989, and interviews with agency staff.

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Agencies with costs over \$20,000 per FTE position (Cluster 3) are all either satisfied or very satisfied with their police and security services. While DMV was very satisfied with its in-house staff, it was dissatisfied with the contract component of its security staffing. (In the case of the Capitol Police and DGS the modal response of service users is given. In other cases, the satisfaction level of the agency with the designated service is given.) All of the agencies paying over \$20,000 per year have at least some full-time, in-house staff.

In the second cluster (\$15,000-\$20,000 per FTE position), satisfaction is more mixed. The agencies are generally satisfied or very satisfied with their in-house staff, except for the Science Museum and the Virginia Museum. The Virginia Museum is dissatisfied, principally because the level of coverage is regarded as inadequate and because part-time staff are not well regarded. The Science Museum is dissatisfied, principally because the level of coverage is regarded as inadequate.



**Exhibit 2**

## Cost Clusters (Service Type) and Degree of Satisfaction for Agencies with Police/Security Expenditures

	Cost Cluster 1 (under \$15,000/FTE)	Cost Cluster 2 (\$15,000-20,000/FTE)	Cost Cluster 3 (over \$20,000/FTE)
<b>Very Satisfied</b>	-Labor and Industry (C) -Virginia Employment Commission (C) -VSRS (In)	-DGS (In) -J. Sergeant Reynolds (In) -Military Affairs (In) -VCU (In)	-Capitol Police -DMV (In)
<b>Satisfied</b>	-Corrections (C)    -Taxation (C) -DGS (C)            -VELA (C) -DSS (C)            -Water -DWC (In)          Control (C) -Lottery (C)        -VDOT (C)	-VHDA (C)	-ABC (In)
<b>Dissatisfied</b>	-DMV (C) -Mines, Minerals, Energy (C) -State Library (C)	-Virginia Museum (In)	
<b>Very Dissatisfied</b>		-Science Museum (In)	

**Notes:** Many agencies receive services from more than one provider; the satisfaction level and cost cluster noted is applicable to the provider referenced in parentheses. (C) = Contract (In) = In-house

Some agency respondents did not fit clearly into cost clusters. Parole Board (C) had no costs and was dissatisfied. Lottery and VHDA in-house personnel received satisfactory rankings but did not fit clearly into a cost cluster. Costs generally could not be computed for "other" service types.

Agencies with Police Services appear in bold.

Source: JLARC staff graphic.

Most agencies in Cluster 1 receive contract services and are satisfied, although a number still expressed reservations regarding their services. Six of the nine agencies in Cluster 1 who rated their contract services as satisfactory also enumerated service complaints. Such complaints ranged from sleeping on the job and not being on post to talking with friends. In follow-up discussions with these agencies, the point was sometimes made that such problems came and went and were expected of contract services. Three agencies in Cluster 1 — the Department of Motor Vehicles; the Department of Mines, Minerals, and Energy; and the State Library — were dissatisfied with the contract services they received.

With the exception of the two museums, agencies which have higher spending and receive police services are generally somewhat more satisfied than agencies with lower-costing contract staff. Agencies which receive Capitol Police services, appear to have a higher level of satisfaction than those receiving security services from other types of providers. Indeed, most State agencies appear to be satisfied with the overall level of security services provided to them. This suggests that many agencies have, on their own, sought out an appropriate level of services. Table 7 illustrates the varying levels of satisfaction by each type of service received.

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**Table 7**

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### Overall Agency Satisfaction by Type of Security Received

	Type of Service				
	Capitol Police	DGS	In-house Staff	Contract	Other
Very Satisfied	26 (51%)	4 (15%)	6 (50%)	2 (13%)	5 (33%)
Satisfied	24 (47%)	21 (78%)	4 (33%)	9 (60%)	9 (60%)
Dissatisfied		2 ( 7%)	1 ( 8%)	4 (27%)	1 ( 7%)
Very Dissatisfied	<u>1*</u> ( 2%)	—	<u>1</u> ( 8%)	—	—
Total Respondents	51	27**	12	15	15***

\* One agency was dissatisfied overall because it felt additional patrolmen were needed. However, it was satisfied with the performance of current services.

\*\* Does not include DGS's rating of its own staff, which is included under in-house staff responses.

\*\*\* Most agencies which identified some other type of security service rated satisfaction with response services from local police departments or the State Police. Total response does not include those agencies which said they did not receive any services.

Source: JLARC police and security services questionnaire, June 1989.

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The Capitol Police are the only provider type with whom a majority of service recipients (51 percent) are very satisfied. Indeed, virtually all agencies (98 percent) are either very satisfied or satisfied with Capitol Police services. The one agency that is very dissatisfied specified that it was not the services provided that were deficient, but that additional services were needed.

After the Capitol Police, the highest level of satisfaction was found with agencies with in-house staff. Six of 12 such agencies (50 percent) were very satisfied. Four (33 percent) were satisfied. The Virginia Museum (dissatisfied) and the Science Museum (very dissatisfied) were the exceptions for the reasons already noted.

Most agencies (78 percent) were satisfied with security services provided by the Department of General Services. Four were very satisfied and two (7 percent) were dissatisfied. One dissatisfied agency specified they were dissatisfied "only because of lack of security on weekends." The other cited complaints with the performance of the security staff.

Agencies using contract staff varied in their levels of satisfaction. Two were very satisfied (13 percent), nine were satisfied (60 percent) and four were dissatisfied (27 percent). As noted in the chapter on contract staff, a number of agencies which noted their contract staff as satisfactory still specified a number of complaints. In addition, two agencies (DIT and VSRS) dropped contract staff altogether because of long-term problems.

## CONCLUSION

In conclusion, most agencies are satisfied with the services they receive, regardless of the cost. Although there are complaints with contract security service, most agencies are satisfied overall with this form of service. Recipients of Capitol Police, DGS, and in-house services are generally more satisfied, but these services are also more expensive. Agencies are most satisfied with the Capitol Police, which provides both police and security services at a relatively high cost. Satisfaction with the contract option tends to improve, as does agency control, when contract staff are supplemented with some in-house security staff. Vigorous contract monitoring can also raise the quality of services received through the contract option.

While contract security staffing is clearly a viable and inexpensive option, endorsement of it must be made conditionally. As noted repeatedly, agencies have experienced (and JLARC staff have observed) many problems with contract security staff. Further, services are generally limited to the security function. Agencies requiring police services would have to supplement their security coverage with Capitol Police or other police patrol and response services.

Finally, contract staff are not recommended for the constitutional offices at the seat of government — the Governor's office, the General Assembly, or the

Supreme Court. The high visibility, importance, and public accountability of these institutions are such that the potential cost savings would not appear to offset the increased risks. However, some modifications to the current system appear feasible and are discussed in the final chapter of this report.

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## VIII. Conclusions and Recommendations

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Security services in the Capitol area vary greatly and are largely uncoordinated. Some agencies receive extensive, around the clock police services; others receive virtually no services at all. There is no single State entity that is vested with overall responsibility for evaluating security needs or for providing security services to State agencies. By default, the Capitol Police through the Legislative Support Commission have incrementally assumed a variety of duties in this area.

### APPROPRIATENESS OF CAPITOL POLICE COVERAGE

The Capitol Police provide a wide range of services to both legislative and non-legislative agencies. Both the executive branch and the judicial branch use the Capitol Police to a significant extent. In addition, most State agencies in the Richmond area depend on the Capitol Police to provide patrol and response services.

The Capitol Police are the most expensive source of police and security services. They are, however, also the most effective according to agency satisfaction ratings and JLARC staff observations. There are a number of advantages to continued use of the Capitol Police by the General Assembly and other agencies:

- The level of user satisfaction is generally high. Comments on Capitol Police services were enthusiastic by many user agencies. Complaints were few and in some cases reflected a desire for more services rather than dissatisfaction with services currently received.
- The availability of a State police force in the Capitol area enables the State to more directly preserve its sovereignty and control over activities at the seat of government. Sworn officers with police jurisdiction at the seat of government free the State from reliance on the already-busy city police force.
- Response time is enhanced by having on-site trained officers who are familiar with the activities of the General Assembly, the Governor, the Supreme Court, and State agencies. (Sovereignty and quick response would also be possible if another State entity, such as the State Police, provided police and security services at the seat of government.)
- The use of Capitol Police, at sites and times when a watchman could theoretically be used, gives more critical Capitol Police posts potential back-up support. If, for example, there were to be a night-time emergency at the Governor's Mansion, the officer on duty at the General

Assembly Building could lock the building and provide timely reinforcement to the other officer. A watchman would not have the training and police powers that might be required to render assistance.

Most of the sites currently covered by the Capitol Police appear to be priority sites. However, consideration can be given to reducing coverage at some sites at some times by replacing police officers with security guards.

Overall it appears that agencies “get what they pay for.” The Capitol Police are an expensive asset, but are a good, professional force, which provides quality service, receives appropriate training, and generally meets the special needs of the seat of government.

***Recommendation 1.*** The Legislative Support Commission should consider development of criteria for the assignment of Capitol Police to State agencies and institutions at the seat of government. Criteria to be considered should include, but not be limited to:

- **Proximity of agency to Capitol Square**
- **Need for service type**
  - Full Capitol Police coverage (post, patrol, and response)
  - Patrol and response
  - Response only
- **Agency security risks involved**
  - Risks to public
  - Risks to office-holders
  - Risks to employees
  - Risks to property
  - Risks to the integrity of the institution
  - Risks of not providing service
- **Cost of Capitol Police service**
- **Availability and feasibility of other coverage**
  - Department of General Services
  - In-house
  - Private provider
  - State or local police
  - Combination of providers
- **Availability of Capitol Police to provide service**
- **Recommendation of Chief of Capitol Police**

**Recommendation 2.** Capitol Police should be retained, for the present, in all areas where they currently provide services. An evaluation of all posts (particularly those at DIT and the Armory) should, however, take place based on criteria to be developed by the Legislative Support Commission.

The National Guard Armory also receives 24-hour a day Capitol Police protection. It is the only one of 53 armories in the State with around-the-clock police protection. Other Department of Military Affairs posts (at the Richmond International Airport) receive 75 percent federal funding for security officers. Similar federal funding of the Capitol Police post at the Armory would save the State in excess of \$100,000 per year.

**Recommendation 3.** The Department of Military Affairs should pursue the possibility of shared federal funding of Capitol Police positions at the Richmond National Guard Armory. The Department of Military Affairs should report on the feasibility of shared federal funding prior to the December 11 meeting of the Commission.

#### **POLICE/SECURITY POLICIES FOR STATE AGENCIES**

There is no one agency designated to develop policy, provide planning, or implement standard procedures for the overall security of State property and personnel. The determination of security needs has evolved in a fragmented approach. Some security responsibility falls to the State Police, the Capitol Police, and the Department of General Services. In addition, some agencies have taken responsibility to plan and implement their own security arrangements, while others have no security at all.

This fragmented approach results in inconsistent police and security coverage across agencies. The Department of General Services has designated Capitol area buildings as maximum and minimum security. However, the criteria for these designations are unclear, and no criteria exist to determine which agencies are security priorities and which should be covered by police or security positions. While the high security risk associated with protecting the Capitol building and Governor's Mansion may be obvious, this distinction may be less clear in other situations. For example, the Virginia War Memorial has a security post staffed 24 hours a day by the Capitol Police; however, the Virginia Housing and Development Authority, located next to the War Memorial, relies primarily on contracted security guards to cover its security post.

A State-level policy or plan for security could delineate risk levels of State agencies and security posts. By doing this, State funds for security services could be more efficiently and appropriately allocated. More expensive Capitol Police services

could be allocated to agencies and posts designated as having high security risks or meeting other criteria. Agencies with lower risk levels could use less expensive security positions to provide services. No security services may be appropriate for some agencies.

A State-level policy or plan could also assist State agencies in developing or modifying their own security plans. It could help agencies determine whether or not there is a need for post or patrol services and, if so, who should provide these services. It could be used to specify when it is appropriate to call in the Capitol Police, the State Police, or local law enforcement agency for police assistance.

Currently, several agencies are beginning to coordinate security arrangements in an attempt to cut costs and provide more effective security coverage. Nine State agencies, located west of Belvidere Street and east of Staples Mill Road, have formed a group to implement what is commonly known as the "Capital West Project."

The object of this project is to coordinate various services, such as security services and custodial services. This group is composed of the following agencies: the Department of Motor Vehicles, the Department of Taxation, the Lottery Department, the Alcoholic Beverage Control Board, the Department of Workers' Compensation, the Science Museum, the Department of Rehabilitative Services, the Water Control Board, and the Department of Labor and Industry. Two other departments are also located in this area — Commerce and Game & Inland Fisheries. They have declined to join the group, due to the lack of personnel and agency size.

While the project is still in its initial stages, the group working on security envisions the formation of a central team from participating agencies which would review, select, and supervise a security contract for the agencies. This would have several advantages: (1) the agencies could maximize their resources allocated for security, (2) a larger pool of personnel could be available in cases of leave or absenteeism, and (3) a larger contract could elicit more responsiveness from a security firm in dealing with problems. The formation of the Capitol West Project is additional evidence of the need for State policies governing security services.

***Recommendation 4.*** An interagency task force should be created to assess general security risks and to design a model policy covering various agency risk levels. The interagency task force should be chaired by the Secretary of Administration and consist of the State Police, the Capitol Police, the Department of General Services, the Department of Criminal Justice Services, and the Department of Personnel and Training. The Department of General Services should participate in the development of the policy as it relates to protection of State buildings and property. The Department of Personnel and Training should participate in the development of the policy as it relates to position classifications. This policy should be developed in written form, be updated periodically, and provided to all agency heads. This model policy should be presented to the Legislative Support Commission for its review.



**Recommendation 5.** The Capitol Police and/or State Police should assist State agencies in the development of agency-specific security plans for the protection of property and personnel. Agencies with severe security concerns should request reviews of their risk levels by the Division of Capitol Police or the State Police.

Two buildings with special security needs are the Capitol building and the Governor's Mansion. Both the Virginia State Capitol and the Mansion contain a number of valuable works of art. In addition, the Virginia State Library houses numerous documents and art works of great value. Other than their general police and security training and practices, however, no special steps are taken to protect these items.

**Recommendation 6.** The Capitol Police, the Department of General Services, and the Virginia State Library should develop additional steps to protect the antiquities, art, and cultural items in the Mansion, the Capitol, and the State Library. Approaches which should be considered include:

- studying and adopting some of the recommended practices of the Museum Security Officers Association, and
- studying and adopting aspects of the art accountability and inspection program currently in use at the Virginia Museum.

The Capitol Police, the Department of General Services, and the Virginia State library should submit written plans for the protection of art and antiquities to the Legislative Support Commission no later than July 1, 1990.

## **POLICE AND SECURITY CLASSIFICATIONS**

Security and police services currently provided by State employees generally fall into two class specification series: (1) the security classification series and (2) the police classification series. Table 8 illustrates the positions and salary ranges for the security and police classification series. The development of a statewide plan for security could promote consistency across security posts.

According to the Department of Personnel and Training (DPT) staff, the responsibilities of the security classification series differ from that of the police series. Security position responsibilities emphasize duties related to securing building premises and property. Additional responsibilities related to fire and safety are also present. Police positions, on the other hand, have responsibility for the protection of people and law enforcement, as well as other, security-type duties.

Table 8

**Comparison of Positions and Salaries in the  
Security and Police Classification Series  
With the Capitol and State Police Patrolman**

<u>Position</u>	<u>Grade</u>	<u>Salary Range*</u>
<b>Security Series</b>		
Security Guard	2	\$10,964 - \$14,989
Lead Security Guard	3	\$11,986 - \$16,374
Security Officer	6	\$15,661 - \$21,393
Security Officer Senior	7	\$17,125 - \$23,391
Security Officer Supervisor	8	\$18,723 - \$25,572
Security Manager	9	\$20,461 - \$27,965
Security Director	11	\$24,458 - \$33,407
<b>Police Series</b>		
Police Officer	8	\$18,723 - \$25,572
Police Investigator	9	\$20,461 - \$27,965
Police Sergeant	9	\$20,461 - \$27,965
Police Lieutenant	10	\$22,370 - \$30,557
Police Captain	11	\$24,458 - \$33,407
Police Director	13	\$29,230 - \$39,935
Police Director Senior	14	\$31,959 - \$43,654
<b>Capitol Police Patrolman</b>	<b>9</b>	<b>\$20,461 - \$27,965</b>
<b>State Police Patrolman</b>	<b>10</b>	<b>\$22,370 - \$30,557</b>

\*Salary ranges effective July 1, 1989.

Source: Department of Personnel and Training class specifications.

As mentioned in Chapter I, the Capitol Police are law enforcement officers. In addition to their law enforcement duties, they also have responsibility for performing security-type duties which include staffing security posts and patrolling certain State buildings and property. DGS, on the other hand, employs security positions to monitor fire and safety systems, staff security posts, and patrol certain assigned areas. Other agencies that directly employ personnel for the protection of property and personnel may have a combination of police and security positions authorized. For the most part, however, these agencies employ security positions to secure their facilities and property.

The most commonly authorized security position for Capital area agencies which employ full-time State security staff is the security guard (Grade 2) position.

The security guard is the first classification in the security guard series. This position is responsible for tasks such as locking and unlocking doors and buildings as specified, inspecting assigned areas for unauthorized persons and for safety and fire hazards, controlling and monitoring building visitors as directed, and other tasks as assigned.

Several agencies complained that the low classification for security guard positions makes it difficult to recruit and retain these personnel. However, according to DPT statistical data for FY 1989, turnover for these positions was only 4.1 percent, considerably less than the State average turnover rate for all classified positions (12 percent). Further, users of services provided by classified security guards are generally satisfied with their services.

Agencies that receive Capitol Police services benefit from both police and security services. Most Capitol Policemen have a patrolman classification (Grade 9) and are considerably more expensive to employ than security guards. While they have a wider scope of authority and responsibility than security guards, there are also a number of similarities, especially on the night shifts of some protected properties.

The Capitol Police could develop positions with a lower grade security classification to be used on less critical posts during periods of relative inactivity. While this would necessitate the development of criteria defining the risk level of security posts, it could be a feasible alternative which could reduce the cost of Capitol security. The potential for cost reductions are shown in the following example.

*Five FTE Capitol police positions could potentially be replaced at the Virginia War Memorial. These positions potentially could be filled with security officers (Grade 6). (Security officers generally are sworn law enforcement officers.) Assuming these Capitol police positions are compensated at Grade 9, step 5 and replaced by Grade 6, step 5 security officers, \$28,675 could be saved.*

*Five additional FTE Capitol police positions could also be replaced with security officers at the Virginia National Guard Amory. This would also save \$28,675.*

*If six FTE Capitol police positions at DIT were replaced with security officers, as well, cost savings of \$34,410 could be achieved.*

*The above personnel changes could result in a total annual savings of approximately \$90,000 to the State. Such a policy could be phased in over time, without reducing the grades of current officers.*

These security positions could be used at posts and times that are not considered high risk. These posts may need additional access to patrol services by Capitol Police positions. Potential disadvantages to this approach include:

- increased risks to properties and personnel protected
- lower quality services
- the reduction of reserve capacity to respond to emergencies at other posts
- scheduling and coverage difficulties
- a reduction in the overall quality of the force, assuming the lower salary is less attractive to potential applicants and assuming security officers eventually move up to patrolman positions.

***Recommendation 7.*** As an optional security measure, the Capitol Police should consider the feasibility of developing a special grade security classification to be used on less critical posts or during periods of relative inactivity. This feasibility study should include an assessment of the use of watch-type personnel at the North Carolina and Maryland capitols. The assessment should be presented to the Legislative Support Commission for review along with the policy developed by the inter-agency task force.

## INDEPENDENT ACTIONS

A number of recommendations thus far discussed require the development of criteria, the establishment of policies, and other long-term actions. There are, however, a number of steps that agencies can take to improve their security management independent of such longer-term initiatives.

While there do not appear to be major gaps in State security services overall, some agencies are concerned with the level of services they receive. Several agencies were dissatisfied with at least one component of their police and or security services, including the Court of Appeals, the Virginia Museum of Fine Arts, and the Science Museum.

Agencies currently needing security services should consider the full range of options addressed in this report. Selection of a security approach should balance risk and cost. In the future, agencies should use the policies developed by the interagency task force. Agencies with immediate security concerns can take a number of steps to promote improved coverage.

***Recommendation 8.*** Agencies using contracted security services should build sufficient safeguards and performance standards into their contracts to discourage unsatisfactory performance by the contractor. Such safeguards would include specified contractor supervisory activities and penalties for contract non-compliance.

***Recommendation 9.*** Agencies with contractual services should commit sufficient internal resources to supervision to ensure that the terms of the contract are complied with. Such supervisory activities should include:

- periodic unannounced inspections of security personnel on all shifts
- the provision of adequate post orders or standard operating procedure manuals to security personnel
- requiring and monitoring background investigations of contractor employees
- requesting periodic reviews of agency security procedures by the Capitol or State Police.

Agencies which experience continual problems with a service provider should take the steps required to disqualify the unsatisfactory firms from bidding on future contracts.

The employment of a small core staff of full-time agency security personnel should be considered as a means of upgrading contract staff performance.

***Recommendation 10.*** The Capitol Police and the Department of General Services need to better communicate to agencies the nature of the services available to them. Approaches which should be considered include:

- development of a periodic letter to agency heads informing them of the post, patrol, or response services provided
- development and dissemination of information on circumstances under which Capitol Police should be contacted
- development of an article for the Personnel Communique or a similar newsletter describing the availability of Capitol Police and/or DGS services
- development of information for the orientation of new State employees
- better publicity for (and perhaps simplification of) the Capitol Police telephone number.



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## Appendixes

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## **Appendix A**

### **TECHNICAL APPENDIX SUMMARY**

JLARC policy and sound research practice require a technical explanation of research methodology. The full technical appendix for this report is available for inspection at JLARC, Suite 1100, General Assembly Building, Capitol Square, Richmond, Virginia 23219.

The technical appendix includes a detailed explanation of methods and research employed in conducting the study. The following is a brief overview of the major research techniques used during the course of this study.

1. Survey of State Agencies. Information was collected from 89 State agencies in the Richmond Capitol area. A survey instrument was used for 88 agencies. The Capitol Police were interviewed extensively, although they were not asked to rate security services. The survey instrument collected information regarding the type and extent of police or security services received by Capitol area agencies, the cost of the services, and satisfaction with the services. A 100 percent response rate was achieved.

2. Structured Interviews. Qualitative and quantitative data on all aspects of the operations of the Division of Capitol Police were collected through structured interviews with Division staff and service recipients. In addition, structured interviews were conducted with the Department of General Services staff who are responsible for security services provided by the Department. Structured interviews were also conducted with selected State agencies and two private sector companies to obtain descriptive data on security services.

3. Site Visits. Every known Capitol Police and Department of General Services security post in the Capitol area was visited and observed at least once. In addition, site visits were made to selected State agencies who employed their own security staff or contracted for security services. This information was used to develop case study information on the level of services provided to State agencies.

4. Document Reviews. Numerous documents were reviewed to collect data on statutory and procedural requirements for all aspects of the Division of Capitol Police operations. In addition, information on security procedures for the Department of General Services security staff was reviewed. Other documents pertaining to security contracts were also examined for information on contracted security services. Finally, budget information from those agencies paying directly for security services was collected and reviewed.



5. Review of Other States' Security Arrangements. Literature on other states' security arrangements was collected and reviewed. Data were collected from the National Conference of State Legislatures. This was supplemented with telephone calls to two neighboring states for more detailed information on their Capitol security services.

6. Determination of Full-time Equivalent Personnel Costs. Police and security services are provided by full-time permanent staff, part-time permanent staff, temporary wage staff, and contract staff. For comparability purposes, a full-time equivalent (FTE) figure was developed. One FTE was equal to 1752 hours of service provided for the purposes of this study.

7. Photographs. Photographs of various security posts were taken to illustrate post circumstances and variation. These are contained in the permanent project records.

## **Appendix B**

### **DETERMINATION OF FULL-TIME EQUIVALENT PERSONNEL COSTS**

Many State agencies that procure police/security services in the Capitol area incur direct costs for personnel, equipment, uniforms, training and other items. Costs may vary depending on what form of service is provided. For example, costs are generally higher when an agency directly employs its own in-house security staff compared with contracting for these services.

In order to compare the personnel costs for agencies with similar forms of services, the study team standardized costs by full-time equivalent positions. The development of this standard required two steps. First, it was necessary to determine the number of full-time equivalent (FTE) positions at each agency that paid for police and security services. Second, the number of FTEs for each agency was divided by the total personnel costs paid for security services. This number was the FTE personnel cost used to compare costs between agencies.

### **CALCULATING FULL-TIME EQUIVALENT POSITIONS**

Many agencies employ full-time and part-time security personnel. For agencies with in-house security staff, some staff may be employed in authorized full-time State positions, while other staff may be employed as part-time staff in permanent or temporary positions. In addition, many agencies employ contract staff on an hourly basis to fill certain security posts. These different approaches made it necessary to standardize personnel employed in security positions as full-time equivalent positions.

#### **Developing a Standard to Calculate FTEs**

The basis for calculating an FTE position was the agency's authorized number of security positions. If agencies had full-time authorized security positions, one State authorized position was considered equivalent to one FTE position. However, the existence of part-time security positions made it necessary to determine how many hours during the year a full-time authorized security position is available to staff the security post. Part-time positions could then be converted into FTE positions after this figure was developed.

Some standards exist to determine the number of staffing hours available per security position. However, these standards appear to be specific for certain types of security personnel. For example, extensive standards have been developed for Department of Corrections security officers. These standards were developed and

refined over a ten-year period (See JLARC report, Security Staffing and Procedures in Virginia's Prisons, July 1985, for more information on this development.)

Staffing standards are usually developed through a complex process using a "post audit" to determine where security staff are needed (post), how many hours and days each security post should be filled, and how many FTEs are needed to staff the post for the required number of hours, such as 24 hours a day, 365 days a year. After the "post audit" takes place, it is necessary to estimate the number of hours available for work by security personnel through the development of a relief factor. The relief factor takes into account those elements which affect the available work hours to staff a position.

Calculating a Relief Factor. Determining the number of hours available for work by security personnel requires the determination of how much leave is available to an employee during the year, the number of training hours available, and other factors (such as turnover) which may influence whether or not an employee is available to staff a security post. Analysis of the factors which influence staff availability are generally conducted using a "snapshot" of the leave, training, and other experiences at the time of the analysis.

The Department of Corrections uses a formula to determine the total number of hours available for work by security personnel. This formula computes a relief factor for security posts. When originally developed, the Sharp formula computed a relief factor of 5.05, that is, 5.05 employees were necessary to fill a security post 24 hours a day, seven days a week. The JLARC staff revision to this formula in 1985 determined that 4.95 employees were necessary to fill a similar post. However, JLARC staff calculations included additional leave factors which were not included in the original staffing formula. An interagency study also calculated a relief factor of 5.01 using data from calendar years 1983 and 1984. The most current analysis conducted for correctional officers computed a relief factor of 5.02.

Selection of a Relief Factor. The short time frame for this study and the availability of the correctional officer standards influenced the determination of the relief factor for this study. A "post audit" of all security posts in the Capitol area was not possible given the limited scope and time frame of the study. Instead, a relief factor of 5.0 was selected to determine the number of hours available to staff a security post. This relief factor was selected for the following reasons: (1) it represents a midpoint between the original corrections formula and the JLARC study calculations and (2) it does not deviate significantly from the current relief factor used of 5.02, and (3) it accounts for some differences in staff availability due to different training requirements for correctional officers, and police and security personnel.

Using the 5.0 relief factor, JLARC staff calculated that one FTE position would be available 1752 hours during the year. Exhibit 1 illustrates this calculation. A similar calculation by a JLARC study team reviewing Constitutional Officers

Exhibit 1

### Hours Available to Staff One FTE Security Post

**Step 1:** Total hours for 24-hour per day, 365-days per year post:

$$24 \text{ hours per day} \times 365 \text{ days per year} = 8760 \text{ hours}$$

**Step 2:** Total year hours divided by the relief factor:

$$8760/5.0 = 1752 \text{ hours available per post per year}$$

Source: JLARC staff graphic.

produces the same number. In developing an FTE number, that team began with 2080 hours (five days x eight hours x 52 weeks) and backed out the following factors:

2080 hours	
-120 hours	(15 days sick leave)
-120 hours	(15 days annual leave)
<u>-88 hours</u>	(11 State holidays)
1752 hours	

While the convergence of the two calculations is satisfying, it should be recognized that more rigorous techniques would be necessary for applications requiring consideration of training, regional variation, and other factors.

#### Converting Part-time Positions into FTE Positions

Once the number of hours available to staff an FTE security position was calculated, it was necessary to convert part-time positions into FTE positions. Part-time positions were converted by using the number of reported hours worked per year divided by the hours equivalent to one FTE position (1752 hours). This figure was then added to the total number of full-time authorized positions to determine the total number of FTE security positions employed in each surveyed agency.

#### Converting Contract Positions into FTE Positions

Several agencies employ contracted security positions to provide security services. Surveyed agencies reported the cost of these contracts along with the hourly rates paid for security guards and the post hours they are required to fill. However,

in order to convert these positions to FTEs, a decision had to be made regarding the use of the aforementioned relief factor.

*Use of the 5.0 Relief Factor.* The study team used the same relief factor for contracted security posts as for State authorized positions. While leave, holidays, and other factors may be lower for contract personnel than State security personnel, the study team used this factor for several reasons.

First, agencies employing contract personnel reported problems with absenteeism which would influence the effectiveness of a relief factor to predict the needed FTEs to staff a post. Although a relief factor developed specifically for contracted security guards may be initially lower than for State security personnel, absenteeism would actually increase the factor.

Second, because agencies use a variety of contracted firms, a separate relief factor would have had to be calculated for each agency. Data and timeframe limitations did not allow for this type of analysis.

Finally, the study team felt it reasonable to use the State relief factor because it would present information on the hours that would be available if an FTE State-authorized position was employed in place of the contracted security position. This made the comparison of costs more similar between different types of service, such as agencies employing contracted security personnel and those directly employing in-house security personnel.

*Calculating FTEs for Contract Personnel.* The calculations were conducted by first examining agency security contracts to determine what type of services the agency was obtaining, the hourly rate for the services, the number of personnel employed, and the amount of post coverage needed by the agency. If the total amount of post coverage was not available, then the hourly rate of pay was divided by the amount of the contract to determine the total number of hours the agency was procuring. The total hours of post coverage was then divided by 1752 hours (the computed standard hours required to provide one FTE security position) to determine the number of FTEs the agency had.

In cases in which more than one pay rate was used, costs were calculated using each rate and the hours provided by the position. In some instances a weighted average of the pay rates was used because the total hours provided could not be separated by each position.

## **CALCULATING THE FTE PERSONNEL COST**

After the FTE positions had been calculated for each State agency that paid directly for security services, the FTE personnel cost was developed. To make

this calculation, cost data from the JLARC Police and Security Services Questionnaire was used along with the total FTEs that had been calculated.

Cost data obtained from the questionnaire included security contract costs, personnel costs, and other items such as equipment, uniforms, and capital costs. For agencies employing in-house security personnel, the reported personnel costs were divided by the total number of FTEs to determine the FTE personnel cost. For agencies that employed contracted security personnel, the contract amount was divided by the total number of FTEs to determine their FTE personnel cost. These estimated costs were then compared among similar service types. (See Chapter VII of this report for a breakdown of these costs among agencies.)

## Appendix C

### SITES COVERED BY MOBILE PATROLS

<u>Coverage</u>	<u>Site</u>	<u>Location</u>
Patrol	Bell Tower	Capitol Square
Patrol	Capitol Chemical	Old 14th Street
Patrol	Central Garage	2400 W. Leigh Street
Patrol	Central Highway Building	1221 E. Broad Street
Patrol	Consolidated Laboratory	9 N. 14th Street
POST	Dept. of Information Technology	110 S. 7th Street
Patrol	Dept. of Taxation Warehouse	1001 Terminal Place
Patrol	State Property	825 E. Broad Street
Patrol	Division of Volunteerism	223 Governor Street
Patrol	Eighth Street Office Building	8th and Broad Street
Response	Elko Site and Utilities	East Henrico County
Patrol	Finance Building	Capitol Square
Patrol	Ferguson Warehouse	11 N. 14th Street
POST	General Assembly Building	910 Capitol Street
POST	Governor's Mansion and Grounds	Capitol Square
Patrol	Highway Annex	1401 E. Broad Street
Patrol	Dept. of Workers' Compensation	1000 DMV Drive
Patrol	James Madison Building	109 Governor Street
Patrol	James Monroe Building	101 N. 14th Street
Patrol	Jefferson Building	13th and Bank Street
Patrol	Library	12th and Broad Street
Patrol	Lee Monument	Monument and Allen Ave.
Patrol	Main Street Office Bldg. (VSRS)	1200 E. Main Street
Patrol	Main Street Station	1500 block E. Main St.
Patrol	Mallinckrodt Building	1322 E. Main Street
Patrol	Morson House Row	219 Governor Street
Patrol	Morson House Row	221 Governor Street
Patrol	Ninth Street Office Building	9th and Grace Street
Patrol	Fourth Street Office Building	4th and Grace Street
Response	Old City Hall	1001 E. Broad Street
Response	Parole Board Office	1606 Santa Rosa Road
Patrol	Saunders Building	Old 14th and E. Grace St.
Patrol	S.O.B. #7 (Aluminum)	215-217 N. Governor St.
POST	State Capitol	Capitol Square
Patrol	State Lottery Department	2201 W. Broad Street
Patrol	State Lottery Dept. Warehouse	1610 Ownby Lane
POST	Supreme Court Building	100 N. Ninth Street
POST	Virginia National Guard Armory	500 Dove Street
Patrol	Virginia Science Museum	2500 W. Broad Street
Response	Virginia Employment Commission	703 E. Main Street
POST	Virginia War Memorial	621 S. Belvidere Street
Patrol	Washington Building	12th and Bank Street
Patrol	Zincke Building	203 Governor Street
Patrol	Storage Space	102 Governor Street
Patrol	Loading Dock	104 Governor Street

Appendix C (Continued)

SITES COVERED BY MOBILE PATROLS

<u>Coverage</u>	<u>Site</u>	<u>Location</u>
Patrol	Hawthorne Cleaners	214 N. 9th Street
Patrol	Beauty Shop	216 N. 9th Street
Patrol	Virginia Housing Development Authority	13 South 13th Street
Patrol	Virginia Housing Development Authority	601 South Belvidere St.
Patrol	Vacant Space (old White Tower take out)	218 N. 9th Street
Patrol	Vacant Space (Danards)	831 E. Broad Street
Patrol	Vacant Space (old pinball place)	829 E. Broad Street
Patrol	Old South Hospital	
Patrol	Old Central Garage (gas lab)	

PARKING LOTS (ALL PATROLS EXCEPT CAPITOL SQUARE)

<u>Lot #1</u>	Capitol Square (POST)
<u>Lot #1A</u>	10th Street, 1st block south of Broad to include Colgate Darden Mall
<u>Lot #2</u>	Capitol Square in alley between the Governor's Mansion and the Old Finance Building
<u>Lot #3</u>	Adjacent to the Jefferson Building, 13th and Bank Streets
<u>Lot #4</u>	Old 14th Street adjacent to the James Madison Building
<u>Lot #5</u>	Parking decks located under and adjacent to the James Monroe Building, 101 N. 14th Street
<u>Lot #6</u>	Located between the Zincke Building and the Saunders Building, bounded by Grace Street
<u>Lot #7</u>	Located in the alley behind and around Morson Row, 200 block of Governor Street
<u>Lot #8</u>	1300 Block E Main, bounded by 13th Street, Franklin St and Main St.
<u>Lot #9</u>	Adjacent to Old Capitol Chemical Building, located on Old 14th Street
<u>Lot #10</u>	2500 W. Broad Street
<u>Lot #11</u>	Northeast corner of 2nd and Marshall Streets
<u>Lot #12</u>	1500 block of E. Main Street, southside
<u>Lot #13</u>	Adjacent to Consolidated Lab, 9 N. 14th Street
<u>Lot #14</u>	Department of Highways and Transportation, upper lot, southside, 1200 block E. Broad
<u>Lot #15</u>	Department of Highways and Transportation, Center lot, southside, 1200 block E. Broad
<u>Lot #16</u>	Department of Highways and Transportation, lower lot, southside, 1401 E. Broad
<u>Lot #17</u>	Adjacent to and under the James Madison Building, 109 Governor Street



Appendix C (Continued)

PARKING LOTS (ALL PATROLS EXCEPT CAPITOL SQUARE)

- Lot #18 Located under and adjacent to the Supreme Court Building, 101 N. 8th
- Lot #19 Alleyway, northside of 9th Street Off. Bldg., 200-202
- Lot #20 Alleyway, southwest side of 8th Street Off. Bldg., 8th and Broad
- Lot #21 800 block of E. Franklin, southside, bounded by 8th Street
- Lot #22 Parking decks located at 7th and Marshall Streets
- Lot #23 1500 block E. Cary Street, northside

Grace Street Alley West side of 9th Street Office Building, 200-202 North 9th

Va. Employment Commission Lot Corner of 7th and Cary Streets

## Appendix D

### 1988 CAPITOL POLICE ACTIVITY SUMMARY (Self-Reported)

<u>Arrest Activity</u>		<u>Monthly Average</u>
Criminal arrests	563	47
Traffic arrests	<u>412</u>	<u>34</u>
Total arrests	975	81
 <u>Larceny Offenses</u>		
Grand larceny	49	4
Petit larceny	<u>119</u>	<u>10</u>
Total	168	14
 <u>Assault Offenses</u>		
Citizens	13	1
Police Officers	<u>14</u>	<u>1</u>
Total	27	2
 <u>Other Offenses</u>		
Drunk driving	21	1.75
Auto accidents	32	2.6
B & E offenses	33	2.75
Robberies	2	one every six months
Abductions	2	one every six months
Hit and run auto accidents	11	.91
Criminal warrants served	81	6.75
Concealed weapons offenses	10	.83
Alcohol violations	193	16.16
Arsons	3	one every six months
Fires	12	1
Trespassers	168	14
Indecent exposure offenses	26	2.1
B & E hold-up alarms	25	2
Narcotics offenses	24	2
Stolen automobiles	9	.75
Fraud/embezzlement offenses	11	.91
Computer offenses	5	.41
Domestic violence	3	.25
Fugitives from justice	8	.66
Threats to do bodily harm	11	.91
Disorderly conduct	26	2.1
Vandalism/property damage	48	4
Telephone offenses	14	1.1

<u>Other Offenses (continued)</u>		<u>Monthly Average</u>
Medical emergencies	53	4.3
Tamper with auto	15	1.25
Mentally ill persons in crisis	8	.66
Attempt murder	1	.08
Fire alarms	43	3.5
Industrial accidents	4	.33
Insecure building	27	2.25
Weapons violations	9	.75
Conspiracy to commit felony	1	.08
Shoplifting	2	.16
Other criminal offenses	19	1.5
Recovered property	86	7.1

	<u>Cases Investigated</u>	<u>Parking Citations</u>	<u>I.D. Activity</u>
January	39	166	224
February	39	119	183
March	27	176	119
April	25	272	114
May	38	143	147
June	35	178	194
July	39	154	147
August	26	365	134
September	32	183	169
October	18	179	179
November	26	119	148
December	<u>24</u>	<u>110</u>	<u>199</u>
Total	358	2164	1957
Monthly average	30	180	163

APPENDIX D (continued)

LOCATIONS OF POLICE ACTIVITY

Capitol Building and Grounds

DUI:	1	Disorderly conduct	1
Threat	2	fugitive	1
Recovered Property	39	Warrant service	4
Medical Emergency	23	Traffic violation	20
Trespass	3	Fire alarm	2
Arrests	55	Suspicious phone call	2
Gand Larceny	2	Personal Injury	1
Petit larceny	1	Destroy property	1
Alcohol violation	15	Mental subject	2
Narcotic violation	1	Telephone offense	1
Vandalism	4	Lost property	2
Indecent Exposure	4	Auto accident	3
resist Arrest	1	Fire	1

4th Street Office Building

Stolen auto	1	B & E	1
Petit larceny	1	Gas leak	1
		Recovered property	1

9th Street Office Building

Grand larceny	3	Warrant service	32
Arrests	47	Alcohol violation	4
Recovered property	3	Petit larceny	3
Indecent exposure	1	B & E	2
Assault	2	Insecure Door	1
Medical emergency	6	Fire	1
Mental subject	1	Trespass	1
Personal injury	2	Unlawful name change	1
Lost property	1	Fugitive	1
Disorderly	1	Unclaimed property	1
Structure damage	1	Traffic violation	1
Telephone offense	2	Concealed weapon	1

8th Street Office Building

Arrests	16	B & E	1
Alcohol violation	7	Assault police officer	2
Fraud	1	Suspicious person	2
Insure door	1	Traffic violation	3
Petit larceny	1	Medical emergency	1
Disorderly	3	Warrant service	1
Vandalism	1	Threat	1
fire	1	Obscene phone call	1

**G.A.B.**

Fire alarm	15	Security Violation	1
Traffic violation	1	Assault police officer	1
Arrests	8	Trespasser	4
Petit larceny	8	Warrant service	3
Medical emergency	11	Storm damage	1
Recovered Property	5	Grand larceny	1
Alcohol violation	5	Property damage	1

**Monroe Building**

Fire alarm	6	B & E	1
Petit larceny	20	Auto accident	1
Bank alarm	15	Lost property	1
Grand larceny	1	Threat	1
Recovered property	2	Domestic dispute	1
Fraud	1	B & E alarm	1
Assault	4	Traffic violation	2
Arrest	5	Robbery	1
Medical emergency	3	Narcotics violation	1
Juvenile violations	1	Property damage	2
Hit and Run Accidents	1	Alcohol violation	1

**Madison Building**

Grand larceny	2	Trespass	1
Petit larceny	11	B & E alarm	3
Recovery property	5	Personal injury	1
Fire alarm	1	Arson	3
insecure door	1	Vandalism	1
Security violation	1	Shoplifting	2
Traffic violation	1	Narcotics distribution	1
Arrest	5	Computer trespass tamer	1
Suspicious situation	1	Fire	2

**Jefferson Building**

Property damage	1	Grand larceny	1
Annoying telephone call	1	Assault	1
Security violation	1	arrest	1
Recovered property	2	Lost property	1
Petit larceny	1	Threat telephone calls	1
Vandalism	1		

**Highway Building**

Medical Emergency	3	Petit larceny	7
Fire alarm	7	Fire	1
Grand larceny	3	Mental subject	1
Insecure door	1	B & E alarm	1
Narcotics	1	Suspicious person	1

Highway Annex

Fire alarms	5	Toxic Chemical spill	1
Medical emergency	1	Industrial accident	1
Grand larceny	3	Attempt B & E	2
Auto accident	2	B & E	1
Arrest	1	Assault	1
Petit larceny	18	Promiscuous shooting	1
Narcotics use	1	Obscene phone call	1
Mental subject	1		

Virginia Science Museum

Arrests	390	Abandoned auto	2
Alcohol violation	68	Curse/abuse	1
Traffic violation	164	Escape	2
Trespass	124	Narcotics	3
B & E alarm	2	Indecent exposure	2
B & E	3	Assault police officer	3
Grand larceny	4	Sex offense	1
Insecure Building	1	Obstruct justice	4
Missing person	1	Unlawful name change	1
Solicit lewd acts	1	Property damage	1
Petit larceny	1	Elude police	1
Attempt murder	1	Vandalism	2
Felony firearms	1	Armed party	2
Assault	2	Concealed weapon	7
Telephone threat	1	Habitual offender	1
Warrant service	12	Aggravated assault	1
Bomb hoax	1	Mental case	1
littering	3	Disorderly	6
Juvenile violation	2	DUI	3
Recovered property	1		

Lee Building

Insecure door	2	Grand larceny	3
Vehicle pursuit	1	Bomb threat	1
arrests	4	Computer tamper	3
Annoying telephone call	1	Embezzlement	3

Library

Grand larceny	6	Medical emergency	1
Petit larceny	2	Threatening phone call	1
Suspicious person	2	Recovered property	1
Arrest	6	Trespass	1
Juvenile violation	1	Fire alarm	1
Recovered stolen property	3		

**Virginia War Memorial**

Arrest	31	Abandoned auto	1
Alcohol violation	12	hit and run accident	1
Juvenile violation	3	Narcotics violation	1
Property damage	3	Indecent exposure	1
Auto accident	2	Grand larceny	3
Recovered property	3	Conspiracy	1
Warrant service	5	Altered license plates	1
Traffic violation	2	Disorderly	2

**Mansion**

DUI	1	Hit & Run Auto Accident	1
Arrest	2	Warrant service	1

**Finance Building**

Insecure door	1	Recovered property	1
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**Virginia Employment Commission**

Grand Larceny	2	Tamper with auto	1
Attempt B & E auto	1	Petit larceny	2

**South Hospital**

Vandalism	1	Arrest	3
Insecure door	1	B & E	1
Warrant Service	1		

**Lee Monument**

Alcohol violation	3	Abandoned property	1
Arrests	3		

**Central Garage**

Insecure door	1	Auto accident	1
Annoying phone call	1	Vandalism	1
Arrest	11	Alcohol violation	30
Warrant service	1	DUI	1
Narcotics violation	2	Traffic violation	4
Petit larceny	1		

**Tax Warehouse**

Arrest	2	Trespass	1
Indecent exposure	1	Indecent exposure	1
B & E alarm	1		

**Saunders Building**

Insecure door 1

**V.H.D.A.**

Arrests	7	Threat	1
Petit larceny	3	Embezzlement	1
Grand larceny	1	B & E	2
Fire alarm	1	Traffic violation	3

**Building #8**

Security Violation	1	Warrant service	3
Recovered property	1	B & E vending machine	1
Property damage	1	Attempt B & E	1
Arrests	3	Grand larceny	1

**Morson Row**

Arrest	5	Alcohol violation	1
Insecure Door	7	Credit card theft	1
Embezzlement	1	Trespass	1
Warrant Service	1	Petit larceny	4
Suspicious situation	1	Domestic violence	1
Abduction	1	Telephone offense	1
assault police officer	1	B & E	1

**Main Street Station**

Arrest	16	Warrant service	2
Alcohol violation	2	Auto accident	1
Trespasser	1	Recovered property	1
Petit larceny	4	Grand larceny auto	1
Indecent exposure	1	Vandalism	1
Tamper with auto	1	Fire alarm	1
B & E auto	2	DUI	1
Traffic violation	5	Disorderly	1

**Supreme Court Building**

Auto accident	1	Recovered property	2
Arrest	7	Alcohol violation	4
Petit larceny	2	Fugitive from justice	1
Insecure door	4	Mental subject	1
Property damage	1	Medical emergency	1
Grand larceny	2	Desk tamper	1
Fire alarm	1	Warrant Service	1



N.G.A.

Disorderly	4	Property damage	2
Alcohol violations	8	Traffic violation	2
Arrests	14	Explosive device hoax	1
Petit larceny	3	intelligence report	1
Vandalism	1	Concealed weapon	1
Promiscuous shooting	1	Fugitive from justice	1
Warrant service	3		

LAB

Petit larceny	4	Fire	1
Recovered property	1	Grand larceny	2
Insecure door	1	Armed robbery	1
Auto accident	1	Trespass	1

D.I.T.

Petit larceny	3	Personal injury	1
Fire alarm	3	Recovered property	1
B & E	1	Insecure door	1
Medical emergency	2	Disorderly	1
Property damage	1		

Lottery

B & E alarm	1	Grand larceny	1
Petit larceny	1	Hold up alarm	1
Tamper with auto	1		

Other

Petit larceny	2	impersonate officer	1
Vandalism	2	Alcohol violation	2
Grand larceny	2	Traffic violation	4
Auto fire	1	Insecure door	1
DUI	2	Warrant service	2
arrests	12	B & E	1
Assault police officer	1	Narcotics distribution	1

Lot 22

Vandalism	3	Indecent exposure	3
Insecure door	1	Warrant service	5
Recovered property	2	Hit and Run	1
Auto accident	3	Disorderly	1
Arrests	36	Traffic violation	11
Alcohol violation	11	Grand larceny	1
Petit larceny	2	Tamper with auto	2
Trespass	5	Narcotics paraphenalia	1
Parole violator	1	stolen license plates	1
Narcotics violation	4		

Lot 24

Traffic violation	5	Auto accident	3
Arrests	10	Recovered property	1
Alcohol violation	4	Insecure auto	1
Narcotics violation	1	B & E	1
Attempted auto theft	1	Hit and Run	1

Lot 16

Auto accident	1	Arrest	1
Stolen auto	1	Grand larceny auto	1
DUI	1		

Lot 8

Arrests	104	Narcotics	2
Alcohol violations	42	Vandalism	2
Traffic violations	33	Grand larceny	3
Indecent exposure	9	auto accident	4
Warrant service	2	Littering	6
Recovered property	2	Recovered stolen auto	1
Property damage	1	Tamper with auto	1
DUI	6	Trespass	6
Hit and Run	2	Concealed weapon	1
B & E auto	6	Medical emergency	1
Disorderly	4		

Lot 10

Arrest	1	Traffic violation	1
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Lot 6

Auto accident	1	Stolen inspection sticker	1
Stolen auto	1		

Lot 14

Fail to report accident	1		
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Lot 15

Suspicious incident	1	property damage	1
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Lot 4

Altered license plate	1	Recovered stolen auto	1
Arrest	4	Auto accident	1
Gas leak	1	Narcotics	1
Traffic violation	1	Hit and Run	1
Alcohol violation	1		

**Lot 12**

Arrest	2	Traffic violation	2
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**Lot 13**

Arrests	6	Grand larceny	1
Cruelty to animal	1	Auto accident	3
Property damage	1	Damaged auto	1
Vandalism	1	Damaged police car	1
Traffic violation	5	DUI	1
Fire	1	Stolen tags	1

**Lot 5**

Traffic violation	1	Arrest	1
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**Lot 17**

Traffic violation	105	Vandalism	1
Arrest	108	indecent proposal	1
Recovered property	3	Auto accident	1
B & E auto	1	Alcohol violations	1
Hit and Run	1	Tamper with auto	1

**Lot 23**

B & E auto	1	Arrest	2
Traffic violation	2		

**Lot 1N**

Arrest	31	Vandalism	1
Traffic violation	28	Auto accident	1
DUI	3	Indecent exposure	2

**Lot 3**

Auto accident	2	Hit and Run	1
Recovered property	1		

**Lot 7**

Traffic violation	1	Blocked roadway	1
Arrest	1	Abduction attempt	1
Hit and Run	1	Attempted rape	1

Lot 11

Attempt auto theft	1	Warrant Service	2
Grand larceny	1	Assault	1
Tamper with auto	1	Disorderly	1
Narcotics violation	2	Traffic violation	2
Arrests	14	Trespass	2
Alcohol violation	2	Recovered property	1
Indecent exposure	1	DUI	1
Vandalism	2		

**Appendix E**

**SURVEY OF POLICE AND SECURITY SERVICES**



**COMMONWEALTH OF VIRGINIA**  
**Joint Legislative Audit and Review Commission**

**POLICE AND SECURITY SERVICES QUESTIONNAIRE**

This survey should be completed by the agency head or by a designee who is in a position to understand the availability and funding of security services to the agency.

Police and/or security services are available to many agencies in the Richmond area. Some agencies receive services from the Division of Capitol Police. Others receive security services from the Department of General Services, in-house security staff, or through privately-contracted providers. This questionnaire assesses the type and extent of police or security services your agency receives, the cost of those services, and your satisfaction with them. **PLEASE COMPLETE THE SURVEY WHETHER OR NOT YOU CURRENTLY RECEIVE POLICE OR SECURITY SERVICES.**

Please sign and date the survey in the space below. Also, indicate your office telephone number.

Signed: \_\_\_\_\_

Name and Title: \_\_\_\_\_

Agency: \_\_\_\_\_

Date: \_\_\_\_\_ Office Phone: (    ) \_\_\_\_\_

## DEFINITIONS

Security services can be defined as systematic efforts to protect personnel and property from harm, theft, or serious disruptions to work. Security services are principally preventive in nature. Security guards, for example, often do not have the authority to make arrests or to stop a crime in progress. Rather, their presence is usually enough to prevent such events. Security services are generally provided in three ways:

Post security. This type of security is provided by a member of a security force being physically present at a location where he or she is able to observe and control access to an area. Post security is typically located at the entrance of a facility. Posts may also be located in a room where video cameras display multiple areas of security interest.

Patrol security. This type of security is provided by a member of a security force moving through locations to observe and control access to various areas. Patrols are used to ensure that unauthorized activities are not occurring, and to ensure that property is properly locked up or otherwise safeguarded.

Response security. This type of security provides "on-call" service. Security providers make themselves known to potential users, but only go to a facility or site when specifically requested to do so.

Closely related to security services are police services. Police services include the security services noted above and also include the availability of "sworn" officers who have the authority to make arrests and intervene in criminal activities within their area of jurisdiction. Often, security personnel must call police if they observe a crime or other dangerous situation.

**Please begin the survey now, starting on the following page.**

1. Did your agency receive or benefit from security or police services during FY 1989?

16

No. [If no, please go to Item 10.]

0

Don't know. [Please go to Item 10.]

72

Yes, this agency received services in FY 1989 from the following providers. [Please check all that apply.]

30

Division of Capitol Police

28

Department of General Services

15

Security or police personnel directly employed by agency

16

Security personnel employed by private contractor hired by this agency to provide services

15

Other [Please specify service provider(s) in the space provided below.]

2a. Were any security or police services provided by in-house staff hired as part of the agency's Maximum Employment Level or as P-14s (part-time or temporary employees)?

55 No. [If no, please go to Item 3.]

17 Yes. [If yes, please enter the number of authorized positions your agency has for each of the position titles listed below. Also indicate in the space provided the number of vacancies which existed as of June 1, 1989. Use additional paper if necessary.]

POLICE AND SECURITY SERVICES FTE POSITIONS

<u>Position Title (Salary Grade)</u>	<u>Number Authorized</u>	<u>Number of Vacancies</u>
Security Director (11)	<u>3</u>	<u>0</u>
Security Manager (09)	<u>1</u>	<u>0</u>
Security Officer Supervisor (08)	<u>5</u>	<u>0</u>
Security Officer Senior (07)	<u>14</u>	<u>2</u>
Security Officer (05)	<u>32</u>	<u>0</u>
Lead Security Guard (03)	<u>11</u>	<u>0</u>
Security Guard (02)	<u>84.5</u>	<u>7</u>
Police Director Senior (14)	<u>2</u>	<u>0</u>
Police Director (13)	<u>2</u>	<u>0</u>
Police Captain (11)	<u>2</u>	<u>0</u>
Police Lieutenant (10)	<u>6</u>	<u>0</u>
Police Sergeant (09)	<u>10</u>	<u>0</u>
Police Investigator (09)	<u>0</u>	<u>0</u>
Police Officer (08)	<u>31</u>	<u>3</u>

[If you have other in-house staff not listed above, please complete Item 2b on the following page. If you do not have other in-house staff, please go to Item 3.]



2b. If your agency has police or security positions which were not listed on the preceding page, please list them in the spaces provided below. Also indicate the authorized number for each position, and any vacancies which may exist.

OTHER FULL-TIME POLICE AND SECURITY SERVICES POSITIONS

<u>Position Title and Salary Grade</u>	<u>Authorized Number</u>	<u>Vacancies</u>
_____	<u>7</u>	<u>0</u>
_____	<u>2</u>	<u>0</u>
_____	<u>9</u>	<u>0</u>

POLICE AND SECURITY SERVICES P-14 POSITIONS

<u>Position Title and Salary Grade</u>	<u>Maximum Hours Authorized</u>	<u>Number Authorized</u>	<u>Number of Vacancies</u>
_____	<u>varies by position</u>	_____	_____
_____	<u>see individual surveys</u>	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

3. Which of the following services did police or security staff provide? [Check each box that is applicable. Refer to the definitions of type of service on page 2 of this instrument, DEFINITIONS, if necessary.]

Type of Service	Capitol Police	Service Provider			Other Provider
		DGS*	Own Staff	Contract Staff	
Post	14	27	11	14	4
Patrol	27	14	8	11	2
Response	33	0	5	1	7
Police services	21	0	5	0	5
Background Investigations	5	0	2	0	2
Other	3	0	3	0	2

\*DGS is the Department of General Services.

[If other services were provided, please describe the services below.]

4. List site(s) where any security services were provided.

5. Did your agency pay for any of the security services it received?

44 No. [If no, go to Item 7.]

28 Yes. [If yes, answer Item 6.]

NONRESPONSES = 16  
DUE TO SKIP PATTERN

6. How were security services paid for by your agency? Please check all that apply.

Services were paid for by this agency by contract with a private vendor. List name of contractor(s) and amount(s) of contract. Use additional paper if necessary.

	FY 1989	FY 1990
NAME OF CONTRACTOR:	_____	_____
CONTRACT AMOUNT(\$):	N = 12 \$762,604	N = 12 \$838,685

Services were paid for by this agency out of its budgeted funds. List total dollar amounts expended for security services in FY 1989 and planned for FY 1990.

Personnel Costs (FY89) \$8,700,405 N = 13

Equipment, Capital, or Other Costs (FY89) \$1,075,027

N = 10

Personnel Costs (FY90) N = 13

Equipment, Capital or Other Costs (FY90) N = 11

7. Item 7 consists of three separate parts, Items 7a, 7b, and 7c. These items follow on the next three pages. **You should fill out one item for each provider your agency uses.** For example, if you receive services from both the Capitol Police and in-house staff, you would fill out 7a and 7b. If you also have a contract with a private security firm, you would also fill out 7c. If your agency has four or more security providers, please copy Item 7c as many times as necessary and include the completed copies with your questionnaire. **Please complete Items 7a, 7b, and/or 7c at this time.**

7a. The principal provider of police or security services to this agency is \_\_\_\_\_ . *[JLARC NOTE: In responding to this question, some agencies listed their principal providers incorrectly. JLARC staff examined and revised these frequencies where necessary.]*

AGGREGATE RESPONSES: CAPITOL POLICE = 34; DGS = 9;  
IN-HOUSE STAFF = 12; CONTRACT STAFF = 8; OTHER PROVIDER = 9

Respond to all elements of Item 7a as they relate to the provider just named.

Do you have any complaints or unmet needs regarding the police or security services provided to your agency? [Please check all elements relating to the above provider that are appropriate to your agency. Attach additional paper if necessary.]

54 No, I have no complaints or unmet needs.  
Please specify areas in which you feel services were noteworthy:

9 Yes, I had needs which were not met. Please specify unmet needs:

18 Yes, I had the following complaints: [Check all that apply.]

5 Providers were not always at the post(s) they were supposed to be at.

4 Providers sometimes slept on the job or were otherwise inattentive to their duties.

5 Providers did not seem to enforce the rules they were expected to, such as restricting access to certain areas.

2 Providers were rude, or did not interact well with the public in other ways.

2 Providers did not appear professional in dress or personal appearance.

0 Providers lacked information they should have had, such as facility operating hours.

4 Providers engaged in activities they should not have, such as entertaining friends when on duty.

5 Other. List other reasons for dissatisfaction with police or security services in the space provided below.

7b. A secondary provider of police or security services to this agency is \_\_\_\_\_.

AGGREGATE RESPONSES: CAPITOL POLICE = 15; DGS = 17;  
IN-HOUSE STAFF = 2; CONTRACT STAFF = 4; OTHER PROVIDER = 4

Respond to all elements of Item 7b as they relate to the provider just named.

Do you have any complaints or unmet needs regarding the police or security services provided to your agency? [Please check all elements relating to the above provider that are appropriate to your agency. Attach additional paper if necessary.]

36 No, I have no complaints or unmet needs.  
Please specify areas in which you feel services were noteworthy:

4 Yes, I had needs which were not met. Please specify unmet needs:

6 Yes, I had the following complaints: [Check all that apply.]

2 Providers were not always at the post(s) they were supposed to be at.

1 Providers sometimes slept on the job or were otherwise inattentive to their duties.

1 Providers did not seem to enforce the rules they were expected to, such as restricting access to certain areas.

1 Providers were rude, or did not interact well with the public in other ways.

1 Providers did not appear professional in dress or personal appearance.

0 Providers lacked information they should have had, such as facility operating hours.

0 Providers engaged in activities they should not have, such as entertaining friends when on duty.

1 Other. List other reasons for dissatisfaction with police or security services in the space provided below.

7c. Another secondary provider of police or security services to this agency is \_\_\_\_\_.

AGGREGATE RESPONSES: CAPITOL POLICE = 3; DGS = 1;  
IN-HOUSE STAFF = 3; CONTRACT STAFF = 2; OTHER PROVIDER = 3

**Respond to all elements of Item 7c as they relate to the provider just named.**

Do you have any complaints or unmet needs regarding the police or security services provided to your agency? **[Please check all elements relating to the above provider that are appropriate to your agency. Attach additional paper if necessary.]**

10 No, I have no complaints or unmet needs.  
Please specify areas in which you feel services were noteworthy:

3 Yes, I had needs which were not met. Please specify unmet needs:

2 Yes, I had the following complaints: **[Check all that apply.]**

0 Providers were not always at the post(s) they were supposed to be at.

0 Providers sometimes slept on the job or were otherwise inattentive to their duties.

0 Providers did not seem to enforce the rules they were expected to, such as restricting access to certain areas.

0 Providers were rude, or did not interact well with the public in other ways.

0 Providers did not appear professional in dress or personal appearance.

0 Providers lacked information they should have had, such as facility operating hours.

0 Providers engaged in activities they should not have, such as entertaining friends when on duty.

2 Other. List other reasons for dissatisfaction with police or security services in the space provided below.

8. How would you rate your overall satisfaction with the security or police services provided to your agency?

	Very Dissatisfied	Dissatisfied	Satisfied	Very Satisfied	Did Not Use
Capitol Police	1	0	24	26	
DGS	0	2	21	4*	
Private Contract	0	4	9	2	
In-house Staff	1	1	4**	6**	
Other	0	1	9	5	

\*Does not include DGS' rank of itself as very satisfied

\*\*Does not include Dept. of Games & Inland Fisheries, DIT rankings, & SCC.

9. Please provide comments regarding your level of satisfaction or dissatisfaction with your police or security provider(s).

10. Do you think police or security services are necessary for your agency?

71 Yes      15 No      2 Don't Know

11. Have you ever had a police or security services contract in the past which you terminated because you were dissatisfied with services you received?

11 Yes      76 No      1 Don't Know



12. Within FY 1989, were any employees of your agency subject to a theft, an attack, or any other kind of serious incident at or near the workplace? Consider a serious incident to be one which you feel would justify the assignment of police or security providers:

46 No. If no, please go to next page.

42 Yes. If yes, what kind of incident(s)? Please check all that apply below.

7 Attack on a member of the agency staff

4 Outside the building.

How many in FY 1989? 13

4 Inside the building.

How many in FY 1989? 18

0 In another work situation.

How many in FY 1989? 0

33 Theft of personal property of a member of the agency staff

6 Outside the building.

How many in FY 1989? 57

32 Inside the building.

How many in FY 1989? 370

3 In another work situation.

How many in FY 1989? 5

20 Theft or destruction of agency property

How many in FY 1989? 407

10 Other. If other serious incidents occurred, please describe in the space provided below. Attach additional paper if necessary.

**This completes the survey. PLEASE CHECK RESPONSES AND RETURN TO JLARC THROUGH THE INTEROFFICE MAIL ENVELOPE PROVIDED. NO POSTAGE IS REQUIRED.**

If you have any questions, please call Susan Massart or Kirk Jonas at (804) 786-1258 or write to the same in care of:

Joint Legislative Audit and Review Commission  
Suite 1100, General Assembly Building  
State Capitol  
Richmond, Virginia 23219

**THANK YOU FOR YOUR COOPERATION.**

## **Appendix F**

### **AGENCY RESPONSES**

As part of an extensive data validation process, each State agency involved in a JLARC assessment effort is given the opportunity to comment on an exposure draft of the report. This appendix contains the written responses by the Division of Capitol Police, the Department of General Services, the Department of Motor Vehicles, the Department of Taxation, the Virginia Housing and Development Authority, and the Virginia Museum of Fine Arts.

Appropriate technical corrections resulting from the written comments have been made in this version of the report. Page references in the agency responses relate to an earlier exposure draft and may not correspond to page numbers in this version of the report.

This appendix includes formal responses from the following agencies:

- Division of Capitol Police
- Office of the Governor, Secretary of Administration
- Department of General Services
- Department of Motor Vehicles
- Department of Taxation
- Virginia Housing Development Authority
- Virginia Museum of Fine Arts

Additional written comments submitted by Department of General Services staff, the Department of Motor Vehicles, and the Department of Taxation are on file at the JLARC office.



SEP 6 1989

# COMMONWEALTH of VIRGINIA

A. P. TUCKER, JR.  
Chief of Police

DIVISION OF CAPITOL POLICE

STATE CAPITOL  
Richmond, Virginia 23219

September 6, 1989

Mr. Richard K. Jonas  
J.L.A.R.C.  
General Assembly Building  
Richmond, Va. 23219

Dear Kirk:

I have reviewed your Exposure Draft of "Security Staffing in the Capitol Area" and agree with its contents.

With kind regards,

Sincerely,

A handwritten signature in cursive script, appearing to read "A. P. Tucker, Jr.".

Colonel A. P. Tucker, Jr.



SEP 8 1989

# COMMONWEALTH of VIRGINIA

*Office of the Governor*

*Richmond 23219*

Carolyn J. Moss  
Secretary of Administration

September 8, 1989

Mr. Philip A. Leone, Director  
JLARC  
Suite 1100  
General Assembly Building  
Richmond, Virginia 23219

Dear Phil:

Thank you for the opportunity to review a copy of JLARC's draft report on security staffing in the Capitol area.

I want to express my full support for the recommendation that I chair an interagency task force to assess general security risks at the seat of government and design a model policy covering various agency risk levels. I concur that such a policy is necessary and appropriate to ensure maximum protection of personnel and property. I would suggest that you expand the interagency task force to include the Department of Information as a participant. Because of our large investment in computer resources, the critical nature of data systems maintained by DIT and other agencies, and the potential to enhance security through automation, I believe DIT's participation is critical.

I look forward to reviewing your final report and participating in this important endeavor.

Sincerely,

A handwritten signature in cursive script, appearing to read "Carolyn J. Moss".

Carolyn J. Moss

CJM/mbh



# COMMONWEALTH of VIRGINIA

## DEPARTMENT OF GENERAL SERVICES

VENDELL L. SELDON  
DIRECTOR

J. B. SMIT  
DEPUTY DIRECTOR

September 7, 1989

202 NORTH NINTH STREET  
SUITE 209  
RICHMOND, VIRGINIA 23219

(804) 786-3311  
TDD/Voice (804) 786-6152  
FAX (804) 371-8305

Mr. Philip Leone, Director  
Joint Legislative Audit and Review Commission  
General Assembly Building  
Richmond, Virginia

Dear Phil:

This is in response to your letter of September 1, 1989. We furnished a few additional amendments to the content of the report for factual accuracy.

Our comments regarding the specific recommendations as they relate to DGS are as follows:

**Recommendation 4:** The Department of General Services will be pleased to participate in an interagency task force to assess general security risks and design a model policy. The Bureau of Facilities Management of the Division of Engineering and Buildings has recently issued Standard Security Procedures to Agency Heads in facilities served by the Bureau of Facilities Management. Copies of this document are furnished for your information.

**Recommendation 6:** The Department of General Services will consider undertaking additional steps to protect antiquities, art, and cultural items in the Mansion and Capitol. However, we must review the recommended practices of the Museum Security Officers Association in order to ascertain their costs and fiscal impact. I would suggest that Recommendation 6 be modified to include the Virginia State Library and Archives in the consideration of additional steps to protect art work. As the custodian of large amounts of art, the VSLA would necessarily play a major role in reviewing and revising security measures.

**Recommendation 9:** As a part of the ongoing reorganization of the Bureau of Facilities Management, two Security Guard Supervisor positions are recommended to monitor contract services and supervise the in-house staff. The Bureau of



Administrative Services • Consolidated Laboratory Services • Engineering & Buildings  
Mapping, Surveying & Land Information Systems • Purchases & Supply • Risk Management

Mr. Phil Leone  
Page Two  
September 7, 1989

Facilities Management recently issued a Security Guard's Operations Manual. Copies of this document are furnished for your information. The present security contracts administered by the Bureau of Facilities Management and all other contracts in facilities after hours require a background investigation of employees.

**Recommendation 10:** As indicated in the response to Recommendation 4, the Bureau of Facilities Management of the Division of Engineering and Buildings has recently issued Standard Security Procedures to Agency Heads.

I appreciate the cooperation of your staff as they developed this report. The report is thorough and will be useful in providing improved security services to the Capital area. The recommendations are sound from a DGS perspective, and I pledge our support in implementation.

Sincerely,

  
Wendell L. Seldon

di

Enclosures

cc: The Honorable Carolyn J. Moss  
Mr. D. B. Smit  
Mr. Nathan I. Broocke  
Mr. Daniel M. Smith



SEP 5 1989

COMMONWEALTH of VIRGINIA  
*Department of Motor Vehicles*  
*2300 West Broad Street*

DONALD E. WILLIAMS  
COMMISSIONER

MAIL ADDRESS  
P. O. BOX 27412  
RICHMOND, VIRGINIA 23269

August 29, 1989

Mr. R. Kirk Jonas  
Deputy Director  
Joint Legislative Audit and Review Committee  
General Assembly Building, Suite 1100  
Richmond, Virginia 23219

Dear Mr. Jonas:

Thank you for allowing us to comment on the content of the planned DMV section regarding security services.

Overall, the DRAFT is extremely well done. We do have several comments you may wish to consider adding or amending:

- o Virginia Credit Union, Inc. is located on the first floor of the DMV building.
- o DMV branch office located on the first floor handles cash transactions as well as the Credit Union.
- o Our security officers carry firearms.
- o Consider adding "during working hours" to the sentence on page IV-13 that states "a back door, however, is guarded." It is locked during non-working hours.
- o Consider adding "and parking lots" to the sentence on page IV-13 that states "another guard will patrol the building".




Mr. R. Kirk Jonas  
August 29, 1989  
Page 2

- o On page IV-15 it is stated that contract staff have been found "partying" and to have let friends into the building after hours. We are not aware that this terminology was used during the interview or questioning. On one occasion, a male and female (contract staff) were in the building alone and there was evidence the next morning that the cot in the nurse's quarters had been used. We are not aware that friends had been let into the building that night or at any other time. One of these guards was coming on duty while the other was going off duty at the time this occurred.
- o Attached is a copy of our 1990-92 Addendum Proposal requesting additional positions for agency security services. Since we are somewhat dissatisfied with our contract staff, this will allow us to provide all agency security at Headquarters with full-time permanent staff.

Thank you for allowing us to comment.

Sincerely,

  
Donald E. Williams  
Commissioner

DEW:scb

Attachment



SEP 4 1989

COMMONWEALTH of VIRGINIA  
*Department of Taxation*

August 30, 1989

Mr. R. Kirk Jonas  
Deputy Director  
Join Legislative Audit  
& Review Commission  
General Assembly Building  
Suit 1100  
Richmond, VA 23219

Dear Mr. Jonas:

As requested, the content of the DRAFT was reviewed for accuracy and appropriate changes have been made.

If you have any questions concerning the information, please contact Jim Kickler at 367-1445.

Thank you.

Sincerely,

A handwritten signature in cursive script that reads "J. Harris Payne".

J. Harris Payne  
Assistant Tax Commissioner

rt

Attachment

cc: W. H. Forst  
J. E. Kickler



VHDA

SEP 4 1989

August 30, 1989

Mr. R. Kirk Jonas  
Deputy Director  
Joint Legislative Audit and Review Commission  
Suite 1100, General Assembly Building  
Capitol Square  
Richmond, Virginia 23219

Dear Mr. Jonas:

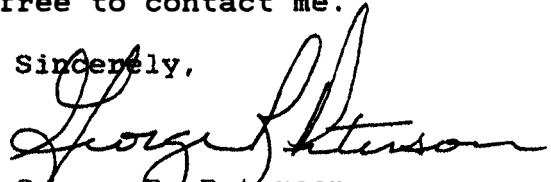
Thank you for giving Virginia Housing an opportunity to review JLARC's draft report pertaining to VHDA's use of police and security services. We find the report to be generally factual and a good representation of VHDA's current practices for maintaining the security of VHDA's property and the safety and well being of it's employees, clients and visitors. Since the initial completion of the JLARC questionnaire, we have been able to better refine the scope of security services necessary at our new location.

On page V-14 of your report, first paragraph, you mention an expenditure range for contracted guard service of \$140,089 to \$100,700 for FY 1990. We provided you with this range because it was difficult to determine if twenty four hour per day contract guard service (three shifts) would be necessary. Based upon our experience thus far in this facility we have concluded that three shifts for the contracted guard service is not necessary and have adjusted the guard duties accordingly. Thus we anticipate the annual cost of guard service to be approximately \$100,700 rather than \$140,089. This adjustment would also warrant a change to the total estimated cost of services for FY 1990 referenced in the last paragraph of page V-12.

The only other correction we recommend is on page V-14, In-House Staff. In this paragraph the full time VHDA employee responsible for security operation is referred to as "Security Director". The title for this position is Security Supervisor. This should probably be changed to accurately reflect this position title.

Again thank you for sharing this draft with us. If I can be of any further assistance, please feel free to contact me.

Sincerely,



George R. Peterson  
Support Services Director

/ls

cc: John Ritchie, Jr.  
Robert Shearer



SEP 4 1989

# COMMONWEALTH of VIRGINIA

*Virginia Museum of Fine Arts*

2800 GROVE AVENUE/RICHMOND, VIRGINIA 23221-2466

PAUL N. PERROT  
Director

24 August 1989

(804) 367-0800  
CABLE CODE: VIRMUSEART  
ENVOY 100 ADDRESS: CIN VMFA PP  
FAX: (804) 367-9393

Mr. R. Kirk Jonas  
Deputy Director  
Joint Legislative Audit and Review Commission  
Suite 1100, General Assembly Building, Capitol Square  
Richmond, Virginia 23219

Dear Mr. Jonas:

Thank you for your letter of August 23rd and JLARC's draft report on the Security Department of the Museum. The contents of your report have been thoroughly examined and are correct in every detail.

I would like to add my own words to the urgent need of regularizing the positions and obtaining the required number of P-3 protective staff. The P-14 system is becoming increasingly difficult to manage. I strongly believe it is jeopardizing our security, is leading to personal unhappiness on the part of those who are employed in it, and most certainly on the part of management. Your assistance in solving this problem will be most warmly welcomed.

Sincerely,

A handwritten signature in cursive script, appearing to read 'Paul N. Perrot', written over a horizontal line.

Paul N. Perrot  
Director

PNP:cb-r

cc: Mr. Stephen G. Brown  
Mr. Bernard Lee Gorda



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## JLARC Staff

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### RESEARCH STAFF

---

**Director**

Philip A. Leone

**Deputy Director**

● R. Kirk Jonas

**Division Chiefs**

Barbara A. Newlin  
Glen S. Titternary

**Section Managers**

John W. Long, Publications & Graphics  
Gregory J. Rest, Research Methods

**Project Team Leaders**

Stephen A. Horan  
Charlotte A. Kerr  
● Susan E. Massart  
Robert B. Rotz  
Carl W. Schmidt  
E. Kim Snead

**Project Team Staff**

Teresa A. Atkinson  
Linda E. Bacon  
James P. Bonevac  
Craig M. Burns  
Andrew D. Campbell  
Kimberly J. Echelberger  
Stephen P. Fox  
Laura J. McCarty  
Barbara W. Reese  
Wayne M. Turnage

### ADMINISTRATIVE STAFF

---

**Section Manager**

Joan M. Irby, Business Management  
& Office Services

**Administrative Services**

Charlotte Mary

**Secretarial Services**

Bonnie A. Bowles  
Betsy M. Jackson

### SUPPORT STAFF

---

**Technical Services****Intern**

Leslie Little

● *Indicates staff with primary assignments to this project*

---

## Recent JLARC Reports

---

*Interim Report: Local Mandates and Financial Resources, January 1983*  
*Interim Report: Organization of the Executive Branch, January 1983*  
*The Economic Potential and Management of Virginia's Seafood Industry, January 1983*  
*Follow-up Report on the Virginia Department of Highways and Transportation, January 1983*  
*1983 Report to the General Assembly, October 1983*  
*The Virginia Division for Children, December 1983*  
*The Virginia Division of Volunteerism, December 1983*  
*State Mandates on Local Governments and Local Financial Resources, December 1983*  
*An Assessment of Structural Targets in the Executive Branch of Virginia, January 1984*  
*An Assessment of the Secretarial System in the Commonwealth of Virginia, January 1984*  
*An Assessment of the Roles of Boards and Commissions in the Commonwealth of Virginia, January 1984*  
*Organization of the Executive Branch in Virginia: A Summary Report, January 1984*  
*1984 Follow-up Report on the Virginia Department of Highways and Transportation, January 1984*  
*Interim Report: Central and Regional Staffing in the Department of Corrections, May 1984*  
*Equity of Current Provisions for Allocating Highway and Transportation Funds in Virginia, June 1984*  
*Special Education in Virginia's Training Centers for the Mentally Retarded, November 1984*  
*Special Education in Virginia's Mental Health Facilities, November 1984*  
*Special Report: ADP Contracting at the State Corporation Commission, November 1984*  
*Special Report: The Virginia State Library's Contract with The Computer Company, November 1984*  
*Special Report: The Virginia Tech Library System, November 1984*  
*Special Report: Patent and Copyright Issues in Virginia State Government, March 1985*  
*Virginia's Correctional System: Population Forecasting and Capacity, April 1985*  
*The Community Diversion Incentive Program of the Virginia Department of Corrections, April 1985*  
*Security Staffing and Procedures in Virginia's Prisons, July 1985*  
*Towns in Virginia, July 1985*  
*Local Fiscal Stress and State Aid: A Follow-up, August 1985*  
*1985 Report to the General Assembly, September 1985*  
*The Virginia Housing Development Authority, October 1985*  
*Special Report: Cousteau Ocean Center, January 1986*  
*Staff and Facility Utilization by the Department of Correctional Education, February 1986*  
*Funding the Standards of Quality - Part I: Assessing SOQ Costs, February 1986*  
*Proceedings of the Conference on Legislative Oversight, June 1986*  
*Staffing of Virginia's Adult Prisons and Field Units, August 1986*  
*Deinstitutionalization and Community Services, October 1986*  
*The Capital Outlay Planning Process and Prison Design in the Department of Corrections, December 1986*  
*Organization and Management of The State Corporation Commission, December 1986*  
*Local Jail Capacity and Population Forecast, December 1986*  
*Correctional Issues in Virginia: Final Summary Report, December 1986*  
*Special Report: Collection of Southeastern Americana at the University of Virginia's Alderman Library, May 1987*  
*An Assessment of Eligibility for State Police Officers Retirement System Benefits, June 1987*  
*Review of Information Technology in Virginia State Government, August 1987*  
*1987 Report to the General Assembly, September 1987*  
*Internal Service Funds Within the Department of General Services, December 1987*  
*Funding the State and Local Hospitalization Program, December 1987*  
*Funding the Cooperative Health Department Program, December 1987*  
*Funds Held in Trust by Circuit Courts, December 1987*  
*Follow-up Review of the Virginia Department of Transportation, January 1988*  
*Funding the Standards of Quality - Part II: SOQ Costs and Distribution, January 1988*  
*Management and Use of State-Owned Passenger Vehicles, August 1988*  
*Technical Report: The State Salary Survey Methodology, October 1988*  
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