

Approved: 2-4-93
Date

MINUTES OF THE HOUSE COMMITTEE ON GOVERNMENTAL ORGANIZATION AND ELECTIONS.

The meeting was called to order by Chairperson Marvin Smith at 9:00 a.m. on February 3, 1993 in Room 521-S of the Capitol.

All members were present except: Representative Lisa Benlon (Excused)

Committee staff present: Carolyn Rampey, Legislative Research Department
Dennis Hodgins, Legislative Research Department
Arden Ensley, Revisor of Statutes
Nancy Kippes, Committee Secretary

Conferees appearing before the committee:

Sharon Patnode, Legislative Post Audit

Others attending: See attached list

Sharon Patnode, Legislative Post Audit, appeared before the committee to review the performance audit report of the Capitol Area Security Patrol (Attachment 1). Copy of this report is on file in the Legislative Research Department. She gave a brief background as to the makeup of the Patrol and the line of command and their duties. There are 50 employees to provide internal security at six state buildings and external security at 58 buildings scattered throughout Shawnee County. The major concern seemed to be lack of sufficient personnel to handle some of the problems the report identified.

Lack of enough personnel created the problem that after working hours when people need to enter or leave, the doors are locked and the guard is not available to let them out because he is making his building tour. The second problem arising from the locked Capitol doors is the danger present in case a fire broke out. Another concern is the harassment of employees at 512 W. 6th St. by drunks loitering in the alley behind their building where the parking lot is.

Recommendations were made to increase the staff, assess the fire alarm system, and develop and train staff in policy and procedure.

Captain Johnson, Kansas Highway Patrol, Orion Jordan, Department of Administration, and Emil Lutz, Legislative Administrative Services were in attendance and answered direct questions from the committee. Administrative Services is working on an evaluation. Mr. Jordan advised a Safety Assessment Committee has been set up to study possible solutions to some problems.

Chairman Smith requested Captain Johnson and Orion Jordan make a list of problems and solutions for the attention of the committee.

It was noted that the recommendation for three additional officers was not included in the 1994 budget request.

Representative Bowden moved acceptance of the minutes for February 2, 1993. Representative Cox seconded. Motion carried.

The meeting was adjourned at 10:10 a.m. The next meeting is scheduled for February 4, 1993.

GUEST LIST

COMMITTEE:

~~Knew Govt Procurement~~
↓ Elections

DATE: 2-3-93

NAME (PLEASE PRINT)

ADDRESS

COMPANY/ORGANIZATION

[illegible]

Reviewing the Effectiveness of the Capitol Area Security Patrol

I was assisted on this audit by Allan Foster and Kelan Kelly.

This audit was required by the Kansas Governmental Operations Accountability Law (K-GOAL) which required that Legislative Post Audit complete an audit of the Capitol Area Security Patrol by the 30th day of the 1993 regular session of the Legislature.

Overview

The Capitol Area Security Patrol operates under the supervision of the Kansas Highway Patrol and provides security-related services on State-owned and leased property. The Security Patrol provides internal security at six State buildings, including the Governor's Mansion, and external security at 58 buildings scattered throughout Shawnee County. The Security Patrol has 50 employees most of whom are guards or police officers. The guards do not receive law enforcement training and do not have police power, that is, they cannot arrest people for violation of laws. The graphic on page 4 discusses guard duties in detail and describes where and how many guards are available. (The graphic shows the five buildings where you will find a guard on duty 24 hours a day, 7 days a week.)

2-3-93
Steve Hoyt, Org. & Elections
Attachment 1

Security Patrol police officers have law enforcement training and have police power. They patrol the State parking lots and enforce parking regulations as well as regularly patrol the locations described on the map on page 3. (That map will give you an idea of the range of locations in the Patrol's jurisdiction.) The expenditures for the guards and one police officer who patrols the State parking lots daily are paid for through a Department of Administration contract. The police officers, by and large, are paid for by General Fund moneys.

Our audit focused upon only a small but important part of the Security Patrol's jurisdiction, that is the Capitol Building, Landon and Docking State Office Buildings and the building at 512 W. 6th Street - a leased building - housing the Division of Alcoholic Beverage Control and some of the staff from the Department of Human Resources.

Survey

We began this audit with an attempt to determine the prevalence of security-related problems faced by State employees and Legislators. We did this by sending surveys to Legislators and State employees working in the Capitol, Landon and Docking State Office Buildings, and the building at 512 W. 6th Street. In all we sent out about 3,300 questionnaires and got back about 60 percent or 1,900 surveys.

Of the 1,900 people responding to our survey, only 267 or 14 percent of the total told us they had personally experienced or were aware of a security-related problem in the past year. On page 9 of the report, you will see a list of the security-related problems pointed out by respondents to our survey along with the number of times the problem was mentioned and how that problem ranked in relationship to other problems.

As you can see by the list, the most often mentioned problems were theft and harassment of State employees by panhandlers or demonstrators.

Regarding theft, we did not separate the responses describing theft of personal property from those describing theft of State property; however, the majority of complaints regarded theft of personal possessions from an employee's desk or work area. Regarding harassment, employees complained about being asked for money by panhandlers or being verbally harassed by demonstrators as employees were entering or leaving work.

The Security Patrol can do little to control these problems. It has, in the past, operated a theft prevention program called the Office Watch League patterned after the neighborhood watch program. The Security Patrol has recently hired an investigator who has helped recover over \$15,000 worth of stolen State property.

Regarding panhandlers and demonstrators, there is little the Patrol can do short of watching employees walk to their cars after work and helping if an employee is harassed. Regarding demonstrators, we were told they usually occupy City sidewalks where the Patrol has no jurisdiction. In looking at the list of problems cited, there are some problems within the Security Patrol's control, for example, responding promptly to calls for assistance.

In considering those types of problems and what affected the Patrol's ability to respond to them, we focused our audit work on a review of the adequacy of staffing levels, staff qualifications, and policies and procedures.

Inadequate Levels of Staff

Department of Administration Contract

As I mentioned earlier, the Department of Administration contracts with the Security Patrol to provide guards in five State office buildings and a police officer patrolling the State parking lots. We determined that the Dept. of Administration contract did not make adequate provision for sick leave and holidays which resulted in the Patrol's inability to meet the contract requirement of two guards in the Docking Building on the day shift. In addition, staffing levels were so low that guard supervisors, generally, were not able to supervise their employees in the five State buildings because they had to perform guard duties in the Docking Building.

Expectations of State officials and Employees

In addition to the problems with the Department of Administration contract, we found through interviews with Legislative Administrative Services and comments on the State employee interviews that people were expecting the Security Patrol to provide more services than they had the staff to provide.

For example, we were told that having only one guard stationed in the Capitol presents a problem after regular working hours when people need to enter or leave and the doors are locked. In order to leave the building after hours, the guard must be located to unlock the door. If the guard happens to be conducting a building tour of the Capitol, it may take some time to return to the rotunda. The Security Patrol has tried to deal with this problem by eliminating some of the building tours required on each shift; however, a guard still remains away from the rotunda a fair amount of time on each shift. As a result, some State employees as well as Legislative Administrative Service officials would like to have a second guard added to the Capitol so that one guard could more regularly remain in the rotunda after hours to let people in and out.

State employees cited a second problem arising from the locked Capitol doors and that concerned the danger present in case a fire broke out in the Capitol.

In researching this situation, we were told by an official of the State Fire Marshal's Office that crash bars are required on doors of buildings holding more than 100 people. A crash bar would allow people to exit the Capitol in absence of a guard and in the case of a fire while still maintaining a locked door from the outside. In considering the threat of fire, we also learned that the Capitol has no fire detection or alarm system. A soon to be released audit by the State Fire Marshal's Office will address this concern as well as that of inadequate systems in the Landon and Docking State Office Buildings.

The problems cited above regarding the Capitol describe a staffing dilemma faced by the Security Patrol. Because there are no fire alarm systems in the Capitol, the Capitol guard needs to do building tours to make sure there are no fires in the building. However, the guard must also be in the rotunda to allow people to enter and exit the building.

Department of Administration officials told us they are working on this issue by developing a safety assessment committee to review and develop evacuation plans for Capitol Complex buildings in the case of fire, tornado, chemical spills, and bomb threats.

Another concern expressed by State employees working in the building at 512 W. 6th Street was a problem specific to their location. They told us in surveys that they frequently were harassed by drunks loitering in the alley behind their building. With the current staffing levels of the Security Patrol, police officers normally will stop only once per shift and usually only briefly at that building so may not be there when employees are leaving work and crossing the alley to get in their cars.

In addition to discovering State employee concerns we surveyed nearby states to learn how they managed security of their capitol areas. We contacted officials of Capitol security forces in Colorado, Iowa, Missouri, Nebraska, and Oklahoma. The table on page 14 provides a comparison of the structure of other states capitol security forces with that of Kansas'. We found that four of the five states used electronic entry and exit devices, such as key-card or digital keypads, to control access to state buildings. In some cases this eliminated the need for guards in each building because the systems were tied to a centralized computer system monitored by one person. In Kansas, the Judicial Center is the only building with an electronic entry and exit system, and that is only to the basement.

Policies and Procedures

In the area of policies and procedures we did two things: we attempted to determine whether Security Patrol staff did what their procedural manuals said they should do and whether they had the policies and procedures they might be expected to have.

We rode with police officers on patrol and walked with guards doing their building tours, comparing what they did with the written procedural manuals. We found that they performed the duties required and seemed to know how to perform those duties without regularly referring to a procedural manual.

We compiled a list of policies and procedures we might expect the Security Patrol to have, for example, a bomb threat policy, and learned that while informal, unwritten policies existed in some cases, they lacked written policies or procedures in several areas. For example, an action plan for emergencies that happen when only one person is on duty and a procedure dealing with demonstrations on State property.

In conclusion,

Our recommendations appear on page 18 of the report. Generally, we recommend that a re-evaluation of staffing needs under the Department of Administration contract be undertaken so adequate staff are available in the Docking and Capitol Buildings.

We also recommend that the Department of Administration assess the cost of installing crash bars on Capitol doors and a fire alarm system in the Capitol and present that information to the Legislature. We recommend that the Security Patrol develop and train staff in the use of policies and procedures designed to deal with situations such as those outlined in this report. Finally, we recommend that a plan to control the harassment of 512 W. 6th Street employees be developed between the agencies housed there and the Security Patrol.

This concludes my presentation. I will try to answer any questions.

Sharon Patnode, Auditor
Legislative Division of Post Audit