

MEMORANDUM

State of Alaska
Department of Administration
Division of Personnel

To: Dianne Kiesel
Director

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Through: Sarah Brinkley
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Subject: Security Guard Study

Preamble:

The Department of Military and Veterans Affairs (DMVA) requested a classification study for security guard positions assigned to the Alaska Army National Guard (AKARNG) facilities on Fort Richardson, October 4, 2004. Classification staff members were unavailable to conduct the project until August 2005. At that time, security guard positions had also been established to function as 'Security Screeners' for the Alaska Marine Highway System (AMHS); an additional three positions were assigned to staff at the Alaska Psychiatric Institute (API), making a total of twenty positions in the study.

The study was requested by DMVA was intended to determine if a new job class should be created to address what their department perceived as higher level duties that are being performed by daytime security guards (PCNs 090222 and 090228). A secondary purpose of the study was to determine if the salary alignment for security guard job classes is appropriate.

Study Scope:

All position descriptions for security guards at Fort Richardson (DMVA), at API (DHSS), and at AMHS ferry terminals (DOT&PF) were reviewed to identify common characteristics and determine if a single job class series was appropriate for positions within classified service that perform unarmed security duties. The study covers positions in two job classes, Security Guard I (P7820 – SR9) and Security Guard II (P7821 – SR11).

Study Method:

A planning meeting was held September 9, 2005 and representatives of the impacted departments were invited to attend.

In accordance with the approved Classification Study Plan, the objectives of the study were to:

- 1) analyze and define the body of work common to unarmed security positions in classified service;

- 2) identify other job classes that include security responsibilities, if such classes exist, and determine if additional levels were necessary within the job class series;
- 3) create class specifications that clearly describe and distinguish each class and provide appropriate minimum qualifications; and
- 4) analyze the new classes for internal alignment and determine appropriate salary ranges.

Each participating department was asked to assign an occupational consultant or contact to work with the Division of Personnel. Each department designated at least one individual to fill this role. Recent Position Descriptions (PDs) for all positions that perform unarmed security functions had been submitted at that time. Department representatives were invited to make presentations to classification staff about their organizations, security functions and characteristics of the positions that perform the work. All three impacted departments presented information about security work at their facilities.

Initial review of position descriptions from AMHS showed that inclusion in the Security Guard Study was not appropriate. Duties assigned to 'Security Screeners' are very specialized, and serve a function that is not sufficiently related to the other positions included in the Security Guard Study. Accordingly, positions established to perform the 'Security Screener' function were given additional shoreside duties and allocated as Ferry Terminal Assistants. The positions within the AMHS that had been included in the study were removed.

Security Guard positions work shifts intended to cover all hours of day and night; therefore it was not possible to arrange a time suitable to interview each incumbent. Those positions that could not be contacted for a telephone interview were presented a series of questions for their written response via email.

An analysis of Security Guard duties and responsibilities was completed, following position interviews. Significant differences were identified between positions at API and those at Fort Richardson. Positions at DMVA installations are intended to control persons allowed to enter or leave specified areas of the assigned facility; and to protect property from theft and vandalism.

Positions at API, by contrast, ensure the safety and security of people (patients and staff) as a first priority; assist psychiatric nursing staff with patients being admitted; and train to become proficient in methods of employing passive restraint. Differences between the mission of positions at these two locations, and in their respective methods of operation are sufficient to justify separation into two job class series. The difference between positions employed by the Department of Military and Veterans Affairs and API is reinforced by the assistive role played by Psychiatric Safety and Security Officers in helping with patient care during crises. Accordingly, positions that perform security functions at API were separated from the Security Guard Study. The separate job class series were studied concurrently to ensure greater accuracy.

Definitions and Distinguishing Characteristics were drafted for the Security Guard I and the Security Guard II job classes and distributed for departmental review via e-mail. Test allocations were not held for these classes as only six positions exist, and primary difference between the classes is the supervisory responsibility assigned to the Security Guard II. Allocation, therefore, becomes self-evident. Job class specifications were finalized following a review by the

Employee Services section to determine if minimum qualification requirements were adequate and justifiable.

Job Class History:

The Security Guard job classes originally existed (04/01/1977) as Museum Security Guards I and II to protect exhibits and collections in state museums. Specifications were renamed in May 1979 and modified to reflect greater emphasis on protecting property, and less emphasis on providing information to visitors. The security job classes were made more generic following requests from the Department of Transportation for a Traffic Control Guard class in 1978 and North Road Guard in 1979. Changes to the class specifications were approved and implemented in February 1983. These changes included modifications to the distinguishing characteristics and additions to the “Knowledge, skills, and Abilities.”

Following the wreck of the Exxon Valdez in 1989, the Security Guard definition was expanded to cover security work performed at “...construction projects, exhibits, emergencies/disasters....” Further changes were made to Security Guard job classes in April 1992 to accommodate the Department of Military and Veterans Affairs in establishing eight new positions at Fort Richardson. The 1992 revisions to Security Guard specifications included significant changes to the examples of duties, and the reestablishment of the Security Guard I class that had been abolished March 1990.

CLASS ANALYSIS:

Definition:

Security Guards I ensure the safety and security of people and property at state-owned facilities (e.g., National Guard facilities at Ft. Richardson), where the ongoing presence of guard personnel is necessary to deter acts of theft, sabotage, violence, or behavior that threatens the safety of others.

Under general direction, **Security Guards II** plan, implement, and supervise activities designed to ensure the safety and security of people and property, at state-owned facilities. Incumbents work at a specific facility (e.g., National Guard facilities at Ft. Richardson) where the ongoing presence of guard personnel is necessary to ensure the safety and security of people and property.

Security Guard II is a supervisory class with substantial responsibility for the exercise of independent judgment in employing, disciplining, or adjudicating grievances of subordinates.

Distinguishing Characteristics:

Security Guard I positions represent the working level of the job class series. Incumbents perform a full array of security and inspection activities under general direction, following well-defined policies and procedures. These positions do not interpret policies or operating procedures except as may be required while dealing with an emergency situation. “Emergency” can be defined as any situation that poses an imminent threat to life or property if immediate action is

not taken. Such conditions are most likely to exist when supervisory oversight is unavailable due to incident location or time of day.

Security Guards I are distinguished from certified police officers and State Troopers, in that Security Guards I do not carry firearms, nor do they complete the training program mandated by the Alaska Police Standards Council for all certified police officers and State Troopers. Security Guards I do not make arrests.

Security Guards I may be assigned to any department needing security and safety for their buildings, property, and people (staff or customers). In contrast, the Guard I job class is unique to the Department of Public Safety. Guard I positions are partially exempt, and are filled on an emergency basis to temporarily guard prisoners being held at local jails. Guard I positions are nearly always located at rural villages. Guards I also provide security for their building, vehicles, and equipment, though only on a temporary basis.

Security Guards I are distinguished from Psychiatric Safety and Security Officer I, in that Security Guards I conduct security patrols independently, to deter, or observe and report unauthorized intrusions; whereas Psychiatric Safety and Security Officers I, under supervision, check persons being admitted to the facility for items that could cause harm (e.g., lighters, matches, penknives), interact with patients' family members, and assist medical/psychiatric staff in aiding patients in addition to their security patrol responsibilities.

Security Guards I have no supervisory responsibilities. The lack of supervisory responsibility is a primary feature in distinguishing Security Guards I from the Security Guard II job class, whose incumbent assigns, supervises, and evaluates the work of multiple subordinate security guards.

The **Security Guard II** differ from Security Guards I, in that the Security Guard II has ongoing responsibility for planning and implementing procedures to ensure the safety and security of people and property at a state owned facility, and supervising at least two journey level security guard positions. Security Guards I do not plan security activities and do not supervise other positions. The Security Guard II may be assigned administrative responsibilities, such as facility maintenance oversight, budget request planning, timesheet approval, and supply procurement.

Security Guards II are distinguished from State Troopers and certified police officers, in that Security Guards II do not have law enforcement responsibility or authority, and are not subject to the requirements established by the Alaska Police Standards Council. Security Guards are unarmed positions.

Security Guards II are distinguished from Psychiatric Safety and Security Officers II (PSSO II), in that the PSSO II does not have direct supervisory responsibilities. PSSO II positions regularly interact with patients at a State-owned mental facility to prevent patients from harming staff members, other patients, or themselves. PSSO II positions lead the work of trainee-level safety and security officers on their shift, and help ensure that the trainees receive appropriate training and supervised practice in using non-violent patient control techniques.

Class Title:

A class title should convey the kind and level of work performed concisely and accurately. It should be brief, easily recognized, gender neutral, and understood by potential applicants. Security Guard I and Security Guard II titles fulfill these criteria, and will remain unchanged.

Minimum Qualifications:**Security Guard I**

High school diploma or the equivalent; a valid Alaska driver's license; and six months of experience in a work environment requiring safety and security precautions such as can be found in a museum, library, national/state/local park, historical site, or correctional facility.

Special Requirements: CPR certification is required within six months of hire and some positions also require federal security clearance.

Required Job Qualifications:

(The special note is to be used to explain any additional information an applicant might need in order to understand or answer questions about the minimum qualifications.)

Special Note:

Most positions are required to work shifts and/or nonstandard workweeks and are on call 24 hours a day, seven days a week.

Security Guard II

High school diploma or the equivalent, a valid Alaska driver's license, and two years of work experience. One year of the experience must have been in a security, law enforcement, military, or a similar environment that involved guarding, protecting, and ensuring the safety and security of people or property.

Required Job Qualifications:

(The special note is to be used to explain any additional information an applicant might need in order to understand or answer questions about the minimum qualifications.)

Special Requirements: A federal security clearance and CPR certification will be required within six months of hire.

Class Code:

A Class Code is assigned based on the placement of the job class in the classification schematic of Occupational Groups and Job Families. Occupational Groups are made up of related Job Families and encompass relatively broad occupations, professions, or activities. Job Families are groups of job classes and class series that are related as to the nature of the work performed and typically have similar initial preparation for employment and career progression.

Security Guard job classes belong to the Job Family 78XX (Fire Inspection, Protection, and Guards). Security Guard I and Security Guard II continue to be assigned class codes P7820 and P7821, respectively.

Fair Labor Standards Act

The positions in this study are covered by the minimum wage and maximum hour provisions of the Fair Labor Standards Act of 1938, as Amended (FLSA). While exemption from the provisions of the Act are determined based on the specific circumstances of an individual employee on a work-week basis, there are general aspects of the classes and their influence on the exemptions for employees in bona fide executive, professional, or administrative positions that can be addressed in general.

Security Guards I perform *line function work* directly related to the safety and security of the staff, visitors, and property at a given facility. This work is not administrative in nature, and does not satisfy the primary duty criterion for administrative exemption under the Fair Labor Standards Act. Court rulings have held, that ‘[i]n general, where employees of a state or local government agency are performing activities that carry out the ongoing mission and day-to-day functions of the agency – rather than its management policies or the management policies of the state or political subdivision (such as an agency devoted to personnel activities for the entire local government) – such activities cannot be viewed as the types of duties contemplated by the regulation for exemption.’

The Security Guard II does perform administrative tasks, with supervisory responsibility for Security Guards I, planning and assigning work schedules, and developing operational policy for the section. Time devoted to these administrative activities is not sufficient to be considered the position’s primary activity. The incumbent of this job class performs security patrols, like those of subordinate security guards, and while this position is responsible for ensuring that security staff are scheduled to provide coverage of the facilities, this work does not satisfy the requirement to manage an enterprise or a subdivision thereof, as required under the executive criteria for exemption under the Fair Labor Standards Act.

Position Allocation:

Although equipment and methods used by Security Guards I changed over the years since the previous studies, little has happened that complicates the duties performed. Assigned tasks remain routine and greater discretion or judgment is not required to accomplish them. Positions remain allocated in the current job classes.

Current Classification:

<u>PCN</u>	<u>Class Title</u>	<u>Code</u>	<u>Rg</u>	<u>Loc</u>	<u>BU</u>	<u>Type</u>	<u>FLSA</u>
090222	Security Guard I	P7820	09	EBJ	GG	FACL	N
090223	Security Guard I	P7820	09	EBJ	GG	FACL	N
090224	Security Guard I	P7820	09	EBJ	GG	FACL	N
090225	Security Guard I	P7820	09	EBJ	GG	FACL	N
090226	Security Guard I	P7820	09	EBJ	GG	FACL	N
090228	Security Guard I	P7820	09	EBJ	GG	FACL	N
090229	Security Guard II	P7821	11	EBJ	SS	FACL	N

Approved Classification:

<u>PCN</u>	<u>Class Title</u>	<u>Code</u>	<u>Rg</u>	<u>Loc</u>	<u>BU</u>	<u>Type</u>	<u>FLSA</u>
090222	Security Guard I	P7820	09	EBJ	GG	FACL	N
090223	Security Guard I	P7820	09	EBJ	GG	FACL	N
090224	Security Guard I	P7820	09	EBJ	GG	FACL	N
090225	Security Guard I	P7820	09	EBJ	GG	FACL	N
090226	Security Guard I	P7820	09	EBJ	GG	FACL	N
090228	Security Guard I	P7820	09	EBJ	GG	FACL	N
090229	Security Guard II	P7821	12	EBJ	SS	FACL	N

Internal Alignment:

Job class salary ranges are determined by comparing classes that perform similar work. The aim of such comparisons is to provide “like pay for like work”, in keeping with the State’s pay plans and merit principles. The difficulty encountered in performing assignments, the level of responsibility entrusted to a position, and the knowledge and skills needed to perform the work are among the characteristics compared with other job classes to ensure internal salary consistency.

The salary range for the journey level of a job class series must be determined before other job classes can be properly aligned. The journey level for the Security Guard series is the Security Guard I.

Salary comparisons made with job classes within the same job family, whose incumbents are in the same bargaining unit, usually provide the best alignment. Security Guard I (P7820 – SR9), and Security Guard II (P7821– SR11) belong to the “Fire Inspection, Protection, and Guards” job family. A preliminary review of the job classes within that job family reveals four job classes that invite closer comparison with Security Guards; Guard I (P7812 – SR6), Dormitory Attendant (P7805 – SR11), Psychiatric Safety and Security Officer I (P7822 – SR9), and Psychiatric Safety and Security Officer II (P7823 – 11).

The Guard I job class was removed from comparison after learning that all incumbents of that class are hired on a temporary basis, all Guard I positions are partially exempt so they do not belong to a bargaining unit, and the minimum qualifications for appointment to the class are not on par with those for the Security Guard classes.

Dormitory Attendants ensure the safety and security of students housed at the Alaska Vocational Technical Center (AVTEC). These positions have considerable latitude for independent judgment. Dormitory Attendants at AVTEC interpret broadly stated policies to determine proper application to dormitory residents. Policies and procedures used by Security Guards I require little or no interpretation to determine proper application as they tend to be situation specific. Dormitory Attendants are responsible for taking necessary actions to correct behavior and maintain the safety and security of students housed at AVTEC facilities; whereas, Security Guards I gauge the frequency of their patrols by the currently declared security level, monitor

video from a closed circuit television system (CCTV), and report incidents to their supervisor or the appropriate emergency service responder.

The Psychiatric Safety and Security Officer I (PSSO-I) job class had its genesis in the Security Guard I, and affords an excellent comparison for responsibilities, degree of independence, decision-making, and work conditions. Positions in both classes typically work 12-hour shifts. The PSSO-I conducts periodic security patrols of the API facility and campus similar to those conducted by Security Guards I at National Guard facilities. The training level PSSOs conduct patrols under the scrutiny of a senior level safety and security officer or nursing supervisor until competence in patrol techniques has been demonstrated. Until PSSO-I incumbents are fully trained, they do not intervene when incidents are observed; Security Guards I typically operate in an 'observe and report' mode.

The Psychiatric Safety and Security Officer II (PSSO-II) represents the journey level within its job class series, yet provides a less usable comparison for salary alignment comparison. While the Security Guard I observes and reports incidents, the PSSO-II is trained to assess situations and take appropriate action. Within the API facility, this often means directly intervening when patients endanger staff, other patients, or themselves. The differences between the PSSO-II and the Security Guard I in decision making, latitude of independent action, and training required to perform the work make direct comparisons for salary alignment unreasonable.

The repetitive nature of the work and the limited discretion in making decision, suggests that a comparison of the Security Guard I to journey level Administrative Clerk II (P1134 – SR8) is reasonable. Positions in both job classes are expected to have the expertise to perform most tasks with minimal guidance. Neither job class requires a high degree of technical knowledge. Though situations may change the tasks performed, the overall work routines of these classes do not vary a great deal from day to day. Administrative clerks typically perform traditional office work; while Security Guards I work both inside and outdoors and are exposed to all types of weather. Security guard incumbents also work non-traditional schedules (one week on, one week off – 12-hour shifts). Incumbents required exposure to the elements of weather, unusual shift requirements, and the potential for dangerous situations all contributed to the original salary range assignment of SR9 for the Security Guard I job class.

Though technology has changed since this class was previously reviewed, and emphasis on security has increased since "9-11", the overall description of the work has not changed significantly since 1992 and an increased salary range is not justified. The Security Guard I job class remains properly aligned at salary range nine (SR9).

Security Guard II (P7821) is the supervisory job class in this series. The supervisory class within a job class series is typically placed two ranges above the next lower level class in the series. Salary range eleven (SR11) would have been appropriate for the Security Guard II, if assigned duties had not significantly changed since it was reviewed in 1992. Significant administrative responsibilities have been added that impact the work of the Security Guard II. The incumbent now supervises the daily functions of the Building Maintenance Office, develops the annual state and federal budget requests for the National Guard facilities security program, and responds to information requests from vendors, contractors, other agencies, and the general public. The

additional duties resemble the kind and level of work common to many Administrative Assistant (P1906 – SR13) positions. The increased importance placed on administrative duties assigned to PCN 090229, influence the salary alignment for the Security Guard II because this class currently describes but one position (i.e., the work of the position is the work of the class). While the work of the Security Guard II cannot be considered equivalent to the Administrative Assistant, it embodies enough duties of that kind and level to justify advancement to salary range twelve (SR12).

Conclusions:

Regarding the first purpose of this study:

Work that is performed by PCNs 090222 and 090228 involves elements not found in other Security Guard I positions. These job elements can be described as clerical in nature. The clerical duties assigned to PCNs 090222 and 090228 constitute less than half of the assigned work. Clerical duties assigned are equivalent to those of a journey-level Administrative Clerk II (SR 8) and do not suggest that a higher range job class is appropriate. The overriding purpose for these two positions is to provide security for National Guard facilities at Fort Richardson during the hours that other Security Guards I are not on duty. The addition of an intermediate level to this job class series is not justified.

Regarding salary alignment for Security Guard job classes:

Paramount responsibilities and duties assigned to Security Guard I positions remain largely unchanged since the series was reviewed in 1992. Technology employed for the work has advanced, but not sufficiently to cause a significant change in the way work is performed. Salary range nine (SR9) remains appropriate for Security Guard I positions.

Duties assigned to the lone position in the Security Guard II job class have changed, and now require greater responsibility with the introduction of new administrative duties. A one range increase for this is justified to properly align the salary for the Security Guard II with other job classes in classified service. The Security Guard II is assigned to salary range twelve (SR12).

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