U.S. Department of Justice
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OPERATION PARTNERSHIP

Trends and Practices in Law Enforcement and Private Security Collaborations

By The Law Enforcement-Private Security Consortium







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COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

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Operation Partnership

Trends and Practices in Law Enforcement and Private Security Collaborations

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Law Enforcement and Private Security, On the Job Together

companion CD located inside back cover.

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CHAPTER ONE: Introduction and Background

Purpose of the Report

This report was produced to help law enforcement and private security organizations develop and operate effective partnerships. It provides guidelines and analysis—supported by examples from partnerships throughout the nation—of trends, innovative practices, obstacles, lessons learned, and results.

The law enforcement-private security (LE-PS) partnerships featured here were formed or expanded to address a range of critical needs: to avert or respond to a terrorist attack, support urban downtown revitalization, marshal resources to combat financial crimes, compensate for law enforcement budget cuts, improve safety at special events, improve security for the nation's infrastructure, and bring community policing approaches and new resources to bear on crimes against residents and businesses. Many of the partnerships have been able to measure success not only by meetings and exchanges of information but also by crimes prevented and solved.

Key Issues and Questions

Many in law enforcement and private security are already convinced, at least in a general sense, that greater collaboration is needed. To initiate a partnership or take one to a higher level, though, they need more information about what is involved and what results they can expect from their investments of time and effort. For example:

- How are effective LE-PS partnerships formed, organized, and sustained?
- How can leadership and responsibilities best be shared in LE-PS partnerships?
- How can partners and potential partners address the trust and legal issues that challenge the exchange of vital information?
- What factors make the greatest contributions to partnership success?
- What are the most important lessons to be taken from partnerships that are meeting and exceeding their goals and from those that are not?
- What remains to be done to continually improve communication, professionalism, and results?

Uses and Audiences

This report is geared toward law enforcement managers and security directors who want to develop new partnerships or enhance existing ones. It is organized to let readers quickly turn to the issues, examples, and resources most relevant to them. At the same time, it strives for a comprehensive treatment of the topic. It includes diverse partnership models, with enough detail to understand their objectives and operating environments, and often the challenges. The underlying message is that the challenges are worth tackling. Many LE-PS partnerships have achieved impressive results.

The report is also intended for government and private-sector policymakers at the local, state, and national levels, and for leaders and members of associations that support law enforcement and security professionals. Their commitment to LE-PS collaboration has a direct bearing on what the partnerships can accomplish.

Definitions

The following clarifications are offered for key terms used in this report:

Law enforcement: Public law enforcement agencies, including local, state, and tribal police departments; sheriffs' departments; and federal agencies such as the Federal Bureau of Investigation (FBI), the Bureau of Alcohol, Tobacco, Firearms and Explosives, the U.S. Secret Service, the Drug Enforcement Administration, and many others. Also included are specialized policing agencies (transit police, university police forces, airport police) that have characteristics of both public law enforcement agencies and private security organizations.

Private security: Both proprietary (corporate) security and contract security firms across the full spectrum of security services and technology. The study team recognizes that many individuals who are not security managers (e.g., facilities managers) also perform security functions for their organization, in addition to their primary duties.

Partnership: Joint LE-PS efforts organized to improve public safety and security. The report emphasizes LE-PS organizations, programs, task forces, etc., that have institutional support and written agreements or guidelines, but also includes less formal collaborations. The study team did not include working relationships between individuals, although many organized partnerships evolve from those relationships. Finally, the report acknowledges but does not focus on outsourcing for security services. While law enforcement sometimes has contractual relationships with private security, these may not be cooperative partnerships. For example, if a city hires guards for a parking garage or retains a company to provide red-light enforcement services, these are contractual relationships, not an LE-PS partnership.

Background: Operation Partnership

The foundation of this report is a project called Operation Partnership, whose purpose is to identify LE-PS partnerships, explore successful practices and lessons learned, and analyze trends and challenges. This effort was sponsored by the Office of Community Oriented Policing Services (the COPS Office) of the U.S. Department of Justice (DOJ). The Operation Partnership staff team was composed of senior-level personnel from the Institute for Law and Justice (ILJ), which managed the project; Hallcrest Systems, Inc.; SECTA LLC; and Ohlhausen Research, Inc. The team worked closely with the COPS Office throughout the project. The methods used to produce this report included surveys, extensive telephone interviews, site visits, literature and document reviews, focus groups of partnership leaders, and consultations with an expert advisory panel (see Chapter 2. Methodology).[1] Most Operation Partnership staff team members also worked on Operation Cooperation,[2] a study of LE-PS partnerships completed in 2000.

The best evidence from both of these projects suggests there were many more LE-PS partnerships in the United States in 2007 than there were 7 years earlier. Operation Partnership identified more than 450 LE-PS partnerships, compared to about 60 identified through Operation Cooperation.

Operation Cooperation

Operation Cooperation represented a significant milestone in examining LE-PS partnerships and developing practical guidelines for forming and sustaining them. The Operation Cooperation guidelines in 2000[3] were used by the International Association of Chiefs of Police (IACP), ASIS International (ASIS),[4] and the National Sheriffs' Association to increase awareness among police chiefs, sheriffs, and security directors of the benefits of working together, and to inform law enforcement of improvements in the security industry and of the extensive resources private security has to offer. Thanks to the efforts of these and other professional organizations, the Operation Cooperation guidelines and video were distributed widely and are still requested today.

COPS/IACP Summit on Private Security–Law Enforcement Partnerships

In January 2004, 4 years after Operation Cooperation, 140 invited experts and practitioners—including executives from law enforcement, government, private security, and academia—met in Arlington, Virginia, at a COPS Office/IACP national policy summit on building LE-PS partnerships. Summit work groups offered recommendations that were incorporated into a report, which was vetted and approved by the participants, IACP, and the COPS Office.[5]

Influenced by the terrorist attacks of September 11, 2001, and the national emphasis on homeland security that followed, summit participants found a great need for increased cooperation between law enforcement and private security. They developed an ambitious agenda—with federal financing recommended for several key initiatives—to encourage LE-PS partnerships.[6] The COPS Office funded Operation Partnership to address a key summit recommendation for an "update and expansion of the Operation Cooperation project" to focus on "best practices, innovation, leadership, strategic planning, joint training, communication, information exchange, joint operations, obstacles, and critical infrastructure."

LE-PS Partnerships: Mandate, Benefits, and Challenges

Partnership Imperative

The 2004 COPS/IACP summit consensus was that LE-PS cooperation is imperative to address crime, terrorism, and natural and manmade disasters. This sense of urgency was also expressed by many partnership leaders interviewed by the Operation Partnership team. For some, the events of September 11, 2001, as well as threats closer to home, provided the impetus to form partnerships or change direction. For example:

- The Philadelphia Center City District partnership, a business improvement district, has a 16-year history of innovative public-private initiatives, including the Philadelphia Crime Prevention Council. Before 9/11, the Council focused on crime and crime prevention but now devotes about half its efforts to homeland security and disaster preparedness.
- In 2004, the Milwaukee Police Department and Northwestern Mutual Insurance Company security spearheaded formation of the Milwaukee Critical Incident Protocol (CIP) partnership. Although 9/11 had produced heightened concerns about the region's ability to prevent and respond to terrorism, a more recent event—a 2003 bomb threat against a Milwaukee federal building—prompted closer attention to how the public and private sectors could better collaborate.

Many partnerships identified in this study had been in existence before 9/11 but took on new homeland security objectives afterward. Some partnerships began out of a general desire to encourage LE-PS communication. Others were created to improve safety and security at major special events. Most of the partnerships studied for this project were formed to combat a specific type of crime that had concerned both the police and a particular industry. Typically, these partnerships built a foundation by starting small, gaining credibility through results, and then expanding to tackle more complex crimes. This pattern can be seen across many industries and types of crimes. For example:

- The Greater Chicago Hotel Loss Prevention Association (GCHLPA) started in the early 1980s when a few security professionals joined together to address pick-pocketing in a tourist area. Today, GCHLPA is concerned with forgery, identity theft, terrorism,

missing persons, and virtually any crime committed in or near hotels. Its members represent 46 hotels, three local police departments, the FBI, and the U.S. Secret Service, the DHS, and the Office of Emergency Management.

- The Metropolitan Atlanta Technological Crimes Task Force (MetroTech Atlanta) began in 1996 primarily to stop thefts of laptops in office parks. Described as "having outgrown its roles three or four times," the partnership now reports dealing with high-tech financial crimes, cargo theft, and mortgage fraud, among other crimes.

Addressing crime, terrorism, and other disasters involves such enormous responsibilities and costs that LE-PS partnerships have become an unofficial mandate for law enforcement. In 2004, some experts suggested that "only 5 to 10 percent of law enforcement chief executives participate in partnerships with private security."[7] Increasingly, though, both law enforcement and private security are gaining significant benefits from collaboration.

Benefits of LE-PS Collaboration

Collaboration by its definition extends the concept of cooperation to emphasize benefits for all parties and, in the case of LE-PS partnerships, the public as well. Partnership benefits begin when individuals in both private security and law enforcement find they can do their jobs more efficiently or effectively because of the professional contacts they have made. The advantages multiply when the partnership as a group builds trust, takes on specific objectives, and experiences success as a result of joint efforts.

Contacts

For both private security and law enforcement, new professional contacts are among the first partnership benefits experienced. The partners identify who can get what done in their respective areas of responsibility and may develop inventories of specialized skills—in languages, for example. Some security directors also report that at the field level, security officers' increased contacts with law enforcement have a positive influence on their confidence. Law enforcement, in turn, may come to appreciate the "extra eyes and ears" they gain by working more closely with private security officers. Finally, individuals may gain career opportunities through LE-PS partnership contacts.

Force Multiplier

The 9/11 Commission confirmed just how dependent the nation is on private security, noting that the private sector owns about 85 percent of the nation's infrastructure—buildings, power plants, utilities, transportation systems, communications networks.[8] At least 2 million persons are believed to be employed in private security in the United States.[9] Overall, this is roughly three times the number of state and local law enforcement officers,[10] but the private security-to-law enforcement ratio is much higher in certain areas, such as major cities' business districts. Minneapolis SafeZone Collaborative–Downtown partners, for example, suggest the ratio may be as high as 13 to 1 in downtown Minneapolis.

"A safe and secure community is important to our guests and our team members, so it's important to us. We make a concerted effort, through Target & BLUE, to share our expertise and resources with law enforcement at every level across the country because we believe that when communities are safe, everybody wins."

— Tim Baer
Executive Vice President and
General Counsel
Target Corporation

Viewing private security as a force multiplier does not mean ignoring the differences between police and private security in legal authority, training, or accountability.[11] Rather, it acknowledges the following:

- Private security works in certain critical areas that law enforcement simply cannot cover because it lacks the human resources, mandate, or technology.
- Private security is a growth industry,[12] whereas the number of sworn local and state law enforcement officers is not projected to grow significantly in the future.

The most recent U.S. data on employment in local and state law enforcement show that 2000 through 2004 was a period of slow growth overall.[13] The number of sworn officers decreased in 20 of the nation's 50 largest police departments, including six of the seven largest.[14] The New York City Police Department saw a 10.7 percent decrease in sworn officers, with even greater declines in Newark, New Jersey (down 11.4 percent); Cleveland (down 14.4 percent); Nassau County, New York (down 15.3 percent); and Detroit (down 15.5 percent).[15]

The combination of increased demands and stagnant or declining local law enforcement resources makes it clear that, now more than ever, law enforcement agencies must pursue all reasonable avenues for collaboration with private security, as well as with each other.

Potential to Reduce Costs

At the field level, private security has the potential to reduce the cost of public law enforcement, which is expensive for taxpayers. In Las Vegas, Wilmington (Delaware), Minneapolis, New York, and other cities, for example, law enforcement's ability to view private security closed-circuit television (CCTV) cameras has the potential to save taxpayer money that would otherwise have been spent to buy this equipment. Another example is the use of private transit security officers on public transit systems, as in Durham, North Carolina, and in several counties in south Florida.

Addressing Computer and High-Tech Crimes

Today, many types of crime are computer crimes[16] because they can be, and often are, assisted by computer technology. Nearly every component of a law enforcement organization is affected, whether it deals with child exploitation, identity theft, street gangs, terrorist organizations, laptop theft, cyber attacks on corporate or government networks, or Internet safety presentations in middle schools.

The interdependence of law enforcement and private security in this field is apparent at the local, national, and international levels.[17] It is not simply a matter of law enforcement lacking enough personnel with the skills to address high-tech crimes. Even experts whose careers are dedicated to computer security are hard-pressed to keep up with cyber attackers, many of whose methods have become "similar to traditional software development and business practices."[18] Some of these criminals are not just staging computer attacks but selling do-it-yourself "attack kits" and "phishing kits" over the Internet.[19] Law enforcement needs private security's resources to combat high-tech crimes; and private security needs law enforcement's legal authority and investigative skills to pursue criminals whose attacks threaten the security of their networks and, in turn, undermine public confidence in their companies.

Addressing Financial and Intellectual Property Crimes

Private security resolves unknown numbers of cases with no law enforcement involvement when financial losses are below a certain threshold and neither the business nor the public expects criminal justice system remedies. The petty thief or embezzler is fired, for example, or the victim of credit card theft is reimbursed and issued a new card. The criminals sometimes are not prosecuted, but victims are reasonably happy with the immediate solution and law enforcement does not have to spend resources.

Examples of Resources Provided by Private Security Partners

Equipment and Investigative Resources

- Through the Target & BLUE partnership, some law enforcement agencies have accessed Target's forensic lab capabilities, and some have received loans of semitrailers equipped with surveillance and tracking capabilities for use in cargo theft investigations.
- Private security members of the Southeast Wisconsin Homeland Security Partnership, Inc., facilitate access to equipment needed for disaster response (e.g., generators, earthmovers) and assist in monitoring financial transactions of suspected terrorist groups.

Officer Training

- Through the Energy Security Council, the petroleum industry offers training to law enforcement that helps them conduct safer and more effective investigations in the oil patch.
- Local law enforcement partners with the Calvert Cliffs (Maryland) Nuclear Power Plant security department gain a working knowledge of the site and its security operations and personnel.

Community Policing

- The Minneapolis SafeZone partnership has expanded beyond its initial focus on downtown to address crime in residential neighborhoods.
- Private security members of the Public Safety & Security Partnership in Hillsborough County (Florida) work with the sheriff's department to address graffiti, gang activity, disturbances at nightclubs, auto thefts, and other crimes and problems.

Examples of Resources Provided by Law Enforcement Partners

Intelligence and Information Sharing

- Crime information exchange and incident coordination is accomplished through partnerships' secure radio systems, such as those in Charlotte-Mecklenburg (North Carolina), Hartford (Connecticut), and Minneapolis; and by e-mail and text messaging (e.g., through partnerships in Philadelphia, Chicago, Boston, the New York City area, and other jurisdictions).
- The FBI's InfraGard organization provides a secure, members-only information-sharing web site, chapter meetings to exchange information face-to-face, and training on cyber and physical security topics.

Training

- Law enforcement has provided and facilitated homeland security-related training in many jurisdictions, including tabletop and full-scale exercises, as well as classroom training.
- Various law enforcement partners also deliver training for private security on tourist safety, crime patterns (e.g., gang activity, thefts), crime scene protection, search and seizure, surveillance, and many other topics.

The same is not true of complex financial crimes that have a more obvious impact on the public—swindlers who take elderly residents' life savings, for example, or bankrupt a company, destroying its retirement system; or financial crimes that support criminal organizations and terrorist networks. Of particular concern today is identity theft, often

described as the nation's fastest growing financial crime. Whether the thief is a meth-addicted dumpster diver or a mastermind of cyber attacks, both individual and corporate victims of identity theft suffer losses and need law enforcement cooperation to address these crimes. Law enforcement collaboration with private security on financial crime investigations ranges from recovering stolen laptops to prosecuting egregious cases at the federal and international levels. In addition, law enforcement is now required by law to take identity theft reports. Without them, individual victims cannot access most of the financial remedies to which they are legally entitled.[20] Some LE-PS partnerships link individual victims to appropriate sources of assistance,[21] while others develop resources to inform the public about identity theft and other financial crimes.

Intellectual property crime includes "the counterfeiting or pirating of goods for sale where the consent of the rights holder has not been obtained."[22] In the United States, these products of human creativity are protected by four distinct areas of federal law: copyrights, trademarks, trade secrets, and patents.[23] Individuals and criminal groups violate these laws, inflicting harm on businesses, scientists, artists, and inventors. Other victims include people sickened or killed because they ingest products that look like their medicine but either contain no active ingredients or are toxic. And like other low-risk, high-profit crimes, intellectual property crimes are an attractive means of financing organized crime groups, including terrorist organizations.[24]

Beyond seizing the illicit products, both law enforcement and private industry are often stymied by a lack of investigative resources and the complexity of tracing the money flow. More extensive LE-PS collaborations in the future will be important for prosecuting the most egregious offenders.

Advanced Technologies

Law enforcement is starting to make increased use of proven private security technologies. One example is the installation of new CCTV products and systems in downtown business improvement districts (BID), special-event venues, shopping malls, and other strategic sites. LE-PS partnerships in Wilmington, Minneapolis, Los Angeles, and elsewhere have facilitated acquisition of CCTV systems for BIDs. Other partnerships have benefited when private security provided access to its digital forensics capabilities or lent equipment for use in partnership activities (see sidebar).

Both private security and law enforcement must keep abreast of an array of technologies to prevent and solve crimes. LE-PS partnerships provide a means of sharing information about such technologies as object and behavior recognition software; interactive audio surveillance; integrated management of electronic access control, intrusion protection, and alarm systems; radio frequency identification tagging; gunshot recognition technology; and many others.

Private security also stands to benefit from law enforcement's own use of technologies. Today's crime analysis and mapping applications allow many law enforcement agencies to share more timely and specific information than in the past. Intelligence-led policing is also influencing how some law enforcement agencies obtain, analyze, and share information from multiple sources.[25]

Critical Incident Planning and Response

Like September 11, 2001, Hurricane Katrina in 2005 illustrated a tremendous national vulnerability in the face of disasters—not only future acts of terrorism but also tornadoes, floods, hurricanes, bridge collapses, and other events with multiple casualties. These are all-hands-on-deck situations in which surviving citizens and private security are likely to be the first responders, followed by police and fire/emergency medical services (EMS) personnel. The question is not so much who will respond as whether there will be a ***coordinated*** response. How will public- and private-sector responders communicate? Who will disseminate information from the scene? If armed security personnel may be needed to help restore order, will this possibility be addressed as part of the response plan or hastily arranged after the event?[26]

One approach for all-hazards planning has been the development of critical incident protocol (CIP) initiatives, such as those receiving technical assistance from Michigan State University.[27] Several CIP partnerships with strong private security components are included in this report. Law enforcement has been able to facilitate private security's access to fire/EMS, public health, public works, and other government and nonprofit partners. LE-PS collaboration in developing both tabletop and full-scale exercises has greatly improved coordination.

LE-PS partnerships are also essential for prevention and response in areas considered especially attractive as terrorism targets—malls, ports, transportation systems, utilities, major special events, and others. The collaborations in this report include law enforcement partnerships with utility, petroleum, nuclear power, retail, transportation, and other industries, and with special-event security experts and venue owners.

Information and Intelligence

With respect to homeland security, COPS/IACP Summit participants observed that "the public sector tends to have the threat information, while the private sector tends to have control over vulnerable sites."[28] Although this is generally true, private security also has useful threat information. Corporate security has access to intelligence from multiple field offices nationwide and worldwide, and many U.S.-based contract security companies also operate abroad. Given the international nature of terrorism, as well as money laundering, identity theft, and other crimes that may support it, intelligence from private security sources has become increasingly important for homeland security. Examples include the

Information Sharing and Analysis Centers, which are led by the private sector, and the Overseas Security Advisory Council, a highly structured partnership involving the U. S. Department of State, federal law enforcement, numerous corporations doing business overseas, and academia.

At the local level, many LE-PS partnerships have adopted new objectives related to terrorism while continuing to focus on other crimes affecting the safety of residents, businesses, employees, and visitors. Some of these partnerships are activating real-time alert systems and other means to share information about all hazards: crime, terrorism, and disasters.

More Effective Community Policing

Partnership has long been considered a core component of community policing.[29] The community policing literature, however, seldom names private security specifically as a desirable partner for law enforcement, although it frequently mentions the private sector and includes problem-solving guides for addressing crimes that affect specific businesses.[30] As COPS/IACP Summit participants observed, "through the practice of community policing, law enforcement agencies have collaborated extensively with practically every group but private security." [31] This is beginning to change as policymakers examine more closely the links among community policing, homeland security, and critical incident planning and response.[32]

In fact, some of the partnerships in this report have long made a direct link between community policing and LE-PS collaboration. Partnerships that focus on crime in BIDs and other urban areas are among those whose work most obviously reflects community policing approaches.

- Minneapolis SafeZone received a prestigious IACP community policing award.
- Philadelphia Center City District, the Philadelphia Police Department, and other city partners are working on homelessness, disorder, and other quality-of-life issues.
- In Anaheim (California), the police department's Tourist Oriented Policing Team is a key collaborator with private security.
- Sheriff's community resource deputies are active participants in the Hillsborough County (Florida) Public Safety & Security Partnership.

Not every LE-PS collaboration in this report associates its work with community policing, but all reflect the partnership principle of community policing, and some have gained recognition as exemplary community policing efforts.

Training Opportunities and Resources

Many LE-PS partnerships offer training and have found that high-quality training is a major motivator for both law enforcement and private security to stay involved. Often, the training provided is not readily available through other sources.[33] For example:

- Law enforcement in some jurisdictions is being trained by ASIS International and its chapters to perform specialized risk, physical security, and other assessments.
- Partnerships involving utilities (including nuclear) in the mid-Atlantic states and the petroleum industry in Texas are improving police officer safety, as well as the effectiveness of investigations, through specialized, industry-specific training.

Career Transitions

Law enforcement has been a very rewarding career for many people in terms of job benefits and career experiences. A career in law enforcement presents the individual with many opportunities and challenges. Officers can go from the patrol car or walking a beat to specialized activities including canine, marine, accident reconstruction, tactical operations, and a variety of administrative or investigative assignments. Officers can also move up through the organization to gain experience in many types of supervisory, managerial, and leadership positions.

While the pay has improved, early retirement is also a key benefit. Often law enforcement personnel don't plan or prepare for their next career, thinking that their current knowledge will allow them to step into their next job, possibly in the private sector. They fail to use the skills that made them a success in the past—preparation, and the continuous development of new skills.

There are some key differences between public policing and private security that law enforcement personnel should realize. Law enforcement is geographically based with duties and responsibilities to a given population and area. The private sector is more product/service based with efforts covering a much larger area, often national or international. While careers in law enforcement are usually started at organizations' entry level, the private sector hires based on needed skill levels wherever they are required in the organization. In the private sector, prevention has a much higher priority than investigation and arrest, which are actions taken when prevention fails.

Resumes submitted by law enforcement for a position in the private sector sometimes do not reflect the skills that are valued in business. Degrees in criminal justice, in contrast to business degrees, may not demonstrate the knowledge that the private sector is seeking. Law enforcement-learned skills, such as leadership and problem solving, must be supported with other business skills like understanding profit and loss, risk mitigation, and return on investment.

If a second career in private security appeals to you, the planning and preparation should begin at least 5 years before you retire. Obtain an understanding of how the private sector works and what is important to them. Begin engaging in public-private partnership projects to learn about how the private sector operates. This will expose you to the needs and practices of the business community. It will also allow you to develop contacts that could be very helpful in your future transition.

— Michael D. Gambrill, Senior Vice President of Industry and Government Affairs, Dunbar Armored, Inc., and retired Chief of Police, Baltimore County, Maryland

- Critical incident response training for police and private security—including both tabletop and full-scale exercises—has been an important benefit of partnerships in Northern Virginia and Milwaukee.
- Other collaborations between law enforcement, the private sector, and in some cases academia have trained mall security personnel, apartment doormen, service and delivery workers, and others in a position to recognize terrorist threats and other crimes.

Career Opportunities and Recognition

The private security and law enforcement fields recruit qualified employees from each other as people change careers. Law enforcement managers who gain experience and contacts through LE-PS partnerships are often at an advantage later if they want to make a career shift to private security. Entry-level security guards may aspire to become sworn police officers and get an introduction to the field by working to protect business establishments.[34]

Security directors who were formerly in law enforcement were described as a "big plus" for many of the LE-PS partnerships the study team interviewed, including BOMA[35] in Chicago, the Downtown Visions BID in Wilmington, the ILSSA[36] Intelligence Network in Boston, the Mid-Atlantic Utilities Group partnership, and the Hillsborough County, Florida, LE-PS partnership. Trust was less of an issue because of these individuals' direct knowledge of law enforcement organizations and cultures.

LE-PS partnerships can also be a vehicle for acknowledging jobs well done by private security personnel. A recent BOMA Chicago award, for example, went to an unarmed private security officer who apprehended a fleeing bank robbery suspect. In Minneapolis, private security officers were also instrumental in capturing a bank robbery suspect because they were able to communicate the suspect's location to police over a common radio channel made possible through the SafeZone partnership. Other partnerships have also been recognized by the media or city leaders, or have received awards from DOJ, ASIS International, or the IACP.

The Michael Shanahan Award for Excellence in Public/Private Cooperation, sponsored by the IACP and the Security Industry Association (SIA), recognizes outstanding achievements in developing and implementing public/private cooperation for public safety. It is a joint award for a law enforcement agency and private security organization together. Winners are selected by the IACP Private Sector Liaison Committee with assistance from ASIS International's Law Enforcement Liaison Council. The award covers travel expenses to attend the annual IACP meeting, where the winners are recognized.

Barriers and Challenges

Lack of Awareness and Knowledge

One significant barrier to LE-PS collaboration is a lack of awareness in law enforcement of what private security has to offer.[37] Similarly, some on the private security side—for example, personnel who do not have law enforcement experience—may not be fully aware of law enforcement's capabilities and resources. Many of the partnerships, events, and materials referenced in this report were developed to increase awareness. These efforts have met with some success. A number of partnership leaders interviewed credited specific outreach efforts—for example, contacts made during an ASIS chapter meeting—as having sparked partnership formation.[38]

Still, many in law enforcement have not given much consideration to the dozens of highly specialized functions that private security performs[39] (see sidebar) and the potential benefits of collaboration. LE-PS partnership is not a topic that police training academies typically address,[40] nor are police often rewarded on the job for thinking creatively about collaboration with private security.

Private Security Specializations

In its publication *Career Opportunities in Security*, ASIS International recognizes at least 34 specialty security career areas.

- Agricultural
- Banking/financial services
- Commercial real estate
- Cultural properties
- Educational institutions
- Gaming and wagering
- Government industrial
- Health care
- Information systems
- Investigations
- Lodging and hospitality
- Manufacturing
- Retail loss prevention
- Security engineering and design
- Security sales, equipment, and services
- Transportation
- Utilities and nuclear
- Construction
- Contingency planning
- Crisis management
- Executive protection
- Local, state, and federal government
- Food services
- Insurance
- Oil, gas, and chemical
- Pharmaceutical
- Proprietary/information
- Residential
- Security consulting
- Security education and training
- Special events
- Telecommunications
- Terrorism counteraction
- Wholesale and warehousing

In addition, law enforcement may be swayed by negative press about, or negative experiences with, one segment of the private security industry. This problem cuts both ways. A private security director may be reluctant to approach a law enforcement agency whose shortcomings have been widely publicized, or whose reputation has been that of a closed organization that does not welcome partnership opportunities.

Lack of Trust

Without trust, information-sharing—the key purpose of having a partnership in the first place—will not occur to any appreciable extent. For various partnerships, trust issues may include the following:

- Lack of trust at the street level between law enforcement (e.g., perceived by private security as arrogant or a closed club) and private security (e.g., perceived by law enforcement as transient and poorly trained and paid).
- Private security directors' concerns about sharing information with one another (How much do I want competitors to know about my business?).
- Private security's distrust of law enforcement (How much do I want the authorities to know about my business? Will law enforcement truly share valuable information or hold it close to the vest? Will law enforcement run the show or share the partnership's agenda setting and decision making?).
- Law enforcement distrust of private security (What level of professionalism and training will private security bring to the table? How will they treat sensitive information? Will vendors try to use this group as a sales opportunity?).
- Law enforcement agencies' distrust of one another (What will our role be in a partnership led by another agency? What's in it for us?).

The importance of trust was mentioned repeatedly in the Operation Partnership study interviews. Usually, it was discussed in the context of having overcome initial distrust because of member screening processes, private security directors' backgrounds in law enforcement, or successes over time on joint projects.

But these partnership leaders also acknowledged that not all trust issues are resolved early on. As one commented with respect to information sharing among business competitors and law enforcement, "We continually seek ways to share information as openly as possible without stepping over company and agency boundaries and violating confidentiality."

Information Sharing and Privacy Concerns

Law enforcement, private security, and the public all have legitimate concerns about the sharing of personal, sensitive, and classified information: what information will be acquired, how it will be acquired, how it will be protected, how it will be shared, with whom it will be shared, and at what costs (time and money versus benefits). These issues are complex and often controversial—legally, ethically, technologically, and in relation to corporate and government policies. The partnership examples in this report show that information-sharing issues affect each LE-PS partnership in different ways, depending on the partnership's purpose, membership, activities, and relevant laws.

- In some partnerships, information is shared orally about individuals (e.g., fired hotel employees) but not in written form because of concerns about potential liability under state and federal employment laws.
- Some partnerships provide the most sensitive information only to fully vetted members, although associate members may access other benefits (e.g., training).
- Formal local government approval may be needed to share certain information. For example, before the HartSCAN (Security Communications Access Network) partnership could implement its crime alert systems, the Hartford (Connecticut) City Council had to pass a resolution enabling SCAN members to communicate sensitive information over a secure, tightly monitored and controlled city radio frequency. Each member with access had to sign a formal agreement before being allowed to participate.

Although the local-level LE-PS collaborations reviewed for this study were not engaged in data mining[41] as a partnership activity, lessons learned from federal data mining projects are applicable to other types of data analysis and information sharing. For example, some planned federal data mining systems were put on hold, and another began undergoing major revisions, for reasons including these:

- High potential for information glut (too much irrelevant information)
- Unresolved privacy issues
- Existing computer systems that were not up to the task
- Lack of buy-in by potential users who did not believe the benefits would justify the costs.[42]

Some industries are prohibited by law from releasing certain information, such as utility companies' site security plans. Another example of legal restrictions concerns the whole spectrum of security clearances.[43]

In addition, businesses may resist working with other businesses that compete in the same field. One concern is that a corporate advantage will be diminished if proprietary information becomes public: the competition may learn too much about a company's new software, for example, or an efficient business practice. Other concerns include

antitrust violations (price fixing). The antitrust laws generally prohibit agreements among competitors regarding matters such as price, credit terms, and market shares, which can weaken competition and raise barriers to entry or innovation.

While still mindful of these concerns, business competitors do join partnerships with law enforcement to combat crimes of concern to their industries. Examples in this report include the following:

- The Mobile Phone Interest Group, a partnership formed in October 2005 to stop organized theft of mobile phones. It involves multiple local, state, and federal law enforcement partners; corporate security representatives from Nokia, Motorola, and other companies; and shipping/cargo companies.
- The Mid-Atlantic Utilities Group, which was formed in 1991 by security representatives of two utility companies to address thefts of copper from power stations and substations. The group now involves seven states and has expanded to include other utility companies (gas, electric, sewage); telecommunications companies; and local, state, and federal law enforcement. It takes on issues identified by the membership, for example, thefts of construction equipment, thefts of copper, workplace violence, fraud, and antiterrorism planning.

Technology

While advanced technology has been listed as a benefit, it also presents challenges. Some new technologies are controversial, and many are costly and involve time for acquisition, setup, training, and maintenance.

CCTV systems[44] and other technologies have proven value for investigating crimes and terrorist acts, but their acquisition requires LE-PS partnerships and local jurisdictions to consider many factors.[45] New York City's 2007 decision to install 3,000 public and private security cameras and other equipment[46] illustrates many of these factors. For example:

- **Cost.** The reported projected cost of the New York system was $90 million, with initial costs to be borne by the city ($15 million) and a DHS grant ($10 million). Cities desiring systems even 1/100 this size may be unable to afford them.
- **Decisions about system features.** New technology is constantly evolving. Features applied today may be outmoded in a few years. How can anticipated changes in technology be taken into account in selecting and purchasing equipment? Will CCTV videos be accepted in court?
- **Management.** Who manages the systems and data? Concerning CCTV, will law enforcement or private security monitor in real time? Who will provide the monitoring resources?

- **Oversight.** Who maintains accountability for actions? Is there some level of oversight? Who has access to archived images, etc.?
- **Public acceptance and expectations.** Does the public perceive that new technologies will reduce privacy? Does the public understand the difference between CCTV's deterrent value versus its investigative value?

Personnel Issues

Various segments of the private security industry—especially guard services—are characterized by low pay, poor benefits, and as a result, high turnover. Because of these and other personnel issues, property and people may be guarded by individuals who have not yet become familiar with a site's security plan, have not been subjected to a thorough background check, have little monetary incentive to take risks, or were not in place when terrorism or other specialized training was provided.[47] State licensing and training standards vary greatly, and 10 states still do not regulate private security at all.[48]

In the LE-PS collaborations interviewed for this study, the private security partners were managers, directors, and owners. They held various private security industry certifications and in some partnerships had been cleared through background investigations (e.g., the FBI's InfraGard and Nassau County Security/Police Information Network partnerships).

Many private security companies meet or exceed voluntary industry guidelines. Given the lack of uniform standards, however, some law enforcement agencies are understandably cautious about collaborating with private security and must satisfy themselves that the firms or security departments they work with adhere to high standards and that their representatives are trustworthy. As discussed in Chapter 3, regulatory changes have been slow in coming, but major private security associations like the National Association of Security Companies and ASIS International actively lobby to improve professionalism within the industry.

In addition, some partnerships interviewed for this study discussed the benefits of having state private security regulators as partnership members. Examples include the involvement of state regulators in founding the Hillsborough County, Florida, partnership, and the active participation of the Virginia Department of Criminal Justice Services in the Virginia Police and Private Security Alliance.

Law enforcement has recruitment and attrition challenges of its own that affect LE-PS partnerships. Many police departments are having difficulty attracting qualified candidates to fill authorized positions.[49] This can have a ripple effect on an agency's ability to devote resources to partnership activities.

Unlike private security guards, law enforcement officers tend to stay with the same department; however, LE-PS partnerships are affected by retirements and by the practice of rotating law enforcement managers through assignments. A police manager assigned to spearhead an LE-PS partnership, for example, may be transferred to a different position within a year or two. His or her successor may be less (or more) enthusiastic about collaborating with private security. Or the law enforcement agency may shift the partnership from one division to another. At least one partnership studied was affected by all these changes.

Decision-Making

Cumbersome decision-making processes and risk aversion in government, including law enforcement, can delay the positive changes that might come from LE-PS collaborations. One partnership, for example, noted that by the time a federal law enforcement representative was convinced to join the partnership and was approved to do so by his agency, he was transferred, and the process had to start over.

In contrast, the private sector, including private security, is typically better positioned to seize opportunities; however, in addition to addressing concerns about information sharing, corporate security directors need to convince others in the company that time spent on partnership activities is worthwhile from a cost-benefit perspective. Hosting a luncheon each quarter is one thing. It is quite another to devote 150 hours during the course of 3 months to help plan a critical incident response exercise. This is time well-spent for many corporations but may not be possible for smaller businesses.

Taxpayer Support for Police and Private Security Services

Chapter 3 on trends in LE-PS collaboration discusses how private security is increasingly delivering services that traditionally were provided by law enforcement. For example, BIDs, which are supported by special tax assessments, may employ private security in those districts to increase patrol coverage.

Although this is becoming a common practice, it is not universally embraced. Police may object to private security taking on functions they believe should be performed by law enforcement. Some businesses may be reluctant to be taxed twice for crime-prevention services that they believe a public (taxpayer-supported) law enforcement agency should be providing. Similar objections may be raised by residents whose neighborhood associations want to impose fees to pay for private security patrols.

In the public spotlight recently was the broader issue of government contracting for private security, particularly the Departments of State and Defense contracting to protect U.S. officials and property in Iraq and Afghanistan. Although that situation is different from the collaborations discussed in this report, it raises questions about accountability and wise use of tax dollars that pertain to all LE-PS partnerships. For example:

- What is the appropriate mix of private security and law enforcement for the job at hand?
- Are the private security officers well-qualified for their assignments?
- Is law enforcement performing services that might be handled well, but less expensively, by private security?

Summary

LE-PS partnerships have been documented for at least 30 years, but their number has escalated within the past 8 or 10 years. The partnerships were formed after someone in law enforcement or private security took the first step toward building new professional relationships. They were willing to explore the possibilities, either because they were forward thinking or because a certain type of crime was not responding to traditional, separate approaches for dealing with it.

Law enforcement, influenced by community policing, has become more open to citizen and business involvement in partnerships, crime-prevention, and problem-solving. Collaborations with private security are an extension of these core principles of policing today but present unique challenges, especially with regard to information sharing. The examples of LE-PS partnerships in this report involve a range of approaches that have been successful in overcoming those challenges.

CHAPTER TWO: Methodology

With assistance from many law enforcement and private security leaders, Operation Partnership project staff completed the following tasks to identify law enforcement-private security (LE-PS) partnerships, explore successful practices and lessons learned, and analyze trends and challenges:

- Consulted with an advisory group of law enforcement and private security leaders.
- Issued a call to the field for information about LE-PS partnerships in cooperation with professional organizations.
- Reviewed professional journal and news articles, research and policy reports, and other literature.
- Conducted and analyzed national-level surveys of private security and law enforcement.
- Developed a comprehensive list of partnerships and identified and selected partnerships for follow-up review.
- Completed structured telephone interviews with more than 50 selected partnerships and produced summary reports.
- Conducted site visits to explore several exemplary partnerships in greater detail.
- Convened advisors to review interim products and explore issues that affect future partnership development.
- Developed final products and explored next steps for product dissemination, training, and future research.

The Operation Partnership surveys (explained below) were administered to help identify as many LE-PS collaborations as possible. They did not involve polling a representative sample of organizations to draw conclusions about the nationwide status of LE-PS collaborations, such as the percentage of law enforcement agencies engaged in partnerships and the reasons why or why not.

Purpose of the Project

The following objectives guided the project activities:

- Identify significant resources in private security that can assist local law enforcement in the national effort to prevent, detect, and respond to terrorism and other homeland security threats, as well as other crimes.
- Discover and document models and techniques of effective working relationships including partnership formats and best practices in leadership, joint training, and information- and intelligence-sharing.
- Determine the extent to which community policing is being used to develop partnerships between law enforcement and private security.

The goals for the final report were to present useful LE-PS partnership approaches that others could adapt in their own jurisdictions; make informed observations about trends and challenges; and offer recommendations for promoting more, and more effective, LE-PS collaborations.

Project Components and Tasks

Advisory Group

One of the first steps was to convene an advisory group of law enforcement and private security leaders who were themselves experienced in LE-PS collaborations. The advisory group members were the following:

- Robert Lee: Principal Consultant, Mason-Coburn Partners; Member and Former Chair, Law Enforcement Liaison Council, ASIS International; former Director, Justice Programs, Nextel Corporation; former Supervisory Special Agent, Federal Bureau of Investigation.
- Michael Gambrill: Member and Former Chair, Law Enforcement Liaison Council, ASIS International; Senior Vice President, Dunbar Armored Security; retired Chief of Police, Baltimore County (Maryland) Police Department.
- Randall Carroll: Former Co-Chair, Private Sector Liaison Committee, International Association of Chiefs of Police (IACP); retired Chief of Police, Bellingham (Washington) Police Department.
- Lynn Oliver: President/CEO, American Security Programs, Inc.; founding member and Secretary, Virginia Police and Private Security Alliance (VaPPSA); member of the Board of Directors, National Association of Security Companies.
- Thomas Sweeney, Chief of Police, Glastonbury (Connecticut) Police Department; former Chief of Police, Bridgeport (Connecticut) former Co-Chair, Private Sector Liaison Committee, IACP.

The following were the group's main tasks:

- Provide expert advice on current issues and challenges, which helped focus the research questions
- Nominate partnerships that should be acknowledged or explored
- Participate in a focus group that included representatives of exemplary partnerships
- Review interim and final products.

Call to the Field

Staff also received invaluable support from ASIS International[50] and its Law Enforcement Liaison Council (LELC), the Private Sector Liaison Committee (PSLC) of the IACP, and other organizations interested in LE-PS collaborations. These organizations were closely involved in the first phase of the project, which included the following:

- Establishing a special e-mail address at the Institute for Law and Justice (ILJ) to which people could send information about partnerships
- Broadly disseminating an announcement to explain the project and invite law enforcement and private security representatives to contact ILJ with partnership information
- Posting the project announcement by ASIS International on its web site, again with an invitation to report partnerships to ILJ
- E-mailing the announcement to the ASIS membership
- Conducting outreach by in-person presentations at association and partnership meetings, telephone, and e-mail to a network of professional contacts.

About 50 individuals contacted ILJ about their partnerships through the project e-mail account, and at least another 30 responded through other channels to the initial call for information. Some also volunteered materials, such as partnership newsletters, descriptions, PowerPoint presentations, news articles, and more.

Literature Review

This task continued throughout the project. It included reviews of articles in academic and professional trade journals; reports and other materials produced by individual LE-PS partnerships; news articles; books and reports about the private security industry, policing, critical incident response, and other topics affecting LE-PS partnerships; reports by federal government agencies, such as the U.S. Department of Justice, U.S. Department of Homeland Security, and the Government Accountability Office; state and federal statutes; and other sources. The authors have cited relevant literature throughout the report, rather than preparing a separate literature review section or report addendum.

Surveys of Private Security and Law Enforcement

The purpose of the Operation Partnership survey was to identify as many LE-PS partnerships as possible and obtain reliable contact information for follow-up. The questionnaire was brief. It asked respondents to do the following:

- Name a partnership of which they were aware or in which they were involved
- Check the primary activities in which the partnership was engaged (18 activities were listed)
- State how long the partnership had been in operation
- Indicate whether the partnership was formed as a result of the September 11, 2001 terrorist attacks, or if the partnership began earlier, whether it had changed after 9/11
- Indicate whether the partnership had materials or success stories it was willing to share.

The project team created a web-based survey form, which ASIS International disseminated as an attachment to an e-mailed letter that asked for participation. It was sent in spring 2006 to approximately 17,000 individuals, most of whom worked in contract or proprietary security, although some were law enforcement personnel. A total of 242 individuals responded indicating they were part of, or knew about, an LE-PS partnership.

In addition, a version of the same questionnaire was mailed to 350 law enforcement agencies. The sample consisted of the largest law enforcement agencies serving the three largest counties within each state. The questionnaire was mailed in spring 2006. The project budget and work plan did not permit use of follow-up techniques to increase responses, such as calls to nonrespondents, postcard reminders, or remailing of the survey to nonrespondents. Fifty-three law enforcement agencies responded to the survey.

Comprehensive List of Partnerships

After all surveys were completed, the study team had received approximately 505 LE-PS project nominations provided by 242 ASIS survey respondents; 53 law enforcement survey respondents; and 210 call-ins from announcements, nominations from experts and advisors, staff research, literature research, and other sources.

After further analysis, about 20 percent of the nominations were removed from the list for a variety of methodological reasons: nominations were duplicated, information provided was unclear, survey respondent omitted accurate contact information, or the description did not meet the LE-PS partnership definition.

The study team continued to review the literature and consult with others throughout the project. By project end, the team was able to include additional partnerships not previously identified. The final list includes more than 450 identified partnerships.

Telephone Interviews with Selected Partnerships

The next major task was to review the partnership nominations from all sources and select a manageable number for structured, in-depth telephone interviews. The selection process was not scientific, but it was guided by specific criteria. In addition to good contact information for follow-up and representation from various regions of the country, staff looked for partnerships that seemed to have one or more of the following qualities:

- Effective practices in LE-PS partnership operations (e.g., joint LE-PS leadership, successful techniques to increase and retain members, solutions to information-sharing challenges)
- Multiple partners (e.g., local, state, and federal law enforcement, contract and proprietary security, other organizations and public agencies)
- Strong ties to a jurisdiction's community policing efforts
- Availability of information on successes in preventing or solving crimes
- Focus on issues of great public concern (e.g., homeland security).

From the final list of 450 LE-PS partnerships, staff identified 85 partnerships of special interest based on these criteria. A final consideration was that the partnerships have a local, state, or regional focus (many such partnerships also include federal law enforcement). Of the 85, approximately 50 appeared to have such a focus and were selected for interviews. The other 35 were primarily national or federal level partnerships, and many of these are also included in the report; however, they were either interviewed using different sets of questions more relevant to their operations; were documented in current, reliable reports; or were organizations about which project staff or advisors had direct knowledge because they were members or had a working relationship with them.

The telephone interviews covered the following topics:

- Partnership formation: why and how the partnership got started
- Membership: composition, member screening processes, factors affecting membership retention and growth
- Leadership and division of responsibilities between law enforcement and private security
- Details about partnership activities: scope of activities, programs that have worked well, roadblocks encountered, solutions
- Results of partnership activities: accomplishments, success stories, lessons learned
- Plans for sustaining or expanding the partnership.

The interviews were conducted in fall 2006 by project staff and experienced consultants. The product of this task was a set of 45 case studies summarizing each partnership, along with documents that many partnership representatives provided.

Focus Group

After the partnership field interviews were completed and key findings were drafted, the project team convened a focus group to assist in analyzing key issues and in providing further direction for the report guidelines. The focus group included representatives of eight selected partnerships and the project's advisory group for a day-long meeting, which was held in Alexandria, Virginia, on March 26, 2007. The invited partnerships represented diverse missions, activities, regions of the country, and forms of organization: the Mid-Atlantic Utilities Group, Milwaukee Critical Incident Protocol partnership, Washington Law Enforcement Executive Forum, Minneapolis SafeZone Collaborative–Downtown, Anaheim Crime Alert Network, the FBI InfraGard national program, Nassau County Security/Police Information Network (SPIN), and the VaPPSA. The discussions focused on the following topics:

- Trends in LE-PS partnerships
- Trends and issues in LE-PS intelligence/information sharing
- Key elements of success and failure: guidelines for the field
- Future directions for LE-PS partnerships
- Recommendations.

The focus group provided excellent insights that greatly improved the final product.

Site Visits

Project staff conducted several site visits to explore exemplary partnerships in greater depth:

- Philadelphia Center City District partnership, which involves multiple components and has a long history of success in addressing quality-of-life concerns, crime, and terrorism response planning.
- Several partnerships in the New York City area: New York Police Department SHIELD, Nassau County SPIN, and the Suffolk County Alert Network (SCAN). The visit involved interviews with police and private security representatives with direct knowledge of how these partnerships evolved and interacted.

- Target Corporation's Minneapolis headquarters and the Minneapolis Police Department, to consult with individuals involved in the Minneapolis SafeZone and Target & BLUE partnerships.
- Westchase Management District in Houston, Texas, which blends private security with Houston Police Department officers working patrol in an off-duty capacity.

Staff also attended a full-day, statewide meeting on LE-PS partnerships hosted by the Virginia Department of Criminal Justice Services; participated in ASIS LELC and IACP PSLC meetings (in-person meetings and teleconferences) throughout the project; and delivered presentations on the project in September and October 2007 at the national ASIS and IACP annual conferences, respectively.

Product Dissemination and Follow-up

The Operation Partnership final report is intended for wide distribution by the COPS Office and through participating professional associations, in printed, CD, and web-based formats. The study team's intent is to continue supporting several follow-up actions of great importance: the additional recommendations named at the COPS/IACP Summit. Recently, the COPS Office awarded a cooperative agreement to the Law Enforcement-Private Security Consortium to develop online training modules on LE-PS partnerships. These modules, in electronic formats, will reach the widest possible audiences.

CHAPTER THREE: Key Trends in Public-Private Partnerships

Introduction

This project's research points to several trends in partnerships between law enforcement and private security (LE-PS) organizations. By far the most evident LE-PS partnership trend is a substantial rise in the number of partnerships. An earlier study of LE-PS partnership notes that "in the 1980s, only a few formal cooperative programs existed, while [in 2000] close to 60 have been documented."[51] By contrast, the present research, conducted in 2006, has uncovered more than 450 LE-PS partnerships.

LE-PS partnerships are now so common that some practitioners have begun to call them by a new, shorthand term—"P3 network," which refers to a public-private partnership network. One law enforcement practitioner describes those networks as follows: "On the public side of the network [are] law enforcement and 'non-law enforcement' governmental agencies, while on the private side there are security directors as well as local chambers of commerce, neighborhood watch groups, and civic associations."[52] Research has also found that spending and employment are greater in the private security field than in the law enforcement field. To multiply their crime-prevention and related capabilities, law enforcement agencies are increasingly turning to partnerships with their more numerous counterparts in the private sector.

This chapter provides the following information:

- Comparison of the scope and size of the partnering fields
- Description of several general trends in LE-PS partnerships
- Description of partnership trends specifically related to homeland security.

Based on the partnerships studied, the following are the main trends relating to LE-PS partnerships:

General Trends

- Increasing number of partnerships
- High degree of satisfaction with partnerships
- Changes in leadership of partnerships—more sharing of responsibilities
- More energetic outreach for members
- Greater range of partnership activities
- Better information sharing between partnership members
- More private provision of traditional law enforcement functions
- Growth in leveraging of resources
- Institutionalization of partnerships.

Trends Specifically Related to Homeland Security

- Increased high-level attention to law enforcement-private security partnerships
- Development of new partnerships with a clear focus on homeland security
- Homeland security focus added to partnerships that existed before 9/11
- Federally sponsored, privately led infrastructure partnerships
- Homeland security training for private security partners.

These trends in LE-PS partnerships appear to be driven by the following factors:

- **Economics.** Since 2001, federal funding for traditional, nonhomeland security local policing has declined significantly. Police departments see partnership with private security as a way to control crime with fewer public resources.
- **Homeland security.** Since the 9/11 terrorist attacks, law enforcement agencies have been tasked with many new homeland security responsibilities and have turned to private security for assistance.
- **Community policing.** This method of policing calls on law enforcement agencies to collaborate with the community to prevent crime. The approach leads naturally to LE-PS partnerships.
- **Ease of electronic collaboration and information sharing.** In some of the earliest LE-PS partnerships, police would send crime alerts to private security by fax. Partnerships today can use many other electronic methods (web pages, e-mail, text messaging, videoconferencing, automated mass telephone calls) to collect information from, and distribute it to, partners.
- **Rise in mutual esteem.** Over time, the private security field continues to gain in sophistication. Some security departments at major corporations maintain intelligence operations and forensic laboratories that surpass those of many law enforcement agencies. As an earlier study notes:[53]

  > *Historically, private security and law enforcement practitioners have not always had the best relationships. Sometimes, police may have held security officers in low regard or corporate security directors may have felt police were uninterested in or incapable of addressing certain of their concerns, such as high-tech crime, white-collar crime, or terrorism.*

- **Increased credentialing and skills.** In recent years, the security field has seen gains in certification (more certifications and more certified practitioners), standards (by associations and standards-setting bodies), academic programs (in colleges and universities), and other measures of a field's professionalism. At the same time, law enforcement practitioners have shown an increasing willingness (often driven by necessity) to work with private security, and many law enforcement agencies have become more adept at solving crimes of particular concern to businesses (such as high-tech crimes), making partnership more attractive to private security practitioners.

- **Encouragement from law enforcement and private security associations and government agencies.** Through conferences, research, and publications, associations such as ASIS International, the International Association of Chiefs of Police (IACP), and the National Sheriffs' Association (NSA), as well as the Office of Community Oriented Policing Services (the COPS Office) and the Bureau of Justice Assistance, U.S. Department of Justice, have encouraged the development of LE-PS partnerships.

Not all trends in LE-PS partnership are wholly positive. Observers have noted that such partnerships may raise concerns regarding privacy (as more citizens fall under video surveillance and into databases), accountability (as private security can search without a warrant and may not be under sufficient scrutiny regarding the use of force), and authority (as private security officers are given limited police powers and assignments when they take over some traditional law enforcement roles).

Brief History of LE-PS Partnerships

As early as 1964, interest in LE-PS partnerships was evidenced by two articles that appeared in the IACP's *The Police Chief* magazine on the topic of police/security liaison needs and opportunities.[54] In 1971, RAND Corporation researchers surveyed police and security worker interaction and reported that 27 percent of private security personnel never had police contact and another 30 percent of security personnel had law enforcement contact only once or twice a year.[55] At that stage, the partnerships were informal; the partners' emphasis was simply to converse about crime-related issues.

In 1974, the Private Security Advisory Council of the Law Enforcement Assistance Administration, U.S. Department of Justice, formed a standing committee to study law enforcement and private security relationships. It recognized the need "to promote increased cooperation and the development of mechanisms to improve working relationships between public law enforcement agencies and the private security industry in their mutual objective of crime prevention."[56] Although LE-PS interaction was being studied and discussed in the 1970s, few cooperative programs had yet been formed.

Beginning in the mid-1980s, cooperative programs between the private and public sectors slowly emerged. From the 1980s onward, both the IACP and the American Society for Industrial Security (now ASIS International) had standing committees on LE-PS liaison. Joint meetings and coordinated programming began between these national organizations, along with the Private Security Industry Committee of the NSA, in the late 1980s.

In the early 1980s and again in the late 1980s, Hallcrest Systems, Inc., with funding from the National Institute of Justice, conducted national studies of law enforcement and private security. These published reports produced data on trends in private security and that field's relationships with law enforcement.[57]

In 2000, the Operation Cooperation project, funded by the Bureau of Justice Assistance, U.S. Department of Justice, produced guidelines to assist law enforcement and private security in creating cooperative partnerships and programs.[58] These guidelines provided information on various types of LE-PS partnerships, tips on how to get started, typical activities of collaborative programs, elements of success, and dozens of examples of active partnerships (e.g., the Austin [Texas] Metro High Tech Foundation; North Texas Regional Law Enforcement and Private Security [LEAPS] program; Washington Law Enforcement Executive Forum; and Law Enforcement and Private Security Council of Northeast Florida). The guidelines and an accompanying video were distributed to thousands of law enforcement chief executives and senior private security officials throughout the nation to encourage partnership development.

In 2004, with funding and guidance from the COPS Office, the IACP hosted the COPS/IACP *National Policy Summit: Building Private Security/Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder*. The resulting policy paper recommended, among other things, that the U.S. Department of Justice fund research on law enforcement-private security cooperation, leading directly to the present project.[59]

Law Enforcement

By definition, an LE-PS partnership must contain at least one law enforcement member and at least one private security member. This section examines the law enforcement side of the partnership.

In 2004, there were more than 800,000 full-time sworn law enforcement officers in the United States,[60] distributed as shown in Table 1.

Table 1: Law Enforcement Officers in United States, 2004

Type of Agency	Number of Agencies	Number of Full-Time Sworn Officers
All state and local	17,876	731,903
Local police	12,766	446,974
Sheriff	3,067	175,018
Primary state	49	58,190
Special jurisdiction	1,481	49,398
Constable/marshal	513	2,323
Federal*		104,884
Total		836,787

Special jurisdiction category includes both state-level and local-level agencies. Consolidated police-sheriffs are included under local police category. Agency counts exclude those operating on a part-time basis.
*Nonmilitary federal officers authorized to carry firearms and make arrests.

Spending on federal, state, and local policing totaled approximately $83 billion in 2003,[61] the latest year for which figures are available.

Private Security

Both quantitatively and qualitatively, the private security field is less well-known than law enforcement. The last major study to estimate the size of the private security field was published in 1985[62] and updated in 1990.[63] Table 2 shows the latter report's estimates and projections:

Table 2 suggests that as of 2000, private security employment may have exceeded law enforcement employment by nearly 3 to 1, and private security spending may have exceeded law enforcement spending by more than 2 to 1.

Table 2: Employment and Expenditures in Private Security and Law Enforcement Estimates and Projections

	Employment (millions)		Expenditures (billions)	
Year	Private Security	Law Enforcement	Private Security	Law Enforcement
1980	1.0	0.6	$20	$14
1990	1.5	0.6	$52	$30
2000	1.9	0.7	$103	$44

Source: Cunningham, William C., John J. Strauchs, and Clifford W. Van Meter, *Private Security Trends 1970–2000: The Hallcrest Report II*, Stoneham, Massachusetts: Butterworth-Heinemann, 1990.

It is difficult to estimate how many private security practitioners work in the field today. The Bureau of Labor Statistics estimates that its occupational category known as "security guards and gaming surveillance officers" employed more than 1 million persons in 2004.[64] That category likely includes no more than half of those employed in private security overall. *Enhancing Private Security Officer Surety*, a report for the U.S. Department of Homeland Security,[65] found that in the five states it studied, guards constituted only one-half to one-third the total number of security employees. The rest are security workers in such fields as alarm installation and monitoring, access control, closed-circuit television (CCTV), locks, and safes, etc., as well as managers of security firms and security departments within larger organizations. Extrapolating from the Bureau of Labor Statistics estimate, the total number of U.S. security employees could certainly be 2 million or more—that is, more than twice the number of law enforcement officers.

In general, private security operations parallel and supplement public law enforcement activities, as noted by Ohlhausen et al.:[66]

> *Security executives perceive their industry's role as a supplementary one, protecting property and assets in ways that exceed the resources of law enforcement. Crimes against business that are commonly investigated by private security personnel, but seldom by law enforcement, include many high-tech and computer crimes, complex frauds, and industrial espionage. Although they have different emphases, law enforcement and private security ostensibly share the goals of crime prevention and control.*

In the past, law enforcement agencies may have hesitated to partner with private security organizations because of concerns over the professional quality of the potential partners, especially security officers. In particular, the quality of security officer compensation, background screening, and training was in question. As has been shown, security officers represent only one-third to one-half of security employees, at most, but they are the most visible employees in the field, so their quality may greatly affect the field's reputation as a worthwhile partner for law enforcement. Recent improvements in the areas of concern, as described in the next three sections, may now be contributing to the increase in LE-PS partnerships.

Compensation

ASIS International conducts annual salary surveys of security managers. In 2006, the average annual compensation was $90,000, and the median was $79,000.[67] The median wage of security managers has been rising for some time. The ASIS salary surveys have found 5 to 6 percent annual increases in the median salary during the last several years.

Security officers, not managers, generally earn much more than the minimum wage that is sometimes considered to be their normal pay. The Bureau of Labor Statistics estimates the mean annual wages of security guards as $24,840. The top 25 percent of guards earn $28,900 or more, while the top 10 percent earn $37,850 or more.[68] Similarly, Cunningham et al. found that annual pay for security officers—unarmed, armed, contract, and proprietary—ranges from about $17,000 to $40,000 or more depending on such factors as wage rates in the geographical area, armed versus unarmed assignments, proprietary versus contractual employer, and type of client and nature of the security task.[69] Security guards in some industries earn much more than the average; for example, guards in the natural gas distribution industry have a mean annual wage of $61,180.[70]

Background Screening

Improved capability for background screening of security practitioners is another factor that may be leading to increased LE-PS partnership. A new federal law offers the promise of access to the FBI national criminal history record database, while online database services make it easier for employers to screen security officers.

The Private Security Officer Employment Authorization Act (PSOEAA), enacted in December 2004 (PL 108-45 8), is intended to allow security employers to do fingerprint checks of applicants through the states using the FBI's national criminal history records. Implementation of the act has been slow. It took a year for the FBI's Criminal Justice Information Service (CJIS) to specify the procedures that states and employers should follow to set up an FBI check system, and "since the regulations were issued, no state has set up a PSOEAA system."[71]

Moreover, the information available through both sources—CJIS and commercial databases—is somewhat lacking. As a report for the U.S. Department of Homeland Security noted, "It is not only government databases that are deemed incomplete. Commercial databases are also considered by many to be full of gaps."[72] These two information sources are imperfect, but over time they at least potentially increase the likelihood that security employees will be suitable partners for law enforcement.

Training and Education

Improved training of security practitioners may be another factor leading to increased LE-PS partnership. Twenty-two states require basic training for licensed security guards.[73] Moreover, various security associations offer security certifications and extensive offerings of security education programs. In addition, more than 100 institutions of higher education in the United States offer security degree programs.[74] Increased training and education would seem to make security practitioners more desirable partners for law enforcement agencies.

General Trends

This section describes nine general trends in partnerships between law enforcement and private security.

1. More Partnerships

As was observed earlier, in the 1980s only a few formal cooperative programs existed;[75] in 2000, close to 60 were documented;[76] and the present research (2006) has uncovered more than 450 LE-PS partnerships.

Another measure of the growth of partnerships is the rise in business improvement districts (BID), many of which have a law enforcement/private security partnership component. In 1965, the first BID was formed in the United States in New Orleans. Reliable counts are not available, but estimates now put the number of U.S. BIDs at about 1,200.[77] There are 59 BIDs in New York City alone.[78]

2. Satisfaction with Partners and Partnerships

Law enforcement and security practitioners are becoming more satisfied with their partnerships and each other. In the early 1980s, law enforcement executives rated LE-PS relationships as "fair to good, at best."[79] By contrast, survey research performed for the ASIS Foundation by Eastern Kentucky University, with support from the National Institute of Justice, asked law enforcement practitioners how they would rate "the overall operating relationship between their agency and private security in their jurisdiction. Good or excellent relationships with private security were reported by 87.8 percent of the law enforcement respondents."[80]

Viewing satisfaction from the other direction, in the early 1980s just under half of security managers rated overall relations with law enforcement as excellent.[81] In 2004, more than 70 percent of security managers rated their relationships with law enforcement as satisfactory or very satisfactory. Among security manager respondents who were members of ASIS (and perhaps more involved in their field), nearly 90 percent rated their relationships with law enforcement as satisfactory or very satisfactory.[82]

3. Leadership Changes

Most (though not all) early LE-PS partnerships were established by law enforcement—or by law enforcement and private security together—and then led by law enforcement, which would typically provide information targeted to the partnership's members. Few partnerships were led by private security. A typical example of an early partnership is the Washington Law Enforcement Executive Forum (WLEEF), founded by the Washington Association of Sheriffs and Police Chiefs (WASPC). Though WLEEF's leadership is now a joint law enforcement–private security responsibility, the partnership is still housed and supported by WASPC.

Now it has become possible to find many LE-PS partnerships that are led by private security, whose representatives formed the organizations and then asked law enforcement to join. These partnerships are funded and administered solely by private security, and law enforcement participates as one member among many. The Hazard Management Advisory Committee, for example, was founded in 1990 by Union Carbide and three other companies to coordinate responses to accidents and attacks involving hazardous materials in transit. Local police departments joined the partnership later. The group, now with 40 member companies, continues to be chaired by a Union Carbide representative.

Likewise, the Mid-Atlantic Utilities Group was founded in 1991 by security practitioners from power companies to combat losses affecting them all. The group now contains members from all other kinds of utilities, as well. Federal, state, and local law enforcement agencies partner with the group to address various crimes against utilities. Leadership remains a private security function; member companies take turns planning and hosting meetings to exchange information and plan solutions.

One leadership function in LE-PS partnerships takes the form of hosting meetings. Private security often has a budget that is used to provide space, food, and other resources for meetings between law enforcement and private security. While there are notable exceptions (like Northern Virginia's Virginia Police and Private Security Alliance (VaPPSA), which was initially funded by ExxonMobil but has been hosted by police agencies at public venues for more than 15 years), large partnerships such as InfraGard (with thousands of members in about 70 chapters nationwide) often rely on corporate members to host meetings.

4. Greater Outreach for Members

The study found more effort being expended to bring new members into public-private partnerships. The home page of the New York City Police Department, for example, has featured, in the most prominent position, the following text: "**NYPD SHIELD** seeks to partner with **private sector security managers** with the goal of protecting New York City from terrorist attacks. Click here for details!"

Other examples include the following:

- The Boston Financial District Information Network, a partnership between financial institution security directors and the police, asks members at each monthly meeting to nominate potential new members. The network has grown from 3 members to 30 in its 14-year existence.
- The Philadelphia Crime Prevention Council was started in 1997 with about two dozen representatives of federal, state, and local law enforcement agencies. During the last 10 years, it has recruited security managers and other private-sector partners. It now has approximately 260 members.
- InfraGard, an FBI-sponsored partnership with the private sector, focuses on the exchange of information concerning terrorism, intelligence, criminal, and security matters. Since its founding in 1996, it has expanded to include more than 70 local chapters throughout the country.
- The Anaheim Crime Alert Network works with people who have security responsibilities in the hospitality industry. The partnership, which includes several law enforcement agencies and many private-sector partners, adds about three new members each month.
- ASIS International regularly encourages its members to establish or join partnerships with law enforcement. The February 2007 newsletter of the ASIS Law Enforcement Liaison Council, for example, states, "The LELC invites you to step up and make a difference in 2007. Partnerships between Law Enforcement and the Private Security Sector serve America!"
- The BOMA (Building Owners and Managers Association) Chicago Security Committee was formed about 20 years ago between the police and proprietary security directors of large Chicago buildings. Its purpose is to monitor and report criminal activity. After 9/11, the committee expanded its membership criteria to include all security directors, whether in-house or employees of a security firm contracted by a building to provide security. The partnership then grew from 30 members to 80, and it continues to grow today.

5. Greater Range of Activities

Over time, many partnerships established to address one issue have expanded their scope to address numerous others. For example, the Boston Financial District Information Network, founded to combat laptop theft and similar crimes in members' office buildings, now addresses all public safety matters, including terrorism, evacuations, natural disasters, public demonstrations, domestic violence, and drugs in the workplace.

Likewise, the Greater Chicago Hotel Loss Prevention Association (GCHLPA) was founded to address common crimes at Chicago hotels, particularly pickpocketing. The group has widened its view to encompass disorderly guests, crime rings, credit card fraud, forgery, identity theft, white-collar (internal) crimes, counterfeiting, terrorism, and missing persons/Amber alerts.

In Dallas, Texas, the LEAPS partnership began as a means of improving relations between police and private security personnel throughout the city. It has grown beyond a relationship-building exercise to become involved in many activities, including dissemination of crime information, specialized training for security officers (on such topics as protecting crime scenes), and emergency response planning.

6. Better Information Sharing

Information sharing, traditionally one of the major activities of LE-PS partnerships, has improved because of changes in technology and closer LE-PS relations. Some older partnerships have evolved from telephone trees to faxes to e-mail and secure web sites to cell phone text messaging.

The Minneapolis SafeZone Program has a web site that allows its 900 partnership members to share police incident reports, videos, photos, impact statements related to quality-of-life issues (e.g., locations of aggressive panhandlers), contact information, event calendars, and more.[83]

The new Lower Manhattan Security Initiative Coordination Center, planned by the NYPD in cooperation with SHIELD, will include workstations for private-sector security representatives.

The LEAPS program, mentioned above, is working on means of sharing online law enforcement intelligence on drug trafficking with private security. Around the country, fusion centers, which combine the efforts of numerous government agencies, continue to work out arrangements for sharing information among law enforcement agencies. After overcoming that challenge, those centers may begin to share information with private security representatives.

7. Private Provision of Law Enforcement Services

Private security organizations (including security firms and the security departments of other corporations) are increasingly providing services traditionally provided by law enforcement agencies. In many cases, government bodies contract for those services to cut costs or boost coverage when local law enforcement agencies are overstretched.

Security personnel employed by BIDs, which are tax-funded, perform police functions (such as patrols) that would otherwise go undone because police are occupied with other tasks.

In Durham, North Carolina, crime throughout the public transportation system led to a need for more patrols. The task was beyond the resources of the local police department to handle, so a private security firm was hired to provide security officers who would work in close connection with the police. The security officers now ride public buses and patrol the downtown transit center to maintain order, suppress gang violence, and provide a visible enforcement presence.

In Boston, Massachusetts, more than 100 housing projects and low-income apartment buildings are patrolled not by police but by private security. One firm, Naratoone Security Corporation, fields 122 traditional security officers in those locations, as well as 43 "special police officers," who are armed and licensed by the Boston Police Department and have limited arrest powers. According to the head of licensing for the Boston Police Department, "We do the streets, they do private property."[84]

Major special events often call for private security assistance to law enforcement. In Dover, Delaware, when NASCAR races are held, the town's population swells by a hundred thousand people. Crowd control then becomes a task too large for the local police department to handle on its own. NASCAR track owners pay private security personnel to work under the supervision of Dover police during the week-long event.

Disasters also lead to the use of private security firms to provide services traditionally provided by law enforcement. When Hurricane Katrina struck in August 2005, for example, the U.S. Army Corps of Engineers in New Orleans asked a small Dallas, Texas, security firm for 15 armed guards. The corps needed the security officers to secure its compound and protect the lockmasters who controlled the dams for barges on the Mississippi River. When President Bush visited New Orleans, the firm's officers provided perimeter security. Two weeks after Hurricane Katrina came ashore, the Dallas firm had 140 officers working in New Orleans.[85]

Sometimes, specialized law enforcement tasks are contracted out to private organizations with highly developed expertise. The National White Collar Crime Center (NW3C), funded by the Bureau of Justice Assistance, U.S. Department of Justice, provides computer forensic training to state and local law enforcement. Working with the FBI, NW3C also provides the foundation for the Internet Crime Complaint Center, performing preliminary analysis of Internet-related crime reports and passing them along to thousands of police forces nationwide.

8. Leveraging of Resources

LE-PS partnerships often provide a venue for resource sharing, especially the sharing of private security resources with law enforcement. Partnerships make it easier for the parties and resources to be matched, and partnerships also sometimes provide an efficient and legal means whereby private companies can give funds or other resources to law enforcement agencies. A survey by the ASIS Foundation[86] found that security services companies provide a range of resources to law enforcement. Almost 40 percent of respondents said they occasionally or frequently provide security officers and intelligence to law enforcement, 33 percent provide equipment, and 25 percent provide investigators.

This leveraging of resources takes many forms. Target Corporation has provided CCTV cameras to the Minneapolis Police Department for placement in public areas of Minneapolis. Private-sector members of the GCHLPA have provided hotel rooms for police to use in sting operations in Chicago. Through partnerships in Las Vegas and New York City, police in those locales can access images from private-sector CCTV systems for use in investigations. Emory University operates an e-mail service for the Metropolitan Atlanta Technological Crimes Task Force (MetroTech Atlanta). Law enforcement agencies share their training resources with private security (as in the Dallas Law Enforcement and Private Security program), and private security trains law enforcement in methods of responding safely to calls in unfamiliar settings (as in the Energy Security Council's training of law enforcement on safe procedures for entering oil fields and handling the equipment found there).

A growing form of resource leveraging is the sharing of specialized expertise by private security with law enforcement. Target Corporation, for example, maintains a forensic laboratory for its own security purposes but regularly offers the lab's services to law enforcement agencies, especially those that lack advanced forensic labs of their own. The University of Tulsa, a private institution, has one of the nation's foremost forensic digital evidence labs; it has served many state and local law enforcement agencies.

9. Institutionalization of Partnerships

The strength of an LE-PS partnership depends on leadership, funding, interest among partners, and other factors. Some partnerships of the past have been terminated, but the number of long-lived partnerships has grown during the past decade. Generally, surviving partnerships are those that have become institutionalized—in other words, those that have a structure, a funding source, a supportive berth in an agency or company, or some other feature that makes the partnership more than a good working relationship among a few people. This institutionalization creates an entity that outlasts and survives changes in leadership and membership.

The Washington Law Enforcement Executive Forum, for example, which has both law enforcement and private security practitioners as members, was founded in 1980 and is still active. It is housed in, and logistically supported by, the Washington Association of Sheriffs and Police Chiefs. That arrangement provides a continuity that has served the partnership well for 27 years.

Institutionalization can also take place on the private-sector side. The Energy Security Council, created in 1982, is a nonprofit corporation funded by private-sector members and managed by a paid executive director. Similarly, the Boston Consortium for Higher Education, founded in 1995 to address university security concerns, is incorporated and is supported through dues paid by its private-sector members.

Trends Specifically Related to Homeland Security

Now, 7 years after the September 11, 2001 terror attacks against the United States, it is possible to discern some LE-PS partnership trends that grew out of those attacks.

High-Level Attention to Partnership

Before 9/11, LE-PS partnerships were often driven by mid-level personnel in law enforcement agencies, security operations, and associations. After 9/11, it was possible to see more high-level attention being paid to such partnerships. The 2004 COPS/IACP *National Policy Summit: Building Private Security/Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder*, for example, called on leaders of the major law enforcement and private security organizations to make a formal commitment to cooperation. The leaders of IACP, ASIS International, International Security Management Association, National Association of Security Companies, and Security Industry Association subsequently endorsed the implementation of public-private partnerships as a preferred tool to address terrorism, public disorder, and crime.

Likewise, corporate executives have lately been urged to support partnerships with law enforcement. In 2005, the Business Roundtable, an association of chief executive officers of leading U.S. companies, published *Committed to Protecting America: CEO Guide to Security Challenges*. The document states in part:[87]

> *In this new risk environment, a CEO must be sure the corporation is closely connected to the public sector, particularly with DHS, state officials, the law enforcement community, and the military. CEOs also should support corporate executives in developing new connections with government officials to share risk information, coordinate crisis response and proliferate new security practices.*

New Partnerships on Homeland Security

Many new LE-PS partnerships were established in response to the 9/11 attacks and the concerns those attacks raised. In 2004, for example, a program called City Watch was established in Las Vegas to give police access to the security systems of major hotels to aid first responders after an emergency. The program has expanded its scope to become State Watch. The partnership relies on software that enables police to view private-sector security cameras, learn where security officers are posted, and obtain other information of use to emergency responders.

Similarly, the Security Communications Network (Secomnet) was created in 2001 (post-9/11) to improve communication between the Charlotte-Mecklenburg (North Carolina) Police Department and the local business community. Using purchased radios, security directors formed a security communications network with each other and the police. The system has been used effectively during protest demonstrations.

One of the more significant post-9/11 partnerships is the Critical Incident Protocol Community Facilitation Program, funded by the U.S. Department of Homeland Security. The Community Facilitation Program, an outgrowth of a pre-9/11 protocol on LE-PS emergency planning and response, was developed by the School of Criminal Justice, Michigan State University, to build public-private partnerships in cities, counties, and regions across the nation for joint critical incident management.[88] The goal of the program is to promote security and safety by bringing together members of the private sector (businesses and nonprofit organizations) and the public sector (government and regulatory services). The sectors exchange information on risks, preparedness, and response to manmade or natural disasters. The program's key objectives are to establish shared response protocols across partner agencies in the event of a terrorist incident or any major emergency; encourage public- and private-sector entities to form cooperative partnerships; and develop an understanding of the partners' goals and learn how public and private resources can complement each other. The program is now active in 39 communities in 23 states.[89] Activities include joint planning, tabletop exercises, and corporate-funded, full-scale exercises.

As the ASIS Foundation survey shows,[90] the 9/11 attacks have led to more LE-PS interaction overall. Nearly a quarter of law enforcement respondents said they had increased contacts with private security since 9/11.

Added Focus in Pre-9/11 Partnerships

Another LE-PS partnership trend related to 9/11 is the addition of homeland security-related activities to pre-9/11 partnerships. This trend suggests that one benefit of LE-PS partnerships is their ability to adapt to changing threats.

Examples of such flexible partnerships are numerous:

- Operation DelAWARE (formerly Operation Cooperation of Delaware) was founded in 1998 to combat general increases in crime. It soon expanded to include emergency preparedness. After 9/11, it changed its main purpose to infrastructure protection and terrorism awareness.
- The Philadelphia Crime Prevention Council was started in 1997 by the Philadelphia Center City District (a BID). Its members include federal, state, and local law enforcement professionals as well as private security representatives. Before 9/11, the council's focus was crime prevention and control. After 9/11, the council began to devote about half its efforts to homeland security and disaster preparedness. Among other measures, it established a text messaging system (as opposed to e-mail) to send alerts that members could receive even if they were not at their desks. The system has grown to include some 1,200 members, including law enforcement and other first responders, businesses, major employers, commercial and industrial property owners, hospitals, residential groups and community leaders, and private security.
- The Union Carbide/DOW Hazard Management Advisory Committee (HMAC) was formed in 1990 to coordinate responses to spills of hazardous materials in transit, as well as transit disruptions caused by protesters. After 9/11, it shifted its emphasis to planning for more sophisticated types of disruptions, such as terrorist acts on hazardous materials. It also expanded its membership beyond chemical companies to include businesses in the communication, pharmaceutical, petroleum, and utility industries.

Federally Sponsored, Privately Led Infrastructure Partnerships

Another post-9/11 trend in LE-PS partnerships is the development of new partnerships that are sponsored by the federal government but led by the private sector. Private security professionals protect much of the nation's critical infrastructure and because the private sector is responsible for defending resources that are of great importance to homeland security, the federal government has opted to support its efforts.

Perhaps the most striking of such partnerships are the Information Sharing and Analysis Centers (ISAC) that were formed under the guidance of the President and the U.S. Department of Homeland Security after 9/11 but are led by the private sector. Separate centers have been established to address the security of financial services, highways, public transit, surface transportation, information technology, communications, electricity, emergency management and response, supply chain, water, and other resources. The ISACs focus on sharing threat information and improving the responses provided by the private corporations that own and operate critical infrastructures. Law enforcement and government share information to the extent deemed appropriate under policies established by the private-sector coordinators of each ISAC.

Homeland Security Training for Private Security Partners

A particular type of post-9/11 partnership, whether formal or not, is the partnering role that private security practitioners have taken in homeland security. Before 9/11, private security was generally deemed to be responsible for protecting people, property, and information. After 9/11, many security practitioners took on additional duties related to homeland security.

To become prepared to partner with law enforcement in supporting homeland security, the private security field has sought training in homeland security issues. For example, a story from the *Florida Times-Union* newspaper tells the following:[91]

> *In a shopping mall outside Hartford [Connecticut]... a conference room full of security guards is learning how to spot suicide bombers. They are being taught blast patterns and behavior profiles, how a bomb is packaged and how a bomber is recruited. Suburban shopping mall security guards—whose jobs usually consist of watching for shoplifters and shooing away teenagers—are receiving the type of training that just a few years ago was reserved for the Israeli police and the U.S. military.... "Everyone has an obligation to be a soldier in this war," Connecticut Homeland Security Director John Buturla says.... Anti-terrorism instructors say a bombing is nearly twice as likely at a commercial establishment [as] at a government building or military installation.*

Such training is now required in some jurisdictions. The California Department of Consumer Affairs' Bureau of Security and Investigative Services (BSIS) mandates that training for licensed security officers include a section on what to look for and whom to alert if they see a mysterious package, someone dressed inappropriately for the season, a person taking pictures of a facility, or any other suspicious activity. Since 2005, required training for newly licensed security officers in California has included BSIS's "Weapons of Mass Destruction (WMD) & Terrorism Awareness" course, which addresses potential terrorist weapons, weapons of mass destruction, and how to respond to a terrorist attack. The course is also recommended as part of security officers' annual continuing education requirements.

Homeland security-related training is also provided to private security personnel by the Illinois Association of Chiefs of Police Public & Private Police Liaison Committee, Frontline Defense Initiative of the Institute for Public Safety Partnerships, Virginia Police and Private Security Alliance, Boston Financial District Information Network, and many other LE-PS partnerships.

CHAPTER FOUR: Forms of Partnerships

Law enforcement-private security partnerships exist in many different forms. They may be formal or informal, open to all or limited to approved members, dues-charging, or free. No model form of organization works in all situations. This chapter describes several organizational or structural variables from which partnerships may choose. It also presents views on why actual partnerships may benefit from, or be challenged by, the forms of organization they have chosen. Specifically, this chapter examines the following variables in partnership organization: organizational structure, specificity of purpose, leadership source, funding, and membership.

Organizational Structure

Successful partnerships display a wide variety of structures. Less-formal partnerships are easier to establish and require less ongoing administration, but they may experience difficulties in managing funds and continuing operations as membership turns over. By contrast, more formal partnerships may require substantial setup efforts (such as incorporation and the hiring of staff) but often experience greater longevity. Varieties of organizational structure include the following:

- No formal structure
- Written commitment
- Reliance on structure of related organization
- 501(c)(3) nonprofit organization
- Committee within larger organization
- National nonprofit that includes smaller nonprofits
- Quasi-governmental entity (e.g., business improvement district)
- Federal advisory committee.

No Formal Structure

Among partnerships that have chosen to remain simple and unbureaucratic, one example is the Boston Financial District Information Network, founded in 1993. With no bylaws, budget, or other formal organizational trappings, this group of security directors and local law enforcement officers holds monthly meetings, shares crime information by e-mail, and conducts training on security topics. The partnership began as a result of laptop computer thefts in some financial institutions in the district. Security directors from those institutions developed a system (first using fax, now e-mail) whereby, as soon as a laptop theft was detected, the responding security officer would alert the local police department. The department would immediately write a report, review its records, and send a message to security officials throughout the district about the incident and possible suspects. Through that system—and also through education that led to stricter access control measures in the private sector members' buildings—the group has drastically cut laptop theft and other crimes. Clearly, a formal structure is not always needed to get results, especially when the partnership objectives are narrowly focused.

Written Commitment

Other partnerships, especially those led by law enforcement agencies, may organize themselves in a way that requires written commitments by private security members. For example, the Security Communications Network (Secomnet), led by the Charlotte-Mecklenburg Police Department, requires private security participants to sign a memorandum of understanding regarding the use of radios for communication with police as well as the use of shared information. In general, strict written commitments likely ensure that only the most reliable partners participate, and establish some parameters for control, which is important when governments spend tax dollars.

Reliance on Structure of Related Organization

Partnerships that lack an independent legal existence sometimes rely on the structure of related organizations. Operation DelAWARE (formerly Operation Cooperation of Delaware), a partnership between the Delaware State Police and the Delaware Chapter of ASIS International, is guided by the executive committee of the Delaware ASIS chapter and relies on that organization's structures for operational support. That approach seems to provide partnerships with the benefits of structure without the burden of maintaining that structure.

501(c)(3) Nonprofit Organization

Some partnerships have established themselves as 501(c)(3) nonprofit organizations, which are special corporate entities with strict legal requirements. Establishing a 501 (c) (3) incurs costs, and complying with the ongoing legal requirements is time-consuming. Nevertheless, some partnerships—especially those that intend to employ staff, solicit corporate contributions, and collect member dues—opt for corporate nonprofit status to gain legal protections and establish financial accountability. The Energy Security Council, created in 1982 and based in Houston, Texas, is a nonprofit, as are the Association for Security Administration Professionals in Miami, Florida, and the Southeast Wisconsin Homeland Security Partnership, Inc.

Committee within Larger Organization

Similarly, some long-lasting partnerships that focus on policy exist as committees within large, national nonprofits. The Law Enforcement Liaison Council (LELC) of ASIS International, for example, works on the "development, research, and implementation of programs and activities which foster cooperation and partnership between the public law enforcement and private security professions."[92] The LELC contains both private security and law enforcement members. As an entity within a larger nonprofit structure, the LELC receives the benefits of that structure without having to shoulder the logistical burdens of establishing and maintaining a 501 (c)(3) itself. The Private Sector Liaison Committee of the International Association of Chiefs of Police functions and is structured similarly.

National Nonprofit That Includes Smaller Nonprofits

The history of InfraGard shows how a partnership can evolve from a simple local program to a national nonprofit corporation that features regional chapters, some of which are themselves nonprofit corporations. InfraGard was formed as a concept in the FBI's Cleveland Division in 1996 to gain the support of the information technology commerce industry and academia for the FBI's cybercrime efforts. It has blossomed into a nationwide program focused on both physical and cyber security of critical infrastructures and is a partnership between the private sector (including academia) and the government (not just the FBI but also other federal, state, and local agencies). Interpersonal contacts take place in the context of quarterly meetings and other scheduled activities, such as executive committee and sector-specific work group meetings. A national board of directors coordinates the activities of about 72 chapters around the country. The FBI investigates applicants for membership and attends InfraGard meetings but provides no funding for the chapters, whose activities are largely funded by corporate donations. As chapters and the national organization have moved from informal gatherings to a more formal structure, incorporation as nonprofit entities has been the preference of many, including the national leadership.[93]

Quasigovernmental Entity

Another structure used by LE-PS partnerships is that of the business improvement district (BID). BIDs have a quasigovernmental status because they are authorized by state or local governments and supported by additional taxes collected from businesses in the designated districts they represent. Downtown Visions, a BID in Wilmington, Delaware, has a board of directors and its own facility where employees monitor video of downtown scenes for security and law enforcement purposes. An informal organization would be unlikely to be able to hire staff and maintain its own video monitoring center.

Federal Advisory Committee

An unusual but effective structure is that of the Overseas Security Advisory Council (OSAC), founded in 1985 and organized as a federal advisory committee with a U.S. Government charter.[94] According to that charter, OSAC's objectives are as follows:

- Establish continuing liaison and provide for operational security cooperation between U.S. Department of State security functions and the private sector
- Provide for regular and timely interchange of information between the private sector and the U.S. Department of State concerning developments in the overseas security environment
- Recommend methods and provide material for coordinating security planning and implementation of security programs
- Recommend methods to protect the competitiveness of American businesses operating worldwide.

OSAC has a 34-member core council, an executive office, and more than 100 country councils. Members of the core council include a range of organizations not generally seen in other partnerships. Among the private-sector members are Boeing, The Church of Jesus Christ of Latter-day Saints, Levi Strauss & Co., National Football League, Ohio State University, Time Warner, and the U.S. Chamber of Commerce. In addition to the State Department, federal sector members include the U.S. Departments of Commerce and Treasury.

OSAC's status as a federal advisory committee enables it to collect and share intelligence to a degree that most other partnerships cannot attain.

Specificity of Purpose

In terms of their degree of focus in addressing crime and other problems, LE-PS partnerships tend to fall into three groups:

1. Multipurpose
2. Single purpose
3. Evolving to multipurpose.

Multipurpose

Most LE-PS partnerships address several security and public safety issues. The Virginia Police and Private Security Alliance (VaPPSA), for example, uses bimonthly meetings, a newsletter, and an e-mail notification system to address a wide variety of topics, including crime trends, legislation, public safety, security methodology, security and alarm industry issues, and specific topical issues, such as site protection, crisis management, terrorism, natural disasters, workplace violence, and explosive devices. Its approximately 250 participants work in five core fields: law enforcement, security alarms, private investigations/contract security, retail/mall security, and corporate security. Each elected member of VaPPSA's board of directors comes from one of the five core fields; thus, each field's interests are represented. Moreover, the board votes on the chairman's agenda of proposed activities.

Single Purpose

Some partnerships were formed to address a single issue and have continued to focus on that issue alone. Many such partnerships focus on false alarm reduction, for example. One of the best-known is the Model States False Dispatch Reduction Program, a cooperative effort by the IACP Private Sector Liaison Committee, the State Associations of Chiefs of Police, and the alarm industry in the United States. Similarly, the many partnerships that focus on emergency preparedness and response could be considered single-issue partnerships, even if that issue itself has many aspects. The Chesapeake Critical Incident Partnership, for example, founded in Annapolis, Maryland, in 2004, addresses emergency preparedness and response only. Like many other critical incident-focused partnerships, it has not diluted its focus to include all other security and crime concerns.

Evolving to Multipurpose

A further variation on partnerships' specificity of purpose can be seen in partnerships that originally addressed a particular concern but created relationships that proved useful in solving a range of problems. The Boston Financial District Information Network, for example, was formed in response to laptop thefts but quickly expanded its focus to address a wide variety of issues, such as domestic violence in the workplace, terrorism, drugs in the workplace, and disaster response.

It is neither surprising nor unusual that relationships developed in a limited-focus partnership may lead to a widening of the partnership's mission. As one scholar observes about relationships between police and private security in the Wall Street area of New York City, "Institutional relationships developed during periods of high crime, designed to combat street muggings…resulted in initiatives that have been built upon and solidified as the United States undertook its war on terrorism. Timely dissemination of information was cited as the prime benefit of these cooperative efforts."[95]

Leadership Source

Leadership is another characteristic that varies from one partnership to another. Options observed in this research include the following:

- Law enforcement leadership
- Joint leadership by law enforcement and private security
- Private security leadership.

In this context, leadership refers primarily to the task of setting the partnership's agenda or representing the partnership before other groups. The present chapter focuses on the ways in which the leadership position is filled. Chapter 6, Key Components, addresses other roles of partnership leaders and discusses the related issues of management styles, logistical support, hosting, or funding, which may or may not flow from a partnership's leader.

Law Enforcement Leadership

Law enforcement leadership is found in many LE-PS partnerships: VaPPSA is always led by a law enforcement representative; and in New York City and nearby counties, the SHIELD (New York City Police Department: counterterrorism), SPIN (Nassau County Police Department: Security/Police Information Network), and SCAN (Suffolk County Police Department: Suffolk County Alert Network) programs are all led by representatives of law enforcement agencies. In California, the Anaheim Crime Alert Network is led by the Anaheim Police Department, though the organization emphasizes that it is a genuine partnership with an LE-PS committee that sets the group's direction. In some cases, it

appears that law enforcement agencies lead the partnerships because the main activity is the sending of crime-related information from police to the private sector. In other cases, law enforcement's leadership is a function of the department's ability to provide funds, meeting space, staffing, and other resources.

Joint Leadership by Law Enforcement and Private Security

Joint LE-PS leadership is less common but sends members the clear message that the organization is indeed a partnership between the two sectors. In some cases, leaders are elected annually and could come from either law enforcement or private security; in other partnerships, representatives of law enforcement and private security may lead in tandem (e.g., as co-chairs). Examples of joint leadership uncovered in this research include the following:

- In Minnesota, the Minneapolis SafeZone Collaborative–Downtown, a nonprofit organization, is guided by a board of directors and an advisory committee with members from both law enforcement and private security.
- The Public/Private Liaison Committee of the Illinois Association of Chiefs of Police, founded in 1975 with the goals of education, liaison, and legislation, is led by two chairpersons, who conduct meetings and oversee committee activities. One chairperson must be an active police chief, and the other is a private security representative selected by private-sector members of the committee.
- Operation DelAWARE (formerly Operation Cooperation of Delaware), founded in 1998, focuses on the protection of critical infrastructure in the state. Its co-chairs come from the Delaware State Police and the Delaware chapter of ASIS.
- Similarly, the Milwaukee Critical Incident Protocol partnership is led by co-chairs from the two sectors: a member of the Milwaukee Police Department and a private security manager.

Private Security Leadership

Private security leadership tends to be found more in industry-specific LE-PS partnerships. An example is the Energy Security Council, a nonprofit corporation that employs an executive director who reports to a board of directors consisting of 15 security directors from major energy companies around the United States and Canada. The board provides consultation and guidance on council activities. Law enforcement partners include the Oklahoma Bureau of Investigation, Texas Rangers, FBI, and local sheriff and police departments in regions with active oil and gas exploration efforts. However, those partners do not set the Energy Security Council's agenda. Likewise, the Building Owners Management Association's (BOMA) Chicago Security Committee collaborates daily with the First Police District of the Chicago Police Department and has members from the Illinois State Police and the FBI, yet the committee is led entirely by its private security board of directors.

Corporate Security Leadership: Protecting All Aspects of a Business

Since the tragic events of September 11, 2001, there has been an increasing need for private businesses, in both urban and rural settings, to partner with their local law enforcement agencies. In doing so, the companies establish cohesive working relationships with the agencies, furthering the mutual interests of both the businesses and the intelligence information and resources of the public safety agencies.

Intelligence Exchange

Whether it is local crime trends, traffic hazards that affect inbound merchandise shipments, or terrorism alerts, companies can and should be able to receive timely updates that could affect operations. A good partnership is key to maintaining these communications. With more and more professional security roles expanding beyond their traditional physical protection responsibilities, security executives are now integrating and aligning their services with all the services of the company.

Taking a proactive role to cultivate relationships and leverage knowledge-sharing to minimize the company's risk is critical to the long-term success of any organization. In turn, companies need to show leadership initiative to become actively involved by establishing partnerships with law enforcement for both obvious and unforeseen reasons.

Crisis Response

The height of a crisis event is not the best time to become acquainted with the local police chief. Much work needs to be done ahead of an incident so that all the responsible individuals and critical procedures are known. Public-private security partnerships provide law enforcement a clear understanding of two important crisis response elements of a company: 1. the resources the company can bring to bear in a crisis, and 2. the critical business functions of the organization that need to resume as quickly as possible following an incident.

Partnerships also allow an opportunity to identify and educate the public sector about company issues that are critical to success, such as confidentiality, brand or reputation, image, compliance, and regulatory issues that must be addressed in a crisis. Conversely, the private side can learn the public crisis protocols and match internal response procedures. Ultimately, this exchange helps to minimize the chance of role confusion and illustrates the basic components of the incident command structure.

Trust and Collaboration

Corporations benefit from partnerships in which trust and collaboration are prevalent. When working with a new employee, businesses may not completely disclose their vulnerabilities until a level of trust has been established. The same issue is amplified when bridging the gap between the public and private sector. The need to develop trust before sharing sensitive information also presents companies with a leadership role. The earlier and more often corporations engage their public sector counterparts, the sooner a trusting relationship can be developed, enabling the processes of intelligence exchange and crisis response to be more easily addressed.

Trust between entities builds collaboration on training, planning, and responding to a plethora of situations that could have an impact on business operations or public safety. There is truth in the statement that no one person, department, or organization can accomplish everything alone. Partnerships are essential to both the short-term and long-term viability of both businesses and communities.

Bret E. DuChateau, Corporate Security/Life Safety Manager, Northwestern Mutual, Milwaukee, Wisconsin

The sidebar, "Corporate Security Leadership: Protecting All Aspects of a Business" on presents a corporate security director's view of the necessity and benefits of LE-PS partnership.

Funding

All partnerships need some level of resources. They may need staff, meeting space, radios for emergency communication, Internet web hosting for routine communication, hotel rooms for sting operations, or closed-circuit television cameras for shared surveillance. Those resources are not free; either partnerships must purchase them or members or outside benefactors must donate them.

LE-PS partnership funding options range from no funding to member dues to compulsory payments, along with various options in between.

No Funding or Dues

Many partnerships find they can operate at no cost other than the time of their volunteers and the sharing of meeting space and refreshments for meetings. These partnerships, which operate without budgets and paid staff, are not subject to the licensing and filing burdens that accompany formal business structures. An example of this approach can be seen in the Mid-Atlantic Utilities Group, which has been effective for more than 15 years but has no funding source. The members are utility security directors on an ongoing basis and law enforcement representatives on an ad hoc basis. They meet quarterly, and the private security members take turns hosting the meetings.

Similarly, many partnerships that are led by law enforcement do not charge dues. In those partnerships, law enforcement agencies typically absorb mailing and similar costs such as Internet access. Regardless of whether a partnership is led by law enforcement or private security, leadership activity is usually funded, in effect, by the organization that pays the leaders' salaries.

Dues

Some partnerships charge dues for private security members but not for law enforcement members; however, several of those partnerships observed that charging dues can be a barrier to membership growth. Partnerships that are 501(c)(3) corporations typically are funded in part by member dues.

Training or Conference Fees

An alternative way to cover the cost of partnership activities is by charging only for training or annual conference attendance; for example, the Anaheim Crime Alert Network, led by the Anaheim Police Department, does not charge membership dues and relies on members to take turns contributing meeting space and refreshments. However, the group charges $99 for attendance at its annual conference, which draws a much larger group than its membership alone. The International Association of Financial Crime Investigators uses similar methods, along with charging for advertising on its web site.

Grants

Federal and state grants have been another source of funding, in the homeland security arena particularly, although only a few partnerships studied had federal grants. One was the Frontline Defense Initiative of the Institute for Public Safety Partnerships, which received U.S. Department of Justice funding to support a needs assessment and curriculum development and now funds itself in part through fees for consulting and training.

Grants from the private sector also support some partnerships. Target Corporation, for example, made a grant that enabled the Minneapolis Police Department to purchase 30 surveillance cameras for the Minneapolis SafeZone Collaborative–Downtown partnership. The Milwaukee Critical Incident Protocol partnership has supplemented its federal grant with support from member corporation Northwestern Mutual, which contributed significant resources to support tabletop and full-scale exercises on emergency response.

Compulsory Payments

Finally, some partnerships—that is, BIDs—gain their funds through members' compulsory payments in the form of assessments, which may be based on the square footage or assessed value of properties lying within the partnership's geographical boundaries or a percentage of revenues or sales.

Membership

Partnerships vary according to several membership-related criteria, such as the types of organizations that form the partnership and the degree to which potential members are screened before being allowed to join.

Member Organizations

Most partnerships are multilateral, having a variety of private security members and many different law enforcement members. Some partnerships, however, are strictly bilateral, having exactly one member from each sector. In rare cases, partnerships consist of law enforcement and private security partners from the same entity.

Multilateral

Of the partnerships studied in this research, certainly most include various members from both the law enforcement and private security sectors. They may include one law enforcement agency and several private security organizations, one private security organization and several law enforcement agencies, or several organizations and members from both sectors.

Bilateral

An effective LE-PS partnership exists between Johns Hopkins University and the Baltimore Police Department. University security officers patrol city streets where students live, have been granted limited arrest powers, and have direct radio communications capability with the police. At the university's security command center, staff monitor communications from the police dispatch center and can communicate with it easily and directly. Security and police officers interact on the streets, dealing with crime and security issues.

Similarly, the security operation at Dayton Mall in Ohio has established a close partnership with the Miami Township Police Department. Mall security monitors the police dispatch center to anticipate incidents; police and private security officers conduct joint patrols inside the mall; and the two groups respond jointly to some incidents. In several cases, mall security officers have provided valuable information to the police by tracking crimes in progress with their exterior video cameras.

These examples suggest that LE-PS partnerships need not be large, multimember organizations to be effective, ongoing collaborations.

Unilateral

In some cases, law enforcement and private security partners are actually employees of the same organization. The University of Wisconsin–Madison has both a police department and a security department. The chief of police describes the two groups as "seamlessly integrated." Although they have different responsibilities and levels of authority, they work together on security and crime issues and emergency management. The University of Wisconsin–Madison, like other schools that perform research for the federal government, is the site of significant amounts of hazardous biological, chemical, and radiological materials, which require effective protection in an otherwise open campus environment.

Federal Partners

While discussion of law enforcement–private security partnerships tends to focus on the local level, security practitioners should not overlook the importance of the federal government as a partner. Although the federal government may seem daunting due to its size and stringent security requirements, important mutual benefits can flow from the relationship.

Federal agencies have a national and international reach, and they often possess deep expertise regarding specific violations within their missions. Consequently, they can bring a broader perspective to problems and provide resources that may not exist at the local level. The federal government views itself as a good partner and often advertises its collaborative activities on its web sites and in its literature.

The federal government needs information from the private sector and local government to comprehend crime problems, identify threats, and evaluate information in light of current business processes and practices. Outside of headquarters, federal agencies follow a regional or local management model. Through this model they attempt to perform work that is relevant to local crime issues within the mission set for them by Congress, their administrators, and federal prosecutors.

Federal agencies participate in many joint task forces, which are designed for integrating resources, evaluating information, and sharing knowledge. Task forces help ensure a free flow of relevant information, in part because they are built on personal relationships officially supported by the participating agencies. Intelligence and prosecutions both benefit from these personal relationships.

Task forces allow relationships to develop over a broad range of interests and expertise. Moreover, a task force channels information to a single entity for evaluation, thereby improving the likelihood of timely, effective action. Task forces can provide valuable information to law enforcement agencies, private security partners, and the public to prevent crimes, plan for a threat, or understand a pattern of activity.

To increase and strengthen personal interactions in law enforcement–private security partnerships, executives should introduce members of their organizations to members of partner organizations for the continuing exchange of information. Executives in business and government know they cannot succeed without cooperative efforts. Outreach may be the important first step.

Robert Lee, Former Chair, Law Enforcement Liaison Council, ASIS International; Principal Consultant, Mason-Coburn Partners; former Supervisory Special Agent, Federal Bureau of Investigation.

Member Screening

LE-PS partnerships vary significantly in how they screen and select members:

- Some partnerships are open to all who wish to join and have a legitimate interest in the work of the partnership.
- Others limit membership to persons holding certain types of positions or working in certain industries.
- Partnerships may investigate potential members for suitability.
- Partnerships may have different levels of membership.
- Membership may be based on a contractual relationship or may even be mandatory.

Open to All

Operation DelAWARE is open to all interested parties; however, the group's target audience consists of those involved in the protection of critical infrastructure. Similarly, partners in the Frontline Defense Initiative of the Institute for Public Safety Partnerships include representatives from a wide range of government and private entities: Chicago Police Department, several federal law enforcement agencies, Cook County Sheriff's Office, other government agencies, Chicago City Council, local U.S. Attorney's Office, public transportation authorities, and many types of businesses, institutions, and community groups.

Many of the LE-PS partnerships led by police have few restrictions on membership, perhaps because government resources are being used or because of law enforcement's preference for including as many potential allies as possible. The Irvine (California) Police/Private Security Partnership, for example, is open to any business that provides some type of security.

Limited to Certain Positions or Industries

By contrast, partnerships that focus on the security concerns of specific industries tend to limit membership to people who work in those industries. That approach is followed, for example, in the Energy Security Council, Mid-Atlantic Utilities Group, and Boston Financial District Information Network.

Based on Investigation

Some partnerships screen potential members to varying degrees before allowing them to attend meetings. The Metropolitan Atlanta Technological Crimes Task Force asks people to leave their meetings if no member knows them and can vouch for them. The group then makes inquiries to determine whether the persons would be suitable members. The partnership takes this measure to keep reporters and politicians out of its meetings to encourage a free exchange of ideas among members.

Likewise, the Security/Police Information Network (SPIN) in Nassau County, New York, with a membership of some 1,600 businesses, trade associations, civic associations, and government agencies, does not afford open membership to all. Rather, prospective members of this crime and threat information-sharing partnership are subject to criminal history background checks. Most of the network's information sharing takes place by e-mail or text messaging. Those communications, too, are limited to screened members.

Different Levels of Membership

InfraGard, the aforementioned partnership program of the FBI with 72 chapters around the country, has particularly stringent membership criteria. Because the FBI provides members with "law enforcement-sensitive" information (though not classified information), applicants for membership are subject to a criminal history background check by the FBI. Those who are approved become registered members, who not only may attend regular InfraGard meetings but also may gain access to a secure web portal. The membership approval process clearly establishes a barrier that increases the difficulty of joining the partnership and may exclude some security practitioners. The screening process, however, gives the FBI the necessary confidence to share information that it would not release to the general public. In addition to closed meetings for registered members, InfraGard also holds some open meetings, which the public and members' guests may attend.

Even partnerships that do not conduct criminal records background checks of potential members may primarily hold closed, member-only meetings but sometimes conduct open meetings for a larger audience. For example, members of the BOMA Chicago Security Committee meet monthly and do not allow others to attend, but three or four times a year they hold open meetings that can be attended by any executive in a building that is served by a regular member or that lies within Chicago's First Precinct. Other partnerships keep some parts of their web sites open and other parts accessible only by members.

Some partnerships designate different levels of membership with different privileges. They may have a narrowly focused group of voting members who help set policy and a wider group of associate members with whom information is shared but who may not set policy. Members in the higher membership levels may have permission to broadcast information to the membership at large, while other members may only be able to receive such information. In the Hartford Security Communications Access Network, some members may monitor messages over the program's two communication systems, while others may monitor and send messages.

Contractual or Mandatory

In some cases, private security practitioners and law enforcement officers may be paid specifically to partner with each other. In Durham, North Carolina, security officers employed by Wackenhut Security Services work side by side with police officers from the Durham Police Department, helping to secure local public buses and a transfer station. They engage in the partnership because they have been contracted to do so by the Durham Area Transit Authority.

Similarly, in Pierce County, Washington (which contains the city of Tacoma), the local transit authority, Pierce Transit, contracts with 3 sheriff's deputies, 13 private security officers, and 96 off-duty police officers to provide protection for transit passengers. Those protection professionals work together and see themselves as partners. "We're always looking for help, whether it's another law enforcement agency or other organization," Tacoma Assistant Chief Bob Sheehan said.[96] "It's going to take a partnership to solve some of the problems that occur at transit centers and bus stops." Nevertheless, it is a different type of partnership than those in which law enforcement and private security simply choose to come together to address problems of mutual interest. In this case, a third party—Pierce Transit—is actually paying law enforcement and private security to work together on its behalf.

For LE-PS partnerships based in BIDs, where private security officers collaborate with law enforcement officers, membership in those partnerships has the same basis: the private security members are simply those who have been contracted to participate. A final membership category is compulsory membership. A private security organization (such as a corporate security department) located within the boundaries of a BID is obliged to be a member of the partnership, at least in the sense of supporting it through special tax assessments.

CHAPTER FIVE: Types of Partnership Activities and Programs

This chapter reviews types of law enforcement-private security (LE-PS) partnership activities and programs identified through the Operation Partnership study, grouping them into the following categories:

- Information sharing
- Training
- Resource sharing
- Crime control and loss prevention
- All hazards preparation and response
- Research, policy development, and legislation.

LE-PS partnership activities related to terrorism and homeland security are found within most of these categories.

Information Sharing

Nearly 90 percent of respondents to the Operation Partnership survey reported that information sharing is a key partnership activity (the next most prevalent activity is training, reported by 62 percent). This was predictable because access to new information has always been a major reason for LE-PS collaboration. The most significant changes in information sharing are the following:

- LE-PS partnerships' use of technologies that permit immediate information exchange on crimes and other threats to public safety
- Partnership changes or expansions, and formation of new information-sharing partnerships, to prevent and respond to terrorism.

Although many partnerships use advanced communications technology to exchange information, they also place great value on in-person information sharing. For example, the Greater Chicago Hotel Loss Prevention Association attributes its high apprehension rate for thefts and other crimes in part to showing videos and photos at partnership meetings. Crime alert programs (see next section) are not strictly e-mail systems. To prepare for road closings and potential protests at the 2002 World Economic Forum, for example, the Midtown Area Police/Private Security Liaison (APPL) program in New York City held a forum that drew more than 400 corporate security directors and managers. Similarly, joint LE-PS planning meetings and operational briefings are integral to safety and security at major special events throughout the nation. Virtually every type of partnership studied discussed the benefits of face-to-face meetings to build relationships, fostering greater information sharing in the future. Examples range from high-ranking law enforcement tours of critical infrastructure facilities and security operations to luncheons honoring local patrol and private security officers.

Local and Regional Crime Alert Programs

E-mail, text messaging, secure web sites, and secure radio networks are some of the tools various LE-PS partnerships use to convey information immediately about crimes and other threats to public safety. Examples identified in this study include these:

- Philadelphia Center City District and Philadelphia Police Department: e-mail, text messaging
- Secomnet, Charlotte-Mecklenburg County (North Carolina): secure radio network
- Anaheim (California) Crime Alert Network: fax and e-mail alerts
- SHIELD in New York City, SPIN in Nassau County (New York) and SCAN in Suffolk County (New York): see sidebar
- SCAN (Security Communications Access Network) in Hartford (Connecticut): secure radio system, e-mail alert system
- Minneapolis SafeZone partnership: common LE-PS radio channel
- Grand Central Partnership: common LE-PS radio channel
- International Lodging Safety and Security Association (ILSSA) Intelligence Network, Boston: e-mail alerts, listserv
- Greater Chicago Hotel Loss Prevention Association: secure web site on which incident information is often posted immediately
- Boston Financial District Information Network: e-mail, closed-circuit television (CCTV)
- Chicago Building Owners Management Association (BOMA) Chicago Security Committee: daily faxes from the Chicago Police Department 1st District to committee members, Emergency Alert Radio Network System, CCTV
- Association for Security Administration Professionals: radio network, fax alerts.

Many partnership leaders credit their alert systems with crimes prevented and solved. Successes attributed to joint LE-PS radio systems include immediate communication about protests that appeared to be turning violent; quick captures of suspects (e.g., bank robbers, escaped prisoner, jewelry store thief); recovery of missing persons, including responses to Amber Alerts; and better on-site coordination of special events. Partnerships also report crimes prevented and arrests aided by e-mail alerts. Examples include situations when a rash of crimes is committed against similar businesses, such as fraud and laptop thefts at hotels, thefts from autos in downtown garages, and retail merchandise return scams. In addition, some alert systems are used to issue warnings of major traffic accidents, industrial accidents, natural disasters, and terrorist threats and incidents.

Other Information and Intelligence-Sharing Models

The following examples include state and regional fusion centers and several federally- supported, large information sharing systems that were launched in the mid-1990s but have expanded since that time.

Information-Sharing Examples in the New York City Area: SHIELD, SPIN, and SCAN Programs

The Area Police/Private Security Liaison Program (APPL) was founded in 1986 as a cooperative relationship between the New York Police Department (NYPD) and private security executives in New York City. In 2005, after a long, successful history of achievement under the direction of the NYPD Crime Prevention Division, APPL transitioned into NYPD SHIELD, which is coordinated by the NYPD Counterterrorism Bureau. SHIELD is an "umbrella program for a series of current and future Police Department initiatives that pertain to private sector security and counter-terrorism" and a "public private partnership based on information sharing." (www.nypdshield.org/public/about.aspx).

Means for sharing information include in-person intelligence and threat briefings, NYPD web site postings, Shield Alert e-mail messages, and informal information exchanges with counterterrorism coordinators in the patrol boroughs. When the Operation Partnership study concluded its research phase in late 2007, the SHIELD program was still evolving.

SPIN (Security/Police Information Network) was started by the Nassau County (New York), Police Department (NCPD) in 2004 when now retired Police Commissioner James Lawrence, a former NYPD executive, sought to adapt the APPL concept to Nassau County, with the goal of making it a highly interactive, all-hazards program. Two-way information sharing is accomplished primarily by e-mail, as well as through meetings. SPIN's comprehensive, multitiered approach allows for distribution of alerts (and other messages, training materials, etc.) to the entire network or to selected segments (e.g., law enforcement, vetted security directors, hospitals, civic associations, utilities, and others). At first, SPIN was coordinated by the NCPD Community Affairs Unit. It is now administered by the Homeland Security Counter Terrorism Bureau. www.police.co.nassau.ny.us/SPIN/spininfo.htm

Recognizing the success of SPIN, the Suffolk County (New York) Police Department (SCPD) began SCAN, the Suffolk County Alert Network. The SCAN program description is similar to that of SPIN (www.co.suffolk.ny.us/police/scan.htm); however, SCAN is part of the SCPD's Intelligence Center.

Part of the success of these New York City area programs seems to be attributable to the strong ASIS chapters in the region, which have been very supportive and continue to devote significant time and resources to the programs.

Fusion Centers

In the past few years, state and regional intelligence fusion centers have begun assembling resources, expertise, and information from multiple law enforcement and private-sector sources to prevent and address crime and terrorism.[97] An example of private security involvement is CSX Transportation, Inc.'s data-sharing agreements with fusion centers in Kentucky, New York, and New Jersey.[98] Although placement of private security personnel in fusion centers is still rare, an exception is the fusion center in Seattle, Washington. Boeing announced plans in summer 2007 to place a corporate security analyst there.[99] A longstanding LE-PS partnership, the Washington Law Enforcement Executive Forum (WLEEF), encouraged private security participation in the Seattle center (see sidebar on WLEEF in this chapter).

Secomnet: Police-Private Security Information Exchange in Real Time

In 2001, the Charlotte-Mecklenburg (North Carolina) Police Department (CMPD) developed the Secure Communications Network (Secomnet), a radio communication system designed to enhance information exchange and incident coordination between the CMPD and private security and special police member organizations.

The CMPD's initial partners—Duke Energy, Bank of America, First Union, and Wachovia—were instrumental in the early success and growth of the partnership. More than 40 members now use the 800 MHz Secomnet system (those with radios in the 400 MHz range can be patched in). Participants include security personnel at financial institutions, hotels, hospitals, parking garages, the Charlotte Convention Center, and other facilities.

In this partnership, the CMPD set up the system, developed and continues to monitor use of standard operating procedures (SOP), and provides training on equipment and SOPs. Private-sector members pay for the equipment they need. Police and other members exchange information about crimes in progress, communicate "be on the lookout" information, and use the network for special-event coordination and critical incident response.

As of November 2007, the Government Accountability Office (GAO) identified 58 fusion centers, either operational (43 centers) or planned, with operational centers in various stages of development.[100] At the Michigan Intelligence Operations Center (MIOC), which had been operational for only a few months when interviewed for this study, initial activities included developing a business plan for private-sector collaboration. The process included site visits by MIOC personnel (e.g., representatives of local and state law enforcement and the military) to security operations at organizations that are part of the critical infrastructure. The site visits produced early benefits for both law enforcement and private security. Many corporate security departments had never had a police chief or any law enforcement representative come on site to learn firsthand about security. All 13 critical infrastructure sectors (utilities, medical, education, automotive industry, etc.) were represented on the MIOC advisory board.

Fusion centers are expensive propositions, supported in part by more than $380 million in Department of Homeland Security funding as of 2006–2007. Although considered one element of larger, national homeland security strategies, most are all-crimes or all-crimes/all-hazards centers; only a few are concerned solely with counterterrorism. Challenges include security clearances, sustainability of funding, and data glut (too much irrelevant information).

InfraGard

The FBI's InfraGard organization, discussed earlier, originally focused on cyber crime, but today is concerned with a much broader array of criminal and security matters and is "dedicated to sharing information and intelligence to prevent hostile acts against the United States." [101] Specific activities include maintaining a secure web mail and information-sharing web site for members only, holding chapter meetings to exchange information face-to-face, and offering education and training on cyber and physical security topics.

United States Private and Public Partnership

Within 60 days after the September 11, 2001, attacks on the United States, the FBI's Dallas Division started a project—FBI Emergency Response Network—that became a pilot program in Dallas, Seattle, Indianapolis, and Atlanta, known as the Homeland Security Information Network-Critical Infrastructure . The pilot evolved to become what is now the United States Private and Public Partnership (USP3). An unclassified network, USP3 provides "a common network and repository for its members for daily routine information sharing and 24/7 emergency notifications."[102] Partners include ASIS International; the FBI; the U.S. Department of Homeland Security; InfraGard; law enforcement at the local, state, and federal levels; and critical infrastructure owners and operators. Enrollment criteria are established by the individual programs that make up USP3 and the USP3 National Governance.

Overseas Security Advisory Council

The Overseas Security Advisory Council (OSAC), which has been previously discussed, was established to address corporate executives' need for expanded access to worldwide threat and crime incident information available to the U.S. Department of State. Organized as a federal advisory committee, OSAC maintains a secure web site that offers its nearly 4,000 members current safety and security information, travel advisories, terrorist group profiles, country crime and safety reports, special topic reports, foreign press reports, and more.

The major lesson from OSAC after more than 27 years of successful information sharing is that governments—local, state, and federal—can and should provide essential security-related information/intelligence to their private-sector constituents. Doing so ultimately results in greater security for American businesses and citizens. Equally important, through such partnership, government receives information/intelligence that otherwise might not be made available to its law enforcement and homeland security agencies.

Examples of Training Topics Delivered by Law Enforcement–Private Security Partnerships

- Terrorism and critical-incident training is covered in many partnerships. Examples of training subtopics, along with a few partnerships that have addressed them, are these:
  - How to identify suspicious packages (HartSCAN)
  - Impact of terrorism on special events (Illinois Association of Chiefs of Police)
  - Tabletop and/or full-scale exercises on responding to critical incidents (Michigan State University CIP-Community Facilitation Program, Milwaukee Critical Incident Protocol partnership, Virginia Police and Private Security Association [VaPPSA], Hazard Management Advisory Committee)
  - Industry-specific critical infrastructure protection (Mid-Atlantic Utilities Group; Calvert Cliffs Nuclear Power Plant/local law enforcement; International Lodging Safety and Security Association-Boston)
  - Introductory and refresher courses on Incident Command System (ICS), National Incident Management System (NIMS), and National Response Plan (Hazard Management Advisory Committee)
- Surveillance issues/techniques (Boston Financial District Information Network; Dallas Law Enforcement and Private Security Program [LEAPS])
- Ethics (Frontline Defense Initiative)
- Conducting specialized risk and physical security assessments (training for law enforcement by various chapters of ASIS International)
- Tourism safety and security (Anaheim Crime Alert Network)
- Bombings on college campuses (Boston Consortium for Higher Education, Public Safety Group)
- Crime response techniques for security officers, e.g., protecting crime scenes, arrest laws, thefts and burglaries, search and seizure, anger diffusion (Dallas LEAPS)
- Investigating crimes that affect the oil industry (Energy Security Council)
- Patterns of gang activity; other crime patterns (Hillsborough County, Florida, Sheriff's Office)
- Introduction to law enforcement-private security cooperation (Virginia Department of Criminal Justice Services training video)
- Financial crimes such as identity theft and check forgery (Hillsborough County, Florida, Sheriff's Office); all financial crimes, including mortgage fraud and crimes associated with international terrorism (International Association of Financial Crimes Investigators)
- How to screen employees and conduct background investigations (Illinois Association of Chiefs of Police)
- Role of private security in responding to nuisance crimes (Minneapolis SafeZone)
- Law enforcement leadership training (Target Corporation's Target & BLUE program)

Training

Nearly two-thirds of the LE-PS partnerships identified in this study cited training as a significant activity. Partnership-sponsored training varies greatly with respect to the following:

- Planning and development, which may be done by law enforcement, private security, or both, with or without the assistance of other subject matter experts
- Duration, which ranges from lectures or demonstrations at partnership meetings to intensive courses culminating in professional certifications
- Intended audiences (law enforcement, private security, or both; CEOs, managers, first responders; businesses; citizens' groups, etc.)
- Format (classroom lectures, demonstrations, tabletop exercises, field exercises, online/CD/DVD courses, etc.)
- Subject matter.

The training topics that LE-PS partnerships offer are wide-ranging (see sidebar, "Examples of Training Topics Delivered by Law Enforcement-Private Security Partnerships"). Further, critical incident-response training, provided to police and private security together, has been an important benefit of LE-PS partnerships. This may include other partners (medical, fire, etc.) and has included field and tabletop exercises as well as guest lecturers at regular meetings and larger conferences.

Training for Law Enforcement and Private Security Audiences

Many partnerships report that delivering high-quality training is an important motivator for members' continued participation. Challenges include finding the time to plan and produce training curricula and events; identifying topics that are compelling for both law enforcement and private security members; accommodating trainees' work schedules; and addressing training issues that are on the cutting edge.

In-Person Training Events

Even partnerships known for successful training can find it difficult to consistently address members' needs and interests. Solutions include assigning the lead to members who are experienced trainers; rotating the responsibility among members; providing less frequent but more intensive training; and encouraging participation in training provided by larger organizations (e.g., a regional ASIS or InfraGard chapter, the state police chiefs/sheriffs association).

VaPPSA, for example, which currently is led by a police major/training academy director, assigns training development responsibilities to members who are police district commanders. The director also ensures that training events are well-publicized through the partnership's e-mail list, often following with event highlights for those who could not attend. Police who provide training through the Minneapolis SafeZone partnership changed from a monthly training schedule to a quarterly, 8-hour "super seminar," with certificates awarded to security leaders who complete at least one session.

Training via Electronic Formats

Other training challenges include scheduling and the costs of missing work; a need for relatively inexpensive means to reach broader audiences; and employee turnover, especially in certain segments of the private security industry (e.g., guard services).[103] To address these concerns, some partnerships have turned to online and CD/DVD formats, and more can be expected to do so in the future.

One example is the "Shopping Center Terrorism Awareness Training Program" developed by the International Council of Shopping Centers and George Washington University's Homeland Security Policy Institute. This 14-hour course, delivered by DVD and over the Internet, is geared to mall security guards. It emphasizes RAIN (recognition, avoidance, isolation, notification) techniques when faced with weapons of mass destruction.[104]

Other examples include training on LE-PS partnerships themselves. The Virginia Department of Criminal Justice Services, with COPS Office funding, developed a DVD on this topic for police recruits. A COPS Office-supported follow-up project to this Operation Partnership study will produce LE-PS collaboration training in online electronic formats.

Training for Other Audiences

Most LE-PS partnerships that were studied focused on training for law enforcement, private security personnel, or both, but some sponsor training that includes or is geared primarily to other groups.

Terrorism and Homeland Security

Heightened concern about homeland security has been the impetus for some LE-PS partnerships to sponsor training that reaches broader audiences. One example is terrorism awareness training for building superintendents, apartment doormen, service and delivery workers, and others in a position to recognize terrorist threats.[105]

Another is training by partnerships that have formed or expanded to address all hazards. For example, Critical Incident Protocol (CIP) partnerships supported by Michigan State University[106] include other government and private-sector members, as well as nongovernmental organizations (e.g., American Red Cross) and citizens who volunteer

to be of service in emergencies. Another example is the Hazard Management Advisory Committee led by Union Carbide Corporation, which has trained local Community Emergency Response Teams in such topics as crisis response systems (e.g., ICS, NIMS[107]), blood-borne pathogens, defensive driving, first aid, and CPR.

Crime Prevention

Another type of collaborative training is delivered through business police academies. Similar to the citizens' police academies that law enforcement has been offering for years, business police academies are geared to owners, managers, and employees of retail, banking, and other businesses.[108] Instructors have included private-sector loss-prevention experts, federal law enforcement (e.g., FBI, Secret Service), and researchers who help interpret local crime statistics. In addition, the typical curriculum is quite different from that of most citizens' police academies and focuses on property and personal crimes of greatest concern to the business audience (credit card fraud, shoplifting, identify theft, counterfeiting, robbery, etc.).[109]

One example is the Business Police Academy on Crime Prevention sponsored by the Baltimore County (Maryland) Police Department in conjunction with Security Square Mall in October–November 2006. The 6 weeks of 1-hour classes addressed incident reporting and police response, gang activity, fraud and counterfeit prevention, identity theft, robbery and shoplifting prevention, bank drops, auto theft prevention, personal safety, terrorism updates, and workplace violence.[110]

Crime Control and Loss Prevention

Field Operations

Many LE-PS partnerships have significantly changed how policing is done with respect to field operations, particularly patrol and access control. Some areas in which these collaborations have produced notable results are described here.

Business Improvement Districts

Business improvement districts (BID) with strong public safety components are excellent examples of LE-PS partnerships. BIDs are formal organizations supported by special assessments paid by district property owners and businesses. Depending on community needs and budget, BIDs offer a range of services that may include public safety and security, sanitation and maintenance (often including graffiti removal), marketing and promotion, capital improvements, tourism and visitor services programs, and business assistance initiatives.

BID approaches to providing safety services vary. For example, larger BIDs may offer extra patrol services by both private security and police (in the Grand Central Partnership example below, the BID pays police for off-duty work). Many BIDs have "community service representatives," "safety teams," "downtown ambassadors," or similar positions. Job titles, duties, and training differ from BID to BID, but (at a minimum) people in these positions are instructed in making appropriate referrals to police and other services, such as organizations helping homeless persons, and they may receive CPR/first aid and other training. An example of extensive training is seen in the Los Angeles Downtown Center Business Improvement District which in 2006 launched a BID academy for its Safety Team members. Described as the first of its kind, this 10-day program covers "39 aspects of security training, including report writing, cultural diversity, drug abuse recognition, terrorism response, crime scene preservation, first aid, and homeless and mentally ill outreach."[111]

New York City's Grand Central Partnership (GCP), incorporated in 1988, covers 68 blocks in Midtown Manhattan,[112] and the public safety force is one of GCP's largest components. GCP employs 45 uniformed public safety officers, trained by the NYPD, who patrol neighborhood streets and may assist the NYPD with investigations. In addition, approximately 15 NYPD officers, with department approval, work with the GCP on their days off.

The Downtown Partnership of the Baltimore Downtown Management District[113] covers a 106-block area and offers additional examples of public safety services, including these:

- Public safety guides, who give directions, provide safety escort services, check on businesses, provide outreach to homeless persons, deter panhandling, and coordinate with police.
- Downtown public safety coalition, a partnership that links police, building and hotel security, property and business owners/managers, the state's attorney's office, federal law enforcement, and others. The coalition operates an e-mail information system and meets monthly.
- Video patrol program, which includes about 80 CCTV cameras.
- Safety training and education for downtown residents, workers, and visitors (provided through printed materials, displays, and seminars).[114]
- "Make a Change" program, which provides collection boxes throughout the district to encourage people to contribute to Baltimore Homeless Services, Inc., rather than give money directly to homeless persons.

The examples above are approaches taken in larger BIDs, but various activities are adaptable to smaller ones. Downtown Visions in Wilmington, Delaware, for example, does not have private security patrols but has an extensive CCTV system and employs community service representatives who act as additional eyes and ears for police.

Special Event Safety and Security

Law enforcement and private security have a long history of collaborating to reduce risks to life and property at special events. The Institute for Law and Justice recently completed a national study for the U.S. Congress and the COPS Office on public safety at special events, with a focus on large events of regional or national significance. Interviews and case studies explored safety and security at the Democratic and Republican National Conventions, the Olympics, and G8 Summits; sporting events like the Super Bowl, NASCAR races, and the Kentucky Derby; and other events, such as July 4th and Mardi Gras celebrations, college football games, county fairs, and cultural events. Nearly all of these events require extensive coordination among law enforcement agencies (local, state, federal) and private security. The report contains many detailed examples of how major special events are planned and produced through LE-PS collaboration.[115]

Community Policing

Partnership building and problem solving—core community policing principles—are also key to successful LE-PS collaborations, whether a given LE-PS partnership makes strong links between its work and community policing or not. Among the partnerships studied, community policing approaches are perhaps most clearly seen in LE-PS collaborations focused on crime and quality of life in specific geographic areas—downtown business districts, areas that attract tourists, and residential neighborhoods. The police in BIDs such as the Philadelphia Center City District and Grand Central Partnership in Manhattan collaborate not only with private security but also sanitation, public works, code enforcement, and many other services toward creating safer, more welcoming, and more prosperous communities.

Another example is the LE-PS partnership led by the Hillsborough County (Florida) Sheriff's Office, which involves community policing deputies as active participants in partnership meetings. One of this partnership's founding members, the CEO of Critical Intervention Services, a private security company, is an advocate of community policing and is the coauthor of two books on the topic.[116] The Anaheim (California) Police Department's Tourist Oriented Policing Team builds on the team's foundation in community policing in working with private security. Through Anaheim's Crime Alert Network, the police have set up a monthly forum for in-person information exchange with the community—in this case, the segment of the community that provides services to tourists. Like other communities, this business community has its own crime concerns and can offer insights into trends and solutions. Businesses in the Crime Alert Network, for example, informed Anaheim police about online reservation fraud and together they developed means of preventing it. According to police, online reservation fraud declined precipitously and there also was a drop in local crimes because fewer fraudsters were staying in stolen hotel rooms, which they used to commit more crimes.[117]

As discussed in Chapter 1, the full potential of private security to aid community policing efforts has not yet been fully realized. The Minneapolis SafeZone partnership, which recently won a community policing award from the International Association of Chiefs of Police (IACP), illustrates how police, private security, and the private sector more generally, can work together within a community policing framework (see sidebar on Minneapolis SafeZone).

Alarms

From the alarm industry point of view, when a business or homeowner installs a monitored alarm that police will respond to (at least under certain conditions), private security and law enforcement are indeed working together to prevent and respond to crime. In addition, a different variety of partnership has developed because of the high rate of false dispatches (that is, when police respond to an alarm signal that was not triggered by a crime). Security and law enforcement associations have collaborated for years on research and policy development geared toward minimizing the false alarm problem. As far back as 1993, the IACP sponsored research on false alarm reduction strategies with help from five security associations.[118] Currently, the Security Industry Alarm Coalition (SIAC) works with law enforcement toward the same goal. More information and a model alarm ordinance are available at the SIAC web site (www.siacinc.org/model_ordinance.asp).

Investigations

As discussed in Chapter 1, LE-PS partnerships have been vital for investigating computer, financial, and intellectual property crimes. Collaboration on investigations is also evident across virtually all other crime types and numerous industries—transportation, retail, communications, and many others. Some partnerships reported specific results of LE-PS collaboration on investigations, for example:

- Southeastern Transportation Security Council recovered stolen tractor trailers, each containing more than $100,000 worth of merchandise.
- Mobile Phone Interest Group broke up a $2 million mobile phone theft ring on eBay; other organized thefts investigated and indictments issued.
- International Association of Financial Crimes Investigators stopped a Nigerian money transfer scheme at a Colorado bank, helping prevent losses in the millions; many instances of disrupting bad check cashing, wire transfer fraud, and other financial crimes.
- Security/Police Information Network credits the partnership with solving serial bank robberies and thefts from gas stations worth more than $100,000.

Minneapolis SafeZone and Community Policing

Founded in 2005, Minneapolis SafeZone (www.mplssafezone.org) is a partnership that embodies community policing principles. How can a police department handle downtown crime with limited officers? According to Minneapolis Deputy Chief Rob Allen, commander of the First Precinct, the answer is partnership with private security. In his district, private security employs 15 to 20 times as many personnel as law enforcement. The emphasis on equal partnership between law enforcement and the community, enhancing community livability, and generating proactive responses to concerns of business owners and residents have made this partnership a model community policing program.

Minneapolis SafeZone, a precursor to the Safe City program, connects beat officers with private security personnel in more than 35 organizations through e-mail, radio, cell phones, pagers, and other means to share crime alerts, crime tips, pictures, video, incident reports, and online victim impact statements. The Minneapolis Police Department reported a 44 percent reduction in robbery in the first year and, most notably, a nearly 100 percent conviction rate. The program's 30 Target Corporation-supplied cameras, and hundreds of additional cameras controlled by SafeZone members, have led to more than 750 arrests.

The partnership has trained more than 700 private security officers on such topics as citizen's arrest, livability crimes, report writing, and video monitoring.

A shining example of SafeZone success took place August 9, 2006. At 2:42 p.m., a suspect robbed Highland Bank; at 2:44 p.m., a First Precinct officer aired the suspect's description on the shared radio system; at 2:51 p.m., a security officer at a downtown corporation saw the suspect in a skyway and called 911; and at 3:03 p.m., the suspect was in custody.

According to Deputy Chief Allen, a key to the success of Minneapolis SafeZone is communication: "Our officers now view private security officers as partners. We walk together, talk often, and share information. And because we get local businesses to make online community impact statements, we get longer sentences for offenders."

- Boise Organized Retail Theft/Fraud Prevention and Interdiction Network has contributed to early identification and arrest of hundreds of suspects involved in theft, refund fraud, credit card fraud, drug trafficking, vehicle theft, armed robbery, and assault; merchandise valued at several hundred thousand dollars recovered; large-scale organized theft rings disbanded.

U.S. Secret Service New York/New Jersey Electronic Crimes Task Force*

The USA PATRIOT Act of 2001 mandated that the director of the U.S. Secret Service establish a network of Electronic Crimes Task Forces (ECTF) throughout the nation** modeled after the New York ECTF, which was formed in 1995. In addition to multiple local, state, and federal law enforcement partners, the New York/New Jersey task force is composed of representatives of academia and private industry, including corporate security from some of the world's largest financial institutions. Crimes investigated have included the following:

- Computer-generated counterfeit currency
- Bank fraud
- Counterfeit checks
- Credit card fraud
- Virus and worm proliferation
- Access device fraud
- Telecommunications fraud
- Internet threats
- Computer system intrusions and cyberattacks
- Phishing/spoofing
- Assistance with Internet-related child pornography and exploitation
- CD/DVD piracy
- Terrorism/terrorist financing nexus
- Identity theft.

In addition, the New York ECTF places great emphasis on training, meets regularly with hardware manufacturers and software publishers to keep at the leading edge of the technologies, and conducts research and development projects. A former partnership leader (now a private-sector member) provides these insights on task force accomplishments:

> Since its inception in 1995, the task force has charged 800-some individuals with electronic crimes valued at more than $425 million. It has recovered more than 2,000 cloned cell phones, and resolved 2,100-odd identity thefts. Perhaps most important, the task force has trained more than 11,000 law enforcement personnel, prosecutors, and private industry representatives in the criminal abuses of technology and how to prevent them. When the local, state, and federal law enforcement members of this task force can sit down and work with one of the largest financial institutions in the country to protect the financial privacy and account information of millions of credit card holders, that is a success story.

* *In 2006, the New York ECTF merged with the Newark Electronic Crimes Working Group to form the New York/New Jersey Electronic Crimes Task Force.*

** *As of early 2007, there were 24 USSS ECTFs. See www.secretservice.gov/ectf.shtml for links to the task forces and more information.*

Electronic and Financial Crimes Investigations

The U.S. Secret Service Electronic Crimes Task Force (ECTF) network provides an excellent example of LE-PS collaboration to address some of the nation's greatest homeland security concerns. The Secret Service explains that "[o]ther law enforcement agencies bring additional criminal enforcement jurisdiction and resources to the task forces, while representatives from private industry and academia bring a wealth of technical expertise and research capabilities."[119]

As of early 2007, 24 ECTFs were in the network. The first of these, the New York ECTF, was formed in 1995 and was cited in the USA PATRIOT Act of 2001 as a model for forming additional task forces (see sidebar, "U.S. Secret Service New York/New Jersey Electronic Crimes Task Force"). Although there are some differences among the task forces in areas of emphasis, specific partners, and more, their common purpose is the "prevention, detection, mitigation and aggressive investigation of attacks on the nation's financial and critical infrastructures."[120]

CCTV Systems

An important development for LE-PS partnerships—one that has contributed to successful investigations in many cities—has been law enforcement's increased implementation of CCTV systems and use of private security's CCTV systems to aid investigations. As discussed in other sections of the report, various partnerships have greatly facilitated installation of CCTV products and systems in downtown BIDs, special event venues, shopping malls, and other strategic sites.

In 2005, the British Home Office conducted a national research project on the effectiveness of CCTV in London and surrounding areas.[121] While police in the United Kingdom have implemented CCTV much more than in the U.S., the value of CCTV still needs more study. A finding from the Home Office study notes:

> *Too much must not be expected of CCTV. It is more than just a technical solution; it requires human intervention to work to maximum efficiency and the problems it helps deal with are complex. It has potential, if properly managed, often alongside other measures, and in response to specific problems, to help reduce crime and to boost the public's feeling of safety; and it can generate other benefits. For these to be achieved though, there needs to be greater recognition that reducing and preventing crime is not easy and that ill-conceived solutions are unlikely to work no matter what the investment.*

While the effectiveness of CCTV is still under study, systems are being implemented in many U.S. cities, which are starting to gain more experience in using them.[122] For example, the Wilmington, Delaware, BID reports that CCTVs have helped solve major crimes, including five homicides within about 1 year, contributed to 500 arrests during the course of 5 years, and aided in reducing drug activity in residential areas (narcotics officers can monitor cameras at BID headquarters).

Loss Prevention

LE-PS partnerships also reported activities to prevent and investigate losses of retail merchandise, cargo (e.g., SPIN, MetroTech Atlanta), industrial and construction materials and equipment (e.g., theft of crude oil, natural gas, and equipment addressed by the Energy Security Council), laptops (e.g., from financial institutions, addressed by the Boston Financial District Information Network), and other property. Theft of copper wire, for example, is of particular concern to partnerships involving utilities (e.g., Mid-Atlantic Utilities Group). A recent sting led by the San Jose (California) Police Department demonstrates that such thefts are community problems, not simply industry losses. During the sting, a police-operated recycling center that accepted stolen copper wire soon attracted other thieves who brought in weapons and other stolen materials and contraband.[123]

An example of a community-oriented approach to retail loss prevention comes from an LE-PS partnership involving the Miami Township, Ohio, police and Dayton Mall. Police help mall management's private security officers enforce the mall's "Must-Be-16" rule on weekend nights, contributing to a significant decline in shoplifting.[124]

Resource Sharing

Virtually every LE-PS partnership involves sharing a vital resource—information—to some degree. Further, most partnerships share additional resources, such as training opportunities, meeting facilities/logistics, investigative resources, or technical expertise. Another dimension of private security support for law enforcement is donations or loans of equipment, as well as funding to support crime prevention, enhance law enforcement field operations, bolster investigative capabilities, or support other mutual goals. Some examples include these:

- Willingness to lend generators and other equipment to assist in emergencies (Southeast Wisconsin Homeland Security Partnership)
- Grants to purchase CCTV equipment in downtown business districts and other strategic locations (multiple jurisdictions through the Safe City program)
- Access to corporate forensic capabilities, e.g., for video enhancement (Target Corporation)
- Donations of video equipment, cell phones, and computers (various partnerships)

- Donations of logistical support (food, meeting space, etc.) for partnership meetings and training events (many partnerships)
- Cosponsorship of an informational web site on identity theft for law enforcement and the general public (Bank of America partnership with the IACP)[125]
- Cosponsorship of electronic crimes training in online, CD, and DVD formats (U.S. Secret Service *ForwardEdge II* training, developed in partnership with Target Corporation, Bank of America, the National Institute of Justice-supported CyberScience Laboratory, the IACP, and the National Sheriffs' Association).[126]

The Safe City program noted above is described in Chapter 6. In addition to funding CCTV for local jurisdictions and providing other resources, it serves as a model of corporate security leadership in support of local law enforcement.

Another example of corporate support for law enforcement can be seen with the Austin Metro High Tech Foundation. In 1994, seven high-tech companies worked with law enforcement officials to establish a high-tech crime unit within the Austin (Texas) Police Department and created the nonprofit foundation. Foundation membership with advisory board eligibility and voting privileges requires an initial contribution of at least $5,000 and an annual contribution of $2,500, but nonvoting membership levels are less expensive. The Foundation provides training and equipment funds to the Austin Police Department's High Tech Crime Unit and other agencies.

The California High-Tech Crime Task Forces serve as another resource-sharing example. These task forces are funded by state grants and receive in-kind support from businesses. They were set up under state law to provide services with mandated participation by law enforcement at all levels in five regions. The task forces are overseen by a civilian committee that includes professional security executives, many of whom have law enforcement experience.

All-Hazards Preparation and Response

Because the Operation Partnership study was focused on LE-PS partnerships that address crime and terrorism, the study did not fully explore all-hazards partnerships—that is, partnerships that are also concerned with natural disasters and man-made disasters unrelated to terrorism and enlist law enforcement and private security but also fire and emergency medical services, hospitals, health departments, public works, and other private- and public-sector partners. The study team did review several all-hazards partnerships (see sidebar "All-Hazards Partnership Examples"). Some were supported by Michigan State University's Critical Incident Protocol (CIP) Community Facilitation Program, which (as of June 2008) has been initiated in 39 communities in 23 states.[127] In addition, various LE-PS partnerships whose alert systems were originally intended to address local crimes later developed protocols for communicating terrorism and hazard-related information.

All-Hazards Partnership Examples

Southeast Wisconsin Homeland Security Partnership, Inc., began after a citizen convened a meeting to explore the benefits of bringing public and corporate leaders together to enhance domestic preparedness. Originally focused on the Milwaukee area, the group became a nonprofit organization in 2004, now serves much of southeast Wisconsin, and has more than 200 members. Its 15-member board represents both public- and private-sector organizations. Goals include developing appropriate, cost-effective policy and technology solutions; and testing and validating responses to homeland security threats or major disasters.

Banking, manufacturing, health care, and insurance companies are among the private-sector members, while public-sector partners include the Office of Emergency Management, district attorneys, various municipal public health departments, fire departments, and law enforcement agencies. The American Red Cross, energy/power corporations, and area hospitals are also members. Key partnership activities include the following:

- Annual meeting with training on topics such as credentialing, evacuations, pandemic preparedness, and critical elements of crisis communication
- Other training events that may be scenario-based or include emergency drills
- Development of a system of crisis-event credentialing
- Emergency response exercises in downtown Milwaukee.

Through this partnership, law enforcement, fire, and emergency management agencies have become more aware of the private-sector resources—generators, firefighting apparatus, and earth-moving equipment, for example—that can prove vital in responding to disasters.

Milwaukee Critical Incident Protocol (CIP) partnership. In 2004, the Milwaukee Police Department and Northwestern Mutual Insurance Company security launched this partnership as one component of a Department of Homeland Security-supported Urban Area Security Initiative. The events of September 11, and then a 2003 bomb threat on a Milwaukee federal building, underscored a need for greater police-private security collaboration to clarify roles and responsibilities, improve communication, and develop better coordinated responses to critical incidents.

The partnership's governing committee comprises representatives from the city of Milwaukee, including police, fire, health, and emergency response professionals, as well as corporate security professionals from larger businesses in the downtown area. Michigan State University's CIP program assisted with kickoff meetings and meeting facilitation. Participating corporations, notably Northwestern Mutual, have contributed significant resources. A January 2006, half-day tabletop exercise involved about 50 private-sector participants along with public agency representatives; and in March 2006, a day-long full-scale exercise was conducted on site at Northwestern Mutual, followed by a debriefing in which other corporate representatives/observers participated.

The Union Carbide/Dow Hazard Management Advisory Committee (HMAC) in New Jersey provides a different example of a partnership's evolution to address all hazards. Formed in 1990 to deal primarily with spills and protester disruptions of material transport, the HMAC[128] reorganized after September 11, 2001, to improve planning and provide LE-PS training for potential disasters such as terrorist acts involving hazardous materials. The partnership also developed more structured means for corporate security directors to coordinate with law enforcement and other emergency responders, and it has been developing better buffer zone[129] protections. The 40 HMAC members now include communication companies, pharmaceutical companies, petroleum facilities, and utilities. There is also a community advisory panel that may raise concerns about safety and security.

Research, Policy Development, and Legislation

Research and Evaluation

Although few Operation Partnership survey respondents identified research as a key partnership activity, some significant LE-PS research collaborations were identified. For example, the CIP program directed by Michigan State University began as a research project (see Chapter 3). In addition to providing technical assistance, the CIP program continues to conduct research on elements of successful partnerships and associated partnership dynamics.

Another example is the National Institute of Justice, Office of Science and Technology, which supports the Cyberscience Lab and often partners with the private sector, including manufacturers of security equipment, for research and development. For the COPS Office-sponsored guide *Planning and Managing Major Special Events: Guidelines for Law Enforcement,* private security was involved extensively in the research, as was law enforcement at all levels.[130]

Most LE-PS partnerships do not appear to be conducting formal evaluations of their efforts; however, partnerships with significant funding, those sponsored by large organizations, and those with dedicated staff seemed more likely than others to keep statistics and other records of specific accomplishments. This places them in a good position to publicize their successes and, potentially, to participate in future research and evaluation projects or evaluate their own efforts more systematically.

Washington Law Enforcement Executive Forum (WLEEF)

A model partnership, the WLEEF was established in 1980 as a subgroup of the Washington Association of Sheriffs and Police Chiefs (WASPC). The WLEEF is one of the oldest LE-PS partnerships in the nation and the first statewide partnership. Its founder, and the 1980 president of the WASPC, former Chief Michael Shanahan, saw a major need for greater cooperation between law enforcement and private security throughout the state of Washington. As a leader of the IACP Private Sector Liaison Committee, he went on to encourage LE-PS partnerships nationwide throughout the 1990s and into the new millennium.

During the past 27 years, the WLEEF has undertaken a broad range of projects and has achieved noteworthy results, including the following:

- Sponsoring statewide legislation enabling employees to have access to criminal justice records for employment screening
- Sponsoring computer security legislation
- Developing a public/private loaned-executive program
- Establishing a toll-free hot line for reporting suspected drunk drivers
- Preparing training standards for contract security officers
- Establishing an Economic Crime Task Force to combat fraud and other white-collar crimes
- Preparing numerous manuals, videos, alerts, and training documents for the law enforcement and business communities
- Adding private security professionals to the state's Homeland Security Counter-terrorism Fusion Center

The major lesson from WLEEF is that broad-based, statewide LE-PS partnerships can work and become institutionalized as part of a permanent organization such as a state's chiefs and/or sheriffs association.

For more details on the history and mission of WLEEF, see www.waspc.org/wleef/wleef history.pdf.

Policy Development and Legislation

Policy development, development of professional standards, and advocacy for legislative or regulatory change are on the agendas of many national and international membership associations representing large segments of the private security industry and the policing profession. Among them are key supporters of this study, such as ASIS International and its Law Enforcement Liaison Council and the IACP Private Sector Liaison Committee, as well as organizations representing private-security specialties—financial crime investigators; the guard, alarm, and armored car industries; and others.

One major concern has been the need for private security industry standards. ASIS International offers training that leads to professional certifications, and it has developed numerous voluntary guidelines for the security industry. The National Association of Security Companies (NASCO) represents contract security firms that, together, employ nearly 450,000 security personnel. NASCO's objectives include promoting "higher standards, consistent regulations and ethical conduct for private security businesses." [131] On behalf of its membership, NASCO advocates for legislation and regulation at the state and federal levels, supporting various initiatives that encourage the training, licensing, and screening of contract security officers. NASCO has advocated for improved private employer access to federal criminal records background checks under the Private Security Officer Employment Authorization Act of 2004. NASCO also maintains a database of state regulatory requirements for its membership.

Some of the state, regional, and local LE-PS collaborations identified in this study also conduct activities to effect policy and legislative changes, for example:

- Washington Law Enforcement Executive Forum (see sidebar), whose experience in this area spans more than 27 years.
- Illinois Association of Police Chiefs Public & Private Sector Liaison Committee, also a longstanding partnership, which has advocated on such issues as private security access to state criminal history records, private security licensing, and a Chicago ordinance to improve critical incident response in high-rise buildings.
- Chicago Building Owners and Managers Association
- Boise Organized Retail Theft/Fraud Prevention and Interdiction Network, which was instrumental in persuading the prosecutor's office to file under a new state law that permitted combining multiple retail thefts into a felony case.

Summary

Information-sharing and training activities predominated among the partnerships studied. This was also true in the 2000 Operation Cooperation project, but there have been tremendous increases in both the number and types of activities. Increasingly sophisticated computer-facilitated and financial crimes have made joint LE-PS investigative activities a necessity, and there has been significant resource sharing, including public-private funding, to pursue these crimes. Finally, the nation's heightened state of alert concerning homeland security and natural disasters has greatly influenced LE-PS partnership activities. At the same time, crimes and quality-of-life issues that are not terrorist-related continue to demand the attention and best efforts of LE-PS partnerships.

CHAPTER SIX: Key Components of Law Enforcement–Private Security Partnerships

This chapter examines key components of law enforcement-private security (LE-PS) partnerships, clustering the components into five major categories:

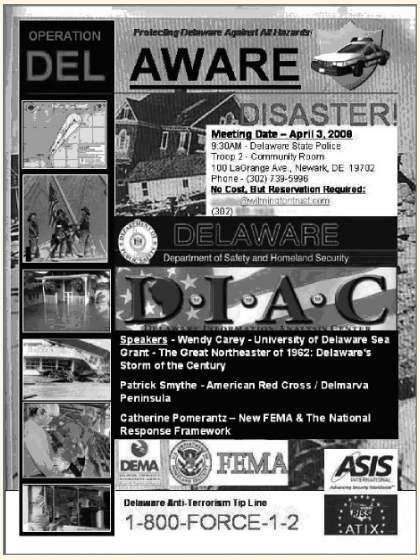
1. Compelling mission.
2. External support or model for formation.
3. Founders, leaders, and facilitators as active enablers.
4. Means of communication.
5. Sustaining structure and resources.

The hundreds of partnerships identified in this research take different approaches to coordinating and managing their partnerships, and there are many reasons why they started the partnerships in the first place. Our study also shows that there is no single, perfect model for a successful LE-PS partnership. Nevertheless, most successful partnerships, that is, those that are ongoing and effective, include or use the key components in this chapter.

Compelling Mission

A compelling mission is indeed one of the essential components of a successful LE-PS partnership. The mission—which is typically to solve a problem or improve a condition—motivates people to join, remain in, and work hard for the partnership. As John P. Kotter, author of ***Leading Change***, observes, one of the signs of a complacent and weak organization is one where "[t]here is no focus on a compelling mission."[132] In the LE-PS partnership setting, without a compelling mission the costs of maintaining the partnership (planning, expense, time) outweigh the benefits of membership, and participation will be extinguished by the demands of everyday business.

In the most successful LE-PS partnerships studied, the study team found that the vision, mission, goals, and objectives were determined by key partnership leaders and were communicated continuously throughout the partnership and outside the partnership to other stakeholders and the public.



A compelling mission, coupled with some tangible successes, creates a "buzz" about the LE-PS partnership that keeps existing members engaged and entices potential new members to join. For example, Operation DelAWARE (founded as Operation Cooperation of Delaware), which focuses on all-hazards emergency preparedness, began in 1998 with about 10 members and now draws about 100 people to its seminars. A private-sector leader of Operation DelAWARE attributes the group's success to the fact that "neither the public nor private sector predominates in its operation—something I have seen in other 'partnership' programs that have failed. As a result, we are able to present programs that have wide appeal to both sectors."[133] The flyer for a recent meeting (see accompanying box) shows how the group keeps the interest level high. As discussed in Chapter 4 (Forms of Partnership Organizations), the mission of a partnership may evolve over time (typically widening to encompass more public safety and security concerns). The partnership, however, must always have a compelling mission or it will cease to exist.

The following are some of the problems that became the subject of partnership missions. Also listed are examples of specific partnerships that have adopted missions to solve those problems. The wide range of problems suggests that nearly any law enforcement or private security matter can become the focus of an LE-PS partnership.

- **Critical incident planning.** Morris County (New Jersey) Infrastructure Advisory Group and numerous projects following the Michigan State Critical Incident Protocol model: need for more comprehensive, better coordinated response plan after 9/11 for crises and catastrophes.
- **Crimes in hotels and tourist areas.** Greater Chicago Hotel Loss Prevention Association: pick-pocketing; Anaheim Crime Alert Network: hotel burglary and fraud; Hawaii Tourism Association: muggings and vehicle break-ins at beaches and state parks.
- **Crimes against energy and utility resources.** Energy Security Council: crimes affecting the petroleum industry; Mid-Atlantic Utilities Group: copper thefts from power stations.
- **Laptop thefts.** Metropolitan Atlanta Technological Crimes Task Force; Boston Financial District Information Network.
- **Organized retail thefts.** Organized Retail Theft/Fraud Prevention and Interdiction Network (Boise): refund fraud, especially by methamphetamine dealers and addicts and traveling groups.
- **General urban crime.** Most business improvement districts, including Wilmington Downtown Visions, Philadelphia Center City District, and Grand Central Partnership; Association for Security Administration Professionals (Miami).

- **Crime on college campuses.** Boston Consortium for Higher Education.
- **Police budget cuts.** Minneapolis SafeZone Collaborative: need to employ private security resources to compensate for loss of police officers after budget cut.
- **Inadequate LE–PS relationship.** Dallas Law Enforcement and Private Security: need to improve relations between law enforcement officers on the street and private security guards throughout the city.
- **Need to comply with federal mandate.** Calvert Cliffs Nuclear Power Plant partnership: Nuclear Regulatory Commission requirement to partner with local law enforcement to develop plans to respond to threats, thefts, and sabotage.

Characteristics of an Effective Vision

Imaginable: Conveys a picture of what the future will look like

Desirable: Appeals to the long-term interests of employees, customers, stockholders, and others who have a stake in the enterprise

Feasible: Comprises realistic, attainable goals

Focused: Is clear enough to provide guidance in decision-making

Flexible: Is general enough to allow individual initiative and alternative responses in light of changing conditions

Communicable: Is easy to communicate; can be successfully explained within five minutes

— *Kotter, John P., Leading Change, Boston:* Harvard Business School Press, *1996, 72.*

A partnership's vision, mission, strategy, goals, and objectives are best achieved if they are set out in writing. The highest-level item, the vision, is, according to Kotter, "an imaginable picture of the future."[134] The vision does the following:[135]

- Clarifies the general direction of change, thereby simplifying hundreds or thousands of more detailed decisions.
- Motivates people to take action in the right direction, "even if the initial steps are personally painful."
- Helps coordinate the actions of different people in a fast and efficient way.

The sidebar "Characteristics of an Effective Vision" provides Kotter's description of the characteristics of an effective vision.

External Support or Models for Formation

Successful LE-PS partnerships do not necessarily need or have large budgets, but certain resources and support give most partnerships a better chance of success. The following types of help have boosted many of the partnerships studied:

- Publications and guides
- Conferences
- Consultation with, and site visits to, existing partnerships
- Descriptions of various partnership models
- Guidance from ASIS chapters and other associations
- Institutional support from law enforcement agencies and corporations
- Initial and ongoing financial support from outside sources.

Some LE-PS partnerships have gotten off to a good start with external support or by deliberately modeling themselves after existing partnerships. The Frontline Defense Initiative of the Institute for Public Safety Partnerships, for example, which focuses on the security of Chicago's major buildings, received startup funding from the U.S. Department of Justice after 9/11. Similarly, funding for Critical Incident Protocol activities, such as planning meetings and tabletop exercises, comes from a grant from the U.S. Department of Homeland Security to Michigan State University. Minneapolis SafeZone received an early, essential boost from Target Corporation, which contributed funds for 30 CCTV cameras.

The power of examples may be even stronger than the effect of outside funding. The initial organizer of the Mobile Phone Interest Group followed the model of a program in Germany that he had learned about at a conference in that country. The Suffolk County Alert Network (New York) was inspired by the Security/Police Information Network in neighboring Nassau County. Nassau County's Commissioner was inspired by the New York Police Department's Area Police/Private Security Liaison model. The Virginia Police and Private Security Alliance (VaPPSA), was inspired by a workshop on how to establish an effective public-private partnership that several of its founders had attended together at the Federal Law Enforcement Training Center.

Many partnerships report frequent requests for information or visits from law enforcement and private security practitioners looking to found their own partnerships. The Energy Security Council reports that other industries consult with it about its model, as does the Anaheim Crime Alert Network. Leaders of Minneapolis SafeZone Collaborative note that their program is spurring similar efforts in other city precincts. The web communications model in the SafeZone LE-PS partnership has also been duplicated in at least five other partnerships across the nation.

Written materials also influence the development of new partnerships. The founder of the Plainsboro Township Police Department/Business Initiative notes that he had access to many useful materials, including *Operation Cooperation: Guidelines for Partnerships between Law Enforcement & Private Security Organizations* (2000). [136]

Founders, Leaders, and Facilitators as Active Enablers

Most successful LE-PS partnerships have one or more founders, leaders, or facilitators who have served as "active enablers"—charismatic figures who fostered success. These key roles have been carried out by members of both law enforcement and private security.

Founders

Establishing LE-PS partnerships requires vision, communication, and energy. To motivate prospective participants, a partnership founder needs a clear vision of the partnership's potential and the ability to convey the importance of that vision. Founders bring key parties together to form the partnership organization, but they may or may not stay in place to lead it. Some partnerships were formed by committees or through unions of groups, but in most successful cases, partnerships began when the right (motivated and persistent) party in law enforcement and the right party in private security found each other. At the point when they decided to create an ongoing, structured relationship, they became partnership founders.

The following are examples of how some selected LE-PS partnerships started:

- The Southeastern Transportation Security Council was founded by a senior special agent with the U.S. Department of Agriculture's Office of the Inspector General and a private security professional working for a supply chain logistics provider.
- The Mobile Phone Interest Group was founded by a corporate security investigator for a mobile phone manufacturer. He then invited law enforcement and other mobile phone manufacturers to join.
- The Metropolitan Atlanta Technological Crimes Task Force (MetroTech Atlanta) was founded when a private security director contacted a local police officer for advice. The advice produced results, and the security director invited other security members to join him in meeting with local law enforcement, and more law enforcement agencies joined in, as well.
- The Anaheim Crime Alert Network grew into an ongoing partnership after Anaheim Police Department burglary detectives started talking to hospitality industry representatives to gather information for use in solving a rash of hotel burglaries.

Taking the Lead, Not the Spotlight

Demonstrating leadership in law enforcement–private security cooperation, Target Corporation supports law enforcement agencies across the country with grants, materials, expertise, information, and investigative support. Moreover, Target does so without making itself the primary focus. Its efforts benefit entire communities and apply to many crimes that are unrelated to Target. In 2007, FBI Director Robert Mueller III awarded the FBI Director's Community Leadership Award to Target for its "extraordinary contributions to communities and law enforcement throughout the United States."

"Target & BLUE" is the name for the company's many efforts to collaborate with and support law enforcement agencies. Activities include the following:

- **Safe City.** Formerly called SafeZone, this program establishes LE-PS partnerships that use technology and communication tools to reduce crime—for example, by supplying radio systems that link police and private security officers or by funding closed-circuit television in urban areas. (More details are at www.mysafecity.com) Though founded by Target, the Safe City model is designed to be law enforcement-led, not Target-led, so other corporations—and law enforcement agencies—will be more inclined to participate. The Safe City model is in place in 16 communities, and implementation is under way in nine more.
- **Forensic services.** Two Target labs (in Minneapolis and Las Vegas) focus on video analysis, computer forensics, and latent fingerprint analysis. About 20 percent of the lab's work is done for law enforcement agencies investigating violent felonies that are unrelated to Target.
- **Investigative support.** Target provides expertise, materials, and information in support of law enforcement investigations. For example, it supplies gift cards for law enforcement use as bait in theft investigations; once a card is used at a Target store, the company provides video of the transaction and a copy of the signature slip. Likewise, Target investigators routinely partner with law enforcement to combat cargo theft. The company has lent semitrailers equipped with surveillance and tracking capabilities for law enforcement use in cargo theft investigations.
- **Twin Cities Security Partnership.** Federal, state, and local law enforcement executives and their security counterparts from Fortune 500 companies exchange information to improve public safety in the Minneapolis/St. Paul community.

- **Law enforcement grants.** Target awards grants to more than 250 agencies annually for equipment, training, and programs that enhance community safety. Grants range between $250 and $2,000, and law enforcement agencies can apply online. Since its inception, the grant program has awarded millions of dollars to local law enforcement. Grants are used for patrol bicycles, child identification kits, night-vision equipment, property engravers, crime-prevention literature, equipment for Police Explorer and citizen patrol groups, and computers and digital cameras.

- **Sponsorships.** Target sponsors criminal justice conferences and training for the International Association of Chiefs of Police, National District Attorneys Association, FBI National Academy Associates, Women in Federal Law Enforcement, Police Executive Research Forum, and National Organization of Black Law Enforcement Executives, among others.

- **Supply chain security.** Target has partnered with the U.S. Department of Homeland Security and U.S. Customs and Border Protection to reduce risks in the supply chain and is a charter member of the Customs-Trade Partnership Against Terrorism.

- **CriMNet.** Target shared its inventory and knowledge-management expertise to help Minnesota criminal justice agencies create a framework of business and technology standards for sharing information.

Deputy Chief Rob Allen, Patrol Bureau, Minneapolis Police Department, says he appreciates Target's financial and material contributions, but even more valuable is the company's national scope and connections. For example, when he wanted to learn more about license plate cameras, he contacted Target staff, who were familiar with other agencies using that technology and made useful introductions. Similarly, after Hurricane Katrina, when a Louisiana law enforcement colleague called him for help in keeping food refrigerated for officers and emergency workers so it would not spoil, Allen called Target, which promptly sent generators. Similarly, with stores throughout the country, Target is able to identify some crime trends even before police in different cities realize the trend exists.

The company has institutionalized LE-PS partnership. Store managers are rated on their partnerships with law enforcement, and company policy calls for providing surveillance video to police immediately upon request in serious crime cases, such as kidnappings. Likewise, corporate investigators are rated on their level of participation in LE-PS task forces, surveillance, and searches, as well as their sharing of investigative resources—regardless of whether those resources are used in cases involving Target.

In May 2006, the Chiefs of Police Associations in Wisconsin, Minnesota, and Iowa hosted a conference titled "Midwest Summit 2006: Economics of Disaster—Enhancing Critical Incident Preparedness through Public-Private Partnerships." Supported by the Bureau of Justice Assistance, U.S. Department of Justice, the summit drew 300 participants from the public sector (including state, local, and federal law enforcement professionals) and the private sector (including corporate security directors). Summit attendees developed a template for founding a public-private partnership, with an emphasis on critical incident response. Its key components are as follows:[137]

- **Provide leadership.** One or more individuals must initiate the call to action and assume the responsibility of preliminary organization. The public sector has traditionally provided the call to action; however, the private sector can initiate a partnership. In this context, leadership is the ability to convince people to the point that a majority will follow and act on the decisions reached.
- **Obtain commitment.** Critical public- and private-sector entities need to collaborate in advance of any critical incident to ensure preparedness. Feelings of safety and trust come only from working together. Partners must be provided with realistic expectations, not lofty promises.
- **Establish a leadership council.** Successful partnerships require an appropriate platform for open communications. The council should take inventory of available public and private assets. In a crisis, the private sector has been very willing to provide assistance. That same spirit should be fostered during noncrisis times.
- **Develop a public–private emergency response plan.** The plan should be practical to implement and flexible enough to adapt to changing circumstances in an emergency. Businesses should be encouraged to develop their own comprehensive emergency response plans.
- **Activate action plans.** The plans should be communicated to public and private employees, and emergency responders should be told how their families will be protected while the responders are serving the community. The community should be informed of the plans, as well.
- **Monitor progress and review results.** The leadership council should continue cross-boundary communications and mutual training efforts. Tabletop exercises and continuing goal assessments are essential.

Leaders

Founders may or may not continue to lead a partnership once it is established. In this context, leaders address the issues of how decisions are made and what the LE-PS partnership's direction will be. (The excerpt in the sidebar notes differences between management and leadership.) This research found many partnerships led by law enforcement and private security, as well as some that are led by the two sectors together (through cochairs, for example). Regardless of which discipline supplies leadership, several important factors contribute to the effectiveness of an LE-PS partnership leader. These factors are discussed in the sections that follow and include continuity, consensus in collaboration, short-term progress combined with patience, champion behavior, and special leadership skills and involvement.

Management Versus Leadership

Management is a set of processes that can keep a complicated system of people and technology running smoothly. The most important aspects of management include planning, budgeting, organizing, staffing, and problem solving. Leadership is a set of processes that creates organizations in the first place or adapts them to significantly changing circumstances. Leadership defines what the future should look like, aligns people with that vision, and inspires them to make it happen despite the obstacles.

— *Kotter, John P.,* Leading Change, *Boston: Harvard Business School Press, 1996, 25.*

Continuity

Continuity of leadership is a major issue in LE-PS partnerships. Based on the study of about 60 partnerships, the 2000 report titled ***Operation Cooperation*** cited several reasons for partnership failure, among which was that founders, "drivers," or staff coordinators are reassigned or retire.[138] The frequency of reassignment or retirement seems to be especially acute among law enforcement officers. The present research found much the same phenomenon: when a partnership has been strongly supported by a law enforcement leader and that leader is reassigned, the partnership stands a good chance of foundering, especially if it has not developed a strong structure and become institutionalized. By contrast, when the leader continues in his or her leadership role for a long period and helps the partnership establish a plan for succession, the partnership has a much better chance of surviving turnover at the top.

Consensus in Collaboration

In most partnerships examined, regardless of who held the leadership position, decisions on partnership activities were made through consensus among representatives of both sectors. One example is the Security Communications Network (Secomnet), a program whereby the Charlotte-Mecklenburg Police Department and local security directors can communicate with each other by radio to share crime-related information and coordinate emergency responses. Secomnet is guided by a panel that includes a representative of the chief of police and security directors of companies in the Charlotte-Mecklenburg business community.

Leaders face special challenges in supporting multiagency, multicorporation teams. A parallel can be found in the workings of special-purpose teams in business. Recent research on team behavior at 15 multinational companies uncovered a paradox:[139]

> *Although teams that are large, virtual, diverse, and composed of highly educated specialists are increasingly crucial with challenging projects, those same four characteristics make it hard for teams to get anything done.... [T]he qualities required for success are the same qualities that undermine success. Members of complex teams are less likely—absent other influences—to share knowledge freely, to learn from one another, to shift workloads flexibly to break up unexpected bottlenecks, to help one another complete jobs and meet deadlines, and to share resources—in other words, to collaborate.*

The "other influences" mentioned by the researchers include key actions by team leaders. Among them are the following:

- **Invest in relationship practices.** The team leader should attempt to strengthen relationships among team members through activities that are "memorable, difficult for others to replicate, and particularly well suited to [the] environment."[140]
- **Model collaborative behavior.** Leaders should set good examples by letting team members see them practice effective collaboration in their main jobs.
- **Mentor members.** Leaders need to coach and mentor team members, providing them with contacts and introductions to strengthen their ability to collaborate. Such mentoring helps establish a cooperative culture instead of a culture dependent on reciprocity.
- **Be both task- and relationship-oriented.** At the early stages of a partnership, leaders should focus on tasks, such as clarifying the group's goal, engaging in debates about commitments, and clarifying the responsibilities of individual team members. Later, once the partnership has gotten off the ground, leaders should focus on strengthening relationships within the partnership and between the partnership and other key parties.

Short-Term Progress Combined with Patience

Some partnership leaders observe that it can take time before a partnership bears fruit (for instance, reducing crime). To keep partners participating throughout those early months, it is essential that partnership meetings are worthwhile and provide an immediate benefit. Some LE-PS partnerships focused on developing valuable presentations at partnership meetings; some even arranged in-service training credits for law enforcement participants who attended.

Again, a parallel from the business world provides some insights into effective leadership behavior. Researchers studied approximately 40 global companies to learn why the excitement over a company's "bold new vision" often wears off after a few months.[141] LE-PS partnerships may also start with a level of excitement about solving an urgent problem but experience a loss of energy. Several reasons for failure or lost momentum that the researchers observed apply to LE-PS partnerships, as well:

- **Failing to focus.** If the team attempts to handle too many initiatives at once, the "bold vision will get mired in a haze of other priorities."[142]
- **"Dancing without a partner."** It is awkward to dance alone, and many leaders in the companies studied "started the dance by explaining the vision but didn't engage a partner to make it work."[143]
- **Skipping the skill building.** It is essential to determine whether team members need special skills to realize the vision, to acknowledge whether those skills are lacking, and then to help members develop those skills.
- **Mismatching messages and metrics.** This problem occurs when the stated goal collides with "subtle reinforcements of business as usual."[144] Ready and Conger found that the new visions required new behaviors and mind-sets, but employee performance evaluations failed to take this into account. Similarly, in the Operation Partnership study, some LE-PS partnership members noted that at performance review time, employers judged only how well employees performed their main jobs instead of giving them credit for their partnership work.

Clearly, leaders can help LE-PS partnerships succeed by avoiding those causes of failure—in other words, by helping the members focus on an achievable range of goals, by explaining the partnership's vision and engaging other parties to help make it happen, by nurturing essential skills among partnership members or recruiting new members who possess those skills, and by encouraging team members' employers to recognize their partnership activities as a valuable part of their primary jobs.

Law Enforcement Staffing Resources to Support the Security/Police Information Network

The Nassau County (New York) Police Department's (NCPD) Security/Police Information Network (SPIN) is an e-mail-based, public-private information-sharing partnership that began in June 2004. In planning for the network, James Lawrence, then commissioner of police, had to consider whether personnel resources would be dedicated to this new initiative, or whether SPIN would be an additional responsibility for a preexisting unit within the department. The commissioner opted to dedicate two police officers and a sergeant to the new SPIN unit.

In planning for SPIN, the ability to reach hundreds of security directors, each with his or her own internal networks, offered the NCPD an opportunity to potentially leverage thousands of security professionals whose mission and responsibilities significantly overlapped with that of law enforcement. The true scale of this kind of connectivity became evident when we learned that one of the security companies in Nassau County had more security guards than the police department had officers—and the NCPD has 2,700 sworn members!

In addition, each of these security directors worked for companies that had their own network of employees, with some that numbered in the thousands. Recent data show that approximately 164,000 people are employed in the organizations of SPIN's 700 security entities. With most of those employees having their own personal e-mail networks, the potential for information sharing has reached a level that in the past was simply not possible.

Realizing the potential leverage and reach that technology offered, combined with a desire to make the network as interactive as possible, the commissioner determined that assigning dedicated personnel was not only essential, but would also be well worth the cost to the department.

Since SPIN's inception, daily e-mail contact with its members and quarterly meetings have built relationships among the police department and our security industry that would not have been possible without a dedicated SPIN unit. The face-to-face contacts that meetings enable have had a dramatic impact on the quality of those relationships, as well as the perceived connection that SPIN members have with the police department. Members feel very comfortable e-mailing SPIN officers or picking up the phone if issues need to be addressed.

The relationships built among our SPIN officers and security personnel have also enabled the department to become aware of private-sector resources that may be made available in case of emergencies. These are the types of emergency management connections that are vital in constructing disaster plans.

Building on the network's success of bank robbery arrests, uncovering a major scam, and other investigative leads developed through the network, SPIN has reached a tipping point in acceptance within the department's internal organizational culture. Looking back, the assignment of dedicated officers to SPIN had a significant impact on policing in Nassau County.

The full-time assignment of officers was essential in building the kind of law enforcement-private security partnership that SPIN has provided. The return on investment has included increased information sharing and awareness, better coordination and cooperation with private security directors (especially those responsible for critical infrastructure), enhanced homeland security, and improved intelligence-led policing. The development of SPIN has meant an exponential expansion of the department's law enforcement intelligence network.

The leadership challenge involved in making this initiative a success has been in empowering SPIN personnel to be able to share information. Breaking down the walls of institutional police culture is not easy, and it took Commissioner Lawrence's leadership to reinforce the message that it was the police department's responsibility to share information and that SPIN was now part of the department's overall policing strategy.

Matthew J. Simeone, Jr., Inspector, Nassau County (New York) Police Department

Philadelphia Crime Prevention Council's Instant Communications

Founded in 1997 as a venue for federal, state, and local law enforcement agencies to exchange information, the Philadelphia Crime Prevention Council (PCPC) soon added private-security members. Its initial focus was crime prevention; after 9/11, it began to devote half its efforts to homeland security and disaster preparedness.

In 2004, the Center City District (CCD), a downtown business improvement district, and the Philadelphia Police Department each provided $25,000 to fund an instant communication system for the PCPC. The system has grown to include about 1,200 participants from the public and private sectors. About 300 are law enforcement officials from 50 different federal, state, and local agencies; the rest are private-sector partners.

Both the Philadelphia Police and the CCD send out alerts on serious crime and public safety incidents that may affect the area, demonstrations and serious accidents that may affect traffic patterns, and related disruptions. For example, information was disseminated after the Madrid and London transit bombings in 2004 and 2005.

The PCPC's first alert system used e-mail only, but members were unlikely to be able to receive the alerts if they were away from their desks. The new system notifies participants through computer e-mail, text message, and cell phone.

The new system showed its value when, on September 21, 2006, in Center City Philadelphia a number of explosions occurred in underground electric power vaults. Smoke and fire poured out of exploding manhole covers, and electricity went off in a large area of the center city. Initially, it was not clear whether the explosions were caused by a fire, utility malfunction, or terrorist activity.

The program coordinator started to receive calls immediately from building security directors, who provided and requested information. Philadelphia police began to send information over the alert system. The coordinator called police and fire responders on their cell phones and passed vital information via the alert system between the public and private sectors all day. Panic was averted and orderly evacuations were conducted where necessary.

Champion Behavior

An LE-PS partnership leader may need to be a highly motivated champion of the cause. Such leadership can be a significant undertaking. Some leaders in the partnerships studied remarked on how time-consuming it is to serve as a leader, even as co-chair. Where does the necessary motivation come from? Former Chief Michael Shanahan, founder of the Law Enforcement Executive Forum of the Washington Association of Sheriffs and Police Chiefs (see sidebar in Chapter 5), used to say that the leader must feel that the LE-PS partnership is a *moral necessity*.

Regardless of whether many others will support the effort at first, the leader must not walk away from it until it is self-sufficient. To strengthen and truly lead the partnership, he or she should also be able to communicate and work credibly with people from several different environments (including big business; small business; and local, state, and federal law enforcement).

Research by Stephen Markhem supports those observations. After studying 53 champions of innovation projects in four large firms, as well as project team members, Markhem observed the following:[145]

- **Ownership and effort.** In interviews, nearly every champion referred to the project as "my project." They tended to use the word "passion," and their accounts of their projects' history all included "episodes of extraordinary effort and risk on the champion's part."
- **Influence and conflict.** Champions and team members often talked about trying to influence others to assist with critical tasks. Markhem notes, "The championing process is not a neat, clean exercise in management. Promoting a project involves influencing many people who may not wish to be influenced. This situation may lead to tension and conflicts even if the champion and targets of influence have positive preexisting relationships."

Special Leadership Skills and Involvement

Leaders of LE-PS partnerships, for the most part, are not the employers of partnership members. They cannot use all the same influence techniques that a typical manager can employ, such as mentoring and having influence over salary and promotions. LE-PS partnerships are not the same as corporate or law enforcement departments but are more akin to what the business management literature calls "self-managing teams." Such teams require a different type of leadership.

Researchers studied 300 self-managing teams at a large manufacturing plant of a Fortune 500 corporation.[146] They found that the successful leaders associated with those teams "excelled at one skill: managing the boundary between the team and the larger organization." Such leaders served their teams best by developing useful relationships with persons both inside and outside the team and using those relationships to obtain resources, information, and favorable decisions for the team.

A related issue is the role of corporate executives in LE-PS partnerships. Increasingly, chief executive officers (CEO) are being asked to step up and exercise leadership in LE-PS partnerships, especially those addressing homeland security. A report by the Business Roundtable, an association of CEOs of leading U.S. companies, urges CEOs to get involved with law enforcement and to encourage their staffs to do the same:[147]

> *In this new risk environment, a CEO must be sure the corporation is closely connected to the public sector, particularly with DHS, state officials, the law enforcement community and the military. CEOs also should support corporate executives in developing new connections with government officials to share risk information, coordinate crisis response and proliferate new security practices....*

American business and political leaders may be called on increasingly to partner in brokering common-sense solutions to pervasive security and critical infrastructure problems. New threats will continue to challenge our nation's security, our economic institutions, and the public's trust and confidence in both business and government.

Facilitators

A lower-profile role than that of the founder or leader is that of the facilitator. Nevertheless, it is a truly essential component of an LE-PS partnership. Clearly, a partnership needs someone to schedule meetings, issue invitations, round up participants, produce a newsletter, distribute alerts, and arrange for meeting space. The present research found that such facilitation may be provided by the partnership's private security members (International Lodging Safety and Security Association Intelligence Network), staff paid by the partnership (Energy Security Council), or police members (Nassau County Security/ Police Information Network).

Means of Communication

Nearly all LE-PS partnerships studied consider information sharing important for carrying out the partnership's mission. Further, communication is essential even in partnerships that do not have specific information-sharing objectives or systems (joint radio channels, e-mail alerts, etc.). Regular communication builds good working relationships among public- and private-sector members. LE-PS partnerships share information in many ways, from meeting announcements to crime alerts, and more, as the following sections describe.

Meetings and Training Sessions

Most of the LE-PS partnerships studied hold monthly or bimonthly meetings to facilitate information sharing and face-to-face communication. Many partnerships emphasize the importance of keeping the meetings focused on useful action and not letting them become merely social luncheons. Partnership meetings may also be used as training opportunities. For example, at monthly meetings of the Boston Financial District Information Network, the police department schedules educational presentations. Recent topics have included domestic violence in the workplace, presented by the police department; terrorism, conducted by the U.S. Department of Homeland Security; drugs in the workplace, conducted by the Drug Enforcement Administration; and disaster response, conducted by the Boston Emergency Medical Service.

Some groups hold monthly meetings for members and then periodic (often annual) conferences or training sessions to which a larger audience is invited. The Anaheim Crime Alert Network holds monthly meetings to discuss emerging crime problems that affect the hospitality industry and its customers. Once a year it holds a conference for a national audience. While the group's monthly meetings may average 50 attendees, the conference draws about 400 and features dozens of speakers.

Newsletters

Many LE-PS partnerships also communicate via newsletters, generally delivered electronically, not by postal mail. For example, VaPPSA publishes a monthly electronic newsletter, which it distributes by e-mail. The newsletter shares crime information with about 250 readers. The crime information it contains comes from the intelligence fusion center of the Washington metropolitan area, which includes federal, state, and local law enforcement and the Intelligence Community. The information shared is scrubbed of classified and highly sensitive details but is nonetheless a valuable resource that private sector partnership members could not otherwise readily obtain.

E-mail

The SPIN program in Nassau County, New York, describes itself as "an e-mail based, public–private information sharing partnership." It holds quarterly meetings, but most of the program's information sharing work is done by e-mail. The International Lodging Safety and Security Association Intelligence Network sends e-mails to members in real time to alert them to thefts, break-ins, suspicious activity, crime rings, fraud suspects, counterfeit documents, missing persons, and many other issues. These e-mail alerts may also contain photos and requests for information.

Text Messaging

E-mail is an easy and inexpensive means of communication, but many partnership members cannot receive e-mails if they are away from their computers. To ensure that members can receive urgent messages even if they are out of their offices, the Philadelphia Crime Prevention Council uses text messaging among its several means of communication (see box).

Radio

The Hartford (Connecticut) Security Communications Access Network (SCAN) sends alerts to members via portable, two-way radios, which each member must purchase and maintain. Radio alerts address natural disasters, terrorism, power outages, building evacuations, and similar events. During a recent labor dispute that drew some 4,000 protestors to the downtown area, SCAN members were able to keep the area free of incidents by continuously communicating with each other by radio regarding the location and direction of the protesters.

Web Sites

Web sites are common communication tools for LE-PS partnerships. Some sites are used for little more than posting general information about a partnership and perhaps meeting dates or contact information. Other sites, generally open to members only, provide detailed, up-to-date information on crime and security issues. For example, the secure web site of the Greater Chicago Hotel Loss Prevention Association is used frequently as an early warning system for hotel security and local, state, and federal law enforcement agencies. Its information is current and sometimes posted within minutes of the occurrence of crimes or suspicious activities. Law enforcement and private-security members can also post information. Crime information is often detailed, including the nature of the crime; the suspect's description, name, or other identifying information; pictures; names of police agencies involved in the case; and points of contact for the law enforcement or private security member who issued the alert. The Minneapolis SafeZone Collaborative's CityWorkSite web site is another good example of a useful web-based communications tool.[148]

Sustaining Structure and Resources

LE-PS partnerships need to consider how the partnership should best be organized to both accomplish initial objectives and prepare for possible expansion. Chapter 4, Forms of Partnership Organization, discusses a wide range of partnership structures, noting that some partnerships evolved to form nonprofit organizations, came to need dedicated staff, or were developed as a business improvement district component. Others function well without that degree of formality, but key aspects of structure are still needed, for example, a clearly stated purpose and scope of work; operating and membership guidelines; assignments of responsibility for key tasks; and leadership, including planning ahead for changes in leadership.

It is also important to maintain records of the partnership's main activities, training events, and accomplishments (e.g., crimes and incidents prevented and solved) and provide summaries to stakeholders and, if appropriate, the public. This can help sustain and build the partnership. It can help both police and private-security members justify to their employers the time they spend on partnership work; help attract new members; and justify future requests for staff or funding if those become important for expansion. It may be worth exploring whether an intern or researcher (e.g., at a local university's criminal justice department) could help document the partnership's effectiveness.

Finally, a certain amount of nonstaff resources will be needed to operate and sustain any partnership. These might include meeting space, venues for training events, software, computers, other equipment, and a "home base" or office for storing partnership materials, records, equipment, etc.

Factors and Efforts Related to Success and Failure of LE-PS Partnerships

In the course of this study, the project team observed a number of efforts by law enforcement and private security that were related to the success or failure of the relationships. A small number of the LE-PS partnerships that we identified in this project were not successful because they could not obtain adequate membership or experienced other problems that resulted in less success than expected. The experiences of these programs also provide lessons on what can go wrong in LE-PS partnerships. One partnership that the project team tracked over the years decided to shut down because, as the newly elected sheriff reported in a press release, the partnership had met all its goals and served its purpose.

Factors Associated with Successful LE-PS Partnerships

- **Strong support from organizational leaders.** This includes a commitment from both public and private sector leadership to make the partnership work.
- **Shared leadership and power.** Successful partnerships show members that the public and private sectors are sharing leadership and power. All members feel they have the opportunity to provide input and be heard.
- **Benefits to all participants.** Partnership members have to find benefits and utility in being a member. Partnerships need to offer much more than "feel-good" events; everyone is too busy to waste time on meetings or systems that do not result in meaningful exchanges of important information.
- **Acceptance and trust.** Both the public and private sector members in the partnership must feel accepted by each other and demonstrate a sense of trust so that the relationships can be supportive and informative.
- **Tangible products.** Successful partnerships show results in terms of crimes prevented or solved. Particularly useful is early success on an important issue. Early in its development, the Minneapolis SafeZone Collaborative used its Internet listserv alert system to aid in arrests. The Wilmington (Delaware) Business Improvement District used its closed-circuit television system in support of arrests for serious crimes, including homicide.
- **Sustaining structure and resources.** A key characteristic of ongoing LE-PS partnerships is a structure and resources to sustain the organization. A long-standing example (see sidebar on WLEEF in Chapter 5) is the Washington Law Enforcement Executive Forum, which is dedicated to law enforcement and public safety problem solving, resource sharing, and training among the public and private sectors. Started by former University of Washington Police Chief Michael Shanahan, WLEEF has been supported since 1980 under the umbrella of the Washington Association of Sheriffs and Police Chiefs, an entity created by state legislation. This arrangement has provided a

solid foundation for sustaining the LE-PS partnership. The extent of resources required to sustain an LE-PS partnership ranges from minimal to, for example, the three full-time officers supplied by the Nassau County (New York) Police Department for its Security/Police Information Network. (See sidebar on SPIN on page 68.)

- **Publicity and recognition.** Successful LE-PS partnerships report that a key to success has been partnership publicity and recognition, which provide legitimacy and prestige, making members feel good about belonging to and working in a worthwhile partnership. The Metropolitan Atlanta Technological Crimes Task Force partnership used its alliance with the Atlanta Crime Commission to achieve publicity and gain recognition, thus leading to an increase in membership and usefulness.
- **Flexibility to adapt to changing environments.** Operation DelAWARE continues to thrive 10 years after its founding, in part because it has changed its focus to reflect members' priorities. At first it was oriented toward boosting relations between the Delaware State Police and private security organizations to increase the effectiveness of increased motor and bicycle patrols by law enforcement. Now it focuses on all-hazards emergency preparedness.
- **Rewarding those responsible for the partnership**. Private security and law enforcement management need to reassure personnel working on partnership issues that their labors will be considered when promotion and pay issues arise.

Factors Associated with Failed LE-PS Partnerships

- **Failure to address or solve joint problems.** If no successful work is accomplished, there is little reason to continue the partnership.
- **Changes in leadership, with no succession plan.** Leaders, founders, "drivers," or staff coordinators may be reassigned or retire. During part of its history, VaPPSA floundered because of a lack of leadership. The partnership recently reconvened and sought the recommitment of executives in both law enforcement and private security.
- **Inadequate resources.** In some cases, funding is inadequate or conditioned on unacceptable terms, or the partnership may lack support staff to carry out or communicate its activities.
- **Lack of innovative thinking.** Meetings may bore participants by failing to bring in interesting speakers or conduct meaningful activities. It is a challenge to find highly qualified trainers and training topics that appeal to both law enforcement and private security audiences. A key challenge is keeping businesses involved after a crisis passes.
- **Time constraints of busy executives and managers**. If high-level private security and law enforcement executives do not dedicate sufficient time or organizational resources, partnerships suffer and may fail.

Summary of Factors Leading to Success and Failure

This chapter has discussed the key factors that were repeatedly found to be vital for operating successful LE-PS partnerships over the long term. Of course, not every partnership has grown at the desired rate, consistently accomplished its objectives, or withstood the test of time. The sidebar, "Factors and Efforts Related to Success and Failure of LE-PS Partnerships" summarizes lessons drawn not only from partnerships that are thriving, but also from some that are struggling in various areas, and from others that have disbanded. This information can be used as a ready reference guide for partnerships.

CHAPTER SEVEN: Conclusions and Future Steps

Conclusions

Private security and law enforcement professionals have been forming effective person-to-person liaisons and relationships for years. But changing crime patterns and increasingly difficult problems, whether in high-crime urban areas or high-tech venues like the Internet, necessitate different approaches and group activities, not just individual efforts. Further, the continuing threat of terrorism demands greater collaboration to ensure maximum resources. To combat these threats effectively, both law enforcement and private security (LE-PS) must be involved in homeland security programs at the local, state, and national levels. Both private security and law enforcement must work jointly to protect the infrastructures on which society depends. These factors as well as resource limitations, have fueled a desire to build more, more structured, and more lasting LE-PS partnerships.

Since the Operation Cooperation project was completed in 2000, thousands of private security and law enforcement executives and practitioners have come to consider, form, and enhance partnerships with one another. Private security is gaining recognition as an important partner in community policing. Law enforcement today has a greater awareness of private security's vast resources and increasing growth, and a better understanding of private security's need for crime and threat information. Numerous, diverse examples of successful partnerships show how obstacles can be overcome, and how results can be achieved that simply would not have been possible without collaboration.

The Law Enforcement-Private Security Consortium congratulates the key partners that have pushed the LE-PS partnership movement the most: the Office of Community Oriented Policing Services (the COPS Office), Law Enforcement Liaison Council/ASIS International, and the Private Sector Liaison Committee/International Association of Chiefs of Police (IACP). These organizations have shown significant leadership in supporting and promoting LE-PS partnerships.

This chapter highlights some additional steps that these organizations and others, including law enforcement and private-security executives, should support in the future to keep the LE-PS partnership movement alive and well.

Law Enforcement–Private Security Partnerships

When we study cooperative efforts between law enforcement agencies, we find numerous examples of comprehensive and highly developed partnerships that exist to promote public safety within our communities. These partnerships, at their core, stem from relationships of people in leadership positions. Some of our partnerships are codified by agreements and memoranda of understanding that define the roles and responsibilities of the respective parties. Typically, we find that these relationships or partnerships have defined goals or objectives set by the participants in the collective efforts.

When we look at similar arrangements or relationships between these same law enforcement agencies and private industry or corporations, our partnerships or relationships are nebulous in many cases. When we ask about the existence of partnerships or relationships between public and private entities, we discover a voiced concern for the lack of developed relationships between police executives and the management of primary industries and corporations in our states. We also may discover the existence of informal networking, but no central point or forum at which problems can be discussed, strategies developed, goals identified, and objectives attained.

This law enforcement and corporate culture is changing, and in many areas of our country, the culture has changed. Gradually, this concept of public-private partnerships is becoming an acceptable way to formalize our heretofore informal relationships. Industry and law enforcement leaders recognize that establishing relationships permits both to speak with a unified voice on issues that affect the safety of all stakeholders. The balance that exists also stands as a testimony to those involved. The example of the Washington Law Enforcement Executive Forum (see sidebar in Chapter Five) can be duplicated by others; it was built on a foundation where law enforcement can speak with one voice in communicating with its counterparts in the private sector.

Those of us who have engaged in law enforcement-private security partnerships realize their relevance and importance to our communities. These partnerships have benefited our largest cities and smallest rural towns and counties. Some of our best achievements are directly attributable to our collective efforts through our law enforcement-private security partnerships.

We must also consider the goodwill that exists as a result of these joint efforts between the public and private sectors. This goodwill is fostered, in part, through recognizing and valuing our private sector partners. The cooperation we have developed stems from our respect for each other, not our differences.

Randall Carroll, Former Co-Chair, Private Sector Liaison Committee, International Association of Chiefs of Police (IACP); retired Chief of Police, Bellingham (Washington) Police Department

Future Steps

1. **Every police chief and sheriff should give serious consideration to engaging in an existing LE-PS partnership or assisting in the formation of a new region-wide partnership.** Although some new partnerships may be local in scope, regional approaches are critical, given the multijurisdictional nature of most crimes, disasters, and terrorist threats. The benefits, as described throughout this report, can be mutually rewarding to the law enforcement agencies and the private sector organizations.

2. **Law enforcement agency executives should treat managers' outreach to the private sector on security-related matters as a key factor in community policing performance evaluations.** Department leaders and agencies that promote community policing and its core principle of partnership development should consider the security field within corporate America to be as essential a partner as schools, religious institutions, community-based service organizations, and others in the community.

3. **Security directors and managers should reach out to their counterparts in law enforcement and explore how collaboration and information sharing might improve security, aid in combating crimes, and strengthen preparation for critical incidents.** Corporate executives are encouraged to consider the potential return on investment in LE-PS partnerships and allot their security directors sufficient time and resources for partnership matters.

4. **The COPS Office, other U.S. Department of Justice agencies, and the U.S. Department of Homeland Security should persist in supporting the LE-PS partnership movement.** This includes continuing to examine, analyze, and report on the details, activities, successes, and issues in LE-PS partnerships around the nation and world; and support training and technical assistance to promote new LE-PS partnerships and enhance existing ones.

5. **The COPS Office, other U.S. Department of Justice agencies, or the U.S. Department of Homeland Security should consider supporting a national conference of LE-PS partnerships.** The COPS Office was very forward-thinking and generous in funding the 2004 *National Policy Summit: Building Private Security/ Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder*, organized by the IACP (see footnote 5). This summit was attended by chiefs of police, sheriffs, private security executives, academics, and other experts. The proposal in this recommendation is to bring representatives from active LE-PS partnerships together to exchange ideas, discuss promising practices, and plan future steps. One step that a collaboration of LE-PS partnerships might consider is to form an association to create a central clearinghouse for best practices, contacts, technology, etc. Another step might be to develop a web site to share that information so LE-PS collaborations around the nation and world do not have to reinvent the wheel when developing their own partnerships or web sites.

APPENDIXES

Appendix A: Fifteen Key Steps for Getting Started and Five Tips for Enhancing an Ongoing Law Enforcement-Private Security Partnership

Appendix B: Resources

Appendix C: Selected Partnerships

Appendix D: Additional Acknowledgments

Appendix E: Executive Summary, COPS/IACP National Policy Summit: Building Private Security/Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder

Appendix A: Fifteen Key Steps for Getting Started and Five Tips for Enhancing an Ongoing Law Enforcement-Private Security Partnership

The following steps have been culled from interviews and focus groups with law enforcement-private security (LE-PS) partnership leaders, practitioners, and experts across the country. The steps are suggestions based on actual LE-PS experiences.

Starting an LE-PS Partnership

1. **Make initial contact leader to leader.** Either the law enforcement chief executive or private-sector security director should make initial contact with the other. Law enforcement managers, working with their counterparts in private security, often lay the groundwork for partnership formation, but organizational leaders must set the tone so that others will realize the importance of the proposed partnership and the leaders' commitment to it.
2. **Agree on a vision and purpose.** As described by Kotter in Chapter 6, the vision should be simple, clear, motivational, and communicable. The purpose should be compelling for both law enforcement and private security.
3. **Begin to document strategy and initial plans.** Put initial plans on paper and circulate them by e-mail to start the ball rolling.
4. **Identify other stakeholders.** Think of as many stakeholders as possible who might be an asset to, and resource for, the partnership. Look to existing contact lists from ASIS International, the local chamber of commerce, and other sources.
5. **Identify and select other leader(s).** Guidelines developed by the police chiefs associations in Wisconsin, Minnesota, and Iowa during the conference titled "Midwest Summit 2006: Economics of Disaster—Enhancing Critical Incident Preparedness through Public-Private Partnerships" (as discussed in Chapter 6) suggest establishing a leadership council to help steer and guide the partnership. Broadening the leadership role might help bring in more executives with assets and a commitment to the partnership mission.
6. **Recruit additional stakeholder-members.** The lifeblood of any partnership venture is its membership. After agreeing on a vetting process for new members, the partnership's leadership needs to recruit aggressively to build the membership.[149] Select stakeholders with assets who share the partnership's goals.
7. **Establish a structure and home base.** LE-PS partnership support costs vary (as discussed in Chapter 4), but to survive, the partnership will require initial support for staffing, housing (e.g., meeting, office, or training space), and other resources. Although the partnership may not need to hire staff to get started, partnership leaders must ensure that personnel from their respective organizations are allotted sufficient time and resources for partnership matters.

8. **Address legal formation of the entity.** As discussed in Chapter 4 under "Organizational Structure," the legal organization of the partnership must be considered. Less formal partnerships are easier to establish and require less ongoing paperwork, but they may find it difficult to manage funds and to continue operations as membership turns over. By contrast, more formal partnerships may require substantial setup efforts (such as incorporation) but often experience greater longevity.
9. **Develop a detailed plan of action.** After startup activities are successful, the partnership needs to agree on a more detailed plan of action for building and sustaining the organization. This should address, among other key areas, plans for advancing the mission, raising funds, recruiting new members, and more.
10. **Decide how the organization will communicate with its members.** This is one of the central foundations of LE-PS partnerships (discussed in Chapter 6). Nearly all LE-PS partnerships studied consider information sharing extremely important for carrying out the partnership's mission. Regular communication (joint radio channels, e-mail alerts, etc.) builds good working relationships among public- and private-sector members.
11. **Market the partnership—raise funding and resources for support.** Early in the LE-PS partnership development process, the leadership group or council needs to market the partnership to raise enough funds and resources to ensure the first year or two of support. Steps 12, 13, and 14 may be required as part of a successful marketing campaign. The campaign needs to emphasize awareness of the partnership.
12. **Conduct initial training.** As discussed in Chapter 5, many partnerships reported that delivering high-quality training was an important motivator for members' continued participation. LE-PS partnerships need to use quality training as an incentive to keep members motivated and recruit new members.
13. **Carry out a project.** Chapter 5 includes a number of examples in which law enforcement used an LE-PS partnership's resources to solve a serious crime and make an arrest. There are many other examples of successful partnership projects involving community policing, crime prevention, special investigations, and more. To gain credibility in the eyes of law enforcement and the private sector, the startup LE-PS partnership needs to implement a successful project. Experts recommend starting with a small, manageable, doable project.
14. **Monitor progress, measure success, and report to members and perhaps to the public.** This step makes the partnership's activities transparent, and it builds credibility. A public report on progress and outcomes will build goodwill among law enforcement and the private sector, help retain current membership, and make other potential members aware of the partnership's benefits.
15. **Select more issues and problems to address.** As soon as the LE-PS partnership has a solid foundation, a growing membership, and its first successful project, the group should select more issues and problems to address.

Enhancing an Ongoing LE-PS Partnership

1. **Improve the communication process.** The study found that LE-PS partnership members consider the flow of information to be critical to their level of participation and support for the partnership. An active and informative web site, like the New York Police Department's SHIELD (www.nypdshield.org) or the Minneapolis SafeZone CityWorkSite (www.mplssafezone.org), and text messaging are two types of communications innovations that LE-PS partnership stakeholders find especially useful and appealing.
2. **Improve the content of the communication.** This obviously goes with #1 above. While the communication process should be state-of-the-art, especially given the affordability of today's communications technology, the content should also be extensive and beneficial. The SHIELD web site in #1 is an example of good web site content.
3. **Improve training content.** The study also noted that, as with communication, LE-PS partnership stakeholders value training delivered as a result of partnership resources. Many partnership members note that improving the training would cause them to place a higher value on sustaining their membership. One avenue to explore in the future is to add online training offerings to the partnership web site.
4. **Facilitate personal contacts among the membership.** The LE-PS partnership's leaders should make it a point to actively facilitate contacts among the membership. They should not assume that all members know each other and participate in the partnership. Some members need a push, and others need a helping hand. Membership events, such as lunches, might include facilitated contact activities. Web sites might include biographical sketches of members that include areas of interest and expertise.
5. **Find out what other LE-PS partnerships are doing.** One of the best tips for improving the partnership is to know what other LE-PS partnerships are doing. Search out other partnerships to review their communications tools and content, training, and activities. Try to emulate best practices.

Appendix B: Resources

Selected Federal Programs

Federal Bureau of Investigation. InfraGard program
www.infragard.net

Federal Law Enforcement Training Center
www.fletc.gov

Information Sharing and Analysis Centers Council
www.isaccouncil.org/about

Office of Community Oriented Policing Services (the COPS Office),
U.S. Department of Justice
www.cops.usdoj.gov

Overseas Security Advisory Council
www.osac.gov

U.S. Department of Homeland Security (DHS)

- DHS-supported Critical Incident Protocol–Community Facilitation Program at Michigan State University. www.cip.msu.edu
- DHS National Response Framework (NRF) Resource Center www.fema.gov/emergency/nrf

United States Secret Service. Electronic Crimes Task Forces and Working Groups
www.secretservice.gov/ectf.shtml

Associations

Alarm Industry Research & Educational Foundation
www.airef.org

ASIS International. Law Enforcement Liaison Council
www.asisonline.org/councils/LELC.xml

International Association of Chiefs of Police. Private Sector Liaison Committee
www.theiacp.org/About/Governance/Committees/PrivateSectorLiaisonCommittee/tabid/423/Default.aspx

International Association of Security and Investigative Regulators
www.iasir.org

International Security Management Association
www.isma.com

National Association of Security Companies
www.nasco.org

National Sheriffs' Association. Crime Prevention/Private Security Committee
www.sheriffs.org/about/NSACommittees20070829.asp

Security Industry Alarm Coalition
www.siacinc.org

Security Industry Association
www.siaonline.org

Materials

Critical Incident Protocol–Community Facilitation Program of Michigan State University. Reports, newsletters, and other materials.
www.cip.msu.edu

Law Enforcement and Private Security: On the Job Together. Video produced in 2007 by Ohlhausen Research, Inc., for the Virginia Center for Policing Innovation with funding from the Office of Community Oriented Policing Services, U.S. Department of Justice.
www.ohlhausen.com/vcpi-demo.htm

National Policy Summit: Building Private Security/Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder: Vital Issues and Policy Recommendations 2004
www.cops.usdoj.gov/pdf/publications/National Policy Summit.pdf

Operation Cooperation: Guidelines for Partnerships between Law Enforcement & Private Security Organizations by Connors, Edward, William Cunningham, Peter Ohlhausen, Lynn Oliver, and Clifford Van Meter. Washington, D.C.: Bureau of Justice Assistance, 2000.
www.ilj.org/research/Operation Cooperation.pdf

Literature review. www.ilj.org/publications/Lit.Rev-final.pdf

"Partnership Profiles." www.ilj.org/publications/Partshp.Profiles.pdf

The Private Side of Public Safety. Video produced by the Virginia Department of Criminal Justice Services.
www.dcjs.virginia.gov/pss/LELiaison/index.cfm?menuLevel=5&mID=36

Appendix C: Selected Partnerships

The following are some of the more formally organized law enforcement-private security (LE-PS) partnerships that were reviewed during the Operation Partnership study. Many have been in operation for 20 years or more. The web sites listed for contact information were current as of July 2009.

Anaheim Crime Alert Network (C.A.N.). In the early 1980s, Anaheim (California) Police Department (APD) burglary detectives launched C.A.N. to address crimes in hotels. Collaborators now include the APD's Tourist Oriented Policing Team and private security members representing all segments of the hospitality industry, with about 50 members participating in monthly meetings and 400 persons attending the C.A.N. annual training conference. anaheimoc.org/Articles/Archive/Webpage101091.asp

Boise Organized Retail Theft/Fraud Prevention and Interdiction Network. During the past 19 years, the Network has contributed to early identification and arrest of hundreds of suspects involved in merchandise refund fraud, credit card fraud, drug trafficking, vehicle theft, armed robbery, and other crimes. Hundreds of thousands of dollars' worth of merchandise have been recovered and large-scale organized theft rings disbanded. www.cityofboise.org/Departments/Police/CommunityOutreachDivision/CrimePrevention/page5794.aspx

Boston Consortium for Higher Education. Public Safety Group. The Boston Consortium, composed of 14 Boston area colleges and universities, encourages collaboration for cost saving and quality improvement across numerous communities of practice, including public safety. Public Safety Group projects have included participation in statewide disaster planning for higher education, training on handling campus protests, and development of a campus police information network. www.boston-consortium.org/about/what_is_tbc.asp

Chicago Building Owners and Managers Association (BOMA). Formed more than 20 years ago by proprietary security directors of large buildings in the Chicago Police Department's First Precinct, the Committee expanded its membership after September 11, 2001, to include employees of contract security firms. Activities include daily fax alerts from the police, an emergency radio alert system, e-mail alerts, and use of closed-circuit television (CCTV) to share photos of suspects. www.boma-chicago.org/about/staff.asp for BOMA staff contact information.

Dallas Law Enforcement and Private Security (LEAPS) Program. Formed in the 1980s to foster better communication among police and private security, the Dallas Police Department's LEAPS partnership has sponsored numerous training workshops for private security and a fax information distribution network. www.leaps.us/contact.php.

Energy Security Council. Created in 1982 and based in Houston, Texas, the Energy Security Council (ESC) is a nonprofit corporation funded by private-sector members. The ESC Law Enforcement Liaison Committee, composed of ESC members who conduct investigations, works with law enforcement on oil field theft cases, trains law enforcement on the oil and gas industry, and shares information and intelligence on trends, crime patterns, and suspects.
www.energysecuritycouncil.org/index.cfm/MenuItemID/149.htm

Frontline Defense Initiative (FDI) of the Institute for Public Safety Partnerships (IPSP) is housed at the University of Illinois, Chicago, and is one of about 15 educational programs offered by the IPSP. FDI training is designed specifically for private security, hospitality, and other industries that are in a position to notice potential terrorist activity.
www.ipsp.us/trainings.cfm#frontline

Grand Central Partnership (GCP), a business improvement district incorporated in 1988, covers 68 blocks in Midtown Manhattan and employs about 45 uniformed public safety officers, trained by the New York City Police Department (NYPD), who patrol neighborhood streets and may assist the NYPD with investigations. In addition, approximately 15 NYPD officers, with department approval, work with the GCP on their days off. www.grandcentralpartnership.org/what_we_do/protect.asp

Greater Chicago Hotel Loss Prevention Association (GCHLPA). The GCHLPA partnership began in the early 1980s when a few security professionals joined together to address pickpocketing in a tourist area and is now concerned with virtually any crime committed in or near hotels. Its members represent 46 hotels, three local police departments, and the Federal Bureau of Investigation, U.S. Secret Service, U.S. Department of Homeland Security, and Office of Emergency Management.
www.ilssa.org/gchlpa/GCHLPA_Info.htm

Hillsborough County (Florida) Public Safety & Security Partnership. This partnership has addressed auto thefts, graffiti, gang activities, disturbances at nightclubs, and other problems. The sheriff's department has a long history of involvement in community policing and regularly involves community resource deputies at partnership meetings; and a founding partner, Critical Intervention Services, has devoted a portion of its web site to partnership concerns. www.safetampabay.org

Illinois Association of Chiefs of Police, Public & Private Police Liaison Committee (PPPLC). Founded in 1975 with goals related to education, liaison, and legislation, the committee is led by two chairpersons—an active police chief and a private security representative selected by private-sector members of the committee. Activities include homeland security training for private security personnel. www.ilchiefs.org. For current PPPLC chairs, www.ilchiefs.org/subpage.asp?pagenumber=46358.

InfraGard. Founded in 1996, InfraGard is a partnership among the Federal Bureau of Investigation and businesses, academic institutions, state and local law enforcement, and others. InfraGard has more than 70 chapters nationwide whose purpose is to share and analyze information and intelligence to prevent hostile acts against the United States. www.infragard.net (Select "Find Your Chapter" for contact information).

Michigan Intelligence Operations Center for Homeland Security. The state fusion center's initial activities included developing a business plan for private-sector collaboration. All 13 critical infrastructure sectors (utilities, medical, education, automotive industry, etc.) are represented on the advisory board. www.michigan.gov/mioc

Michigan State University (MSU) Critical Incident Protocol–Community Facilitation Program. Developed by the MSU School of Criminal Justice and funded by the U.S. Department of Homeland Security, the program's goal is to build public-private partnerships across the nation for critical incident management. The program is active in 39 communities in 23 states. Activities include joint planning and tabletop and full-scale exercises. cip.insu.edu

Minneapolis SafeZone Collaborative for Downtown. SafeZone accomplishments include installing CCTV cameras downtown; establishing a common police-private security radio channel; creating a web site that allows its 900 members to share police incident reports, videos and photos, and other information; and delivering training events. Officially launched in 2005, the Minneapolis SafeZone partnership won a community policing award from the International Association of Chiefs of Police. www.minneapolissafezone.org

Nassau County SPIN (Security/Police Information Network), started by the Nassau County (New York) Police Department in 2004, has a membership of some 1,600 businesses, trade associations, civic associations, government agencies, hospitals, utilities, and others. Information is shared within SPIN primarily by e-mail, as well as through text messaging and meetings. www.police.co.nassau.ny.us/SPIN/spininfo.htm

Overseas Security Advisory Council (OSAC). OSAC, a Federal Advisory Committee, is a highly structured partnership involving the U.S. Department of State, federal law enforcement, numerous corporations doing business overseas, and academia. OSAC has a 34-member core council, an executive office, and more than 100 country councils. www.osac.gov/About/index.cfm

Philadelphia Center City District (CCD). The CCD, a business improvement district with a long history of public/private cooperation, has private security officers (called community service representatives) who work closely with Philadelphia Police Department officers on a daily basis. In addition, the Philadelphia Crime Prevention Council, created by the CCD in 1997, has expanded over the years and now devotes about half of its efforts to homeland security and disaster preparedness issues. www.centercityphila.org/about/Safe.php

Southeast Wisconsin Homeland Security Partnership, Inc. This nonprofit organization was formed in 2004, serves seven southeast Wisconsin counties, and has more than 200 members. The partnership tests and validates responses to homeland security threats and major disasters; works to develop cost-effective policy and technology solutions; and has facilitated resource sharing (e.g., equipment, expertise). www.swhsp.org

Southeast Transportation Security Council. This corporate security-law enforcement partnership was formed in 2002 to facilitate prevention and recovery of stolen cargo in the transportation industry. In addition to operating several task forces, the Council operates a blast fax system reaching about 200 law enforcement agencies, provides member access to the Georgia Cargo Theft Alert System, and offers POST-certified training. www.setsc.org

Target & BLUE. This program of the Target Corporation includes many efforts to collaborate with and support law enforcement agencies across the country by providing grants, materials, expertise, information, forensic services, and investigative support. In 2007, Target received the FBI Director's Community Leadership Award for extraordinary contributions to communities and law enforcement. For more information, contact the Outreach Programs Manager at AP.Community@Target.com.

U.S. Secret Service Electronic Crimes Task Forces and Working Groups. This is a nationwide network of 24 task forces involves federal, state, and local law enforcement, private industry, and academia in preventing and investigating attacks on the nation's financial and other critical infrastructures. Although the task forces differ somewhat in areas of emphasis and other characteristics, priorities include crimes involving significant economic impact, organized criminal groups, and schemes using new technologies. www.secretservice.gov/ectf.shtml

Washington Law Enforcement Executive Forum (WLEEF). Founded in 1980 by the Washington Association of Sheriffs and Police Chiefs, WLEEF is one of the longest-lived LE-PS partnerships in the nation. Over the years, WLEEF has sponsored numerous legislative, training, information sharing, and other initiatives. www.waspc.org/index.php?c=Law%20Enforcement%20Executive%20Forum

Wilmington Downtown Visions. Downtown Visions, a business improvement district, sponsors public safety initiatives that include deployment of private security personnel (community resource officers); use of CCTV cameras at strategic locations; and in cooperation with the Wilmington Police Department, a new "bridge program" to help prepare individuals for law enforcement careers. www.downtownvisions.org/safety-division/bridge-program

Appendix D: Additional Acknowledgments

On-Site Interview/Site Visit Participants

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Security/Police Information Network (SPIN)

Focus Group Participants, March 13, 2007, Alexandria, Virginia

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Fairfax County (Virginia) Police Department
Virginia Police and Private Security Alliance (VaPPSA)

Randall Carroll
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Washington Law Enforcement Executive Forum (WLEEF)

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Northwestern Mutual
Milwaukee Critical Incident Protocol Partnership

Peter Higgins
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Mary B. Hostert
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Mid-Atlantic Utilities Group

Luther Krueger
Minneapolis (Minnesota) Police Department
Minneapolis SafeZone

Inspector Matt Simeone
Nassau County (New York) Police Department
Security/Police Information Network (SPIN)

Sergeant James Wilkes
Anaheim (California) Police Department
Anaheim Crime Alert Network

Telephone Interview Participants: Law Enforcement/Public Sector

Captain Chuck Adkins
Charlotte-Mecklenburg (North Carolina) Police Department

Dan Alexander
City of Milwaukee Emergency Government Coordinator

Officer Keith Allen
Dallas (Texas) Police Department

Captain Elizabeth Bondurant
Plainsboro Township (New Jersey) Police Department

Supervisory Special Agent Bob Coffey
Federal Bureau of Investigation
Washington, D.C.

Curt Crum
Boise (Idaho) Police Department

Major Paul Davis
Hillsborough County (Florida) Sheriff's Office

Supervisory Special Agent Kenneth Geide (retired)
Federal Bureau of Investigation

Luther Krueger
Minneapolis (Minnesota) Police Department

Sergeant William Leahy
Nassau County (New York) Police Department

Special Agent in Charge Clayt Lemme
Federal Bureau of Investigation
Washington, D.C.

Deputy Assistant Director Keith Lourdeau
Federal Bureau of Investigation
Washington, D.C./Indianapolis, Indiana

Steve Mancuso
Durham, North Carolina

Pablo Martinez
United States Secret Service

Chief Daniel McDevitt
Lansing (Illinois) Police Department

Supervisory Special Agent John Mencer
Federal Bureau of Investigation
Denver, Colorado

Major Monty Monteiro
Providence (Rhode Island) Police Department

Major Tyrone R. Morrow
Fairfax County (Virginia) Police Department

Joseph Mykytyn
Cobb County (Georgia) Police Department

Captain Bernard O'Rourke
Boston (Massachusetts) Police Department

Lieutenant Mary Pekrul
Michigan State Police

Sergeant Walt Quering
Las Vegas (Nevada) Metropolitan Police Department

Steve Sargeant, Sr.
Michigan National Guard

Inspector Matthew J. Simeone
Nassau County (New York) Police Department

Special Agent in Charge Leslie Wiser, Jr.
Federal Bureau of Investigation
Newark, New Jersey

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Anaheim (California) Police Department

Private Security/Private Sector

Gary Boudreaux
Energy Security Council

H. Skip Brandt
Boston Park Plaza Hotel and Towers

Dave Camella
Grand Central Partnership Business Improvement District

Sandra Kaminska Costello
Institute for Public Safety Partnerships

Chris Curnan
Sensormatic Hawaii

Michael Dunaway
Chesapeake Critical Incident Partnership

Bret DuChateau
Northwestern Mutual Insurance Company

Oksana Farber
Trident Master Executive Development

Richard Eastman
Morris County (New Jersey)
Chamber of Commerce

Gene Gwiazdowski
Constellation Energy

James Holley
Securitas, Inc.

Mary B. Hostert
Allegheny Energy

Stacy Irving
Philadelphia Center City District

Ray Johnson
Wilmington Trust Company

Austin Jordan
Securitas, Inc.

Janell Kavanaugh
Wells Fargo Bank

Steve Kay
GE Health Care, Milwaukee, Wisconsin

James Keathley
Security Management and Investigations, Inc.

June Kevorkian
Boston Consortium for Higher Education

Peter Lempin
Grand Central Partnership Business
Improvement District

Frank Moran
Association for Security Administration
Professionals

K. C. Poulin
Critical Intervention Services, Inc.

Gene Richards
Nokia

Jennifer Saltzman
Colorado Bankers Association

Luis Seranno
Westin Hotels, Chicago

Michael J. Soper
Sheraton Framingham Hotel/
Pyramid Hotel Group

Ed Spaulding
American Century Investments

Mike Stephenson
The Dow Chemical Company

Dean Vietri
Downtown Visions Business Improvement
District, Wilmington, Delaware

Appendix E: Executive Summary, COPS/IACP National Policy Summit: Building Private Security/Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder

Since September 11, 2001, law enforcement agencies have been under tremendous pressure to conduct their traditional crime-prevention and response activities, along with a large quantum of homeland security work, in a time of tight city, county, and state budgets. Private security organizations have been under similar pressure to perform their traditional activities to protect people, property, and information, as well as contribute to the nationwide effort to protect the homeland from external and internal threats, all while minding the profitability of the businesses they serve.

Despite their similar interests in protecting the people of the United States, the two fields have rarely collaborated. In fact, through the practice of community policing, law enforcement agencies have collaborated extensively with practically every group but private security. By some estimates, 85 percent of the country's critical infrastructure is protected by private security. The need for complex coordination, extra staffing, and special resources after a terror attack, coupled with the significant demands of crime prevention and response, absolutely requires boosting the level of partnership between public policing and private security.

Toward that end, President Joe Samuels (2003–2004) and the Private Sector Liaison Committee of the International Association of Chiefs of Police (IACP) proposed a meeting of leaders in law enforcement and private security. With funding and guidance from one of the nation's major proponents of public–private cooperation—the Office of Community Oriented Policing Services (the COPS Office), U.S. Department of Justice (DOJ)—the *IACP/COPS National Policy Summit: Building Private Security/Public Policing Partnerships to Prevent and Respond to Terrorism and Public Disorder* became a reality. The summit's cooperative spirit was bolstered by cosponsorship from ASIS International, the International Security Management Association, the National Association of Security Companies, and the Security Industry Association.

The full summit report provides detailed commentary on the summit's background and purpose, along with descriptions of law enforcement and private security and the history and current status of cooperation between those fields. Also covered are key summit speeches and major issues in public–private cooperation. Most important, the report features the specific recommendations—the action agenda—that resulted from the concentrated work of summit participants. The paper is also available on a CD that includes additional resource materials.

I. Summit Participants and Activities

Law enforcement and private security are two fields with similar goals but different approaches and spheres of influence. "Public law enforcement" includes local, state, and tribal police departments; sheriffs' departments; and federal agencies such as the Federal Bureau of Investigation, Bureau of Alcohol, Tobacco, Firearms and Explosives, Drug Enforcement Administration, U.S. Customs and Border Protection, U.S. Secret Service, U.S. Marshals Service, and many others. According to the DOJ Bureau of Justice Statistics, in 2000 there were 17,784 state and local law enforcement agencies in the United States, employing 708,000 full-time sworn officers. In addition, there were 88,500 federal law enforcement officers, bringing the public total to about 797,000 public law enforcement officers.

"Private security" consists of corporate security departments, guard companies, alarm companies, armored car businesses, investigative firms, security equipment manufacturers, and others. A security practitioner could be an experienced director of security at a major multinational corporation, a manager of contract security officers at a client site, a skilled computer crime investigator, an armed protector at a nuclear power plant, or an entry-level guard at a retail store. Some practitioners hold professional, exam-based certifications, possess advanced degrees, and are required to meet state or local standards. Studies of private security suggest that there may be as many as 90,000 private security organizations employing roughly 2 million security officers and other practitioners in the United States.

More than 140 executive-level participants attended the summit, which was held January 26–27, 2004, in Arlington, Virginia. They represented local, state, federal, and other law enforcement agencies; security departments of major corporations; security product and service providers; professional organizations in the law enforcement and private security fields; universities; and federal agencies. Participants were assigned to working groups, which met for more than 6 hours during the summit, with each group working on one of the following topics: building partnerships; model partnerships; operational partnerships; research and evaluation; perceptions, standards, certification, and regulation; and future trends.

II. Importance of Public–Private Cooperation

It is in the interest of both parties to work together. Law enforcement agencies can prepare private security to assist in emergencies (in many cases, security officers are the first responders); coordinate efforts to safeguard the nation's critical infrastructure, the vast majority of which is owned by the private sector or protected by private security; obtain free training and services; gain additional personnel resources and expertise; benefit from private-sector knowledge specialization (in cyber crime, for example) and advanced technology; gather better knowledge of incidents (through reporting by security staff); obtain intelligence; and reduce the number of calls for service.

Private security also has much to gain from this cooperation. This segment can coordinate its plans in advance with the public sector regarding evacuation, transportation, food, and other emergency issues; gain information from law enforcement regarding threats and crime trends; develop relationships so that practitioners know whom to contact when they need help or want to report information; build law enforcement's understanding of corporate needs (such as confidentiality); and boost law enforcement's respect for the security field.

Currently, public–private cooperation takes many forms, ranging from national-level, mainly information-sharing programs (such as the federal Information Sharing and Analysis Centers) to local-level, operational partnerships (such as the nation's approximately 1,200 business improvement districts). Summit participants suggested, though, that only 5 to 10 percent of law enforcement chief executives participate in partnerships with private security. Similarly, emergency response exercises tend to include police, fire, public health, and other government authorities but leave out private security.

Law enforcement's capacity to provide homeland security may be more limited than is generally acknowledged. For the most part, the public sector tends to have the threat information, while the private sector tends to have control over the vulnerable sites; therefore, homeland security, including protection of the nation's critical infrastructure, depends partly on the competence of private security practitioners. Thus, building partnerships is essential for effective homeland security.

Other factors increase the importance of public–private cooperation. Examples include information age crime (computer and high-technology crime), private security in traditional law enforcement roles, the globalization of business, increased international operation by law enforcement, and the interdependence of critical infrastructures.

III. Policy Recommendations

Through their efforts in the six working groups, summit participants made five recommendations. The first four are national-level, long-term efforts. The fifth recommendation relates to local and regional efforts that can begin immediately. Existing cooperative efforts have been limited by the lack of a coordinating entity. Over time, the first four recommendations regarding national coordination will support the fifth recommendation for local and regional efforts.

1. Leaders of the major law enforcement and private security organizations should make a formal commitment to cooperation.
2. The U.S. Department of Homeland Security and/or U.S. Department of Justice should fund research and training on relevant legislation, private security, and law enforcement–private security cooperation. The appropriate body should conduct both baseline and ongoing research and should encourage training.

3. The U.S. Department of Homeland Security and/or U.S. Department of Justice should create an advisory council composed of nationally prominent law enforcement and private security professionals to oversee the day-to-day implementation issues of law enforcement–private security partnerships. The advisory council would work to institutionalize partnerships, address tactical issues and intelligence sharing, improve selection and training guidelines and standards of private security personnel, market the concept of law enforcement–private security partnership, and create a national partnership information center.
4. The U.S. Department of Homeland Security and/or U.S. Department of Justice, along with relevant membership organizations, should convene key practitioners to move this agenda forward in the future. It should do so by organizing future summits on issues in law enforcement–private security cooperation.
5. Local partnerships should set priorities and address key problems as identified by the summit. Examples of local and regional activities that can and should be undertaken immediately include the following:
   - Improve joint response to critical incidents
   - Coordinate infrastructure protection
   - Improve communications and data interoperability
   - Bolster information and intelligence sharing
   - Prevent and investigate high-tech crime
   - Devise responses to workplace violence.

Execution of these recommendations should benefit all concerned:

- Law enforcement agencies will be better able to carry out their traditional crime-fighting duties and their additional homeland security duties by using the many private security resources in the community. Public–private cooperation is an important aspect—indeed, a potent technique—of community policing.
- Private security organizations will be better able to carry out their mission of protecting their companies' or clients' people, property, and information, while at the same time serving the homeland security objectives of their communities.
- The nation as a whole will benefit from the heightened effectiveness of law enforcement agencies and private security organizations.

ENDNOTES

CHAPTER 1

1. Operation Partnership staff also received invaluable assistance from numerous law enforcement and private security professional organizations, an experienced group of consultant-interviewers, and police and private security professionals throughout the nation who participated in interviews and case studies. See Appendix D, Acknowledgments.

2. Operation Cooperation was funded through a cooperative agreement with the Bureau of Justice Assistance, U.S. Department of Justice.

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4. The American Society for Industrial Security (ASIS), founded in 1955, changed its name in 2002 to ASIS International.

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27. See www.cip.msu.edu.

28. *National Policy Summit,* 3.

29. See *Understanding Community Policing: A Framework for Action*, Washington, D.C.: Bureau of Justice Assistance, August 1994, 13. www.ncjrs.gov/pdffiles/commp.pdf

30. See www.popcenter.org.

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32. See, for example, Solé Brito, Corina, Jessica I. Toliver, and Gerard Murphy, *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement, Volume 6, Partnering for Preparation and Response to Critical Incidents*, Washington, D.C.: National Institute of Justice and Police Executive Research Forum, 2007.

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37. See *National Policy Summit,* 13, "What Would Help Eliminate the Obstacles to Cooperation?"

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117. For more on how Anaheim addressed this problem, see *Law Enforcement and Private Security: On the Job Together*, a video produced in 2007 by Ohlhausen Research, Inc., for the Virginia Center for Policing Innovation with funding from the Office of Community Oriented Policing Services, U.S. Department of Justice. www.ohlhausen.com/vcpi-demo.htm

118. Ohlhausen Research, Inc., "False Alarm Perspectives: A Solution-Oriented Resource," white paper published by the International Association of Chiefs of Police, Alexandria, Virginia, 1993.

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124. Ohlhausen Research, Inc., *Law Enforcement and Private Security: On the Job Together.*

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126. See www.forwardedge2.com. The full training program is intended for law enforcement, but the public can access many portions of the accompanying field guide and four training videos (select "Scenarios" on the home page's top toolbar).

127. "CIP Update," Michigan State University, June 21, 2008, www.cip.msu.edu/news_jun_21_2008.htm. The CIP program is also discussed in Chapter 3, "Trends in Law Enforcement-Private Security Collaboration."

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129. This includes geographic areas outside a facility's perimeter fence or property line that may be affected by a significant event.

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CHAPTER 6

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Appendixes

149. Exceptions are partnerships whose composition is intentionally bilateral or unilateral, as discussed in Chapter 4 under "Member Organizations."

Trends and Practices in Law Enforcement and Private Security Collaboration is intended to help law enforcement and private security organizations develop and operate effective partnerships to address issues of mutual concern. It provides guidelines and analyses that are supplemented with examples from partnerships throughout the nation of trends, innovative practices, obstacles, lessons learned, and results. These partnerships were formed or expanded to address a range of critical policing and private-sector needs, including terrorism preparedness and prevention, supporting neighborhood and downtown revitalization efforts, combating financial crimes, improving security at special events, improving security for the nation's critical infrastructure, bringing community policing strategies to bear on crimes against businesses and the community.

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