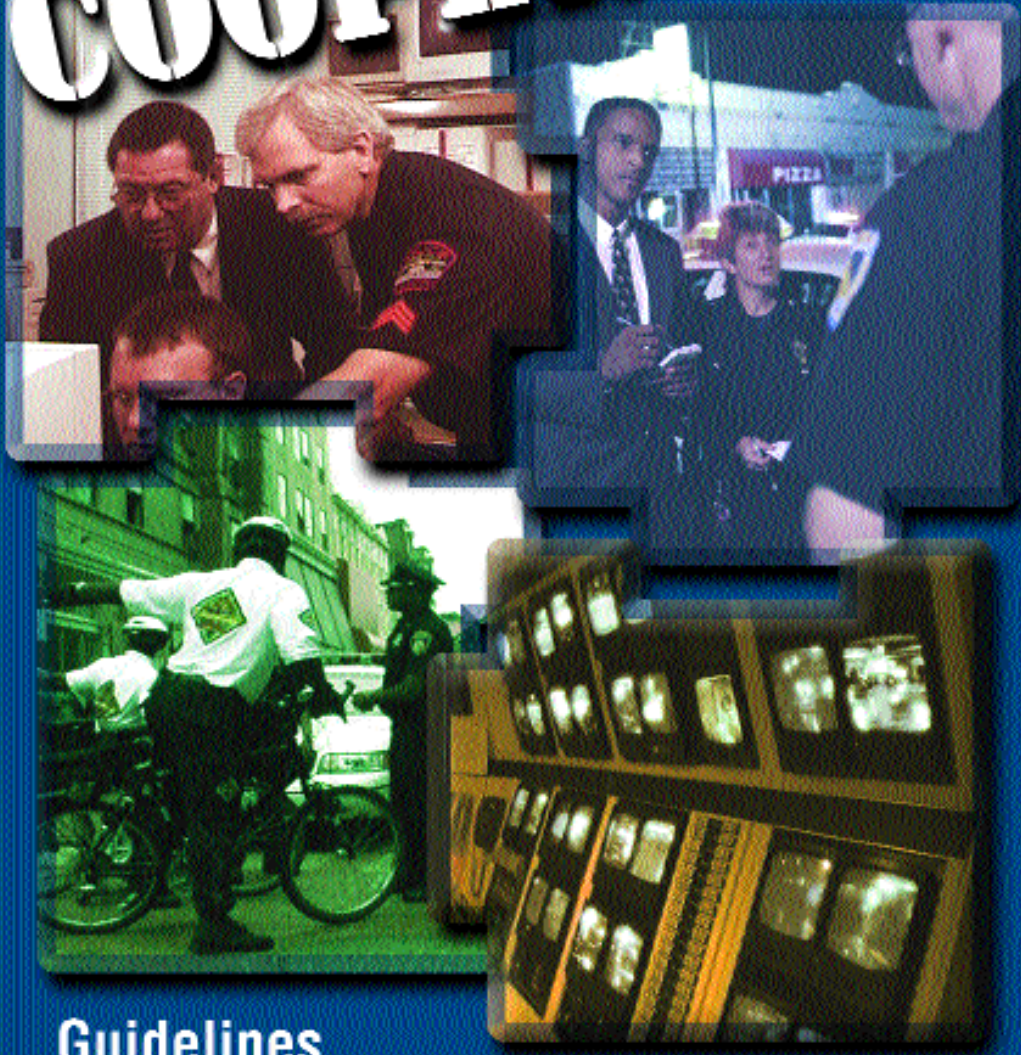


OPERATION COOPERATION



Guidelines for Partnerships between Law Enforcement & Private Security Organizations



BJA Bureau of Justice Assistance
Office of Justice Programs • U.S. Department of Justice

This document was prepared by the Institute for Law and Justice (ILJ) and the Hallcrest Division of Science Applications International Corporation, supported by Grant #97-DD-BX-K005 awarded by the Bureau of Justice Assistance, U.S. Department of Justice. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the authors and do not represent the official position or policies of the U.S. Department of Justice.

ILJ and SAIC staff responsible for project research and document preparation include the following:

Edward Connors
William Cunningham, CPP
Peter Ohlhausen
Lynn Oliver
Clifford Van Meter

Note: This document is part of a set of materials that also includes a video, a literature review, and a collection of partnership profiles. This document has not been copyrighted. Reproduction is encouraged provided that it (1) is not done for profit, (2) does not alter the tone or substance of the recommended guidelines, and (3) advances the goal of promoting cooperation between law enforcement and private security organizations.

To obtain the various products in this set, please contact the following:

- www.ojp.usdoj.gov/bja
- www.ilj.org
- www.asisonline.org
- www.theiacp.org/pubinfo/pubs/pslc.index.html

Date of publication: 2000

CONTENTS

I.	Introduction	1
II.	Overview of Public/Private Cooperation.....	2
III.	Types of Programs.....	5
IV.	Elements of Success	7
V.	Getting Started	10
VI.	Helpful Resources.....	12
VII.	Acknowledgments	14

I. INTRODUCTION

What is Operation Cooperation?

Operation Cooperation represents a major national initiative to encourage partnerships between law enforcement and private security professionals. The driving force behind it is a passion among practitioners who see the great benefits to be gained from public-private teamwork. The initiative is expressed at first through this guideline document, a video, a collection of partnership profiles, and a literature review, which together serve as a road map or guide for those who wish to establish productive partnerships. The fullest expression of Operation Cooperation will be the increase in collaborative efforts across the country.

Over time, law enforcement agencies and private security operations (both contract security providers and corporate security departments) have increasingly come together, pooling their strengths to prevent and solve crimes. The collaborative efforts vary—they may be formal or informal; general or crime-specific; local, regional, or national—but they all work toward the protection of life and property.

More than anything, Operation Cooperation is a call to action. Funded by the Bureau of Justice Assistance (BJA), U.S. Department of Justice, and supported by the American Society for Industrial Security (ASIS), International Association of Chiefs of Police (IACP), and National Sheriffs' Association (NSA), Operation Cooperation attempts to persuade police, sheriffs, and security professionals to talk, walk, and work together—and it sketches some of the best ways to make their collaboration successful, based on years of national research and ideas from groundbreakers in public-private cooperation.

Overview of Guidelines

Law enforcement and private security professionals need each other. As the following pages show, the development of both fields is naturally leading each to the other in the large areas where their concerns overlap. **No city or metropolitan area should be without at least one public-private cooperative program.**

This booklet's sections help law enforcement and security professionals develop cooperative relationships and programs by answering the following questions:

- **Overview of Public-Private Cooperation:** Who should cooperate? Why?
- **Types of Programs:** In what forms do people organize cooperative programs? What, specifically, do those programs do?
- **Elements of Success:** What makes a program more likely to succeed or fail?
- **Getting Started:** What steps should people take, and in what order, to establish and sustain cooperative programs?
- **Helpful Resources:** Where can interested parties turn for help in starting cooperative programs? What are the names of some specific partnerships?

In addition, shaded sidebars throughout the document describe specific local, state, and national partnerships from around the country. The descriptions illustrate the wide variety of partnership formats and activities.

This document addresses the high points of law enforcement-private security cooperation. For a fuller description of the history of such cooperation, types of participants, varieties of activities, and arguments in favor of cooperation, please consult the literature review created for this project.

II. OVERVIEW OF PUBLIC/PRIVATE COOPERATION

Before we talk about cooperation between public law enforcement and private security organizations, let's define who we are talking about. "Public law enforcement" includes local and state police departments, sheriffs' departments, and federal agencies such as the FBI, ATF, Customs Service, Secret Service, Marshals Service, and many others. "Private security" consists of corporate security departments, guard companies, alarm companies, armored car businesses, investigative firms, security equipment manufacturers, and others.

The two fields have obvious differences, yet they share many of the same concerns. Further, their strengths lie in different areas, so a collaborative effort is the best way to address many of those concerns.

Argument in Favor of Cooperation

Why should law enforcement and private security work together? The strengths of law enforcement are well known:

- **Special legal powers.**
- **Extensive training.**

Private security has some special strengths as well, but they are less well known:

- **Size.** Employment in private security is nearly three times that in law enforcement, and spending on private security is more than double law enforcement spending. Furthermore, law enforcement's employment and spending figures are fairly constant, while those of private security are growing rapidly.
- **Special-topic expertise and resources.** Private security organizations are advanced in (a) the use of technology to prevent and detect crime, (b) investigation of high-tech and economic crime, and (c) crime and loss prevention. Further, in-house security organizations have unique relationships that situate them especially well to address certain crimes, such as school shootings, workplace violence, or computer crime.

The two fields possess different strengths but many of the same goals. Thus, collaboration can do much to address problems that concern both of them, such as combating violence and drugs in the workplace, reducing false alarms, performing crisis planning, and much more.

Benefits of Cooperation

Getting more specific, what are the actual benefits of law enforcement-private security cooperation? Here are just a few:

- Networking and the personal touch.
- Collaboration on specific projects (urban quality-of-life issues, high-tech crime).
- Increased crime prevention and public safety.
- Cross-fertilization (on "crime prevention through environmental design," community policing, or the use of technology).

California High Technology Crime Advisory Committee

This public-private collaboration, first funded by the state in 1998, helped establish and continues to assist regional high-tech crime task forces. The committee's public sector members represent the California sheriffs' association, police chiefs' association, attorney general's office, highway patrol, high-tech crime investigators' association, office of criminal justice planning, and district attorneys' association. The private sector members represent associations of computer hardware manufacturers, software publishers, cellular carriers, Internet-related companies, cable television providers, film producers, and telephone carriers. About half the private sector members have security backgrounds.

The program works on two levels. First, the committee developed a statewide strategy for combating high-tech crime. Second, it awards large grants to regional law enforcement task forces (of which there are currently three), which have conducted hundreds of investigations and recovered millions of dollars in lost property.

The committee now is working to develop a statewide high-tech crime database. In the future, it may add to the number of regional task forces.

- Information sharing (police can share some, but not all, crime data; private security can supply business information to help with investigations and can share research on such topics as false alarm reduction, non-sworn alarm responders, model legislation on high-tech crime, mobile security devices, closed-circuit television for public safety, and standards for security officers).
- Leveraging of resources (through cooperation, a law enforcement agency may be able to teach or help the private sector to do some work that law enforcement now handles, including, perhaps, contracting out various non-crime, non-emergency tasks that do not require sworn, highly trained law enforcement personnel; likewise, security organizations may be able to get police to help them more effectively in reducing a variety of crimes against businesses).

Constantly arising are new crimes and concerns with so many dimensions that only a joint effort between the public and private sectors can lead to a solution. To name just one example, on the Internet, children are now both victims and offenders. Public-private collaboration may be just the right approach for such a problem.

Trend

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.

However, the trend in recent years definitely has been toward partnership. In the 1980s, only a few formal cooperative programs existed, while today close to 60 have been documented, and there may be many more. Two developments that have driven this trend are these:

- Private security has grown enormously in size and sophistication. In the overall "protective" industry, private security is the larger player.
- Community policing, with its call to establish partnerships, requires cooperative efforts (including partnerships with "corporate citizens"), and private security is a natural partner.

Cooperation makes sense for law enforcement agencies of all sizes. Large, urban agencies can benefit from harmonizing their activities with those of the many private organizations in their jurisdiction. Smaller, suburban, or rural agencies may be able to tap the resources of local businesses as companies move out from the cities.

Dallas/North Texas Regional Law Enforcement and Private Security Program (LEAPS)

Developed around 1983, LEAPS operated for several years but fell somewhat dormant due to turnover. The program was revitalized in 1993.

LEAPS has a steering committee and formal bylaws, but no budget or legal or corporate status (a possible hindrance to fundraising and partnership institutionalization). The steering committee contains the deputy chief of the Dallas Police Department (DPD) and one to three private security members from each of nine business sectors. One officer from each DPD patrol division also is assigned to support the program, and more than 50 private sector organizations participate. Major projects include:

- **Security officer training.** Police train security officers on topics of interest to both, such as protecting crime scenes. The training, at police substations, gives security officers increased status and assures police that security officers have received training. The sessions also build relationships.
- **Police officer training.** A video about LEAPS is shown at police roll call and recruit training to encourage street-level cooperation.
- **Special-interest relationship building.** Corporate security executives wanted a better relationship with the police department's Criminal Investigation Division, so LEAPS arranged a meeting between the two groups.
- **Fax Net 1 information service.** Fax Net 1 disseminates crime information between public and private agencies.
- **Publicity.** LEAPS activities are chronicled in police and private sector newsletters. Also, LEAPS members speak to professional and trade groups, and the organization built an exhibit booth for display at trade shows.

The program has enabled police to enlist the support of the private sector, whose private security officers outnumber police officers in the Dallas area by five to one.

Overseas Security Advisory Council (OSAC)

OSAC was established in 1985 by the U.S. Department of State to foster the exchange of security-related information between the U.S. government and American businesses operating abroad. Administered by the Bureau of Diplomatic Security, OSAC has developed into a successful joint venture for security cooperation. Through OSAC, American private sector organizations receive timely information to help them decide how best to protect their investment, facilities, personnel, and intellectual property abroad. Members (over 1,400 in all) include high-level corporate security directors and U.S. State Department representatives.

OSAC's activities include the following:

- Annual international security briefing for members.
- Business intelligence to help American companies compete in the global economy.
- Web site that offers general global news, publications (such as "Security Guidelines for American Enterprises Abroad" and "Guidelines for Protecting U.S. Business Information Overseas"), and an on-line database containing detailed overseas security information.

Virginia Police and Private Security Alliance (VAPPSA)

Founded by Northern Virginia law enforcement and private security professionals who attended the Federal Law Enforcement Training Center's Operation Partnership training together (see box, pg. 11), VAPPSA is a formal organization with bylaws, voting rules, several membership categories, and member dues.

The organization's five topical sectors are law enforcement, security alarm, private investigators/contract security, retail/mall security, and corporate security. VAPPSA holds monthly meetings with informative speakers on such topics as telecommunications fraud, electronic eavesdropping, juvenile offender programs, violence in the workplace, alarm industry trends, and public safety crisis management. Creating programs of interest to both private security and law enforcement is a challenge.

VAPPSA also publishes a monthly newsletter, runs a Fast Fax system for sharing crime information, and is working to expand into other regions of the state.

III. TYPES OF PROGRAMS

Forms of Organization

Public-private collaboratives exist in many forms, suitable to the needs of participants. Every form has the potential to succeed, but as will be shown in Section IV, Elements of Success, historically some forms of organization, more than others, have tended to produce lasting partnerships. These are some of the ways partnerships vary:

- **Degree of formality.** Some programs are formal, incorporated ventures, such as 501(c)(3) nonprofits; others are merely "clubs" with bylaws and officers; while others are completely informal.
- **Specificity of mission.** Some exist to solve specific problems, while others are general-purpose, networking organizations.
- **Leadership.** Some collaborative programs are led by law enforcement, others by the private sector, and still others jointly by both fields.
- **Funding.** Some programs have no budget, while others are well funded. There are many models for funding. For example, a partnership may receive money from participating organizations (including police agencies), from sponsors, or from police foundations or crime commissions.

- **Inclusiveness.** A partnership may be a collaboration between law enforcement and private security or between law enforcement and the larger business sector, including more than security operations. On the law enforcement side, collaboration may include not only municipal police and sheriffs, but also state and federal law enforcement officers and school district and campus police. Cooperation also can be arranged between a single company and the local police department or between a federal agency and businesses throughout the country.

Activities

Partnerships undertake a great range of activities. In most cases, a partnership takes on issues of local concern in a local manner. In some cases, it implements locally a project that takes place nationwide. The box on the next page lists specific activities that cooperative organizations have undertaken. Some of the items may catch your eye and spur you and your colleagues to form a partnership and take on these or other joint activities.

Pooling Resources in Defense of our Environment (PRIDE)

PRIDE, sponsored by the Southfield (Michigan) Police Department, has been in operation since 1981. Membership has steadily hovered between 125 and 150 businesses, including private security organizations. Several neighboring police departments also participate. A sergeant in the Southfield Police Department serves as coordinator. Activities include:

- **Monthly meetings.** PRIDE members meet once a month. Each meeting is organized by the police, focuses on a topic of interest to the business community, and is hosted by one or more of the member organizations. Approximately 35 members attend each meeting. There is no cost to the members except to take a turn sponsoring a meeting.
- **PRIDE fax network.** At least once a week the Southfield Police Department faxes important information to businesses. Topics include shoplifting, office theft, check forgery, street closures, or construction details. The fax network also provides a means for businesses to communicate non-emergency information to the police and each other.
- **Training for private parking enforcement officers.** Southfield police train the private security officers who have been given the authority to enforce parking laws on private property. Violations involving handicapped parking areas, fire lanes, and traffic congestion are routinely handled by private security.

TYPICAL ACTIVITIES OF COLLABORATIVE PROGRAMS

Networking

- Breakfast and lunch meetings (to discuss common problems and help each side understand the pressures, motivations, and constraints on the other).
- Lectures by private security professionals at police recruit training
- Speeches by one field at conferences of the other field.
- Sponsorship of law enforcement appreciation functions and scholarships by security organizations.
- Directories of local law enforcement and private security contacts.
- Honors and awards (from private security to law enforcement and vice versa).

Information Sharing

- Information (provided by law enforcement to the private sector) on criminal convictions (if authorized by law), local crime trends, modus operandi, and incidents, shared via e-mail trees, Web pages, mailed newsletters, fax alerts, or telephone calls.
- Information (provided by the private sector to law enforcement) on business crime and employees.

Crime Prevention

- Joint participation in security and safety for business improvement districts (BIDs).
- Consultation on crime prevention through environmental design and community policing.
- Special joint efforts on local concerns, such as check fraud, video piracy, graffiti, or false alarms.
- Joint public-private support of neighborhood watch programs.
- Joint participation in National Night Out.

Resource Sharing

- Lending of expertise (technical, language, etc.).
- Lending of "buy" money or goods.
- Lending of computer equipment needed for specific investigations.
- Donation of computer equipment, cellular telephones, etc.
- Donation of security devices to protect public spaces.

- Creation of a booklet that makes it easier for law enforcement to borrow equipment and resources from private security, listing specific contact information for using auditoriums, classrooms, conference rooms, firing ranges, four-wheel drive vehicles, helicopter landing areas, indoor swimming pools, lecturers on security, open areas for personnel deployment, printing services, and vans or trucks.

Training

- Hosting speakers on topics of joint interest (terrorism, school violence, crime trends, etc.).
- Exchange of training and expertise (corporations offer management training to police; private security trains law enforcement in security measures; law enforcement teaches security officers how to be good witnesses or gather evidence in accordance with prosecutorial standards).
- Police training of corporate employees on such topics as sexual assault, burglary prevention, family Internet safety, drug and alcohol abuse, traffic safety, and vacation safety.

Legislation

- Drafting and supporting laws and ordinances on such topics as security officer standards and licensing, alarms, and computer crime.
- Tracking of legislation of importance to law enforcement and security operations.

Operations

- Investigations (of complex financial frauds or computer crimes).
- Critical incident planning (for natural disasters, school shootings, and workplace violence).
- Joint sting operations (cargo theft).

Research and Guidelines

- Review of, distribution of, and action on research papers and protocols regarding false alarms, workplace drug crimes, workplace violence, product tampering, mobile security devices, non-sworn alarm responders, closed-circuit television, security personnel standards, etc.

IV. ELEMENTS OF SUCCESS

Partnerships may have different structures and take on different activities, but successful, durable partnerships have certain things in common:

- **Leadership.** Partnerships need the blessing of the top law enforcement executives in the geographic area. That does not mean police should run every meeting or even necessarily lead the partnership. However, the prestige of police chiefs and sheriffs helps attract members. A good partnership also needs to include the top local names in private security. If the law enforcement or security executives decide to step back and send subordinates to partnership meetings, they must be subordinates who have access to and the support of the leaders.
- **Facilitator/driver.** Creating a cooperative effort takes a lot of cajoling, many phone calls, and a good deal of energy. What is needed is someone who strongly wants the partnership to happen, who is on fire for it. Such a person can use his or her personal energy to get influential people involved.
- **Structure.** A partnership must have some structure. The partnership may at first work well as an informal relationship, but if it has no structure at all, it is likely

to stall as soon as personnel turn over or a single, common problem gets resolved. The structure could be as simple as a memorandum of understanding; it could be a little more complicated, having bylaws and written membership criteria; or it could be as formal as a 501(c)(3) nonprofit corporation.

- **Staff.** The partnership needs a facilitator or coordinator with access to law enforcement executives. A typical coordinator in a cooperative program would be a staff officer or commander in the local police department or the security manager of a corporate member of the program.
- **Location.** The partnership needs an office (mailing address, office facilities) housed at a law enforcement agency or member corporation.
- **Money and other resources.** The partnership needs certain resources—such as two-way radios, fax machines, phone lines, computers, and postage—just to conduct its activities. The funding for such items often comes from the private sector in the form of partnership dues or corporate sponsorship. Sometimes support costs are borne by law enforcement agencies.

Area Police/Private Security Liaison (APPL)

APPL was founded by NYPD commanders and prominent security directors in New York City in 1986 to enhance public-private cooperation in protecting people and property, to exchange information, and to help eliminate the credibility gap between police and private security. Starting with only 30 private security organizations, it now includes more than 1,000. APPL is the largest local cooperative program between police and private security in the nation.

The chief of the NYPD is APPL's chair, and a staff officer in the chief's office is assigned to coordinate the program. APPL's executive committee consists of five senior security executives (representing both corporate and contract security).

APPL's lengthy activity list includes the following:

- Monthly and annual meetings.
- An inventory of private sector closed-circuit television installations for use in criminal investigations.
- A specialized business crime squad in Midtown Manhattan.
- Training for security supervisors.
- A radio network for doormen.
- Monitoring of security-related legislation.
- Inclusion of private security representatives in the NYPD command and control center during emergencies.

- **Mission.** The partnership needs a clear mission if people are to get excited about joining—and staying. A good technique is to survey law enforcement and private security practitioners in the area to identify issues or problems that require a joint effort.
- **Benefits.** This item is closely related to the mission. Basically, it must be clear to people that participating in the partnership will bring them some tangible benefits—that is, that the mission can actually be accomplished.
- **Uniqueness.** Ideally, the partnership should address a problem that is not already being dealt with by another organization, such as the local ASIS chapter, alarm association, police department, or state chiefs' association. Otherwise, members and energy are drawn away.
- **Tangible products.** In addition to whatever activities the partnership undertakes, it can best generate support and excitement by producing some visible, tangible deliverables or products to show that it is making progress. For example, successful partnerships can point to specific bills they got passed, guideline documents they published and distributed, briefings they held with regulators or legislators, or newsletters or "be on the lookout" notices they circulated.
- **Goodwill and shared power.** Good working relationships between law enforcement and private security practitioners are an essential tool for accomplishing whatever mission the partnership has chosen. Thus, the partnership should work to establish credibility and trust between the fields. That can be done through mutual awards or recognition for good service and educational sessions that teach each field more about the other. Also, the partnership should allow for equal input from both private security and law enforcement.
- **Early success on a hot issue.** To gain attention and support, it never hurts to show, quickly, that the partnership can make headway on a cutting-edge, critical issue. Examples include reductions in false alarms, proper use of CCTV in the public sphere, and critical incident planning (for school incidents, terrorism, and natural disasters).

Research into partnerships that have not succeeded has also uncovered several common elements of failure.

The common reasons for failure are:

- Joint problems do not get addressed or solved.
- Chiefs lose interest.
- The founders, "drivers," or staff coordinators are reassigned or retire.
- Personalities clash or egos get too big.
- Funding is inadequate.
- The partnership lacks support staff to carry out or communicate its activities.
- Meetings bore participants by failing to bring in interesting speakers or conduct meaningful activities.

Washington Law Enforcement Executive Forum (WLEEF)

WLEEF was founded in 1980 by law enforcement executives and private security representatives, originally to lobby for a law that would give some businesses access to criminal records. Legally, WLEEF is part of the Washington Association of Sheriffs and Police Chiefs (WASPC), which is recognized for lobbying purposes, can get federal grants, has an office building, and provides WLEEF with staff support. The WASPC connection provides operational consistency over the long term and eases transitions from one chair to the next.

WLEEF itself has a minimal structure, relying mainly on tradition and a circle of highly motivated members. The presidency of WLEEF alternates between a public sector and private sector member.

The organization's 30 members include top law enforcement executives from around the state and corporate representatives who, when not the actual corporate presidents, at least have access to the top corporate executives.

WLEEF has been especially productive. It holds bimonthly meetings, produces draft legislation, helped set up a toll-free number for reporting drunk drivers, coordinates corporate donation of computer equipment to law enforcement agencies, and produces informative brochures on such topics as medical fraud, insurance fraud, check fraud, real estate fraud, workplace violence, identification document fraud, bankruptcy, product tampering, substance abuse, money laundering, securities fraud, telecommunications fraud, counterfeiting, white-collar crime, computer crime, and children and the Internet. Funding of those brochures has sometimes come from the affected industries.

Law Enforcement and Private Security Council of Northeast Florida (LEPSCNF)

In 1996, the sheriff of St. Johns County, Florida, along with several private security leaders, engaged the Federal Law Enforcement Training Center to conduct Operation Partnership training to help establish LEPSCNF. The partnership has formal bylaws, elected officers, written goals, and more than 30 members. LEPSCNF holds six meetings annually and publishes a quarterly newsletter. During the past three years, the council has done the following:

- Published a descriptive brochure.
- Produced a video about the council.
- Presented training for law enforcement and private security personnel on crime scene protection, search procedures, and hurricane preparedness.
- Monitored state regulation of security businesses and personnel.
- Developed evacuation plans to coordinate the functions of private security, law enforcement, and other public safety agencies in cases of hurricane, fire, school violence, or other disasters.
- Shared information on retail theft.

Austin Metro High Tech Foundation

Austin, Texas—home to a fast-growing computer chip industry—has combined private security and public law enforcement resources in a cooperative effort to combat high technology theft.

In 1994, security managers at seven high-tech companies recognized a need to reverse the trend of a growing high tech crime problem. First, they worked with law enforcement officials to develop a plan for an Austin Police Department High Tech Crime Unit, which was rolled out in 1995. Second, industry officials formed the Austin Metro High Tech Foundation, which would support the new police unit.

The foundation is a nonprofit organization with formal bylaws and an advisory board. Member companies choosing to place a representative on the foundation's Board of Directors make an initial contribution of \$10,000 and an annual contribution of \$2,500. Non-voting memberships are also available and are substantially less expensive. The foundation has two main activities:

- **Funding the police unit.** The foundation funds officer training, pagers, computers, software, and items for sting operations. It also pays travel costs for some police investigations. The unit is not restricted to cases for foundation members.
- **Holding informational meetings.** The foundation holds meetings attended by representatives of member companies and the Austin Police Department. In addition, the FBI, Travis County Sheriff's Department, and other federal and county departments sometimes attend meetings and assist in investigations.

V. GETTING STARTED

So far we have looked at who should cooperate, why, how cooperative programs can be structured, and what makes programs likely to succeed or fail. This section now presents steps, based on analysis of effective, long-lasting collaborations, for starting a partnership and setting it on its course.

1. Make **initial contact** with the parties whose participation is essential, such as the top law enforcement executives and security professionals in the area. Meet for lunch, or perhaps send them the Operation Cooperation video, this Guidelines document, or both to set the stage for what you are attempting
2. Agree on a **purpose**, whether it is to improve relationships, share information, or solve specific problems. In developing a purpose, it helps to bring private security and law enforcement representatives together to look for common concerns on which the program could work. Find something to rally around. It is especially useful to identify a problem that the group could solve relatively quickly—an early win to show that the program is viable.
3. Identify other **stakeholders** (a wider circle of law enforcement and security professionals, plus businesspeople) who should be invited to join, and decide what geographic area to cover. Next define the key resources (skills, personal and professional connections, authority, in-kind services, and funding) that the organization will need. Consider who could provide those resources.
4. Establish a **structure and home** for the organization. Structures, as noted earlier, can be elaborate or simple, formal or informal, depending on local conditions and the type of partnership desired. As for a home, it is easiest at first to house the partnership in an existing organization, such as a law enforcement agency, and to use its staff to coordinate the partnership. It also is possible to house it with a corporate member. Many police departments have received office space and equipment for community policing activities (such as storefront mini-stations); corporations may be equally willing to donate resources to facilitate cooperation between law enforcement and private security.
5. Develop a **plan of action**, spelling out what key members will do to sustain the partnership and help it accomplish its mission.
6. Decide how the organization will **communicate** with its members. Consider both routine and emergency communications. Typical means are e-mail, Web page, fax, radio, newsletters, and meetings.
7. Undertake **marketing**. Some programs create an identity through the use of a logo, brochure, video, or CD. This helps with getting the word out about the program, obtaining funding, and recruiting members.

Model States False Dispatch Reduction Program

This program is a cooperative effort between security and law enforcement associations, security alarm companies, and local police departments to reduce the number of false police dispatches following security alarm activations. Sixty cities in four states (California, Florida, Illinois, and Washington) participate in the program, which features the following:

- False alarm analysis software for participating cities.
- Model ordinance for reducing false dispatches.
- Video about the program.
- National and state program coordinators.
- Communication between alarm dealers and law enforcement agencies.
- Promotion of detailed "best practices" for reducing false dispatches.

Some 65 percent of participating police agencies are now using the specialized software. After the first year, 75 percent of test cities had reduced false dispatches, some by as much as 62 percent.

8. Conduct initial **training** to educate each field on the role, work, strengths, and weaknesses of the other. Clarify the ethics underlying why each field can and cannot do certain things for the other. Learning about each other can help overcome stereotypes. The Operation Partnership training program, offered by the Federal Law Enforcement Training Center, is especially useful for that purpose. (See pg. 12.)
9. Carry out a **project** to solve a current, important problem.
10. **Measure** your success, and assess your failures or shortcomings.
11. **Select more problems** to address.
12. Choose a different **form of organization** for the program if necessary.

Federal Law Enforcement Training Center (FLETC): Operation Partnership

Operation Partnership, originally funded by Mobil Corporation, is now a two-to-three-day program designed to teach law enforcement and private security managers how to build productive, cooperative relationships between their organizations. Operation Partnership is, in essence, a "train the facilitator" course that teaches police and private security managers to become advocates and facilitators for cooperative organizations. The course does the following:

- Clarifies similarities and differences between the missions of the police and private security.
- Provides examples of effective law enforcement-private security partnerships.
- Reviews strategies and processes for developing such partnerships.
- Identifies the skills needed to plan, implement, and evaluate partnerships.
- Teaches ways of establishing and maintaining a successful support network.

Operation Partnership training brings together law enforcement and security managers from a given city, county, or region to develop a cooperative police-private security plan. On returning to their community, team members collaborate to refine their plans and implement specific programs. FLETC has conducted Operation Partnership training for personnel from about 20 jurisdictions across the country.

Center City District (CCD)

CCD is a formal business improvement district founded in Philadelphia in 1991. It combines a police substation with a private security operation and a sanitation firm. Its motto is "Clean and Safe." CCD performs law enforcement, security, and physical maintenance and improvement of the central portion of the city. In CCD, public and private employees share office space and work together closely. The major parties in this collaboration are:

- **Police.** CCD's substation is commanded by a lieutenant with the assistance of four sergeants. CCD police officers patrol on foot and bicycle, supplementing the motor patrol provided by the existing police districts.
- **Community service representatives (CSRs).** CCD uses about 40 uniformed CSRs, managed by four supervisors. CSRs are a combination of concierge and security officer. They assist downtown visitors, employees, and employers; they collaborate with police in crime prevention; and they are trained observers, able to serve as effective witnesses to crimes.
- **Sanitation workers.** About 50 people clean sidewalks by machine and hand sweeping to present the impression of a clean, safe city.

CCD's activities are funded through a special tax levy on businesses located within its boundaries. The collaboration does joint roll call and training for police and CSRs, along with constant information sharing between the two groups and cooperative crime prevention efforts. Voters recently authorized CCD to continue for another 20 years.

VI. HELPFUL RESOURCES

What follows is a sample of the many exemplary materials, organizations, and programs that support cooperation between law enforcement and private security organizations.

Many of the organizations listed have produced publications that may be reprinted and distributed by public-private partnerships. In many cases, a partnership can add its own name to the cover of the document. Such reprinting and distribution is a popular educational project for partnership organizations.

Local and Regional Programs

The following programs are described in sidebars throughout this document. Specific contact persons change frequently, so only general contacts are provided below:

- **Area Police/Private Security Liaison.** Contact the New York City Police Department. www.ci.nyc.ny.us/html/nypd/home.html
- **Austin Metro High Tech Foundation.** Contact the Austin Police Department's High Tech Crime Unit. www.ci.austin.tx.us/police/htech.htm
- **California High Technology Crime Advisory Committee.** Contact William E. Eyres, Vice Chairman. eyres@montereybay.com
- **Center City District.** www.centercityphila.org
- **Law Enforcement and Private Security Council of Northeast Florida.** Contact the St. Johns County Sheriff's Office. www.co.st-johns.fl.us/Const-Officers/Sheriff/pvsc/pvsc.htm
- **North Texas Regional Law Enforcement and Private Security (LEAPS) Program.** Contact the Dallas Police Department at (214) 670-4403.
- **Pooling Resources in Defense of our Environment (PRIDE).** Contact the Southfield (Michigan) Police Department at (248) 354-4720.
- **Virginia Police and Private Security Alliance (VAPPSA).** Contact the Fairfax County (Virginia) Police Department at (703) 691-2131.
- **Washington Law Enforcement Executive Forum.** Contact WLEEF through the Washington Association of Sheriffs and Police Chiefs. www.waspc.org

Selected Federal Programs

- **Federal Law Enforcement Training Center.** Operation Partnership provides training that helps launch public-private collaborations. FLETC, Glynco, GA 31524. (800) 74-FLETC. www.ustreas.gov/fletc
- **Federal Bureau of Investigation (FBI).** The Awareness of National Security Issues and Response (ANSIR) Program provides threat notifications, such as National Infrastructure Protection Center advisories (threats to the "critical infrastructures" of the United States) to security professionals via e-mail. Interested U.S. corporate representatives should provide their e-mail address, position, company name and address, and telephone and fax numbers to ansir@leo.gov. For more information, visit <http://www.fbi.gov/hq/nsd/ansir/ansir.htm>
- **U.S. Customs Service.** The U.S. Customs Industry Partnership program consists of three public-private alliances created to stop drug smuggling in commercial shipments. Those programs are the Carrier Initiative Program, America's Counter Smuggling Initiative, and the Business Anti-Smuggling Coalition. U.S. Customs Service, Office of International Affairs, International Training Division, 1300 Pennsylvania Ave., NW, Room 8.5C, Washington, DC 20229. (202) 927-0430. www.customs.ustreas.gov/about/intl/training.htm
- **U.S. Department of State, Overseas Security Advisory Council (OSAC).** As described in an earlier sidebar, OSAC provides U.S. businesses with information on threats abroad. Bureau of Diplomatic Security, U.S. Department of State, Washington, DC 20522-1003. (202) 663-0533. ds.state.gov/osac

Associations

- **Alarm Industry Research & Educational Foundation.** AIREF coordinates the Model States False Dispatch Reduction Program.
www.adialarm.com
- **American Society for Industrial Security.** ASIS International is the world's largest membership organization for security practitioners, with over 32,000 members representing over 110 countries. ASIS is dedicated to increasing the effectiveness and productivity of security practitioners by developing educational and networking opportunities that focus on advancing all facets of security management. The society's Law Enforcement Liaison Council coordinates public-private efforts. 1625 Prince Street, Alexandria, VA 22314. (703) 519-6200.
www.asisonline.org
- **International Association of Chiefs of Police.** The association's Private Sector Liaison Committee coordinates public-private efforts. Search the committee's Web site at <http://www.theiacp.org/documents/> to find many papers presenting research and guidelines developed by the committee, often in conjunction with private sector organizations. Examples include "Guide for Preventing and Responding to School Violence," "Guideline on Closed Circuit Television (CCTV) for Public Safety and Community Policing," "Combating Workplace Drug Crimes: Guidelines for Businesses, Law Enforcement, & Prosecutors," "Combating Workplace Violence: Guidelines for Employers and Law Enforcement," "Drugs in the Workplace: Model Substance Abuse Policy," "False Alarm Perspectives: A Solution-Oriented Resource," "Non-Sworn Alarm Responder Guidelines," "Private Security Officer Selection, Training, and Licensing Guidelines," "Product Tampering: A Recommended Policy of the International Association of Chiefs of Police," and "Response to Mobile Security Alarm Devices." 515 N. Washington St., Alexandria, VA 22314. (800) THE-IACP.
- **Security Industry Association.** SIA represents manufacturers of security equipment and participates in many public-private partnerships. 635 Slaters Lane, Suite 110, Alexandria, VA 22314. (703) 683-2075.
www.siaonline.org

Operation Cooperation Materials

- **"Operation Cooperation" video.**
www.ojp.usdoj.gov/bja
- **Literature Review.**
www.ojp.usdoj.gov/bja or www.ilj.org
- **Partnership Profiles.**
www.ojp.usdoj.gov/bja or www.ilj.org
- **Copies of this Guidelines document.**
www.ojp.usdoj.gov/bja or www.ilj.org

VII. ACKNOWLEDGMENTS

The Institute for Law and Justice (ILJ) and the Hallcrest Division of Science Applications International Corporation (SAIC) wish to thank Nancy Gist, Director of the Bureau of Justice Assistance (BJA); Luke Galant, BJA Senior Advisor for Law Enforcement; and Brian Crane, BJA Program Development Specialist, for their direction and support on this project. We also are grateful for the support of the Private Sector Liaison Committee of the International Association of Chiefs of Police. The Law Enforcement Liaison Council (LELC) of the American Society for Industrial Security (ASIS) initially identified the need for national guidelines to encourage partnerships between law enforcement and private security organizations, and its members provided helpful suggestions and review throughout this project. We thank the following members of the council:



Law Enforcement Liaison Council

Thomas Seamon, CPP

Chairman, LELC
Vice President, Public Safety
University of Pennsylvania

Clifford Maurer

Vice Chairman, LELC
Manager of Corporate Security
& Investigations
Carter-Wallace, Inc.

Marene Allison

VP, Loss Prevention/Safety
The Great Atlantic &
Pacific Tea Company

Woodruff Bentley

Corporate Security Manager
Qwest Communications

Berle Brereton, CPP

Major
Fulton County, Georgia
Sheriff's Department

Charles Connolly, CPP

1st VP/Worldwide Security
Merrill Lynch & Company, Inc.

Ben Ellis, CPP

Deputy Chief, Security
Operations
The Washington Times

Jim Fetzer, CPP

Security Specialist
U.S. Tennessee Valley Authority

Michael Gambrill

Senior Vice President
Dunbar Armored, Inc.

Edward Gerrity

Senior Investigator
Merck & Company

Robert Graham

Assistant Special Agent in Charge
ATF (Philadelphia, PA)

Steven Harris

Chief of Police
Redmond, Washington Police
Department

Robert Hendrick, CPP

Security Consultant
SST Consulting Group, Inc.

Angus MacLean, CPP

Chief of Police (Ret.)
Metropolitan Washington
Transit Authority

James Miller

Director of Worldwide Security
Newmont Gold Co.

Larry Nicholson

Security Systems Analyst
Sandia National Laboratories

Henri Nolin, CPP

President
Sun Security, Inc.

Ronald Rabena

Regional Vice President
Spectaguard

Bruce Roloff

Manager, Security
Bristol Myers Squibb

Ira Somerson, CPP

President
Loss Management Consultants

Raymond Veillette

Corporate Security Director
Handy & Harmon

Executive Steering Committee

The ILJ and SAIC staff were greatly assisted and guided by a project steering committee comprised of the following members:

Charles Houper

Sheriff
Chemung County, New York

Steven Kernes

Chief, State and Local Training
Federal Law Enforcement Training Center

Clifford Maurer

Manager, Security and Investigations
Carter-Wallace, Inc.

Joseph Ricci

Director, Marketing & Government Relations
American Society for Industrial Security

Thomas Seamon, CPP

Vice President, Public Safety
University of Pennsylvania

Michael Shanahan

Chief of Police (Ret.)
University of Washington

Additional Acknowledgments

The many individuals who contributed to this project include local, state, and federal law enforcement officials, business and private security executives, and representatives of leading security and law enforcement associations. ILJ and the Hallcrest Division of SAIC wish to thank each of the following contributors:

Pat Ancil	Joseph Dunne	Pat Kasnick	Nickolas Proctor
Louis Anemone	James DuPont	Norman Kates	Bruce Prunk
Thomas Anticola	Tomas Durkin	Weldon Kennedy	Patti Rea
Edward Appel	Michael Duwe	Michael Kozak	Lockheed Reader
Harold Arledge	Chris Eleston	Ronald Kuhar, CPP	Mary Riley
James Ashby, CPP	Colin Elrod	Paul Levy	Charles Rinkevich
Richard Barry	James Emerson	Rick Look	Walt Roberts
Robert Barry	William Eyres	Randall Mack	Michael Robinson
Robert Bickel	Anthony Fague	John Mallon, CPP	Daniel Rosenblatt
Ernest Blount	Richard Ference	Gerard Marini	Michael Ross
Dave Bogle, CPP	Randy Ferguson	Michael Martin	Howard Safir
Michael Brasfield	Robert Fitzgerald, CPP	Samuel Martin	William Schmid
James Brodie	Patrick Fitzsimons	Stan Martin	Greg Schmit
Bill Buchanan	Jeanne Forester	Theresa Martin	Ronald Schwartz
Donald Cary	Sandra Frank	Dick Maxwell	Charles Scobee
Gilbert Cedillo	Art Gann	Gesi McAllister	Roger Serra
Thomas Cernock	Kenneth Geide	Robert McCrie, CPP	William Sharp
Richard Chace	Stephen Geigel	Harlin McEwen	Brad Shipp
Rene Charbonneau	F. Mark Geraci, CPP	Nancy McKenzie	Gail Simonton
Jimmy Chin	Eva Giercuskiewicz	John McNamara	Stratis Skoufalos
Dan Chitwood	Robert Giordano	Bonnie Michelman, CPP	Janice Smith
Craig Chretien	Bruce Glasscock	Wally Millard	Robert Smith
Ben Click	John Glover	Richard Moe	Robert Snow
Cynthia Conlon, CPP	Sue Gomolak	Frank Moran	Ronald Spiller
Len Conium	Earle Graham	Aldine Moser	John Spiroff
John Conlow	David Green	Glenn Moster	Michael Stack
Lawrence Consalvos	Sheila Greenleaf	Glen Mowrey	Paul Steinke
Wylie Cox	J.P. Hall	Sandra Moy	John Strauchs
Eugene Cromartie	Joe Hasara	George Murphy	Jim Stumbles
Mary Alice Davidson	Ronald Hauri, CPP	John Nail	Thomas Sweeney
Sandi Davies	Hobart Henson	John Nickols	William Tafoya
Henry DeGeneste	Steve Hess	Bruce Nisbet	John Talamo
Jan Deveny	Charles Higginbotham	Edward O'Brien	Howard Timm
Konstandin Dionis	Greg Holliday	Garrett Ochalek, CPP	John Tomlinson
Lauri Dixon	Bob Hubbard	Marieta Ogelsby	Steven Tomson
Barbara Dodson	Raymond Humphrey, CPP	Robert Ohm	Chuck Torpy
Minot Dodson, CPP	Jim Hush	John O'Loughlin	Doris Towns
Stephen Doyle	William Hughes	George Pagan	Harold Wankel
Joseph DuCanto	Stacy Irving	Larry Paige	Thomas Wathen, CPP
Charles Duffy	Bryan Jarrell	Paul Pastor	Gerald Wernz
Jim Dunbar	Radford Jones	David Payne	John Wurner
Patricia Duncan	Kenneth Joseph	Neil Perry	

