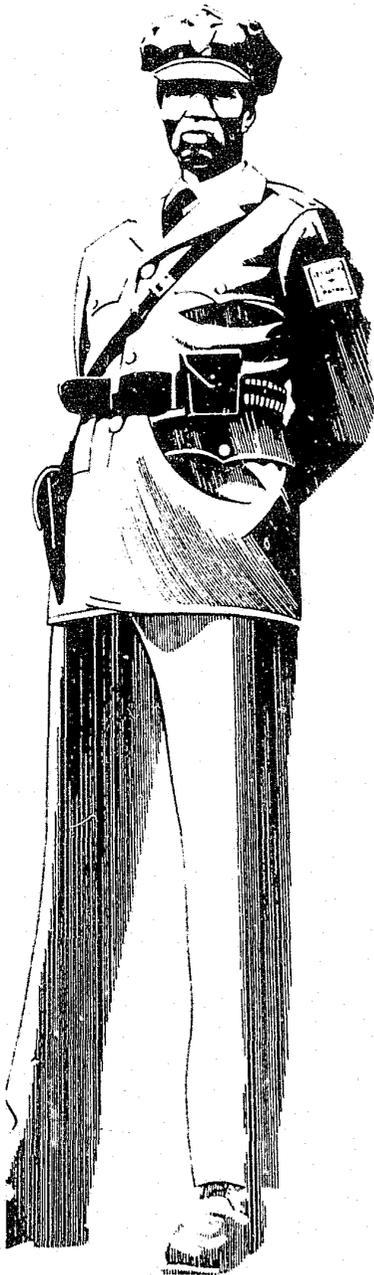


Please return to
France

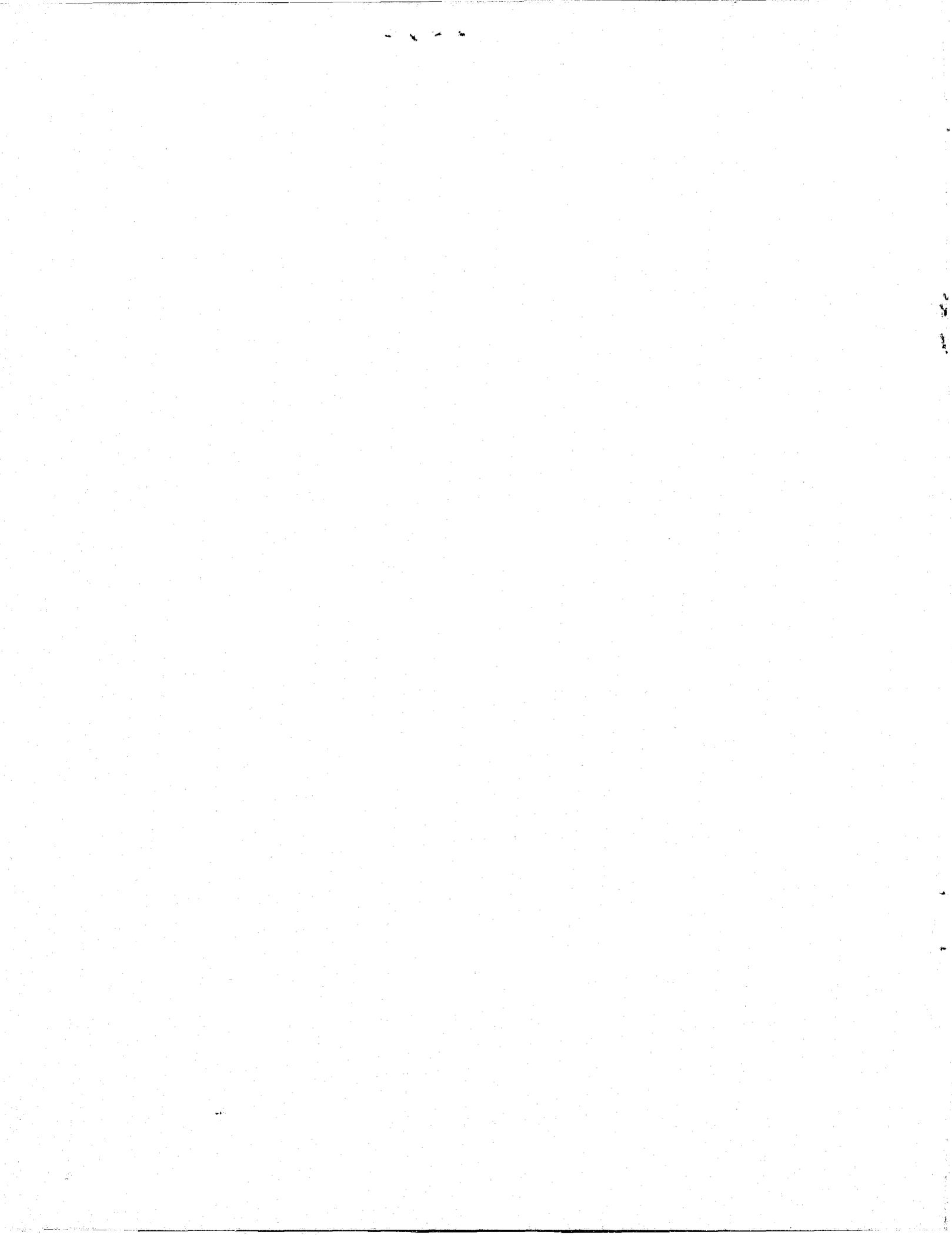
1,950 9/7/77
120/Box NO 5/1
Macy

GUIDELINES FOR THE ESTABLISHMENT OF STATE AND LOCAL PRIVATE SECURITY ADVISORY COUNCILS



43354

A REPORT PREPARED BY
THE PRIVATE SECURITY
ADVISORY COUNCIL
TO THE LAW ENFORCEMENT
ASSISTANCE ADMINISTRATION
U. S. DEPARTMENT OF JUSTICE



NCJRS

SEP 30 1977

ACQUISITIONS

GUIDELINES FOR THE ESTABLISHMENT OF
STATE AND LOCAL PRIVATE SECURITY ADVISORY COUNCILS

Prepared by the
PRIVATE SECURITY ADVISORY COUNCIL
to the
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
U.S. DEPARTMENT OF JUSTICE

JUNE, 1977

Points of view or opinions expressed in this document are those of the Private Security Advisory Council, and do not necessarily represent the official position or policies of the Department of Justice.

**PRIVATE
SECURITY ADVISORY COUNCIL of the**

United States Department of Justice
Law Enforcement Assistance Administration

June 15, 1977

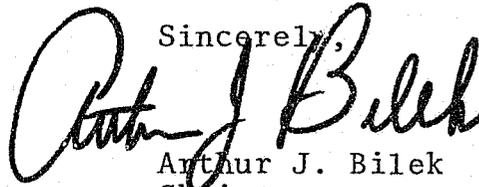
Mr. James M.H. Gregg
Acting Administrator
Law Enforcement Assistance Administration
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

Dear Mr. Gregg:

As Chairman of the Private Security Advisory Council, it gives me pleasure to forward the attached report, Guidelines for the Establishment of State and Local Private Security Advisory Councils, developed by the Advisory Council for the Law Enforcement Assistance Administration. The Council urges the establishment of state and local advisory councils on private security to review both the work of the Council and the standards and goals of the Private Security Task Force; to adopt and implement where appropriate their recommendations; and to develop related standards and crime prevention programs at the state level.

The Advisory Council firmly believes that these guidelines will be useful to local and state government officials, law enforcement administrators, private security organizations and other interested parties in establishing and operating state and local private security advisory councils. Further, the Advisory Council recommends that the Law Enforcement Assistance Administration give the widest possible dissemination to this document.

Sincerely,



Arthur J. Bilek
Chairman
Private Security Advisory Council

AJB:clm
Enclosure



TABLE OF CONTENTS

	<u>Page</u>
PREFACE.....	i
THE PRIVATE SECURITY ADVISORY COUNCIL.....	ii
I. BACKGROUND AND STATEMENT OF NEED.....	1
II. OBJECTIVES AND PROGRAMS.....	5
A. Develop Private Security as an Integral Part of Community Crime Prevention Strategies and Programs.....	5
B. Increase and Promote Greater Under- standing and Cooperation Among Private Security, Law Enforcement, and Other Criminal Justice Agencies.....	6
C. Develop Licensing, Registration and Regulatory Legislation to Ensure the Quality of Private Security Services.....	7
D. Develop Training Curricula for Private Security Employees, Supervisors, and Managers.....	8
E. Prepare a Statewide Code of Ethics for Adoption by Private Security Firms, Managers, and Personnel.....	9
F. Provide a Viable Forum and Point of Leadership for Matters Relating to Private Security.....	10
III. ORGANIZATION AND OPERATION.....	13
A. Formal vs. Informal Organization.....	13
B. The Catalyst Role.....	13
C. Authorization.....	14
D. Initial Activities.....	14
E. Membership.....	15
F. Staff Support.....	16

Section

Page

IV. CONCLUSION..... 17

APPENDIX - SELECTED REFERENCES

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

James M.H. Gregg, Acting Administrator

PRIVATE SECURITY ADVISORY COUNCIL

Chairman

Arthur J. Bilek

Vice Chairman

Howard L. Mai

Members

Saul Arrington

Edward W. Hyde

Jim L. Bridges

David B. Kelly

Walter Burns

Fritz A. Schumacher

Richard C. Clement

Geoffrey C. Shepard

Richard F. Cross

Howard C. Shook

Jackie L. Currie

George A. Smith, Jr.

Joseph F. Doherty

John L. Swartz

Eugene L. Fuss

C.W. Thompson

Harold W. Gray, Jr.

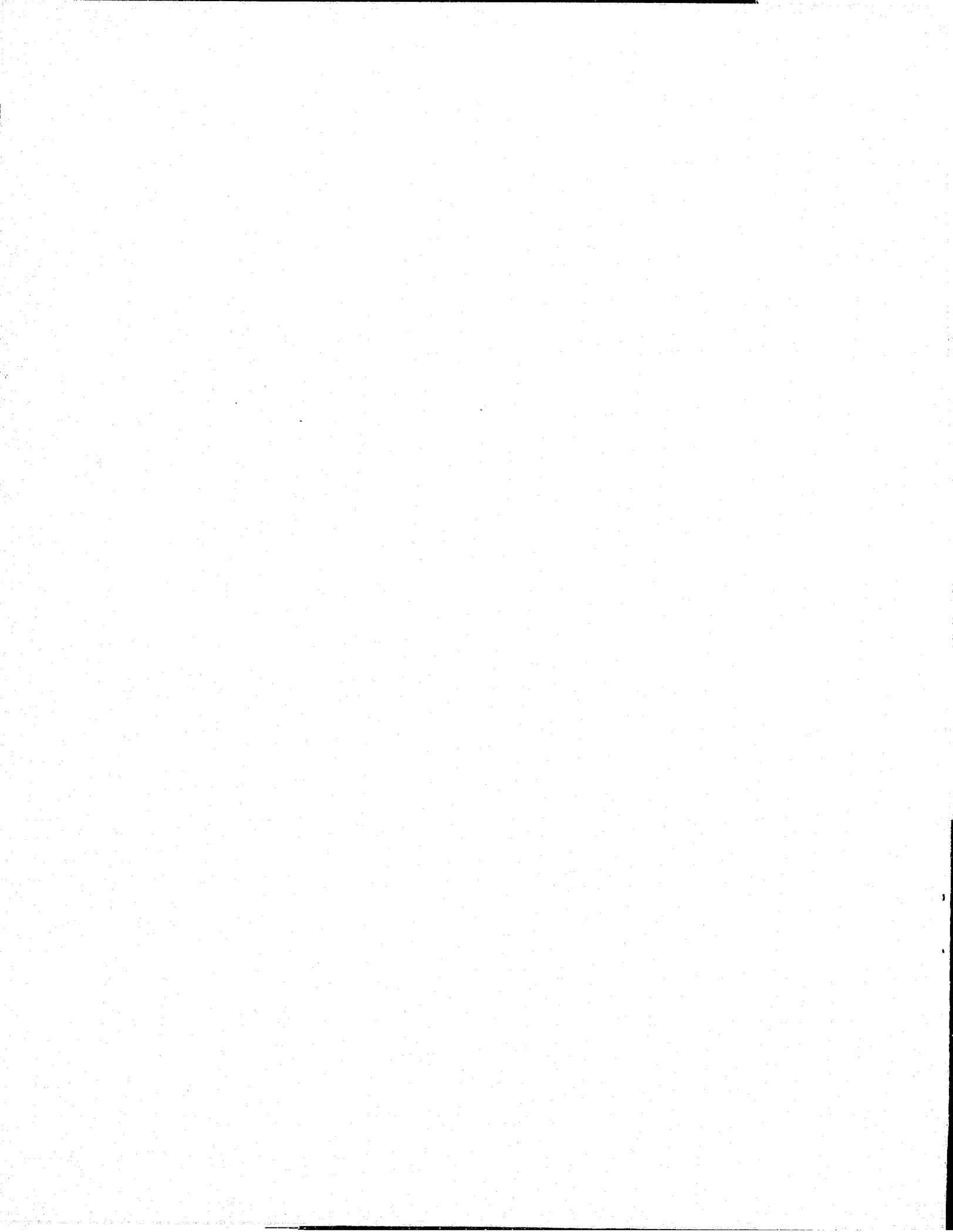
James H. Young

Federal Representatives

William F. Powers

Robert H. Macy

Since its inception, the Private Security Advisory Council has achieved a balanced perspective by the representative nature of its membership. All members of the Council and its six Committees are appointed by the Administrator of LEAA and serve without compensation. Members of the Council and its Committees include leaders and executives from both proprietary and contractual security; public law enforcement; federal, state and local governments; as well as attorneys, insurance and business executives.



PREFACE

This document, Guidelines for the Establishment of State and Local Private Security Advisory Councils, was developed by the Private Security Advisory Council to aid in the establishment and operation of state and local private security advisory councils. As this document indicates, the work of the Private Security Advisory Council and the Private Security Task Force must be reviewed and adapted to local and state needs if the efforts of these two groups are to have a significant impact on the role of private security in the nation's efforts to prevent and reduce crime.

The guidelines contained in this document are not all inclusive; rather, they are intended to serve as a basic guide for the purpose, establishment, and operation of state and local advisory bodies.

The Council was assisted in preparing this document by members of the Council's staff support contractors: PRC Public Management Services, Inc. and William C. Cunningham and Todd H. Taylor of Hallcrest Systems, Incorporated.

The Advisory Council owes a special debt of gratitude to William F. Powers, Government Project Monitor to the Council, for his encouragement in the development of these guidelines.

Arthur J. Bilek
Chairman
Private Security Advisory Council

THE PRIVATE SECURITY ADVISORY COUNCIL

The Private Security Advisory Council was chartered by the Law Enforcement Assistance Administration (LEAA) from 1972 to 1977 to improve the crime prevention capabilities of private security and reduce crime in public and private places by reviewing the relationship between private security systems and public law enforcement agencies, and by developing programs and policies regarding private protection services that are appropriate and consistent with the public interest.

The Council was an outgrowth of a meeting of private security sector representatives, called by LEAA in December 1971, to discuss the research and development efforts of LEAA that related to the private sector and the role of private security in the national effort to reduce crime. During the initial meeting, representatives from the private security sector overwhelmingly recommended that LEAA establish a national advisory committee, made up of persons with expertise in private security, to provide LEAA with continuing advice on matters of appropriate concern. LEAA followed that recommendation, and the Private Security Advisory Council was created shortly thereafter.

In September of 1974, the membership of the Council was broadened to include representation from the public law enforcement agencies and from consumers of private security services. Since its inception, the Council has worked on a number of tasks related to security services provided by the private sector. As established in 1974, the goals and objectives of the Council were:

- To act as an advisory to LEAA on issues of national importance which impact, or are impacted by, the private security industry;
- To raise the standards and increase the efficiency of the private security industry;
- To increase cooperation and understanding between the private security industry and public law enforcement; and
- To provide a viable national forum and point of leadership for matters relating to private security.

To achieve those goals, six committees were established: Alarm Committee, Armored Car Committee, Environmental Security Committee, Guards and Investigators Committee, Law Enforcement/Private Security Relationships Committee, and the Prevention of Terroristic Crimes Committee. Each committee was assigned specific objectives related to accomplishment of Council goals.

The responsibilities and duties of the Private Security Advisory Council were advisory in nature. It could not prescribe or promulgate rules or regulations. Its findings or recommendations were not official; they could be accepted or rejected by LEAA.

Prior to the expiration of its charter in June of 1977, the Council operated pursuant to the provisions of the Federal Advisory Committee Standards Act, Public Law 92-463, LEAA Notice NI300.2, OMB Circular No. A-63, and any additional orders and directives issued in implementation of the Act. The Council was established under the authority of Section 517 of the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351) as amended by Public Law 91-644 and the scope of its functions was limited to the duties specified in its charter.

The Council has published a number of advisory reports to LEAA on a variety of issues. These include:

- A Report on a Model Hold-Up and Burglar Alarm Business Licensing and Regulatory Statute;
- A Report on the Regulation of Private Security Guard Services, Including a Model Private Security Licensing and Regulatory Statute;
- Terroristic Crimes: An Annotated Bibliography;
- Potential Secondary Impacts of the Crime Prevention Through Environmental Design Concept;
- Private Security Codes of Ethics for Security Management and Security Employees;
- Prevention of Terroristic Crimes: Security Guidelines for Business, Industry and Other Organizations;

- Law Enforcement and Private Security Sources and Areas of Conflict and Strategies for Conflict Resolution;
- Scope of Legal Authority of Private Security Personnel;
- Model Security Guard Training Curricula;
- Standards for Armored Car and Armed Courier Services;
- Guidelines for the Establishment of State and Local Private Security Advisory Councils.

LEAA. Copies of these reports are available without cost from

I. BACKGROUND AND STATEMENT OF NEED

Since the early 1960s Americans have been increasingly concerned with the impact of crime on their daily lives. Crime had traditionally been confined to the large central cities and lower income areas, but it then escalated in magnitude and gravity to small towns and suburbs as well. Homes, businesses, public and private institutions, recreational areas, and transportation systems became subject to increasing and sometimes bold acts of arson, assault, robbery, burglary, drug abuse, civil disturbance, and terrorism. Today, the quality of life in a great number of communities throughout the country is seriously and sometimes tragically affected by the over ten million felony crimes that occur annually in the United States.

Responsibility for the prevention of crime, the preservation of peace, and the apprehension and disposition of criminals is formally vested in the criminal justice agencies, institutions supported by public tax dollars. To stem the rising rate of crime and allay citizen fear of crime, criminal justice agencies at the local, state, and federal level were infused with greatly increased resources--funding, personnel, facilities, and programs. Armed with new concepts, training, technology, and billions of dollars, the government has continued to wage a self-proclaimed "war" on crime on behalf of its citizens. Yet, the rate of crime continued to climb each year into the middle of the 1970s to the dismay and sometimes exasperation of public officials and citizens alike.

Law enforcement agencies have borne the major burden for the public sector in the prevention and reduction of crime. The sheer magnitude and complexity of the crime problem has severely tested and strained the resources of law enforcement agencies in most communities. Their broad mandate to provide protection to the entire community often precludes the ability to provide additional protective measures to meet the perceived or unique security needs of many individual citizens, businesses, and institutions. Thus, a growing number of such groups have undertaken measures to achieve a level of protection that is greater than that offered by police services in their communities. Most of these protective measures are preventive in nature as opposed to the primarily reactive or response nature of police protection. These preventive measures typically include the installation of physical hardware and electronic systems to prevent and detect unauthorized intrusions, the use of armed couriers and armored cars for the transportation of money and valuable documents, and patrols of residential areas and business properties by private guards. These protective products and services are provided both by individual or proprietary interests and by contractual arrangement. Colloquially, the term "private security" is used to describe individual and

organizational efforts to provide protection for persons and property distinct from those resources and efforts of public law enforcement agencies.

Expenditures for private security products and services ranging from locks and special lighting to guards and alarm systems have grown rapidly in the past few years at a rate approximating the annual increases in the FBI Uniform Crime Index. It is estimated today that total expenditures for private security in the United States are approaching \$6 billion annually and that over one million persons are engaged in private security employment. These figures far surpass the millions of dollars provided annually to the nation's criminal justice system by the federal Omnibus Crime Control and Safe Streets Act since 1968 and the estimated 670,000 persons employed in the law enforcement agencies at the local, state, and federal level. Private security, then, would appear to be a vast and major resource for the prevention and reduction of crime. But the development of crime control strategies by the public sector has largely ignored the role of private security, and crime prevention programs have under-utilized or excluded the services of private security.

In recognition of the impact of private security services upon crime prevention, the Law Enforcement Assistance Administration (LEAA) in 1970 funded a major study of the nature and extent of the private security industry. The findings of this report, published in 1972 by the RAND Corporation, suggested that private security was not merely an important element to consider in crime control strategies, but rather a major contributor to crime prevention and reduction efforts. While it was clear that significant differences existed in the roles, targets, techniques, and delivery systems of private security and law enforcement, the Law Enforcement Assistance Administration concluded that the problems of crime are too great and the resources too limited for these two groups to continue operating on a mutually exclusive basis. The Law Enforcement Assistance Administration therefore created in 1972 a Private Security Advisory Council to the Law Enforcement Assistance Administration, under the premise that private security and law enforcement could effectively combine their respective expertise and resources in a complementary attack on crime.

In addition to the recommendations and reports prepared by the Council and forwarded to the Law Enforcement Assistance Administration, the Council and its Committees have, indeed, provided a national forum for discussion of the major issues affecting private security. Likewise, the Council has fostered improved understanding between the concerns of law enforcement and the diverse roles of various components of private security in their mutual efforts to prevent and reduce crime.

Perhaps the most challenging goal of the Council was to raise the standards and increase the efficiency of private security. Early in its work, the Council discerned that a wide disparity existed in the quality of private security products and services provided by both contractual firms and by proprietary interests. For example, glaring inequities were present in the qualifications, training, and compensation of private security personnel, and technology ranged from mail-order hardware to sophisticated alarm sensors and microprocessing. The Council recommended to the Law Enforcement Assistance Administration that this goal, to raise the standards and efficiency of private security, could best be attained by a separate effort to develop comprehensive standards and goals applicable to all segments of private security.

Acting on the recommendation of the Council, the Law Enforcement Assistance Administration included private security as one of its task forces in 1975 when it created the second National Advisory Committee on Criminal Justice Standards and Goals. The Chairman of the Private Security Advisory Council was appointed as Chairman of the Private Security Task Force, and several of the Task Force members were drawn from the membership of the Council. The Task Force initially relied extensively upon the work of the Council and its Committees and existing research and reports to develop a working outline of standards and goals. The Task Force decided that the major emphases of the standards and goals should be the upgrading of personnel and the development of the full potential of all private security segments. The standards and goals were developed by the Task Force through a comprehensive planning process involving staff research, consultants, and public meetings throughout the country. The Task Force forwarded to the National Advisory Committee at the conclusion of its work over 500 pages of standards and goals, commentary, research findings, and descriptive material concerning private security. The Report of the Task Force on Private Security, published in late 1976, is a landmark attempt to codify standards covering all areas and segments of private security, including:

- Selection and training of personnel;
- Conduct and ethics;
- Alarm systems;
- Environmental security;
- Relationships with law enforcement agencies;
- Consumers of private security services;
- Higher education and research; and

- Regulation, licensing and registration of private security.

The work of the Private Security Advisory Council and the Private Security Task Force can provide local and state governments with a valuable new tool with which to develop improved crime prevention and reduction strategies. However, if these significant efforts are not translated into meaningful action programs, then the Private Security Advisory Council and the Task Force will have been little more than contributors to existing literature in the field of private security.

Clearly, not all of the problems and conditions addressed in the work of these two groups exist in every state and community, but there is need to review, refine and apply any and all material and concepts which could enhance the ability of the public and private sectors to prevent and reduce crime. The enormous social and economic impact of crime is too great not to invest the time and money in exploring the development of private security, a vast untapped resource which is larger than all of our state, local and federal law enforcement agencies combined.

The Council strongly urges the establishment of state and local advisory councils on private security to review both the work of the Council and the standards and goals of the Task Force; to adopt and implement where appropriate their recommendations; and to develop related standards and crime prevention programs at the state level. The following sections of this report provide guidelines to assist organizational development of state and local private security advisory councils.

II. OBJECTIVES AND PROGRAMS

In a general sense, it would appear that state and local private security advisory councils should merely adopt the national-level goals of the Private Security Advisory Council and modify them to meet the needs in their areas. But the Council would rather see specific, obtainable objectives established which capitalize on the work already begun by the Council and the Task Force. A broad-based representation of public and private sector members of these national-level groups has developed a considerable body of research, recommendations, reports, and implementation models in the pursuit of the generalized goal statements incorporated in their federal advisory committee charters. The Council, therefore, recommends that state and local efforts be concentrated on activities and programs of improvement and implementation, rather than on further discussion and work on goals. This would ultimately produce output similar to the work already accomplished at the national level.

In short, the Council and the Task Force through their work have produced a blueprint for action by state and local organizations, and encourage the establishment of state councils to evaluate the present status of their states and localities in light of the significant material already developed for their use. In this manner, state and local private security advisory councils can make the most effective and efficient use of their time, and the expeditious implementation of legislation and other needed improvements will be enhanced. This report of the Council is intended to serve as a model for an orderly transition from these written materials of the Council and the Task Force to action mechanisms at the state and local level.

A. Develop Private Security as an Integral Part of Community Crime Prevention Strategies and Programs.

Each state and locality should develop an improved awareness of the nature and extent of private security. Private security interests and activities extend to our schools, restaurants and hotels, transportation systems, manufacturing plants, shopping centers, and to virtually every aspect of our lives. Private security will remain a vast and untapped resource unless efforts are made to obtain more firsthand information and knowledge about private security. An inventory should be taken of the scope of private security services and products that exist within the community and the state. This will provide a reliable data base for evaluation of the applicability of the work of the national Council and the Task Force. Many communities will be surprised to learn the extent of private security, particularly where it has previously been defined as primarily

contractual guards and alarm companies. The purpose of the inventory is to develop a profile of the total expenditures and programs for protection of persons and property by both private security and law enforcement resources.

Completion of the private security inventory will likely indicate the long-established and predominant role of private security in crime prevention. Private security advisory councils should encourage use of private security resources by illustrating their nature, extent, and capabilities for integration with public law enforcement resources. For example, criminal justice planners, researchers and analysis should be encouraged to actively seek the advice and input of private security officials in developing crime prevention plans and programs and in developing specific crime reduction programs for selected target areas.

B. Increase and Promote Greater Understanding and Cooperation Among Private Security, Law Enforcement, and Other Criminal Justice Agencies.

The Council devoted the entire work of one of its Committees to discussion and analysis of ways to improve cooperation and understanding among private security and public law enforcement. The Council noted distinct differences in the organizational structures of private security and law enforcement, in their protective roles in society, and in the primary beneficiaries of their services. These differences have resulted in role conflicts, and have contributed to several other areas of conflict--all of which impede effective working relationships between these two groups. In large part these conflicts are attitudinal in nature and are perpetuated by lack of exposure.

Both law enforcement and private security have misperceptions of the role of the other. It is difficult for many law enforcement personnel to correctly understand or willingly accept the role of private security personnel: they see private security efforts as an attempt to assume law enforcement responsibilities for a profit. Those involved in private security often have an equally myopic view: they feel that law enforcement is only interested in criminal apprehension and not in crime prevention. The Council found considerable mutual negative stereotyping based upon these and other misperceptions. This negative stereotyping creates a mutual lack of respect which will be perpetuated if the misinformation, suspicions, distrust, and prejudice in which they are rooted are not dispelled through closer interaction and exposure.

These prevailing attitudes, in the opinion of the Council, are major barriers to communication between private security and law enforcement; and without effective communication, the amount of cooperation cannot be increased or improved. Very few formal mechanisms are used to facilitate private security

and law enforcement cooperation such as policy formulation, designation of liaison and contact persons in areas of mutual concern, and routine exchange of information.

Very little can be accomplished by state and local private security advisory councils without greater awareness of the roles, capabilities, and responsibilities among private security and law enforcement officials, managers, and employees. Negative stereotyping will continue to exist and to be reinforced unless there are new experiences and contacts to alter perceptions. A significant step can be undertaken by the private security advisory councils to create these new experiences with the sponsorship or conduct of seminars, conferences, and workshops for discussion of the respective roles of private security and law enforcement.

Programs in support of this objective of improved cooperation and understanding are essential to achievement of other objectives of the state and local private security advisory councils. The Council's report, Conflict Between Law Enforcement and Private Security and Strategies for Conflict Resolution, contains a full discussion of barriers to cooperation and outlines strategies and programs for their resolution. Appendixed to that report is a matrix of these programs and corresponding standards and goals of the Private Security Task Force.

C. Develop Licensing, Registration, and Regulatory Legislation to Ensure the Quality of Private Security Services.

The most significant programs which can be undertaken by private security advisory councils are those which prescribe clear guidelines for the operation and conduct of private security services. While private security is a vast crime prevention and reduction resource, it will for the most part remain only a potential resource until steps are undertaken to eliminate incompetence and unscrupulous conduct. Many private security personnel are only temporary or part-time employees who are often underpaid and untrained for their work. The protection of lives and property is an awesome societal responsibility, and the public interest demands that persons entrusted with such responsibilities be competent, well-trained, and of good moral character. In recent years there has been a proliferation of ordinances regulating some or all segments of the private security industry in an attempt to eradicate abuses and deficiencies in the delivery system for private security services. In the opinion of the Council these efforts, though well-intentioned, have often resulted in duplication of effort, inconsistencies among local jurisdictions, and barriers to operational effectiveness of private security.

In its report, the Private Security Task Force emphasized the need for state-level licensing, regulation, and registration

of private security firms as well as contractual and proprietary security employees. Licensing and regulation tend to: 1) protect the consumer by ensuring that he receives the services he pays for, and 2) protect the consumer and the general public by ensuring that such services are provided in an ethical and professional manner. A registration program specifying minimum qualifications in skills and training (and including background screening) can make great strides towards the elimination of abuses and toward the development of a higher degree of competency in private security.

The Council, through its Committees on Alarms and Guards and Investigators, devoted over two years of effort to developing model statutes for the regulation of private security guard services and burglar and hold-up alarm businesses. The Private Security Task Force expanded on the work of the Council and addressed a large number of its standards and goals to qualification and training of personnel and statutorially-mandated licensing and registration administered by a statewide regulatory board. These model statutes and standards and goals were developed with considerable input from both private security and law enforcement in public hearings across the country. The single most important program which can be undertaken by state private security advisory councils is the drafting of similar legislation in each state based upon these efforts of recognized private security and law enforcement experts from throughout the country.

In addition, the Council strongly recommends that state private security advisory councils promote the draft legislation they develop. If state-level councils are established by state legislation or executive order, a provision for this activity should be made in its enabling legislation or charter.

D. Develop Training Curricula for Private Security Employees, Supervisors, and Managers.

A major impediment to private security gaining the respect of law enforcement as a crime prevention resource is the lack of training for many levels and types of personnel. The Council and the Private Security Task Force noted that training of private security personnel in general is very inadequate. In the study of private security conducted for the Law Enforcement Assistance Administration by the RAND Corporation, the findings indicated that 65% of private security personnel had no training at all prior to commencing job assignments. Approximately one-half of private security personnel carried firearms, but less than 20% had ever received any firearms training in their present job, according to this same study. The Task Force followed up this research with a survey of consumers of private security services in Philadelphia and found that less than 20% of their supervisors had received any training. Of equal concern to the Task Force was the fact that nearly 50% of responding consumers

of private security services were not even sure if private security employees were trained.

As stated under the previous objective, a good licensing and registration program with minimum qualifications in education and training can do much to alleviate abuses and unfortunate incidents involving private security personnel and the public. As part of its report, the Task Force outlined the need for 8 hours of preassignment and 32 hours of basic training (of which 16 hours could be supervised on-the-job training) for all security employees, and a 24-hour firearms training course for all security personnel who are issued firearms. The Council concurs with the opinion of the Task Force--that preassignment and basic training is only a first step in the improvement of personnel. In order to be truly effective, these operational personnel must be trained to avoid the unfortunate incidents which plague the reputation of private security, and they must be motivated and directed by supervisors and managers who are also well trained.

The Council expanded upon the work of the Task Force and developed Model Security Guard Training Curricula. This document, along with the Task Force Report, should provide some general guidance to states in determining curricula for security guard training requirements of statewide licensing and registration. State-level private security advisory councils should develop training curricula for all segments of the private security industry in their states, and urge the adoption of these curricula by the respective states' private security regulatory agencies. Concurrently, private security operations and associations should be encouraged by the state-level councils to strengthen and expand their training programs beyond the minimum standards of training.

E. Prepare a Statewide Code of Ethics-for Adoption by Private Security Firms, Managers, and Personnel.

A Code of Ethics prescribes the moral duties and obligations, based upon ethical philosophies and principles, that form a model of "right" action. Such a model embodies norms of behavior which provide order and stability to society as a whole and which offer guidance and direction to the individuals and groups within a society. A Code of Ethics is a necessary prerequisite for many occupations and professions since it sets forth the criteria against which to measure the appropriateness of the activities of the occupation or profession in general and of its members in particular.

The need for a Code of Ethics in private security

can be justified on several bases. First, people engaged in private security have almost constant exposure to human frailties, the moral weaknesses that result in violations of law and of the rights and property of others. Private security personnel must, therefore, be cognizant of what constitutes a moral or legal transgression; they must appreciate the seriousness of the judgments they are frequently called upon to make; and they must have some guidelines to assist them in making those judgments. Second, the emergence of private security as a significant element in crime prevention dictates that its role, as well as the conduct and performance expected of its members, be properly defined. Third, since private security personnel often make decisions which affect the safety and protection of many, a Code of Ethics would clearly assist them in recognizing the scope of their responsibilities and the importance of their roles. Finally, many private security organizations and associations have established Codes of Ethics which apply to their specific functions, and this is perhaps the most convincing evidence of the need for a Code of Ethics that is applicable to all groups in the private security field.

(Codes of Ethics for Private Security Management and Private Security Employees, p. 1)

The Council formulated a model Code of Ethics for both private security management and employees based upon an evaluation and synthesis of a number of existing codes previously developed by various groups within private security and law enforcement. The Council intended this model to be applicable to both proprietary and contractual security personnel and urges state and local private security advisory councils to consider this Code of Ethics for adoption by all groups within private security. In addition, private security firms should be encouraged to display notification of adherence to the code both in their places of operations and in descriptive material about their security services. Also, mechanisms should be established to invoke appropriate sanctions for those who violate the code. If properly implemented, this program can monitor and deter unscrupulous conduct by private security.

F. Provide a Viable Forum and Point of Leadership for Matters Relating to Private Security.

State and local private security advisory councils can serve a much greater function in the long run by establishing themselves as mechanisms for expression of private security and

law enforcement viewpoints rather than merely serving as a conduit for the review of national Council and Task Force materials. There are bound to be issues or problems which differ in intensity and pervasiveness in the different states and localities throughout the country. Advisory councils with broad-based representation from private security and law enforcement can serve as an ongoing forum for the resolution of these issues and problems.

A state private security advisory council, for example, might codify and clarify sources of authority and restraints upon the conduct of private security personnel. The Council published a national report on the Scope of Legal Authority of Private Security Personnel which concluded that considerable variance exists from state to state in such areas as arrest and detention, search, investigations, and use of force and firearms by private security personnel. Further, the Council has noted the minimal levels or lack of training received by many private security personnel. Since private security so often performs activities similar to the police functions of crime prevention and reduction and frequently interacts with public law enforcement, it is imperative that both private security and law enforcement be aware of the limitations on private security.

These state advisory councils can also serve as a point of leadership for providing advice to both government and the private sector on matters which impact, or are impacted by, private security. In the area of burglar and hold-up alarm system operations, for example, the Council organized and provided a forum for public discussion of significant communications issues affecting this valuable segment of private security:

- The effects of telephone line rate increases on alarm system operations;
- The impact on crime prevention of proposed curtailment of metallic circuits provided by telephone companies and used by alarm service firms;
- The reluctance of telephone companies to provide circuits which are compatible with new modes of alarm transmission.

Issues such as these affect the crime prevention capabilities of both the public and private sectors and indicate the need for law enforcement to take a genuine interest in the development of private security as a crime prevention resource in our communities.

Another area of potential review by the state or local

council could be the "false alarm" situation. Strategies for the reduction of this serious problem for law enforcement and private security would be a worthwhile program for state councils.

III. ORGANIZATION AND OPERATION

A. Formal v. Informal Organization

The most important consideration in the organization of state and local private security advisory councils is in the establishment of a formal organization with broad-based representation and short-term attainable objectives. While the Council encourages the use of existing organizations and the utilization of informal groups as well, the experience of the Council has been that informal groups offer only a piecemeal approach to problem solving and achieve only a limited degree of success. The one notable exception is in the area of increasing interaction and exposure among private security and law enforcement. Joint meetings of trade and professional associations, "dutch-treat" luncheons, open houses, and facility tours, for example, can provide excellent opportunities for both groups to discuss stereotypes, compare perceptions of each other's stated roles, and arrive at a mutual understanding and acceptance of those roles in crime prevention and reduction. These informal activities by existing organizations can also foster development of specific policies and procedures for response and interaction among private security and law enforcement in daily operations.

Issues and problems of large magnitude, which apply to all segments of private security, can more appropriately be addressed by a formal organization. A formal organization, in simple terms, is one which coordinates the activities of a number of people toward the achievement of explicitly stated objectives. One of its important functions is to legitimize the purpose or goals toward which those persons are directing their activities. A formally organized private security advisory council would serve as a statement by private security that there are serious deficiencies in its delivery system of crime and loss prevention services, and as a recognition by public law enforcement that effective crime control strategies require close coordination and extensive utilization of all components of private security.

B. The Catalyst Role

The structure of a formal private security advisory council, how it is organized, and which existing group or organization plays the catalyst role is not an important issue in the opinion of the Council. It is vitally important, however, that there be a catalyst in both the public and private sectors and among private security and the criminal justice system. Logical candidates for playing a catalyst role in the organization of state and local advisory councils might include the following:

Public Sector

- State Criminal Justice Planning Agencies (SPA) and their regional planning organizations
- Regional Councils of Government, elected official and city manager associations
- Chiefs of Police and Sheriffs Associations
- Crime Prevention Councils

Private Sector*

- Local and state affiliates of private security organizations, e.g., American Society for Industrial Security, National Burglar and Fire Alarm Association, etc.
- Local and state affiliates of trade and professional associations with substantial security concerns, e.g., National Retail Merchants Association, National Association of Manufacturers, etc.
- Civic and business organizations, e.g., Chamber of Commerce, Jaycees, Lions, Rotary, etc.

C. Authorization

State-level advisory councils could be formally established either by executive action or as a result of a legislative mandate. Executive authorization offers the advantage of expeditious creation while legislative authorization would assure longer range stability for the council. Neither of these governmental mechanisms is necessary to organize a statewide advisory council, but they impart a degree of official recognition of the objectives of the council. Moreover, a council authorized by statute suggests and may even provide for greater cooperation between the council and the legislature for purposes of implementing recommendations, programs, and advisories of the council.

D. Initial Activities

Many of the organizational and structural issues in the establishment of advisory councils might well be left for resolution after significant statewide attention has been focused on the work of the Private Security Advisory Council and the Task

*A detailed list of private security related associations and organizations is appended to the Report of the Task Force on Private Security.

Force Report on standards and goals. This could be accomplished by the conduct of a statewide conference on private security and crime prevention which would revolve around the Task Force Report. Once again, if the executive branch of state government or the Governor's office convene such a conference, it would impart official recognition of the importance of private security in crime prevention. The purpose of this statewide conference would be twofold: 1) Presentation by leading experts of the research and recommendations of the Task Force and the Council for action programs at the state and local level, and 2) Development of the formal organizational structure for a state private security advisory council.

Two other initial organizing activities should also be undertaken. State Criminal Justice Planning Agencies (SPA) and the other potential catalyst groups should obtain wide dissemination of the reports of the national Private Security Advisory Council and the Private Security Task Force. A statewide survey should be conducted to determine the extent of all segments of contractual and proprietary security in the state and the nature of relationships with law enforcement agencies. This effort should serve as a profile of each state's present situation in light of the problems and issues raised by the Council and the Task Force.

Funding for these initial organizing activities might well be available from State Criminal Justice Planning Agencies (SPA) as part of their commitment to crime prevention planning and programs. SPAs are encouraged to play an active role in the formation of state and local private security advisory councils.

E. Membership

The most important consideration in the appointment of members to the advisory council should be the broad-based representation of private security and law enforcement so that a balanced perspective can be maintained at all times. Such a perspective will more likely be achieved by the advisory council in developing its recommendations and programs if it is present in the nature of its membership from the outset. A balanced consensus of opinion of individual leaders on issues concerning private security eliminates any implication that the advisory council represents private security, specific industries or professions, or law enforcement. The individual's experience and leadership in his particular industry or profession should be the major criterion for appointment of members; accordingly, their appointments should be as individuals, not as industry, company, or special-interest representatives.

Members should serve without compensation and should be reimbursed only for travel and subsistence expenses where appropriate for the conduct of advisory council activities. The

Council does not envision that state advisory councils would require the same formal committee structure as the Council. Alternatively, the advisory council might limit the size of membership to a manageable number and then appoint ad hoc working groups or committees as the need arises. The following list suggests the kind of broad-based representation that advisory councils should strive toward in appointing members; however, it is not intended to be exhaustive or to infer how the balance is to be achieved:

- Proprietary security
- Contractual security agencies (alarm, guard and investigative services, and armored car representatives)
- Security equipment manufacturers
- Urban planning and/or architecture
- Public law enforcement agencies
- Insurance
- State Criminal Justice Planning Agencies
- State Attorney General's Office
- State Department of Commerce
- State Private Security Registration and Licensing Authority
- General public

F. Staff Support

If the advisory council is to attempt any major research or study efforts and become involved in recommended programs of drafting legislation and training curricula, then professional staff support to the advisory council is strongly advised. At the national level, the Council experienced initial difficulties in developing advisories and reports without the assistance of a professional support staff. On an interim basis, State Criminal Justice Planning Agencies might contract for or assign a skeletal staff to assist in initial organizational activities or assign a crime prevention specialist or consultant during the formation of the private security advisory council.

IV. CONCLUSION

Private security at the present time offers a challenge in that its immense resources could be more effectively channeled into cooperative programs of crime prevention and reduction. The Council is convinced that the numbers speak for themselves: a \$6 billion-a-year industry that employs over a million persons. The problems of crime today and their impact on the quality of life in America are too great for law enforcement to continue ignoring the presence of this crime prevention tool. The property tax revenue bases of our cities and counties will not be reformed soon enough to provide public law enforcement agencies with the resources needed to halt the spiraling increase in the rate of crime from year to year. Even if public law enforcement could marshal such resources, it would not be in the public interest to provide a level of protective services that extends beyond the common good and preservation of the public peace. Private security is providing valuable services in a free enterprise system that can effectively complement those of public law enforcement.

Law enforcement must learn to respect and utilize the role of private security in crime prevention and reduction, and private security must be willing to earn that respect by substantially upgrading the quality of its personnel and services. The establishment of state and local private security advisory councils can meet this challenge by providing a mechanism to combine the resources of private security and law enforcement into a coordinated and complementary attack on crime in our society.

APPENDIX

GUIDELINES FOR THE ESTABLISHMENT OF
STATE AND LOCAL PRIVATE SECURITY ADVISORY COUNCILS

SELECTED REFERENCES

OVERVIEW OF PRIVATE SECURITY AND ITS ROLE IN CRIME PREVENTION

- Brennan, Dennis T. The Other Police. Cleveland, Ohio: Government Research Institute, 1975.
- Frost and Sullivan, Inc. The Industrial and Commercial Security Market. New York, New York: FSI, March 1975.
- Green, G. and P. C. Farber. Introduction to Security. Los Angeles, California: Security World Publishing Company, 1975.
- Kakalik, James S. and Sorrel Wildhorn. The Private Police Industry: Its Nature and Extent, Volume II, R-870/DOJ. Washington, D. C.: Government Printing Office, 1972.
- Little, Arthur D., Inc. Outlook for the U.S. Safety, Fire Protection and Security Business. Cambridge, Massachusetts: ADLI, January 1973.
- Nossov, W. The Security Enforcement Industry. Merrick, New York: Morton Research Corporation, October 1975.
- Post, Richard S. and Arthur A. Kingsbury. Security Administration, An Introduction. Springfield, Illinois: Charles C. Thomas, 1977.
- Task Force on Private Security, National Advisory Committee on Criminal Justice Standards and Goals. "Introduction," Report of the Task Force on Private Security. Washington, D. C.: Government Printing Office, 1976.
- Ursic, Henry S. and Leroy E. Pagano. Security Management Systems. Springfield, Illinois: Charles C. Thomas, Publisher, 1974.

MAJOR ISSUES IMPACTING PRIVATE SECURITY AND THE CRIMINAL JUSTICE SYSTEM

- Institute for Local Self Government. Private Security and the Public Interest. Berkeley, California: ILSG, 1974.
- Kakalik, James S. and Sorrel Wildhorn. Private Police in the United States: Findings and Recommendations, Volume I, R-869/DOJ. Washington, D. C.: Government Printing Office, 1972.

Private Security Advisory Council, Law Enforcement Assistance Administration, U.S. Department of Justice. Washington, D. C.: Government Printing Office:

Codes of Ethics for Private Security Management and Private Security Employees, August 1976.

Conflict Between Law Enforcement and Private Security and Strategies for Conflict Resolution, 1977.

Model Security Guard Basic Training Curriculum, 1977.

Prevention of Terroristic Crimes: Security Guidelines for Business, Industry and Other Organizations, 1976.

The Private Security Advisory Council: Its Organization, Operations and Accomplishments (unpublished), 1977.

A Report on a Model Hold-up and Burglar Alarm Business Licensing and Regulatory Statute, 1975.

A Report on the Regulation of Private Security Guard Services, Including a Model Private Security Licensing and Regulatory Statute, 1976.

Scope of Legal Authority of Private Security Personnel, 1976.

Standards for the Armored Car and Armed Courier Services, 1977.

A Statement of Work for a National Study of False Alarms (Unpublished), 1976.

Rau, Richard M. "Crime Prevention Through Environmental Design: A Historical Perspective." Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice (Unpublished), 1975.

Task Force on Private Security, National Advisory Committee on Criminal Justice Standards and Goals. Report of the Task Force on Private Security. Washington, D.C.: Government Printing Office, 1976.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20531

OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, \$300

POSTAGE AND FEES PAID
U.S. DEPARTMENT OF JUSTICE
JUS-436



THIRD CLASS



END