

## **Summary of Forum on March 5, 2004: Specialized Law Enforcement Agencies and Homeland Security: Tribal, Campus, Port Police and Private Security Personnel**

### **Summary's Highlights**

*Note: Hosted by the University of Pennsylvania's Jerry Lee Center of Criminology, this Forum was one in a series highlighting promising and pioneering state and local efforts to address crime.*

Thinly stretched at every level, law enforcement agencies confront the difficult task of enhancing homeland security. What should not be forgotten is the contribution that specialized law enforcement agencies can and do make to that effort. Such agencies include port police, private security units, and tribal and campus police. Their importance is underscored when one considers the vulnerability of the nation's 361 ports, the private sector's energy and industrial infrastructure, approximately 300 miles of Indian Country bordering Canada and Mexico, and the research labs and 26 nuclear reactors spread among some 4,000 college and university campuses.

Carl Peed—Director, Office of Community Oriented Policing Services, U.S. Department of Justice—emphasized that community policing strategies are even more important today than before 9/11 and outlined the scope of port security. Tom Seamon—private security consultant and former Deputy Commissioner, Philadelphia Police Department—offered perspectives on the role of private security personnel. The contributions of, and issues facing, tribal police were outlined by Edward Reina, Police Chief, Yavapai-Prescott Indian Tribe, Prescott, Arizona. Noel March, Chief, University of Maine Campus Police, Orono, Maine, stated that campuses are both terrorist targets and homeland security assets.

Forum Executive Director Laurie Robinson noted that the nation's law enforcement agencies at every level are stretched to the limit as they face daunting challenges related to homeland security. These include critical issues of communication, coordination, training, and intelligence gathering. This Forum, she continued, focuses on challenges faced by, and contributions of, specialized law enforcement agencies in bolstering homeland security, and on the value of incorporating community policing strategies into that effort.

### **Community Policing and Port Security: Remarks by Carl Peed, Director, Office of Community Oriented Policing Services, U.S. Department of Justice**

The community policing strategies of mobilizing, engaging, and partnering with communities are

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<sup>1</sup>The Forum summarized here was one in a series to afford Capitol Hill and Executive Branch staff, selected representatives from the practitioner and research communities, and key interest-group leadership an opportunity to hear innovative perspectives of state and local frontline criminal justice practitioners and researchers. The Forum was held in Washington, D.C. Laurie Robinson, Director of the University of Pennsylvania Master of Science in Criminology program, serves as Executive Director of the Forum on Crime & Justice and was moderator of the Forum reported here. Ted Gest is Forum Associate Executive Director. Participants' comments are paraphrased unless placed between quotation marks.

recognized as those best for fighting terrorism. Community policing is more important now than before 9/11. Protecting the homeland post-9/11 requires mobilization of individual communities and of a diverse array of law enforcement agencies, including private police, port police, rail and transit police, airport police, etc. All such agencies, including the private sector, must be brought into the discussion of homeland security.

Focusing on port security, the General Accounting Office (GAO) reports that prime responsibility falls on the Coast Guard to patrol the nation's 361 ports. Other agencies, however, also have important responsibilities, whether port authority police, the local sheriff's office, or another law enforcement unit. The mix of agencies varies from port to port. The GAO notes that ports are inherently vulnerable to attacks, given their size, location in metropolitan areas, presence of transportation links, and the amount cargo passing through them. About 95 percent of the nation's foreign trade and 100 percent of certain commodities arrive by ship. In 2001, according to the GAO, about 5,400 ships carrying multinational crews made more than 60,000 U.S. port calls. More than 6 million cargo containers enter the country by sea annually; one contained a person with a cell phone and flight manual.

The GAO identified three principal challenges applicable to port security. First, develop standards, now being undertaken by the Coast Guard. Second, determine the resources and cost thereof necessary to meet those standards. Finally, implement measures to ensure collaboration among agencies involved in port security.

**Private Security Today, Recommendations for Tomorrow: Tom Seamon, Private Security Consultant and Former Deputy Commissioner, Philadelphia Police Department**

Better cooperation between private security and law enforcement agencies is needed. The latter number about 17,000, employing 708,000 sworn personnel. Approximately 2 million persons are involved in private security in the United States; growth is estimated at roughly 8–12 percent annually. Although the private security rent-an-elderly-cop stereotype may still apply in some places, the private security industry has developed very sophisticated resources. Many managers, executives, and specialists in private security came out of law enforcement and the intelligence community. But law enforcement and homeland security are not making best use of largely untapped private security resources.

The International Association of Chiefs of Police (IACP) and the Office of Community Oriented Policing Services convened a recent summit to develop national policy recommendations on how law enforcement and private security could partner to better protect the homeland and enhance public safety. Experts in both areas advanced several proposals that centered on such themes as the following:

- Obtain a formal commitment from major law enforcement agencies and private security organizations to improve cooperation with one another. Law enforcement should reach out to private security organizations as part of community policing.
- Create an organization to promote public/private partnerships and serve as a forum for, and facilitator of, national level cooperation for the development of hiring and training standards and certification for private security.

- Organize a national futures work group, which would address relevant issues as they unfold over the next several years.
- Support current and prospective local level partnerships to pursue a research agenda on private security and how it folds into homeland security.
- Prevent and resolve such key problems as infrastructure protection (most of which is in the private sector), critical incident response (many first responders are private sector personnel), interoperability and information and intelligence sharing (almost no communication or data interoperability between law enforcement and private security).
- Include private security in the National Incident Management System and National Response Plan.

### **Policing Indian Country: Edward Reina, Police Chief, Yavapai-Prescott Indian Tribe**

Indian tribes have the same sovereign responsibilities as the federal and state governments. Tribes enact their own laws, establish police departments, and the like. Tribal governments, however, often are lumped into the local government category by federal legislation rather than recognized as sovereign entities. Since 9/11, more attention has been paid to Indian Country, which includes almost 300 miles of tribe-controlled border with Canada and Mexico. For example, in a 75-mile stretch along the Mexican border, three strands of barbed wire (when up) demarcate the boundary. In the six months after 9/11, tribal police spent \$4 million of their own money picking up illegals, drugs, vehicles, backpacks, and debris, and turned over to the FBI an airline ticket with a Middle Eastern name on it. Although tribes have the main jurisdiction over such border areas (states have none, the federal government some), tribal governments are not mentioned in the Patriot Act except in a minor way and generally do not receive needed homeland security funding.

Tribal police also need increased access to the FBI's National Crime Information System (about 50 percent of tribal police do not have such access), a major information-sharing resource. Tribal police lack jurisdiction over non-Indians who are in Indian Country. Some tribal police agencies receive no cooperation from law enforcement in surrounding areas. Through the IACP, a summit meeting in 2001 addressed those and other issues and developed recommendations. Despite improvements, tribal police still lack a fair share of funding and adequate authority.

### **Campuses as Targets and Assets: Noel March, Chief, University of Maine Campus Police**

Some 4,000 colleges and universities employ about 30,000 public safety officers. Those institutions also house 26 nuclear reactors, large-capacity stadiums, and labs containing materials that could be fashioned into dirty bombs. Campuses are target rich. FBI Director Mueller includes colleges and universities among the nation's soft targets for terrorists. Those institutions also constitute assets in the fight against terrorism. In emergencies, they can offer hospitals and other medical care, housing, food, and water, for example. Yet colleges and universities are inadvertently excluded from much of the grant funding for homeland security. So the hope is that campus police will be accorded a seat at the resource table.

Community policing strategies are as important on campus as elsewhere in combating terrorism. Such an approach involves alliances, partnerships, looking out for one another, and being prepared. Community policing is a proven philosophy and strategy that does make a difference. The correlation between the practice of community policing and homeland security preparedness is indisputable.

### **Questions and Answers**

*Funding aside, what additional assistance can the federal government provide to various law enforcement sectors in this homeland security area?* March: Information. Probably the biggest Achilles heel in any well-run organization is cooperation and information flow. As federal homeland security agencies grow, one hopes they will not evolve into the same old federal-centric institutions but will be aware of, sensitive to, and open with state, county, and local governments. Reina: Strengthen the federal-state-tribal relationship. A government-to-government relationship is needed, not federal to state to county to local government. Seamon: Federal recommendations and standards to guide intelligent corporate spending on security. Companies do not want to find a year or two down the road that past investments in security are not in compliance with regulations. Peed: A higher level of discussion in Washington of such tribal issues as certification, training, and jurisdiction. More broadly, intelligence and information sharing continue to be major concerns.

*Are law enforcement agencies affected by the homeland security color-coded alert system?* Reina: Some tribes make major changes when the alert level moves upward. Others pay a little more attention to policing and procedures. Seamon: Corporations are frustrated by the system. More information (e.g., what is the threat and where?) is needed to ramp up operations in response to a higher alert level, but CEOs expect security to shift into a different mode. March: Shifts in alert status do not have a large impact on colleges and universities, whose alert level is more situationally oriented. A college may always be on orange if it has a nuclear reactor or a president's daughter on campus.

*How does one address the need for information?* Seamon: Lessons can be learned from the private sector by law enforcement agencies. The private sector has very good data systems, protects them proactively, and conducts data mining. Look at a large credit card operation: How is it managed, secured, and compartmentalized—and how are data transferred back and forth? Interoperability should be looked at not just from the standpoint of radio systems but in terms of data transfer as well. Peed: At the state level in South Carolina, the FBI, state, and local law enforcement are under one roof to facilitate information flow. Chicago has placed all agencies in the area on one computerized data system.

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