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**Washington Law Enforcement
Executive Forum**

STRATEGIC PLANNING ANNEX

1987 — 1990



105301

**WASHINGTON ASSOCIATION OF
SHERIFFS AND POLICE CHIEFS**

Executive Strategies Projects

1987

WASHINGTON LAW ENFORCEMENT EXECUTIVE FORUM

Revised Strategic Plan Annex

1987 - 1990

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WASHINGTON LAW ENFORCEMENT EXECUTIVE FORUM

I. HISTORICAL PERSPECTIVE

A. Development

WASHINGTON ASSOCIATION of SHERIFFS and POLICE CHIEFS (WASPC) leadership had for some time been concerned about a lack of development of a formalized relationship between police executives and the management of primary industries and large employers in Washington State. Many such businesses are directed from corporate headquarters with district and local offices scattered throughout the state and, in some cases, the nation. Public safety contacts had often been only at the field level and generally with local outlet management.

To enhance a more formalized development of interdisciplinary channels of communication at executive levels, and to facilitate the sharing of information and other resources in a manner which would mutually benefit both the public and private sectors, the WASHINGTON LAW ENFORCEMENT EXECUTIVE FORUM (WLEEF) concept was developed. The Forum is comprised of representative members of WASPC and business representatives whose seniority in the private sector allows them to speak for their particular industry at the policy formation level.

The translation of this goal into workable objectives required the development of a specific strategic plan which could deal with current and future directions, activities, and programs and address such mutual concerns as white collar crime against business, terrorist activities aimed at corporate executives and resources, and the facilitation of integrated efforts by public agencies and the security elements of the private sector.

B. Accomplishments

The initial Strategic Planning Annex for the Washington Law Enforcement Executive Forum spanned the years from 1981 through 1986, and was

essentially a planning annex to the Five Year Plan of the Washington Association of Sheriffs and Police Chiefs.

During those years the Forum was successful in implementing many of its planning recommendations and goals. Accomplishments in areas of legislation included successful assistance in legislative advocacy efforts for a number of bills considered beneficial to the upgrading of public safety, the professionalization of law enforcement, and the enhancement of the public/private sector relationship in the areas of integrated efforts and community safety.

To this end the WLEEF also worked in close cooperation with the King County Prosecuting Attorney's Office, the Washington Association of Sheriffs and Police Chiefs, the Washington Association of Prosecuting Attorneys, and the Legislature on landmark legislation regarding computer crime, access to criminal history information on potential employees. The form also assisted in other key public safety issues including the Peace Officer Powers and Statewide Mutual Aid Reform Act, and Use of Lethal Force Reform Act, and other legislative efforts.

The public sector/private sector partnership which is the Forum hosted a unique Public Safety Summit, which included participation by board members of the International Association of Chiefs of Police, the American Society for Industrial Security, the State Associations of Chiefs of Police, the National Institute of Justice, and others. This historical gathering at the University of Washington in Seattle served as a showcase for the Hallcrest Report, recognized as a landmark in the study of public/private sector relations in areas of safety and security.

Still other links were forged between the Forum and other key institutions when the Forum participated as a cosponsor in the Loaned Executive Management Assistance Program along with WASPC and the Washington Criminal Justice Training Commission. This program of various agency assistance services has played a significant role in the professionalization of Washington Law Enforcement agencies and will continue to be an integral

part of the new Washington State Law Enforcement Accreditation Program presently under development.

Working with the Washington State Patrol, the State Traffic Safety Commission, and Seattle radio station KIRO, the Forum assisted in the funding and development of the statewide toll free hotline for reporting drunk drivers and in the media blitz which introduced it.

The Forum also assisted in the Publications Committee of WASPC with the WASHINGTON LAW ENFORCEMENT EXECUTIVE JOURNAL project. The Journal, which is the official publication of WASPC, serves as an important communications link between the public and private sectors in Washington State.

In the Washington Law Enforcement Executive Strategies Project, the Forum has already worked with WASPC on key areas such as mutual aid and lethality/deadly force, and is exploring the development of guidelines and standards in such areas of interest for public/private sector cooperation as limited commission status for private security personnel, product tampering, State standards for private security, white collar crime education/prevention, and others.

During the past several years the Forum's Speakers' Bureau has arranged for access to such notables as Judge Webster, Director of the FBI; "Chips" Stuart, Director of the National Institute of Justice; James Q. Wilson of Harvard University; Assistant Director Jerry Parr of the U.S. Secret Service; Assistant Director Phillip McGuire of the Bureau of Alcohol, Tobacco, and Firearms, and others.

The Forum has participated in the sponsorship of the nation's first ever regional Law Enforcement Executive Command College, which graduated representatives of Alaska, Idaho, Montana, Oregon, Washington, and British Columbia in its first session in 1986, under joint auspices of the FBI, the Washington Criminal Justice Training Commission, and the Washington Association of Sheriffs and Police Chiefs.

Because of the success of the Forum concept, assistance and/or information on implementing similar programs has been given to several other states and to one other country at their request.

Current efforts include continuation of many of the efforts and programs mentioned above, as well as participation in efforts to establish a support group for the families of slain police officers, a shared training project in which training programs in large corporations make slots available to law enforcement participants as a sort of "grant - in - aid," and in which more planning and effort will be invested in mutual public/private sector training exchanges. The Forum has also interested itself in facilitating the development of an adequate criminal justice training campus and facilities for the state's future. A new Forum task force on corporate victimization and white collar crime is presently active called the Economic Crime Task Force.

II. TREND ANALYSIS

Traditionally law enforcement in the United States has operated on the principle of local autonomy and the concept of centralized control of police authority. This has been true to varying degrees throughout the United States, depending upon the missions of various agencies which exercise concurrent jurisdiction at the County and State levels. Although many strong State police agencies exist which assume responsibility for coordinating certain types of local efforts when multiple jurisdictions are involved in common projects, the general concept of policing has been to provide for the formation of agency policy at the local level.

Historically the concept of policing in a free society was rooted in the theory that it was a primary obligation of organized government to provide for the public safety and that each responsible citizen had a personal obligation as part of the larger community to cooperate with society in achieving and maintaining the desired and necessary levels of domestic safety and tranquility. This was the origin of such things as the posse comitatus element in theories of common law which made every citizen partly responsible for the policing of the society whose membership that citizen enjoyed.

With the advent of the industrial revolution and the urbanization of society, the police role followed the general trend and became more sophisticated and specialized, with the result that the authority to police society was delegated to a specially trained few. This gave birth to what has evolved now into modern law enforcement agencies. More recently, the staggering burden of crime in society and the escalating costs of policing have once again highlighted the perspective that the police are actually a resource to the community, and an enabling specialized organization whose function is to assist the community in policing itself rather than to assume the total and full responsibility of protecting society. Recent years have seen the development of this perspective into such things as standardized crime prevention involving broader and more active citizen participation.

As the role participation shifts to meet the demands of modern pressure, corporate entities as well as individuals have been expected to take both a more active role and to assume greater responsibility in the provision of public safety needs.

Thus, the security industry and the security functions of commerce and industry in general, have received more emphasis in terms of personnel, training, resources, and shared efforts with the public sector in many areas of safety and security. This evolution has unfortunately often taken place in such a fashion as to create conflict, duplication of effort, and waste in valuable human and material resources in both public and private sectors.

It is apparent that the future of successful community safety is increasingly dependent upon greater sharing and cooperation among all of those whose personal, corporate and professional interests are directly or indirectly related to the achievement of goals in this essential area of ordered society. Therefore, the WASHINGTON ASSOCIATION OF SHERIFFS AND POLICE CHIEFS in concert with those representatives of business and industry encompassed by the WASHINGTON LAW ENFORCEMENT EXECUTIVE FORUM, intend to initiate a proactive and ordered planning process which will address such concerns both presently and for the future, and which will enable the public and private sectors to mutually enhance one another's efforts in achieving more efficient and

effective public safety. The following strategic plan is intended to quantify and express in identifiable concepts both some of the methodologies by which such concerns can be approached.

III. STRATEGIC PLAN UPDATE

A. Strategic Plan Perspectives

1. Rationale - The purpose of joint strategic planning by the WLEEF and the WASPC is to insure that those long-range goals, objectives, and priorities established by each body are integrated in such a way so as to enhance mutual efforts aimed at achieving improved operations and services in each of the areas identified through the planning process.
2. Planning Process - Since neither WLEEF nor WASPC is the primary or full-time occupation of the parties concerned, it is envisioned that planning efforts by both the FORUM and WASPC would be mutually reviewed and approved by the membership of both and subsequently updated as the need arose.
3. Current Objectives - As listed, the current and ongoing goals of WLEEF are:
 - a. To create an atmosphere of mutual understanding of problems facing law enforcement and the business community.
 - b. To identify and impact crime trends involving the community. WLEEF has translated these goals into the following general objectives:
 - (1) To provide the basis for frequent and constructive dialogue between law enforcement and the business community.

- (2) To research, create and provide orientation and executive level training designed to enhance the effectiveness of both groups.
- (3) To increase the involvement of private and corporate business management in the prevention of crimes against persons and property involving their employees and properties.
- (4) To facilitate public education and orientation with reference to the need for public/private sector cooperation.

B. Responsibilities

1. Forum Funds - Any funds entrusted to the Forum for the fostering and development of communication are not intended to supplant or subsidize the operating costs of WASPC except in those areas of coordination where such funds might legitimately be expended for the purpose of implementing or achieving programs or goals identified and designated in the WLEEF strategic plan. This approach to the control and administration of WLEEF funds greatly insulates both WASPC and WLEEF against even the appearance of WLEEF as a fiscal support source for WASPC per se. This does not prevent Forum funds from being utilized appropriately in either the enhancement of communications through organs such as WASHINGTON LAW ENFORCEMENT EXECUTIVE JOURNAL or for the furtherance of WLEEF objectives by means of coordination or other support services provided for such purposes through WASPC. In any event, Forum funds are held in trust and administered through WLEEF.
2. Legislative Analysis and Support - It is also essential for the mutual integrity of both WASPC and WLEEF that the respective memberships of each recognize that both organizations are

nonpartisan and do not separately or in combination constitute a "lobbying " coalition for the purposes of developing or influencing general legislation which might be construed as benefiting either or both. It is a stated ethical consideration that neither the public sector as represented by law enforcement management nor the private sector as represented by business executives intends to achieve or realize any special consideration personally, corporately, or organizationally from efforts related to the legislative process. Rather, allowance must be made for independence of effort when appropriate and mutual support where feasible and in the best interests of society and the general public.

3. Advocacy Role - One of the keys to the effectiveness of WLEEF efforts is the role participation of its membership, i.e., the individual members of the Forum should recognize that they are there as representatives not only of their own companies, corporations or industries, but more importantly as representatives of and spokesmen for their particular segment of the economy and their particular specialization in industry or commerce.

Likewise, law enforcement representatives who are members of the Forum are expected to function on behalf of all of the agencies (Federal, State and Local) which WASPC encompasses rather than just their own individual agency or type of agency.

In this way the Forum remains effective in its planning processes, takes into consideration the broader needs of both public and private sectors while obviating any appearance of self-interest or self-enhancement.

Too frequently any mutual effort or dialogue involving public officials and private enterprise is scrutinized and negatively criticized because the critics make a total differentiation

between the public good and interest and the profit motive and related business competitiveness which they characterize as the sole motivating factor in free enterprise. The Forum wishes to state and acknowledge that the public interest is not the sole purview of government, and that business and industry also recognize and respond to broader obligations to society-at-large, as well as to their own corporate interests. It is only through the formalized recognition of this reality that mutual planning and programming efforts such as those mentioned later in this document can be kept free of any implied taint that might be inherent in the philosophy espoused by such critics. Certainly the contributions of private enterprise to the betterment of society as a whole provide adequate precedent for the potential good to be realized by mutual undertakings such as this.

C. External Trends

1. Problems

- a. Political - The very diversity in terms of operating policies, etc., which are the result of autonomy in local policing and the variety in the expanding number and types of corporate industries, combined with the tangle of Local, State and Federal ordinance, statutes, and regulatory restrictions coalesce to make any sort of detailed and uniform planning or policy formulation difficult. Therefore, any future strategic planning, to be meaningful and adaptable to individual situations and local needs must necessarily be broad enough in scope to allow for flexibility in application.
- b. Social Trends - The very fabric of a free society creates challenges as priorities for both public and private resources tend to be responsive to changing social mores

and perceptions. Continued planning efforts, therefore, remain fluid enough to take into account regional and chronological modifications as reflected in such areas as case law decisions, state of the art, and philosophies of management.

- c. Economic - In a time of diminishing public resources, new programs and activities and the provision of new or different services beyond the traditional have to be weighed in the context of budgetary restrictions, and the hesitancy to accept new responsibilities in light of such. Therefore, our own strategic planning processes seek, in every possible way, to achieve greater efficiency for existing assets by diversification and sharing where possible.
- d. Educational - If advances are to be made in the integration of public and private efforts in areas of mutual concern regarding planning, it is essential that both law enforcement and corporate executives educate their respective personnel in the desirability of such efforts and the mutual benefits to be derived therefrom; e.g., the training of retail sales security personnel and the process of shoplifter arrests and the utilization of civil penalty alternatives has lead to enhanced recovery for the businesses in question and reduction of demands made upon local law enforcement man-hours with the ultimate result being both greater protection for and less cost to the consumer/taxpayer. Regardless, demographic account must be taken of the difference in need and priorities brought about because of differences between urban, suburban and rural locales and the various levels and types of concerns regarding crime, security and public safety present in each. While organizations such as the International Association of Chiefs of Police may look at these types of

planning challenges at the broader level, WLEEF and WASPC are afforded the advantage of dealing only with one state, even though Washington itself certainly possesses a great deal of diversification.

- e. Legal - The perceptions of some people as mentioned above under "Responsibilities" as well as the real restrictions that exist upon the utilization and expenditure of public funds earmarked for law enforcement purposes, and the further limitations imposed by laws governing public disclosure, privacy, freedom of information, etc., need to be thoroughly considered in their potential impact upon our strategic planning process.
2. Opportunities - While there are a number of continuing challenges posed to the planning process as implied by some of the concerns expressed above, the fact is that such a process has proven very successful and productive to date and, therefore, the opportunity is relatively broad for continued joint planning efforts. A number of resources already exist which can be reviewed as to their applicability and usefulness in the process itself. The WASHINGTON STATE LAW ENFORCEMENT STANDARDS AND GOALS, general documents on the police and society, the WASPC LONG-RANGE GENERAL PLAN, and much of the material and information available from ASIS will continue to be applicable and should provide us with significant assistance in efforts for the future.

Results achieved to date through the Forum via mutual efforts by law enforcement executives and corporate management indicate that the efforts we undertake, have effects which reach beyond our immediate scope of concern here in the state of Washington and, therefore, are contributory towards similar efforts in other areas. The growing national concern about crime and the rapid expansion and development of the private sector security

industry indicate that there will continue to be a number of resources which we can use to enhance this process.

D. Analysis of the Internal Situation

1. Vulnerabilities - Our vulnerabilities should be viewed in two ways:

- a. Internal - By the very nature of its constitution WLEEF is a part-time area of interest with no permanent staff and very limited resources. This in part practically dictates the scope and extent of our planning effort in detail, etc. Further WLEEF's internal composition is not totally representative of all segments of the economy and this may prove to be a limitation on the comprehensiveness of any planning efforts and should be taken into consideration for that reason. Thus, we should continue efforts to be broadly representative within the scope of our brief.
- b. External - In addition to such things as our own internal limitations and the constraints we must also be sensitive to more external vulnerabilities such as those touched upon in earlier sections of this document. There are still those who consider a formalized relationship between law enforcement agencies and private industry as threatening. Some people may consider it a conflict of interest, and we must be prepared to deal with such perceptions. The work product of our planning efforts can still be expected to be scrutinized by those who espouse such a persuasion, though this has not been a factor during our first five years.

Additionally, there is the real concern which grows out of the legitimate competition that exists among the various corporate institutions within each segment of the business interests represented on the Forum. It goes without saying

that we should insure through our own internal controls that no one company could be perceived as driving an advantage over other companies with whom it is in competition and yet whose interests it would be seen to broadly represent by virtue of one of its executives being a member of this Forum.

2. Strengths - WLEEF strengths lie primarily in the willingness of both law enforcement and business interests to identify mutual concerns and to share in the planning effort designed to meet them. Collectively the private and public sector members of WLEEF represent a substantial portion of our State's criminal justice system and business community. All have resources which can at least to some extent be legitimately dedicated to the planning process itself without compromising our primary areas of responsibility and without crossing any ethical boundaries which might create a conflict of interest. Our history reflects the validity of this premise.

3. Key Leverages - In evaluating the potential for a viable planning process we should be aware of our own key leverages in achieving protection in this area:

- a. An effective data base because of the State's Uniform Crime Reporting System which can be tailored to respond to areas of concern in which we need more detailed information than that usually provided through FBI Uniform Crime Report.
- b. The existence of professional development and training programs within both the public and private sectors which are being increasingly integrated into a "shared resources" approach for making law enforcement and business executives more aware of mutual needs and concerns.

- c. A formalized office for communication and coordination through WASPC's executive director.
- d. A printed organ which serves as the conveyance for disseminating the results of the planning process to law enforcement, private industry and public officials (Law Enforcement Executive Journal).

D. Strategic Recommendations

1. Key Strategies - In keeping with its stated goals and objectives WLEEF continues to identify as one of its key strategies the facilitation of opportunities to create an atmosphere of mutual understanding and knowledge for law enforcement and business executives and a mutual exploration and analysis of such things as:
 - a. Crime trends impacting the business community.
 - b. Implications of an expanded security role for business.
 - c. Standards governing the recruitment, screening, selection and training of security personnel.
 - d. The accessing and protection of sensitive information.
 - e. The development of joint procedures between police and private security for the investigation of employee theft.
 - f. Greater mutual efforts in understanding and investigating computer crime.
 - g. Personal and corporate security, etc.

The above list is merely a sample of areas of concern and not intended to be either comprehensive or exclusive. Other areas of interest would include the implications of terrorism as it regards executive protection and target identification and hardening; informational and training seminars held jointly for private and public sector personnel; mutual planning in terms of hazardous materials handling and shipment; development of mutual aid programs which would permit utilization of specialized equipment where legal and appropriate, the issue of drugs and drug testing in the workplace, product tampering, etc.

2. Primary Tactics - Because of the limitations imposed by the very nature of WLEEF's composition and limited resources, experience has shown that the Forum itself in conjunction with WASPC more appropriately serves as a resource rather than a direct service provider when considering many of the above listed possibilities. However, even within its limited scope WLEEF in concert with WASPC can afford the mechanism and opportunity for such things as interdisciplinary seminars by opening the doors to existing programs and by calling upon individual members with expertise in given areas and encouraging them to share the expertise in personal presentations or written articles, etc. The opportunities are only limited really by the amount of time and the depth of involvement perceived as appropriate by the Forum membership. It continues, therefore, to be one of the important aspects of our planning process to identify the scope and extent of such involvement as well as the key areas of concern upon which such involvement would focus.

IV. SUMMARY

The purpose of this plan annex has been to explain the functioning of the Forum within the context of the WASPC. The Forum is a self sustaining concept that does not weigh financially or administratively upon the efforts of the larger State association. This document serves to articulate the linkage

between these two organizations and between the governing planning document of WASPC and the strategic plan of the Forum. The inaugural years of the Forum have seen the methodical establishment of goals, objectives, committees, structure and leadership. This approach has brought the Forum on-line in terms of sophistication and management of its affairs with WASPC, but with the full understanding that it operates in concert with the mission of the WASPC as articulated in its five year plan. The Forum's first years have proven to be most productive in a variety of efforts, and its track record and reputation have been established. It remains for the current membership to carry on an already established tradition of public/private sector cooperation, and of exploring new challenges and possibilities in flexible, productive, and creative ventures.