Theses and Dissertations   1. Thesis and Dissertation Collection, all items

2005-03

Community policing as the primary prevention strategy for Homeland Security at the local law enforcement level

Docobo, Jose Miguel

Monterey, California. Naval Postgraduate School

http://hdl.handle.net/10945/2289

NAVAL
POSTGRADUATE
SCHOOL

MONTEREY, CALIFORNIA

THESIS

COMMUNITY-POLICING AS THE PRIMARY PREVENTION STRATEGY FOR HOMELAND SECURITY AT THE LOCAL LAW ENFORCEMENT LEVEL
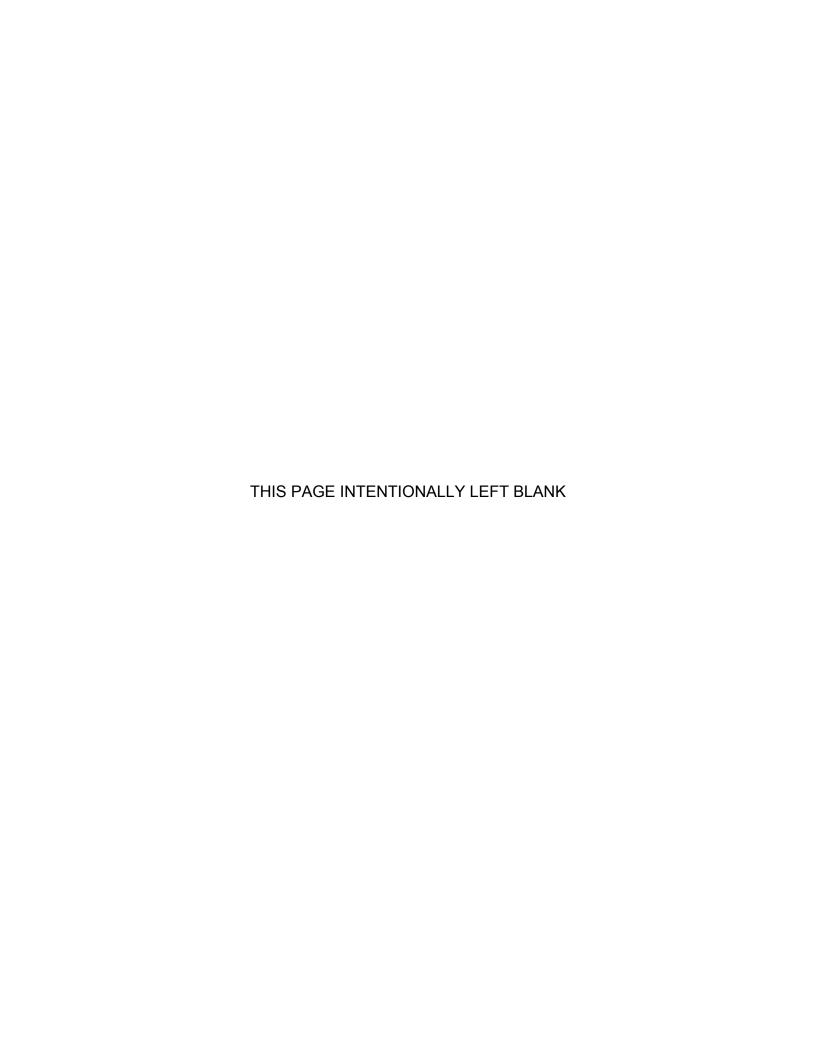
by

Jose M. Docobo

March 2005

Thesis Advisor: Christopher Bellavita
Second Reader: Carl W. Hawkins Jr.

Approved for public release; distribution is unlimited

THIS PAGE INTENTIONALLY LEFT BLANK

REPORT DOCUMENTATION PAGE			*Form Approved OMB No. 0704-0188*
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instruction, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188) Washington DC 20503.			
1. AGENCY USE ONLY *(Leave blank)*	**2. REPORT DATE** March 2005	**3. REPORT TYPE AND DATES COVERED** Master's Thesis	
4. TITLE AND SUBTITLE: Community Policing as the Primary Strategy for Homeland Security Prevention at the Local Law Enforcement Level		**5. FUNDING NUMBERS**	
6. AUTHOR(S) Jose M. Docobo			
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Naval Postgraduate School Monterey, CA 93943-5000		**8. PERFORMING ORGANIZATION REPORT NUMBER**	
9. SPONSORING /MONITORING AGENCY NAME(S) AND ADDRESS(ES) N/A		**10. SPONSORING/MONITORING AGENCY REPORT NUMBER**	
11. SUPPLEMENTARY NOTES The views expressed in this thesis are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government.			
12a. DISTRIBUTION / AVAILABILITY STATEMENT Approved for public release; distribution is unlimited		**12b. DISTRIBUTION CODE**	

13. ABSTRACT (maximum 200 words)

    In the wake of September 11, 2001, local law enforcement agencies throughout the country find themselves struggling to identify their responsibilities and define their future role in the effort against terrorism in our homeland. At a time when law enforcement organizations are competing for limited funds and resources, agencies will have to look at how to adapt existing policing philosophies and strategies, such as community-oriented policing, to address the issue of homeland security.

    The goal of terrorism is centered in creating an atmosphere of fear in society to achieve a philosophical goal. Terrorism is about the impact of its violence on society. This requires the application of the basic concepts of law enforcement: protection and prevention to terrorism.

    As a result of the events of September 11, 2001, law enforcement agencies have had to assimilate homeland security strategies into their existing responsibilities for combating crime and maintaining social order. This thesis will identify how homeland security prevention and deterrence responsibilities efforts can be effectively integrated into local law enforcement's existing community policing framework. This thesis will also study attempt to identify the extent to which local law enforcement agencies in the state of Florida have adopted community-policing efforts into their homeland security strategy.

14. SUBJECT TERMS Terrorism, Community Policing, Law Enforcement, Prevention			**15. NUMBER OF PAGES** 99
			16. PRICE CODE
17. SECURITY CLASSIFICATION OF REPORT Unclassified	**18. SECURITY CLASSIFICATION OF THIS PAGE** Unclassified	**19. SECURITY CLASSIFICATION OF ABSTRACT** Unclassified	**20. LIMITATION OF ABSTRACT** UL

THIS PAGE INTENTIONALLY LEFT BLANK

COMMUNITY POLICING AS THE PRIMARY PREVENTION STRATEGY FOR HOMELAND SECURITY AT THE LOCAL LAW ENFORCEMENT LEVEL

Jose M. Docobo
Chief Deputy, Hillsborough County Sheriff's Office
B.A., University of South Florida, 1979

Submitted in partial fulfillment of the
requirements for the degree of

**MASTER OF ARTS IN SECURITY STUDIES
(HOMELAND SECURITY AND DEFENSE)**

from the

**NAVAL POSTGRADUATE SCHOOL
March 2005**

Author: Jose Miguel Docobo

Approved by: Christopher Bellavita, Ph.D.
                 Thesis Advisor

                 Carl W. Hawkins Jr., D.P.A.
                 Second Reader

                 Douglas Porch, Ph.D.
                 Chairman, Department of National Security Affairs

THIS PAGE INTENTIONALLY LEFT BLANK

ABSTRACT

In the wake of September 11, 2001, local law enforcement agencies throughout the country find themselves struggling to identify their responsibilities and define their future role in the effort against terrorism in our homeland. At a time when law enforcement organizations are competing for limited funds and resources, agencies will have to look at how to adapt existing policing philosophies and strategies, such as community-oriented policing, to address the issue of homeland security.

The goal of terrorism is centered in creating an atmosphere of fear in society to achieve a philosophical goal. Terrorism is about the impact of its violence on society. This requires the application of the basic concepts of law enforcement: protection and prevention to terrorism.

As a result of the events of September 11, 2001, law enforcement agencies have had to assimilate homeland security strategies into their existing responsibilities for combating crime and maintaining social order. This thesis will identify how homeland security prevention and deterrence responsibilities efforts can be effectively integrated into local law enforcement's existing community policing framework. This thesis will also study attempt to identify the extent to which local law enforcement agencies in the state of Florida have adopted community-policing efforts into their homeland security strategy.

THIS PAGE INTENTIONALLY LEFT BLANK

TABLE OF CONTENTS

LIST OF FIGURES

THIS PAGE INTENTIONALLY LEFT BLANK

LIST OF TABLES

THIS PAGE INTENTIONALLY LEFT BLANK

ACKNOWLEDGMENTS

I would like to express my gratitude to Dr. Chris Bellavita and Dr. Carl W. Hawkins, Jr. for the advice and guidance they provided in helping me complete this thesis. I would also like to thank Dr. William Pelfrey and Timothy Hart who provided valuable insight and assistance throughout the process of researching and writing this thesis.

Lastly, and most importantly, I would like to thank my wife Vivian for the understanding, support and love she gave while I struggled through this program and thesis. She kept me sane and provided the support I needed to keep me focused throughout the last eighteen months.

THIS PAGE INTENTIONALLY LEFT BLANK

I. INTRODUCTION

A. PROBLEM

President Bush's National Strategy for Homeland Security has defined homeland security as "a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur."[1] Fundamental to this definition are the words "concerted national effort," which is based on the principles of shared responsibility and partnership between the Congress, state and local governments, the private sector and the American people.[2] Law enforcement, as a major partner in this effort, has traditionally had as its primary role that of "first responder" in post-incident response and consequence management of terrorist actions.

In the wake of September 11, 2001, local law enforcement agencies throughout the country find themselves struggling to identify their responsibilities and define their future role in the effort against terrorism in our homeland. Traditionally, local law enforcement has concerned itself primarily with preventing and solving crimes such as burglary, theft, robbery — crimes that have an instant and visible impact on the community and affect the quality of life of its citizens. In the face of new and unknown future terrorist threats, local law enforcement organizations will have to adopt policing philosophies and strategies to successfully fulfill the requirement of homeland security.

This thesis will examine whether their existing community-policing prevention and deterrence strategies are compatible in fulfilling their expanded responsibilities for homeland security. In addition, I will examine the extent to which local law-enforcement organizations in the state of Florida have adopted a community-oriented policing philosophy into their homeland security strategy. The integration of homeland security into community-oriented policing is important because, for the last decade, law enforcement organizations have

---

[1] Office of Homeland Security, *National Strategy for Homeland Security*. Office of Homeland Security (Washington, D.C.: Government Printing Office, 2002), 2.

[2] Ibid.

1

approached crime prevention and deterrence by adopting a community-oriented policing philosophy. The Law Enforcement Management and Administrative Statistics (LEMAS) published in April 2004 for the year 2000 shows that about two-thirds of larger municipal (68%) and county (66%) police departments had a full-time community policing unit and nearly all municipal (95%) and county (94%) police departments had sworn personnel designated as full-time community policing officers compared to compared to approximately 80% in 1997.[3]

Law enforcement organizations have sought to address the causes of crime and reduce the fear of crime in communities through the creation of effective partnerships with the community and other public and private-sector resources, through the application of problem-solving strategies or tactics, and through the transformation of the organizational culture and structure of police agencies. The new policing model for terrorism and homeland security must address the areas of training, crime prevention, intelligence gathering, and data sharing. While these roles are not new to local policing, homeland security at the local level will require a shift in law enforcement's role if police are to ensure the safety and welfare of citizens. At a time when law enforcement organizations are competing for limited funds and resources, agencies will have to look at how to adapt existing policing philosophies and strategies, such as community-oriented policing, to address the issue of homeland security.

B.   SIGNIFICANCE OF RESEARCH

A considerable amount of empirical research has focused on the effectiveness of community-oriented policing. While researchers have suggested that community policing can fit into the overall national strategy for homeland security, little research specifically identifies community-policing strategies and their direct application to the national strategy for homeland security. Many of the objectives of terrorism protection/prevention parallel law enforcement's current policies in respect to local crime issues. Because of these similarities, individual,

---

[3] Brian Reaves and Matthew Hickman, *Law Enforcement Management and Administrative Statistics, 2000: Data for Individual State and Local Agencies with 100 or more Officers*, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, (Washington D.C., 2004), vi.

neighborhood and community crime-prevention strategies should support law enforcement in the fight against terrorism. Without further terrorist acts on domestic soil, politicians and law enforcement managers may find it difficult to continue dedicating financial and manpower resources to what may be seen as a diminishing or non-existent threat. While some organizations have chosen to create separate units dedicated to terrorism protection, it may be difficult to sustain these initiatives unless they are integrated into the organization's adopted policing philosophy. If law enforcement is to remain an integral part of the "concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur,"[4] then local law enforcement will have to integrate homeland security into its organizational culture if it is to sustain a permanent role in the effort to deter terrorism.

C.   LITERATURE REVIEW

Over the past decade, law enforcement agencies, through the adoption of a community-oriented policing philosophy, have sought to address the causes of crime and reduce the fear of crime through problem-solving strategies and police/ community partnerships. In agencies that adhere to this philosophy, officers adopt a pro-active approach to crime control; rather than the traditional reactive approach relied upon during the major part of the 20th century. Instead of law enforcement only reacting to crimes after they have been committed and brought to their attention, officers attempt to resolve community concerns that, if not resolved, can culminate in the commission of additional crimes. The predominant idea of community policing is for law enforcement and citizens to interact in cooperative efforts to reduce crime in their neighborhoods.

The primary factors that have given rise to community policing have been citizen disenchantment with police service and frustration with the traditional

---

[4] Office of Homeland Security, National Strategy for Homeland Security. Office of Homeland Security (Washington, D.C.: Government Printing Office, 2002), 2.

reactive role of the police officer.[5] These justifications are based in part on the research conducted by Wilson and Kelling, and on their "broken windows" theory. Wilson and Kelling compare a building with broken windows that have not been repaired to disorderly behavior that is left unchallenged. The researchers claim that disorder, if ignored, increases and may lead to serious crime.[6]

Traditional policing entails officers responding to individual incidents in order to stabilize problems, but not focusing on underlying sociological, economic, psychological and other cultural factors that may influence the problems. In 1987, Eck and Spelman proposed a four-stage problem-solving approach to policing. Eck and Spelman's problem-solving model is known as SARA (scanning, analysis, response, assessment) and includes identifying potential problems, collecting information from sources inside and outside of the agency, developing and implementing solutions, and evaluating the effectiveness of the implementation.[7]

Although there is no single definition of community policing, the most widely accepted definition identifies three critical elements: the creation of and reliance on effective partnerships between the police on the one hand and the community or other public and private-sector resources on the other; application of problem-solving strategies or tactics; and the transformation of police organizational culture and structure to support the philosophical shift. Community policing was initially designed around the core concepts of community engagement and problem solving to address crime, quality of life and other public safety issues. These concepts, however, could have direct application to homeland security operations.

A considerable amount of empirical research has examined the effectiveness of community policing programs and their impact on citizen's fear

---

[5] G. Kelling, Police and Communities: The quiet revolution, Perspectives on Policing, Washington D.C.: United States Department of Justice, 1988

[6] J. Q. Wilson and G. L. Kelling, Broken Windows: The Police and Neighborhood Safety. The Atlantic Monthly, March 1982, pp. 29-38.

[7] John Eck and William Spelman. Problem Oriented Policing, Washington, D.C., National Institute of Justice, January 1987.

and perception of crime.[8] Cordner, Williams and Pate studied the effects of community policing programs on citizens' fear of crime, by measuring fear before and after community policing programs were implemented.   Cordner et al. examined a community policing project in Baltimore, Maryland and concluded that community policing interventions were associated with moderate reductions in reported fear. Cordner's study further showed that as the project evolved, the effects of community policing became more pronounced.[9]   In another study, Williams and Pate contend that a community policing program in Newark, New Jersey was associated with significant reductions in perceived social disorder problems and fear of victimization.[10]

In a survey conducted by the Police Executive Research Forum (PERF) in October 2001, a majority of the 250 police chiefs polled stated that they believe local law enforcement can make a valuable contribution to preventing terrorism by building on their community-policing networks to exchange information with citizens and gather intelligence.[11] A white paper published by PERF and the Office of Community Oriented Policing Services (COPS) recommended that law enforcement must develop strategies that employ the underlying principles of community policing to prevent terrorist activities.[12]   In June 2003, the U.S. Department of Homeland Security, Office for Domestic Preparedness issued its Guidelines for Homeland Security in Prevention and Deterrence.   In these guidelines, ODP recommended the use of community policing initiatives, strategies, and tactics as a basis to identify suspicious activities related to terrorism.[13]

---

[8] G.W. Cordner, Fear of Crime and the police: An evaluation of fear reduction strategy, Journal of Police Science and Administration, 14(3), 1986, 223-233.

[9] Ibid.

[10] H. Williams and A. Pate, "Returning to first principles: Reducing the fear of crime in Newark," Crime and Delinquency, 33(1), 1987, 53-70.

[11] Police Executive Research Forum, Local Law Enforcement's Role in Preventing and Responding to Terrorism, Washington, D.C., October 2, 2001, 2.

[12] Police Executive Research Forum and The Office of Community Oriented Policing Services, Protecting Your Community From Terrorism: Strategies for Local Law Enforcement, Volume 1: Local-Federal Partnerships, March 2003, Washington, D.C., 1-14.

[13] U.S. Department of Homeland Security, The Office for Domestic Preparedness Guidelines for Homeland Security, June 2003, Prevention and Deterrence, Washington D.C., 7.

Rob Chapman and Matthew C. Scheider, Senior Analysts at the Office of Community Oriented Policing Services (COPS), suggest that community policing could play an integral role in homeland security. The authors contend that by using the three basic tenets of organizational change, problem solving, and external partnerships, community policing can help police prepare for and prevent terrorist acts and respond to the fear such threats engender.[14] Community policing helps build trust between the community and law enforcement, which allows officers to develop knowledge of the community and resident activity and can provide vital intelligence relating to potential terrorist actions. Local law enforcement can facilitate information gathering among ethnic or religious community groups with whom police have established a relationship. It will generally be citizens who observe the unusual in their community, such as small groups of men living in apartments or motels, or unusual behavior at flight schools, and may normally be expected to report such observations to the local police. According to Chapman and Scheider, problem-solving models typically used in community policing are well suited for preventing and responding to possible terrorist activity. Using existing data sources, agencies can conduct target vulnerability assessments and develop risk-management and crisis plans.[15]

In a 2002 publication, the U.S. Department of Justice, Office of Community Oriented Policing discussed a series of community-oriented policing resources and practices that have a direct application to terrorism protection, deterrence, and prevention. These include the use of crime mapping that employs GIS systems, data collection and analysis protocols, and technologies that may be used as platforms for gathering intelligence to assess terrorism vulnerability. In addition, the community partnerships formed by police in the

---

[14] Rob Chapman and Matthew C. Scheider, "Community Policing: Now More than Ever," Office of Community Oriented Policing, U.S. Department of Justice, Washington, D.C., 2002

[15] Ibid. 3.

course of community-oriented problem solving provide a ready framework for engaging citizens in helping police to identify possible threats and implement preparedness plans.[16]

Crime prevention has been defined by the Crime Prevention Coalition of America as "a pattern of attitudes and behaviors directed both at reducing the threat of crime and enhancing the sense of safety and security to positively influence the quality of life in our society and to develop environments where crime cannot flourish."[17] The prevention of terrorist activities within the country is the most desirable function law enforcement agencies can perform. Reducing or preventing a community's vulnerability to victimization has always been at the heart of law enforcement's mission. "Crime prevention" units or functions can be found in virtually every local law enforcement agency throughout the United States. The goal of these units is to work hand in hand with the community to reduce its susceptibility to victimization by providing for an exchange of information. After the events of September 11, 2001, the idea of involving citizens in crime prevention has taken on new significance, with President Bush calling for greater citizen involvement in homeland security through initiatives such as Citizen Corps and Freedom Corps.[18] These programs were created by President Bush so that Americans could participate directly in homeland security efforts in their own communities. This network of volunteer efforts uses the foundations already established by law enforcement in order to prepare local communities to effectively respond to the threats of terrorism and crime. In addition to creating the Citizen's Corps and Freedom Corps, the President's plan is to enhance community policing programs already in place, such as Neighborhood Watch, by incorporating terrorism prevention into its mission.

---

[16] U.S. Department of Justice, Office of Community Oriented Policing Services, COPS INNOVATIONS, A Closer Look, Local Law Enforcement responds to Terrorism: Lessons in Prevention and Preparedness, Washington, D.C., 2002.

[17]Crime Prevention Coalition, Crime Prevention in America: Foundations for Action (Washington, D.C., National Crime Prevention Council, 1990), 64.

[18]President George W. Bush, Citizen Corps, Obtained from internet http://www.whitehouse.gov, [May14,2004].

D. HYPOTHESIS

As a result of the events of September 11, 2001, law enforcement agencies have had to assimilate homeland security strategies into their existing responsibilities for combating crime and maintaining social order. This study will identify how homeland security prevention and deterrence responsibilities efforts can be effectively integrated into local law enforcement's existing community policing framework. This study will also attempt to identify the extent to which local law enforcement agencies in the state of Florida have adopted community-policing efforts into their homeland security strategy.

E. METHODOLOGY

The methodology used in this research will first entail a review of the relevant literature. This review will focus on the definition and treatment of terrorism as a civil law-enforcement issue, rather than as a military action. This thesis will also examine the evolution of community oriented policing as the predominant policing philosophy, and determine whether this philosophy can be applied to allow local law enforcement to address its homeland security responsibilities. In addition, a structured questionnaire will be used to survey police departments and sheriff's offices within the state of Florida.

The survey will focus on identifying the extent to which agencies feel that homeland security efforts have been integrated into the three core values of community policing: creating external partnerships, problem solving techniques, and organizational transformation. In addition, the survey will attempt to identify what obstacles exist for agencies that wish to implement an integrated approach to their homeland-security and community-policing.

F. OUTLINE

1. Chapter I - Introduction

The events of September 11, 2001 changed the way American law enforcement views its role in the overall national strategy for homeland security.

Rather than creating new policing strategies, tactics or philosophies, local law enforcement organizations must turn to existing successful policing methods and adapt these strategies to homeland security if these organizations are to sustain these efforts. Community-oriented policing, as the predominate policing philosophy of the last decade, has proven successful in dealing with crime and social disorder in our communities. Research to date, however, is insufficient to assess whether law enforcement organizations feel that community-oriented policing will serve as a viable strategy for homeland security. This thesis will attempt to fill the void in this research by focusing on whether local law enforcement agencies in Florida feel that homeland security prevention and deterrence strategies can be effectively integrated into their community-oriented policing philosophy.

2. Chapter II – What is Terrorism?

This chapter will discuss the issue of terrorism within a military and civil-criminal context. The fundamental assumption will be that terrorism is first and foremost a crime, and that the most effective means of addressing terrorism on American soil is through the use of an existing law enforcement framework. In this capacity, law enforcement must adapt its current crime prevention and deterrence strategies to address the new mandate of homeland security.

3. Chapter III – Community-Oriented Policing

This chapter will review the history of policing methods within the United States and discuss the evolution of the community-oriented policing philosophy. This chapter will also define the major components and objectives of community-oriented policing and their role in addressing crime and social disorder within communities.

4. Chapter IV – Homeland Policing

This chapter will identify and discuss how existing strategies and tactics currently used in community policing can be adapted into a comprehensive

policing philosophy which encompasses both the community policing framework and local law enforcement's new role as primary partners in domestic prevention efforts against terrorism.

5. Chapter V - Survey Methodology, Data Gathering, and Analysis

This chapter will outline the methodology used in designing the structured questionnaire and the survey development and implementation. This chapter will discuss the analysis of the collected data through the survey and provide a detailed content-analysis based on the responses.

6. Chapter VI – Conclusion, Policy Recommendation, and Further Research

This chapter will provide a conclusion that addresses the questions raised in this thesis: Do representatives of law enforcement agencies in Florida feel that integrating their responsibility for terrorism deterrence and protection into the strategies and tactics currently employed as part of their community-policing philosophy is the most effective method for sustaining law enforcement's mission of homeland security? This chapter will also propose a model for the assimilation of specific homeland prevention and deterrence strategies and tactics into an agency's community-policing model.

II. DEFINING TERRORISM

A.   DEFINITION OF TERRORISM

The term "terrorism" was first used in France to describe a new system of government adopted during the French Revolution (1789-1799). The *regime de la terreur* (Reign of Terror) was intended to promote democracy and popular rule by ridding the revolution of its enemies and thereby purifying it. The word, however, did not gain wider popularity until the late 19th century when it was adopted by a group of Russian revolutionaries to describe their violent struggle against tsarist rule. Terrorism then assumed the more familiar anti-government associations it has today.

Terrorism is, by its nature, political because it involves the acquisition and use of power for the purpose of forcing others to submit, or agree, to terrorist demands. A terrorist attack, by generating publicity and focusing attention on the organization behind the attack, is designed to create this power. It also fosters an environment of fear and intimidation that the terrorists can manipulate. It differs in this respect from conventional warfare, where success is measured by the amount of military assets destroyed, the amount of territory seized, or the number of enemy killed. At the same time, terrorist acts, including murder, kidnapping, bombings, highjacking, etc. have always been defined as crimes, both nationally and internationally. Even in times of war, violence deliberately directed against civilians is considered a crime. But there is one difficulty: terrorism lacks any clear definition. No one seems to agree whether it belongs within criminal law or the laws of war. Even President Bush has described the attacks of September 11, 2001 as a "criminal act" and as an "act of war."

Differing definitions further confuse the question of whether terrorism is a crime or an act of war. Legal statutes in most countries around the world regard terrorism as a crime. Yet there is considerable variation in how these laws define terrorism, even in countries whose laws derive from a common origin. In England, legislation titled Terrorist Act 2000 states that terrorism is the "the use or threat is designed to influence the government or to intimidate the public or a

section of the public, and the use or threat is made for the purpose of advancing a political, religious or ideological cause… and (a) involves serious violence against a person, (b) involves serious damage to property, (c) endangers a person's life, other than that of the person committing the action, (d) creates a serious risk to the health or safety of the public or a section of the public, or (e) is designed seriously to interfere with or seriously to disrupt an electronic system."[19]   In Florida, Florida State Statute 775.30 defines "terrorism" as an activity that:

> (1)(a) Involves a violent act or an act dangerous to human life which is a violation of the criminal laws of this state or of the United States; or
> (b) Involves a violation of Florida statute 815.06; and
> (2) Is intended to:
> (a) Intimidate, injure, or coerce a civilian population;
> (b) Influence the policy of a government by intimidation or coercion; or
> (c) Affect the conduct of government through destruction of property, assassination, murder, kidnapping, or aircraft piracy.

Although the definition does not specifically address the issue of "fear" subsection (2) (a) addresses acts which are intended to intimidate or coerce the population.

In the United States, federal statute defines terrorism as "violent acts or acts dangerous to human life that… appear to be intended to intimidate or coerce a civilian population; to influence the policy of a government by intimidation or coercion; or to affect the conduct of a government by assassination or kidnapping."[20]   The defense department, however, defines terrorism as "the calculated use of violence or threat of violence to **inculcate fear**; intended to coerce or intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological" (emphasis added).[21]   Understanding the importance of the terrorism's meaning Martha Crenshaw has observed,

---

[19] Terrorist Act 2000, Her Majesty's Stationary Office, Chapter 11, Part I. Obtained from internet at http://www.legislation.hmso.gov.uk/acts/acts2000/00011--b.htm#1 [October 9, 2004].

[20] United States Code, Title 18, Section 2331 (18 USC 2331)

[21] Department of Defense Directive 2000.12, "DoD Antiterrorism/Force Protection (AT/FP) Program," April 13, 1999, Obtained from internet at http://www.dtic.mil/whs/directives/corres/text/d200012p.txt [June 27, 2004].

It is clear from surveying the literature of terrorism, as well as the public debate, that what one calls things matters. There are few neutral terms in politics, because political language affects the perceptions of protagonist and audiences, and such effect acquires a greater urgency in the drama of terrorism. Similarly, the meanings of the terms change to fit a changing context.[22]

So is terrorism a crime or an act of war? The issue is central to the current debate on the U.S. response and the legal avenues for handling terrorist acts. For there is a fundamental difference between a crime and an act of war: a crime is handled by civil authorities through the judiciary, and an act of war by the military.

B.   THE NATURE OF TERRORISM

At its core, terrorism is a psychological tactic aimed at creating a general atmosphere of fear, anxiety, and collapse in the community. Thomas Thornton refers to this process as 'disorientation' – the removal of the underpinnings of order which individuals live out their daily lives.[23]   The most psychologically damaging factor is the unpredictability of danger whereby no one any longer knows what to expect from anybody else.[24]   The hope is that eventually the community will be reduced to frightened individuals concerned only with their personal safety and, thus isolated from their wider social context.[25]   In other words, "terrorism seeks to destroy the very structure that allows a democratic society to exist."[26]

The goal of terrorism is centered in creating an atmosphere of fear in society to achieve a philosophical goal. Terrorism is about the impact of its violence on society. The nature of terrorism is the indiscriminate targeting of

---

[22] Martha Crenshaw, *Terrorist in Context,* (University Park, Penn.: Pennsylvania State University Press, 1995), 7.

[23] Thomas P. Thornton, "Terror as a Weapon of Political Agitation", H. Eckstein, ed., *Internal War* (London: Collier-Macmillan, 1964), 80-81.

[24]Martha Crenshaw, "The Concept of Revolutionary Terrorism," *The Journal of Conflict Resolution* 16/ (3), 1972, 388.

[25] Ibid.

[26] Peter Chalk, *West European Terrorism and Counter-Terrorism* (London and New York: Macmillan and St. Martin's Press, 1996), 95.

individuals and structures with a specific goal and purpose. Terrorism is indiscriminate and indirect in that the people killed are usually not targeted specifically. Indiscrimination plays a major role in creating an atmosphere of fear and anxiety; the more unpredictable the acts of violence become, the more disorientating they will tend to be.[27] Raymond Aron observed that "An action of violence is labeled 'terrorism' when its psychological effects are out of proportion to its purely physical result…The lack of discrimination helps to spread fear, for if no one in particular is a target, no one can be safe."[28] The targets are chosen because they will cause a desired impact (either the destruction of infrastructure, massive death, or disruption of society). Social scientists have noted that people give far more weight to events that are vivid than to acts that may have greater physical destruction but are less visual.[29] The nature of terrorism is in creating an atmosphere in which everyone believes that they can be a victim. Although initially, acts of terrorism may seem random in nature they are not random. The targets themselves may be threat specific; they are almost always not victim specific. Victims of terrorist acts may be unfortunate bystanders, suggesting randomness in the act itself. It is this appearance of random violence that creates public anxiety and fear, which is what terrorist want. The act must be such that society can see it and react to the attack. From the terrorists' perspective, the primary impact of their actions comes not from the physical impact, but from the psychological effects the act has on the population.[30]

The extraordinary publicity and visual impact of the September 11th attack resulted in citizens severely overestimating the likelihood of their future victimization as a result of a terrorist attack. While the more than 3,000 deaths which occurred as a result of the September 11, 2001 is clearly a catastrophic outcome, it is considerably smaller than much other mortality risk. More

---

[27] Peter Chalk, *West European Terrorism and Counter-Terrorism* (London and New York: Macmillan and St. Martin's Press, 1996), 13

[28] Raymond Aron, *Peace and War* (London: Weidenfeld and Nicholson, 1966), 170.

[29] Richard E. Nesbett and Herman Lee Ross, *Inference: Strategies and Shortcomings of Social Judgment*, (Englewood Cliffs, NJ: Prentice Hall, 1980), 62.

[30] Philip B. Heyman, *Terrorism and America: A Common Sense Strategy for a Democratic Society*, (Cambridge, Mass.: MIT Press, 1998), 9.

Americans are killed every month in automobile accidents and according to public health officials, more than 100 times more Americans are killed each year by cigarette smoking. However, in a poll conducted by The Gallup Organization between March 22-23, 2003, a randomly selected sample of 1,020 adults, 18 years of age or older were asked:

"How worried are you that you or someone in your family will become a victim of terrorism – very worried, somewhat worried, not too worried, or not worried at all?"

Table 1. Fear of Terrorism. [31]

	Very worried	Somewhat worried	Not too worried	Not worried at all
Mar-03	8 %	30 %	38 %	24 %
Feb-03	8 %	28 %	33 %	31 %
Jan-03	8 %	31 %	36 %	25 %
Sep-02	8 %	30 %	37 %	25 %
May-02	9 %	31 %	37 %	22 %
Apr-02	8 %	27 %	39 %	25 %
Mar-02	12 %	33 %	32 %	23 %

C.   TERRORISM AS A CRIME

Is terrorism a crime or an act of war? This question is central to defining the appropriate response to an effective national strategy for prevention and deterrence and the legal avenues for responding to terrorist. Terrorism is an act of violence that primarily involves civilian or non-combatant military victims. The attacks by terrorist are most often carried out against the civilian population. Civilians are deliberately targeted as a way of delivering a message that is

---

[31] The Gallup Organization, Inc., The Gallup Poll [Online], Princeton, New Jersey, Obtained from the internet at http://www.gallup.com/poll/topics/terror.asp [July 29, 2003].

designed to shock.[32]   There is a fundamental difference between a civil crime and an act of war; a crime is handled by civilian law enforcement authorities and an act of war by the military. These two systems operate according to different premises. While distinguishing terrorism as a crime or an act of war, Stephen Gale, a counterterrorism expert, pointed out, "If you think someone is going to take out your electrical grid, in a criminal investigation you arrest him. In a war you shoot first and ask questions later."[33]

The authors of a Center for Strategic and International Studies (CSIS) study, "Homeland Defense: A Strategic Approach," have noted that given the diversity of the threats involved in securing the homeland, it would be difficult at best to arrive at a "unified theory of homeland."[34] However, as the CSIS report also concluded that, "The United States must view homeland defense as a partnership among federal, state, local and private sector organizations and must fit into U.S. systems of law and concept of federalism."[35] The development of a comprehensive and effective homeland security strategy will have to move the issues of post incident consequence management and set as its priority the prevention and deterrence of further terrorism within the U.S.

The role of the U.S. military in countering the threat to the homeland by traditional state threats is one that is relatively straightforward and generally understood by citizens when compared to the nature of the threats posed by terrorism and the proper responses to that threat. Not withstanding the limitation posed by Posse Comitatus and Executive Order 12333, there are compelling arguments of supporting a law enforcement based focus of homeland security. For example, it is clear from the experience of the British in Ireland, that the use of the military in domestic counter-terrorism operations risk conferring legitimacy

---

[32] Chalk, 15.

[33] Stephen Gale, quoted by Peter Ford, "Legal War on Terror Lacks Weapons," *Christian Science Monitor,* March 27, 2002, Obtained from internet at http://www.csmonitor.com/2002/0327/p01s04-woeu.htm. [June 28, 2004].

[34] Joseph J. Collins and Michael Horowitz. *"Homeland Defense: A Strategic Approach"* (Center for Strategic and International Studies, Washington, D.C., December 2000), 8.

[35] Ibid. 7.

on the terrorist as a political actor. Maintaining a civilian law enforcement primacy ensures that terrorist and their actions are treated within a criminal context. Handling of terrorist in this manner has proven to be a more effective method of preserving popular support for the government's response and counter measures.

When military forces are deployed domestically, not only do the issues become more highly politicized, but the risk of excessive force or civil rights violations occurring increase dramatically. Military forces act as they have been trained to act, as soldiers, not as law enforcement officers. Consequently, when it comes to dealing with terrorism, especially terrorist threats on the U.S. territory, law enforcement agencies should be given primacy in prevention and deterrence efforts. This position is summarized in the following statement made by Jeannou Lacaze in his report on European terrorism prepared for the European Parliament's Committee on Foreign Affairs and Security:

> Terrorism is a peacetime problem, which must be tackled using peacetime remedies. Even if one is firmly convinced that this is a new type of war being waged against our remedies, there is no justification for applying wartime legislation. This would leave the way open for legal abuses, whose short-term consequences would be as serious as terrorism itself…Instead the full force of law must be brought into play on the basis of existing charges to ensure that those responsible are no longer a threat to society. A terrorist is first and foremost a common criminal and should be convicted as such.[36]

The principal concern for democratic countries in dealing with terrorism is not only to protect life and property, but to ensure the civil liberties necessary to maintain a democracy, the loss of which can ultimately have a more serious long term impact on the nation.[37] Because terrorism is first and foremost a crime — it violates the law as much as any robbery, bombing or homicide — it is the police who must take on the primary responsibility of confronting terrorism through

---

[36]Jeannou Lacaze, *Report of the Committee on Foreign Affairs and Security on Terrorism and its Effects on Security in Europe* (European Parliament Session Documents, A3-0058/94, February 2, 1994), 8.

[37] Philip B. Heyman, *Terrorism and America: A Common Sense Strategy for a Democratic Society*, (Cambridge, Mass.: MIT Press, 1998), viii.

investigation and prevention.[38]   This fact requires the application of the basic concepts of law enforcement: protection and prevention, to terrorism. Changing the basic rules of law enforcement to combat terrorism evokes fears in a democratic nation.   Few citizens are willing to relinquish the fundamental relationship of civil liberties to that of democracy.[39]

D.   HOMELAND SECURITY VS. HOMELAND DEFENSE

Given the definitions of homeland defense and homeland security will impact associated roles, mission strategies and tactics not only for the U.S. military but for all organizations involved with a national security interest, it is critical to clarify and define the terms referenced.   Although often used interchangeably, the terms homeland security and homeland defense represent two different intended purposes and in turn, two distinct missions for the agencies tasked with carrying out those missions.   Interestingly, neither term appears in the Department of Defense Dictionary of Military and Associated Terms (Joint Publication 1-02).

There currently exists no national definition of homeland defense.   For purposes of this thesis, I will use the following definitions. The U.S. Army Training and Doctrine Command defines "homeland defense" as: "protecting our territory, population and critical infrastructure at home by: deterring and defending against foreign and domestic threats; supporting civil authorities for crises and consequence management; helping to ensure the availability, integrity, survivability, and adequacy of critical national assets."[40] The Center for Strategic and International Studies (CSIS) Working Group defines "homeland defense" as "…the defense of the United States' territory, critical infrastructure, and population from direct attack by terrorist or foreign enemies operating on our

---

[38] Chalk, 97.

[39] Heyman,113.

[40] U.S. Army Training and Doctrine Command (TRADOC), *White Paper: Supporting Homeland Defense*, May 18 1999, Obtained from internet at http://www.fas.org/spp/starwars/program/homeland/final-white-paper.htm. [April 13,2004].

soil…"[41]   Unfortunately, these definitions underscore what appears to be the continuing and prevailing attitude of the military - that threats to the homeland are primarily external in the traditional "cold war" sense. As recently as March 4, 2004, Assistant Secretary of Defense Paul McHale stated before the 108th Congress Subcommittee on Terrorism, Unconventional Threats and Capabilities on Armed Services that the "Defense Department provides the military defense of our nation from all attacks that originate from abroad, while DHS protects the nation against, and prepares for, acts of terrorism."[42]

President Bush's National Strategy for Homeland Security, however, has defined homeland security as "a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur."[43]   If viewed holistically, homeland security can be thought of as an umbrella concept that contains all homeland security functions - prevention, deterrence, preemption, defense and response. These functions can be divided into action conducted by civil authorities (prevention, deterrence and response) and military authorities (preemption, defense and response) so that all U.S. homeland, territories, people, and infrastructure are protected from all threats and potential acts of terrorism.[44]   More importantly, however, the National Strategy recognizes the necessity, and value, of incorporating the resources of local jurisdictions to the overall national security efforts.

---

[41] Frank Cilluffo, et al, *Defending America in the 21st Century*, (Washington D.C.: Center for Strategic and International Studies, 2000), Obtained from internet at http://www.csis.org/homeland/reports/defendamer21stexesumm.pdf. [April 13,2004].

[42] Paul McHale, Statement before the 108th Congress Subcommittee on Terrorism, Unconventional Threats and Capabilities Committee on Armed Services, United States House of Representatives, March 4, 2004.

[43] Office of Homeland Security, National Strategy for Homeland Security. Office of Homeland Security (Washington, D.C.: Government Printing Office, 2002), 2.

[44] Jim R. East. *The role of the Reservist in Maritime Homeland Defense* (Alexandria, VA.:CNA, August 2002), 3.

E.   THE MILITARY'S ROLE

Throughout American history the military has played an integral role in keeping the homeland secure. The extent and nature of these roles have been shaped by the various threats, political culture, and legal system through U.S. history. The current missions and functions that the military performs in support of homeland security fall within two major groupings: homeland defense and support to civil authorities.

The homeland defense mission of the military primarily involves the traditional "war fighting" responsibilities. The performance of these missions typically only requires limited involvement with organizations outside of the Department of Defense. While the military will certainly take the lead and act with great autonomy for any action by a state or non-state actor posing a threat against the U.S. it will have to work with, and take a subservient role to a variety of other federal, state and local organizations in the mission of preventing and deterring terrorist attacks against the U.S. homeland.

Civil support missions are task in which the military is not the lead, but instead provides assistance to designated civilian authorities at the request of a federal agency. These civil support tasks are not traditional "war fighting" missions, but instead involve consequence management for natural or manmade emergencies, disaster relief, or responding to civil disturbances. These missions involve complex chain of commands outside the normal military unified command structure and are governed by laws outside the Military Code of Justice or international laws dealing with war. The operational environment, as well as doctrine, and training for civil support missions differs from the primary military mission of dealing with the application of force or on deterring attacks from a foreign enemy.

III. POLICING IN THE UNITED STATES

A. POLITICAL ERA

The history of policing in the United States can trace its roots back to Sir Robert Peel's Metropolitan Police of London.[45] In the early 1900's, four innovative characteristics of police were created in the United States. The first provided for a hierarchical organization structured after the military. Second, the police were placed under the executive branch of government. Third, police were given uniforms to wear which made them immediately recognizable and accessible to the public. Fourth, and probably most importantly, the functions of policing were conceived to be proactive, to discover and prevent crimes, which included active patrolling in the community.

As a result of political influence, police were used by politicians for running errands, supervising elections and performing odd jobs for political allies. This alliance with the political machine often became an impetus for police corruption.[46] The excesses of the political era led to the reform era, where police departments became more centralized and less politicized.[47]

B. REFORM ERA

From the reform era of the early 1900's, the concept of traditional or professional policing evolved. In traditional policing, Vaughn explained, the police were the focus of crime solving efforts. They were basically incident driven, responding from one call to another, and were primarily reactive to crime

---

[45] Eric H. Monkkonen, "History of Urban Policing," *Modern Policing Crime and Justice Volume 15*, eds. Michael Tonry and Norval Morris (Chicago: University of Chicago Press, 1992), 547-580.

[46] John E. Eck, W. Spelman, W. D. Hill, D. W. Stedman and G.R. Murphy, *Problem Solving: Problem Oriented Policing in Newport News* (Washington, D.C.: Police Executive Research Forum, 1987).

[47] Robert C. Trojanowicz and David Carter, *Philosophy and Role of Community Policing.* (Rockville, Md.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice, 1988). Obtained from Internet at http://www.cj.msu.edu/~people/cp/cpphil.html. [July 23, 2004].

(responding after the fact), rather than proactive.[48]   Success and performance were measured quantitatively using statistics as a measure of effectiveness. The traditional model emphasized crime control, centralized organization, preventative patrol and rapid response to calls for service.[49] Traditional policing dealt more with the symptoms of crime, rather than the underlying conditions that fostered crime.[50]

Trojanowicz and Carter described this model of policing as dependent on the automobile and its technology, and measurement of police performance was limited to response times, visibility, and reduction in crime rates.[51]   However studies have shown that rapid response time for police have not resulted in a reduction in crime. As a result of this policing concept, the primary nature of police service for the last half of the 20th century was based around responding to calls for service post event.[52] According to the Bureau of Justice Statistics, only about 10% of a patrol officer's time dealt with criminal activity. The remaining time was apportioned to handling service calls, traffic enforcement, and uncommitted patrol time. This uncommitted patrol time was intended to be dedicated to preventative patrol.[53]

Unfortunately, traditional policing resulted in isolating the police from interacting with the community. As a result, this approach is now seen as a major flaw in police reform. Several attempts were made to establish a link between the police and the community, through public relations, crime prevention

---

[48] Jerald R. Vaughn, "Community Oriented Policing: You Can Make It Happen," *Law and Order*, June 1991, 35-39.

[49] George L. Kelling and Mark H. Moore, "The Evolving Strategy of Policing," *Perspectives on Policing*, (Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice; and John F. Kennedy School of Government, Harvard University, 1988), 7.

[50] Vaughn, 35-39.

[51] Trojanowicz and David Carter, 2004.

[52] George L. Kelling, "Police and Communities: the Quiet Revolution," *Perspectives on Policing*, (Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice; and John F. Kennedy School of Government, Harvard University, 1988), 3.

[53] Bureau of Justice Statistics (BJS). *Report to the Nation on Crime and Justice*. Washington, DC: U.S. Department of Justice, 1983.

units, and team policing. Of the three concepts, team policing endeavored to place a team of officers in a neighborhood to encourage positive interaction with citizens and to have an impact on crime.[54]

C.   TEAM POLICING

Team policing, considered as the first modern model of community policing, divided the city into smaller geographical structures in which patrol officers, detectives, and other special units were placed under the command of a mid-level supervisor. The supervisor was held accountable for the improvement of conditions in their area of responsibility. This allowed police departments to establish a stronger sense of geographic accountability. This program was popular with some communities and was credited with neighborhood improvements and reduction in crime.[55]

Team policing diminished in popularity, however, because of a lack of a continuing stake in the community by the police and limited cooperation within the community.[56] Team policing also suffered because middle management tended to operate only in terms of control, and not in terms of support and guidance for the officers.[57] Others believed that team policing failed because of the power of the police culture which favored professional isolation to close relationships with the community.[58]

D.   PROBLEM-ORIENTED POLICING

Problem-oriented policing was associated with the decentralization of responsibility with emphasis on lateral communication, both within the police

---

[54] Trojanowicz and Carter, 2004.

[55] Mark H. Moore, "Problem Solving and Community Policing: A Preliminary Assessment of New Strategies of Policing," *Modern Policing Crime and Justice Volume 15*, eds. Michael Tonry and Norval Morris (Chicago: University of Chicago Press, 1992), 99-158.

[56] Trojanowicz and Carter, 2004.

[57] Lisa M. Riechers and Roy R. Roberg, "Community Policing: A Critical review of Underlying Assumptions," *Journal of Police Science and Administration* 17 (June 1990), 105-114.

[58] Moore, 99-158.

department and outside the department. Problem-oriented policing dealt with the conditions that cause a problem; this concept of policing required officers to recognize relationships that lead to crime and disorder and direct their attention to causes of the problem.[59] Mark Moore asserts that thought and analysis is fundamental to problem-oriented policing in order to effectively respond to the cause of the problem.[60]

Spelman and Eck assert that problem-oriented policing converged on three main themes; increased effectiveness, reliance on the expertise and creativity of officers, and closer involvement with the community. These themes become a reality by attacking underlying causes that deplete patrol officers and detectives' time, and educating officers to study problems and develop innovative solutions to ensure that police address the needs of citizens.[61]

E.   COMMUNITY-ORIENTED POLICING

Most law enforcement practitioners would agree that community-oriented policing involves addressing the causes of crime, encourages problem solving, and promotes law enforcement-community partnerships. However, attempts at agreeing to a single definition of community-oriented policing have been elusive. Robert R. Friedman has defined community policing as:

> A policy and strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, improved police services and police legitimacy, through a proactive reliance on community resources that seeks to change crime causing conditions. This assumes a need for greater accountability of police, greater public share in decision making, and greater concern for civil rights and liberties.[62]

Dr. Robert C. Trojanowicz, former head of the Michigan State University School of Criminal Justice defined community policing as:

---

[59] Herman Goldstein, *Problem-Oriented Policing*, (New York: McGraw Hill, 1990), 32-34.

[60] Moore, 99-158.

[61] Eck and Spelman, 3-4.

[62] Robert R. Friedman, *Community Policing: Comparative Perspectives and Prospects*, (New York: St. Martin's Press, 1992), 4.

A philosophy of full service personalized policing, where the same officer patrols and works in the same area on a permanent basis, from a decentralized place, working in a proactive partnership with citizens to identify and solve problems.[63]

The United States Department of Justice, Office of Community Oriented Policing Services, however, defines community policing as:

A policing philosophy that promotes and supports organizational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving tactics and police-community partnerships.[64]

Although there is no single definition of community oriented policing, it is generally agreed that there are three key components to the community policing philosophy. These include: 1) the creation of and reliance on effective partnerships with the community and other public/private-sector resources; 2) the application of problem solving strategies or tactics; and 3) the transformation of police organizational culture and structure to support this philosophical shift. In other words, community policing is not in itself a tactic or strategy, but instead a philosophical approach to how policing is conducted. At its core, community oriented policing is based on law enforcement and the community joining together to identify and address issues of crime and social disorder.

1.   Community Partnerships

Community policing is based on the notion that citizens should be empowered to enhance their quality of life and prevent or eliminate crime or the problems that lead to crime.[65] Community members must be recognized for the vital role they play in accomplishing these goals.[66] Establishing and maintaining mutual trust is the central goal of community policing. This trust will enable law

---

[63] Robert C. Trojanowicz and Bonnie Bucqueroux, *Community Policing: A Contemporary Perspective* (Cincinnati, OH: Anderson Publishing, 1990), 3.

[64] United States Department of Justice, Office of Community Oriented Policing Services, "What is Community Policing," Obtained from Internet at http://www.cops.usdoj.gov/default.asp?Item=36, [June 21, 2004].

[65] Dennis J. Stevens, *Case Studies in Community Policing,* (Upper Saddle River, NJ: Prentice Hall, 2001), 9.

[66] Kenneth J. Peak and Ronald W Glensor, *Community Policing and Problem Solving: Strategies and Practices,* (Upper Saddle River, NJ: Prentice Hall, 1996), 40.

enforcement greater access to valuable information from the community that could lead to the prevention and resolution of crimes.

The partnerships formed under community policing in support of community crime prevention efforts can also provide a framework for engaging citizens in helping police identify possible terrorist threats and infrastructure vulnerabilities.   Effective community policing, however, not only involves developing partnerships between law enforcement and citizens, but also intergovernmental and interagency collaborations with state and federal agencies. Partnerships that are essential for the collection and exchange of intelligence; the identification of threats and vulnerabilities; and the sharing of resources in the event of an attack.

2.   Problem Solving

At its core, community policing involves the adoption of a problem solving focus towards law enforcement rather than a reactive post incident response. Officers are encouraged to search for the underlying causes or conditions that give rise to criminal activity or social disorder. Problem solving is a broad term that describes the process through which specific issues or concerns are identified and through which the most appropriate remedies to abate the problem(s) are identified. Problem solving is based on the assumption that "Individuals make choices based on opportunities presented by the immediate physical and social characteristics of an area. By manipulating these factors, people will be less inclined to act in an offensive manner."[67] The theory being that if the underlying conditions that create problems can be eliminated then so can the problem. These conditions can range from the individuals involved, to the physical environment in which these conditions are created. In addressing law enforcement's role in Homeland Security, the "problem" faced by local law enforcement is victimization through the use or threatened use of terrorism.

---

[67] John E. Eck, W. Spelman, W. D. Hill, D. W. Stedman and G.R. Murphy, Problem Solving: Problem Oriented Policing in Newport News (Washington, D.C.: Police Executive Research Forum, 1987), xvi-xvii.

Spelman and Eck described one strategy used to accomplish problem solving known as the SARA model. Originally developed collaboratively by both police officers and researchers, the SARA model has four main interactive processes:

- **S**canning – In this process, officers identify, define and select a problem.

- **A**nalysis – This step is wide reaching and may involve various and new forms of data collection. During this process, officers collect and analyze information from a variety of sources and use the information to define the underlying causes to the problem and suggest a variety of options for dealing with the problem.

- **R**esponding – This step requires that officers work with other agencies and/or the community to develop and implement specifically tailored interventions and measures taken to correct or reduce the problem.

- **A**ssessment – This final step pertains to the evaluation of the efforts of the problem solving process.[68]

The various phases, as outlined above, may be roughly linear, but inform each other, reference each other, often overlap each other, and require periodic re-formulation in an effort to provide more specific and meaningful interventions. Methods generally defined as either quantitative or qualitative interweave to provide a multi-layered portrait with a more realistic, three dimensional understanding of the shifting nature of the problem as it is lived by each part of the crime "triangle;" victims, offenders and environment.[69]

3. Organizational Transformation

Community policing requires an organizational transformation inside the law enforcement agency so that a set of basic values not just procedures guide the overall delivery of services to the community. Organizational transformation

---

[68] John E. Eck and William Spelman. Problem Solving: Problem-Oriented Policing in Newport News (Washington, D.C.: Police Executive Research Forum, 1987), 42-50.

[69] Ronald V. Clarke and John E. Eck, Become a Problem Solving Analyst in 55 Small Steps (London: Jill Dando Institute of Crime Science, University College London, 2003), 9. Obtained from Internet at www.jdi.ucl.ac.uk/downloads/pdf/analyst_book/Prelims.pdf. [April 6, 2004].

involves the integration of the community policing philosophy into the mission statement, policies and procedures, performance evaluations and hiring and promotional practices, training programs and other systems and activities that define organizational culture and activities.[70]

Under community policing individual officers are given broader freedom to resolve concerns within their community. Individual officers are the most familiar with their communities and are therefore in the best position to forge close ties with the community that can lead to effective solutions. Community policing emphasizes employee participation and individual officers are given the authority to solve problems and make operational decisions suitable to their assignments. Officers are seen as generalists, not specialists.

F.   CRIME, FEAR OF CRIME AND COMMUNITY POLICING

In 1947, Paul W. Tappan defined crime as "an intentional act in violation of the criminal law (statutory and case law), committed without defense or excuse, and penalized by the state as a felony or misdemeanor"[71]. In 1970, Herman and Julia Schwendinger introduced a moral definition of crime to address criminality from the sociological perspective.[72] Their argument emphasized that "any behavior that violates an individual's human rights" of life, liberty, and self-determination be considered an act of terror.[73]

If one accepts this definition, then terrorism should be considered nothing more than a traditional criminal act. What distinguishes it from other forms of criminality is the motivation behind the crime. As Frank Hagan argues, "rather than being motivated by private greed or passion, political criminals believe they are following a higher conscience or morality that supersedes present society

---

[70] United States Department of Justice, Office of Community Oriented Policing Services. " General Elements of Community Policing." Obtained from internet www.cops.usdoj.gov/print.asp?Item=477 [May 24, 2004].

[71] Paul W. Tappan, "Who is the criminal?" *American Sociological Review,* Vol. 12, No. 1, February 1947, 100.

[72] Herman and Julia Schwendinger, "Defenders of Order or Guardians of Human Rights," *Issues In Criminology,* Vol.5, No. 2, Summer, 1970, 123-157.

[73] Gregg Barak, *Integrating Criminologies* (Boston, MA: Allyn and Bacon, 1998), 24.

and its laws."[74]   Hagan further argues that such political criminal may possess social-political reasons, moral-ethical motivation, religious beliefs, scientific theories, or political causes. Thus, acts ranging from acts of terrorism to protest, are considered criminality if the violation of the law occurs for the purpose of modifying or changing social conditions.[75]

In addition to the damage and trauma caused by crime, there is the separate but related problem of fear. Property can be replaced and physical damage heals. However, the psychological state of fear may have lasting negative effects not only on the victim, but can also spread far beyond to impact the lives of those who only experience it.[76] For the victims of crime, fear is the most enduring product of their victimization. For the rest of society, however, "fear becomes a contagious agent spreading the injuriousness of victimization."[77]

Although actual crime and victimization rates have steadily declined since the early 1990's (Figure 1.0) society's perception and fear of crime have remained very high. In a survey conducted by the Gallup Poll found that more than one out of every two Americans surveyed nation-wide felt that there is more crime in the United States than in 1998 (Table 1).

---

[74] Frank E. Hagan, *Political Crime: Ideology and Criminality* (Boston, MA: Allyn and Bacon, 1997), 2.

[75] Ibid.

[76] Matthew C. Scheider, Tawandra Rowell and Veh Bezdikian, "The Impact of Citizen Perceptions of Community Policing on Fear of Crime: Findings from Twelve Cities," Police Quarterly, Vol 6 No. 4, December 2003, 363-64.

[77] Mark H. Moore and Robert C Trojanowicz, "Policing and the fear of Crime," *Perspectives in Policing,* National Institute of Justice, U.S. Department of Justice and the Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University, No. 3, June 1988, 1.

Figure 1.   Violent Crime Rates.[78]

Violent crime rates
Adjusted victimization rate
per 1,000 persons age 12 and over

Is there more crime in the U.S. than there was a year ago, or less?

Table 2.   Perception of Crime rates.[79]

	More	Less	Same (vol.)	No opinion
	%	%	%	%
2004 Oct 11-14	53	28	14	5
2003 Oct 6-8	60	25	11	4
2002 Oct 14-17	62	21	11	6
2001 Oct 11-14	41	43	10	6
2000 Aug 29-Sep 5	47	41	7	5
1998 Oct 23-25	52	35	8	5

---

[78] United States Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, National Crime Victimization Survey, 2004, Obtained from internet at http://www.ojp.usdoj.gov/bjs/glance/tables/viortrdtab.htm, [October 30, 2004].

[79] The Gallup Organization, The Gallup Poll [Online], Princeton, New Jersey, Obtained from internet at http://www.gallup.com/poll/content/default.aspx?ci=1603, [October 30, 2004].

Before the advent of community policing, crime and fear were often thought of as separate issues because fear does not always correlate exactly to the actual risk of being a victim of crime. Reducing fear or the fear of crime was not typically viewed as a primary objective of local law enforcement. Fear of crime was seen as an insignificant issue, for law enforcement assumed it was dealing with it indirectly by reducing the amount of crime.[80]

Although the likelihood of criminal victimization is a rare occurrence, the perception created by uncharacteristic images of criminal victimization instantaneously projected across the country creates an atmosphere of fear that ultimately impacts the quality of life for those citizens that believe that these images are typical.

In the decades prior to community policing, the traditional policing model focused primarily on crime control and to a lesser extent on maintaining public order.[81] Community policing shifts the focus of police by placing an equal emphasis problem solving centered on the causes of crime and fostering partnerships between the police and the community.[82] This expansion of the role of police to include quality of life issues and partnerships with citizens has increasingly brought control of fear under the purview of law enforcement. As Stephen Dietz stated, "Reduction of fear of crime has been associated with community policing programs since their inception."[83] Reducing the fear of crime has become an essential element and often explicitly articulated goal of the community policing philosophy.[84]

---

[80] Matthew C. Scheider, Tawandra Rowell and Veh Bezdikian, "The Impact of Citizen Perceptions of Community Policing on Fear of Crime: Findings from Twelve Cities," Police Quarterly, Vol 6 No. 4, December 2003, 364.

[81] George Kelling and Mark Moore, "From political reform to community: The evolving strategy of police," Community Policing: Rhetoric or reality? J. Greene and S. Mastrofski (Eds.), (New York: Praeger, 1988), 3-25.

[82] John Q. Wilson and George L. Kelling, Broken Windows: The Police and Neighborhood Safety. The Atlantic Monthly, March 1982, 29-38.

[83] A. Steven. Dietz, "Evaluating community policing: Quality police service and fear of crime," Policing: An International Journal of Police Strategy and Management, 1997, Vol. 20, No. 1, 83-100.

[84] Quint Thurman, J. Zhao and A. J. Giacomazzi, Community policing in a community era. (Los Angeles, CA: Roxbury, 2001), 5.

While crime is a major problem in many cities, citizens' fear of crime often exceeds the actual risk of being victimized. In evaluating research conducted by Wesley Skogan[85] in accounting for levels of fear in communities, Moore and Trojanowicz found that fear could be addressed by strategies other than those that directly reduce criminal victimization. Moore and Trojanowicz posited that fear might be reduced by using the communications within social networks to provide accurate information about the risk of victimization and advice about constructive responses to the risk of crime.[86] In a 1982, the National Institute of Justice awarded the Police Foundation a grant to conduct a study of strategies to reduce citizen fear of crime. This study provided empirical data on the effectiveness of community policing strategies in reducing fear among citizens. In the experiment, the Newark, New Jersey and Houston, Texas police departments used locally developed strategies that stressed the exchange of quality information between police and citizens fostered a sense that police officers were available to citizens and concerned about neighborhood problems. The experiment results indicated that police-citizen interaction was an effective strategy. When police officers regularly listened to citizens and acted on their advice, citizens became less fearful of crime and their satisfaction with police services increased. In sum, the research showed that if police officers work harder at talking and listening to citizens, they can reduce fear of victimization and, in some cases, reduce crime itself.[87]

---

[85] Wesley Skogan, "Fear of Crime and Neighborhood Change," in Albert J. Reiss, Jr. and Michael Tonry, *Communities and Crime, Vol. 8 of Crime and Justice: A review of Research* (Chicago: The University of Chicago Press, 1986), 210.

[86] Mark H. Moore and Robert C Trojanowicz, "Policing and the fear of Crime," *Perspectives in Policing,* National Institute of Justice, U.S. Department of Justice and the Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University, No. 3, June 1988, 3.

[87] Anthony M. Pate, Mary Ann Wycoff, Wesley G. Skogan, and Lawrence W. Sherman, *Reducing Fear of Crime in Houston and Newark: A Summary Report*, The Police Foundation, 1986, Washington, DC Obtained from internet at http://gregvps4.securesites.net/docs/citizenfear.html [June 23, 2004].

IV.   POLICING FOR HOMELAND SECURITY

A.   INTEGRATING COMMUNITY POLICING INTO HOMELAND SECURITY

Like traditional crime, terrorism is also a local crime issue and is a shared responsibility among federal, state, and local governments. Traditional crime and terrorism are inextricably tied. International and domestic terrorist groups are well organized, and trained, and resemble the sophistication of organized crime groups this country has faced over many years. These groups commit financial and other crimes like fraud, money laundering, drug trafficking, and identity theft that provide the resources for their terror. The investigative approach to a terrorist event is similar to the approach to a traditional crime incident. Because of the similarities between traditional crime and terrorism, departments that have already adopted a community policing philosophy should find it a seamless transition to addressing the terrorism crime issue. Officers should already have the skills to analyze the terrorism problem, perform threat analysis, develop appropriate responses and reflect these efforts in the mission, goals and objectives of the department.[88]

In 2002, the Markle Foundation Task Force report stated,

> Most of the real frontlines of homeland security are outside of Washington D.C. Likely terrorist are often encountered, and the targets they might attack are protected, by local officials – a cop hearing a complaint from a landlord, an airport official who hears about a plane some pilot trainee left on the runway, an FBI agent puzzled by an odd flight school student in Arizona, or an emergency room resident trying to treat patients stricken by an unusual illness.[89]

In a more recent report, the Rockefeller Institute observed that "while much attention has been focused on the national government's efforts to address these [Homeland Security] problems, there has been less consideration of the

---

[88] Matthew C. Scheider, Robert E Chapman and Michael F. Seelman, "Connecting the dots for a proactive approach," *Border and Transportation Security America,* Quarter 4, 2003, 159.

[89] Markle Foundation Task Force, *Protecting America's Freedom in The Information Age: A Report of the Markle Foundation Task Force* (New York, New York, October 2002), 10.

role of state and local governments, which play a critical role in preventing and responding to terrorist attack."[90]   In the wake of September 11, 2003, however, local law enforcement has taken on a pivotal role in preventing and responding to future incidents if terrorism within the United States.   This new role, like the adoption of community policing will require yet another shift in the culture of law enforcement agencies.

Facilitating this shift however, is the fact that community policing and homeland security share a great deal in common. Both neighborhood crime and terrorism threaten the quality of life in a community and exploit the fear they create.   Despite creative ways to stretch public safety budgets, local law enforcement cannot sustain two separate missions of traditional policing and terrorism prevention. Community policing and homeland security can share the same goals and strategies. Creating external partnerships, citizen involvement, problem solving, and transforming the organization to take on a new mission are all key elements of community policing and should be part of a comprehensive homeland security strategy.   The lesson learned from fighting traditional crime is that prevention is the most effective approach in dealing with crime, fear, and social disorder.   Fighting terrorism is no different.

B.   ORGANIZATIONAL TRANSFORMATION

The task of a wholesale re-engineering of American local law enforcement toward a counterterrorism role is complex and unprecedented.   If U.S. law enforcement is to move forward to a national role in homeland security, then training that is practical, focused, and effective must be a cornerstone of this transformation.   Without appropriate and ongoing training of both current and new law enforcement personnel, homeland security will only be regarded as a passing concept instead of a cultural change in law enforcement strategy.

---

[90] The Rockefeller Institute of Government. "The Federalism Challenge: The Challenge for State and Local Government", *The role of "Home" in Homeland Security: Symposium Series* Number 2. March 24, 2003.

There are a number of community policing practices that can support efforts in homeland security. These practices include adopting the philosophy organization-wide, decentralizing decision making and accountability, fixing geographic responsibilities and generalist responsibilities, and utilizing volunteer resources. Local law enforcement officers are most likely to come into contact with individuals who are either directly or indirectly involved in terrorist activities and are certain to be the first responders to any future terrorist attack.

Empowering officers at lower levels with greater decision making authority and taking responsibility for important decisions could be valuable in a crisis. During a terrorist event, there may be little time for decisions to move up the chain of command. Officers who are accustomed to making decisions and retaining authority may be better prepared to respond quickly and decisively to any event.

In terms of prevention, developing a flat organizational structure can help lower-level officers feel free to pursue leads regarding possible terrorist activity. In addition, officers who work in a fixed geographic area for an extended period are more likely to develop specific intelligence which may be a vital part of counter-terrorism efforts.[91]

1. Organization-wide Adoption

Homeland Security, like community policing, must be adopted agency-wide to realize its full potential and effectiveness. This adoption should be reflected by integrating the homeland security responsibility into the agency's mission statement, goals, policies and procedures, training programs and other systems and activities that define organizational culture.

a. Training

Local agencies will need to expand beyond the rudimentary aspects of law enforcement training such as firearms, driving, unarmed defense and criminal law into one that emphasizes an analytical preventative approach.

---

[91] Matthew C. Scheider and Robert Chapman, "Community Policing and Terrorism," *Journal of Homeland Security,* April 2003, Obtained from internet at http://www.homelandsecurity.org/journal/articles/Scheider-Chapman.html, [October 31, 2004].

While law enforcement must continue to train for their roles as first responders in post incident management and investigation, police must receive training and education in:

- Understanding the nature, dynamics and operations of international terrorist groups that may operate in/against the United States, and how that translates into more effective patrol and investigative functions;

- Understanding the locations, movements and plans of international terrorist cells that live, work and assimilate in local communities;

- Gathering and analyzing intelligence on potential terrorist activities;

- Conducting threat assessments;

- Conducting inquiries and investigations into potential terrorist while safeguarding the constitutional rights of all people in the United States.

Most local law enforcement officers have never been in the intelligence business and therefore may not precisely know what information they should look for that might indicate terrorist activity or that may have value within a larger intelligence context. Rather than being obvious, these signs are typically more subtle which a regular patrol officer or detective could detect, if properly trained. Officers or detectives may have valuable information without even knowing it and may not know to share the information because they have never had adequate terrorism intelligence training.

Another area of training that law enforcement must commit to is public education. Although the majority of communities will never be impacted by a terrorist event, the threat of potential terrorist attack can create fear and undermine the sense of community safety. It will therefore be critical that police take a leadership role in maintaining community confidence. This can be done by educating the public as to the nature of threats and actively responding to specific community concerns. For the public to respond to an alert, it needs to know what to watch for. Educating the public also garners support for government action in a crisis. Moreover, citizens educated about potential

threats can assist law enforcement during alerts. The public would know what to look for, what to do, and how to respond.[92]

b.   Equipment and Technology

In order for local law enforcement agencies to be effective in the prevention of terrorist acts, as well as deal with the wide spectrum of possible terrorist threats, they will need greater and more highly specialized technology. In addition to specialized protective equipment, breathing apparatus and other equipment to protect them from chemical, biological or radiological threat, law enforcement will need computer systems that allow greater intelligence gathering and analysis. Terrorism does not know jurisdictional boundaries.

Agencies will have to acquire technology that will link disparate data sources and allow for the sharing of information from neighboring jurisdictions and from different levels of law enforcement (i.e. local, state and federal) as well as other public and private institutions such as universities, motor vehicle departments, licensing agencies, etc. In analyzing data available in the aftermath of the September 11th attacks, authorities uncovered patterns of suspicious activity occurring in places such as Maryland, Florida and New Jersey. These activities included individuals paying cash for plane tickets, taking flight lessons and frequenting drug stores. Taken individually, these incidents were not overly suspicious, nor were they seen as serious when reported to authorities. Yet, all together they illustrate at best highly suspicious behavior, and at worst the potential details of a terrorist operation. When collecting data on potential terrorist threats, one isolated incident in a local jurisdiction may not have obvious significance, but the ability to view all incidents together across cities or states might point a more complete picture. Agencies are now recognizing the benefits of data sharing across institutions and jurisdictions.[93]

---

[92]Eric Taylor, "The New Homeland Security Apparatus, Impeding the Fight against Agile Terrorist," *Cato Institute, Foreign Police Briefing* No. 70, June 26, 2002, 5.

[93]"Local Law Enforcement Responds to Terrorism, Lessons in Prevention and Preparedness", Community Policing Development, Office of Community Oriented Policing Services and The Police Foundation, Washington, D.D., 2002.

Local police agencies will also need new and additional equipment to enhance the interoperability of communications equipment. The attacks on September 11th reaffirmed the importance of communications interoperability among not only law enforcement agencies at the local, state, and federal levels, but also with other emergency services such as fire and rescue. At the Pentagon scene, Arlington County incident commanders could not communicate with more than 10 other local responding agencies because they did not have similar equipment.[94]

2. Decentralized Decision-making and Accountability

In community policing, individual line officers are given authority to solve problems and make operational decisions. Leadership is required and rewarded at every level, supervisors and officers are held accountable for decisions and the effects of their efforts at solving problems. Empowering officers at the lower levels will allow them the freedom to pursue leads, suspected terrorist activity, or in identifying possible terrorist vulnerabilities within the community.

3. Fixed Geographic Accountability and Generalist Responsibilities

In community policing, most staffing, command, deployment, and tactical decision making are geographically based. Personnel are assigned to fixed geographic areas for extended periods of time in order to foster communication and partnerships between individual officers and their community. Having fixed-geographic responsibility allows officers to develop more productive relationships with members of their community, and as a result of this, officers should be more attuned to rising levels of community concern and fear. By virtue of these relationships, officers should be in a position to respond effectively to those needs and concerns. Community policing has been found to engender trust and increased satisfaction among community members and police, which in periods of heightened unrest or crisis can be parlayed into dealing more effectively with community fear that can be based on rational and irrational concerns.[95]

---

[94] "Local Law Enforcement's role in Preventing and Responding to Terrorism, a survey by the Police Executive Research Forum (PERF)," October 2, 2001.

[95] Scheider and Chapman.

4. Utilizing Volunteer Resources

Community policing encourages the use of non-law enforcement resources within a law enforcement agency. Volunteerism involves active citizen participation with their law enforcement agency. Volunteer efforts can help free up officer time, and provides an effective means for citizen input. It has long been recognized that many of the basic functions within a law enforcement agency can be accomplished by other than sworn deputies or civilian employees. Volunteer efforts can help free up officer time, and allow sworn personnel to be more proactive and prevention oriented. In many jurisdictions around the country, citizens who have the time to volunteer in the community have offered their services to law enforcement agencies, freeing up law enforcement personnel to spend more time in a crime reduction role.

After the events of September 11, 2001, the idea of involving citizens in crime prevention has taken on new significance, with President Bush calling for greater citizen involvement in homeland security through initiatives like Citizen Corp. This organizational element dovetails perfectly with President Bush's Citizen's Corps, which was developed to "harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to threats of terrorism, crime, public health issues, and disasters of all kinds."[96] Under Citizen Corps, there are four programs: Neighborhood Watch, Volunteers in Police Service (VIPs), Community Emergency Response Teams (CERT), and Medical Reserve Corps (MRC) which integrate well with the community policing philosophy, in fact, Neighborhood Watch has been an integral component of community policing philosophy virtually since the inception of community policing.

a. Neighborhood Watch

This crime prevention program, which has a thirty-year history, engages volunteer citizen action to enhance security within local communities by encouraging citizens to report suspicious activity in their immediate neighborhoods. Citizen Corps hopes to double the number of neighborhood

---

[96] Citizen Corps Mission Statement, United States department of Homeland Security, Obtained from internet at http://www.citizencorps.gov/councils/, [October 31, 2004].

watch programs, while incorporating terrorism prevention into the program's mission. In the aftermath of September 11, 2001, the need for strengthening and securing our communities has become even more critical, and Neighborhood Watch groups have taken on greater significance. In addition to serving a crime prevention role, Neighborhood Watch can also be used as the basis for bringing neighborhood residents together to focus on disaster preparedness as well as terrorism awareness; to focus on evacuation drills and exercises; and even to organize group training, such as the Community Emergency Response Team (CERT) training.[97]

b.   Volunteers in Police Service (VIPS)

This program provides training for civilian volunteers who assist local police departments by performing "non-sworn" duties, effectively freeing up officers to provide them with more time to spend on critical functions.   Since September 11, 2001, the demands on state and local law enforcement have increased dramatically. As a result, already limited resources are being stretched further at a time when our country needs every available officer out on the beat. The program will provide resources to assist local law enforcement officials by incorporating community volunteers into the activities of the law enforcement agency, including a series of best practices to help state and local law enforcement design strategies to recruit, train, and utilize citizen volunteers in their departments.[98]

c.   Community Emergency Response Teams (CERT)

This program provides civilians with training in emergency management planning and response functions to bolster the capacity of local communities to respond to disasters. President Bush has proposed a three-fold increase in the number of citizens enrolled in CERT to 400,000 by 2006. Since its move into Citizen Corps, the program has added a new module that addresses terrorism preparedness. When emergencies happen, CERT members

---

[97] Neighborhood Watch, United States Department of Justice, Obtained from internet at http://www.usaonwatch.org, [November 1, 2004].

[98] Volunteers in Police Service, United States Department of Justice, Obtained from internet at http://www.policevolunteers.org/, [November 1, 2004].

can give critical support to first responders, provide immediate assistance to victims, and organize spontaneous volunteers at a disaster site. CERT members can also help with non-emergency projects that help improve the safety of the community.[99]

d. *Medical Reserve Corps (MRC)*

The Medical Reserve Corps (MRC) Program coordinates the skills of practicing and retired physicians, nurses and other health professionals as well as other citizens interested in health issues, who are eager to volunteer to address their community's ongoing public health needs and to help their community during large-scale emergency situations. Local community leaders develop their own Medical Reserve Corps Units and identify the duties of the MRC volunteers according to specific community needs. For example, MRC volunteers may deliver necessary public health services during a crisis, assist emergency response teams with patients, and provide care directly to those with less serious injuries and other health-related issues. The Medical Reserve Corps (MRC) plays an integral part in our preparedness and response strategy. It provides an organized way for medical and public health volunteers to offer their skills and expertise during local crises and throughout the year.[100]

C.   PROBLEM SOLVING

While enforcement is an integral component of traditional policing, community-oriented policing relies less on the use of traditional enforcement methods and more on preventing crime, protecting likely victims, and making crime locations less vulnerable through problem-solving techniques. These same collaborative problem solving strategies provide a structured model to prepare citizens, identify, prevent, and manage a response to terrorist activities on a community level. Problem-solving models such as scanning, analysis,

---

[99] Community Emergency Response Teams, Department of Homeland Security, Federal Emergency Management Agency, Obtained from internet at http://training.fema.gov/emiweb/CERT/, [November 1, 2004].

[100] Medical Reserve Corps, United States Department of Health and Human Services, Obtained from internet at http://www.medicalreservecorps.gov/, [November 1, 2004].

response and assessment (SARA) are well suited to the prevention and response of terrorist activity. Through programs such as Crime Prevention Through Environmental Design (CPTED), intelligence gathering, information sharing, and the use of GIS mapping and analysis law enforcement can identify and conduct security assessments of infrastructure, as well as high probability private sector facilities. Security assessments can identify which facilities have the greatest potential as targets. Once identified, detailed risk management and crises plans can be developed and implemented. The goal of problem-solving in community-oriented policing is a fundamental shift from traditional reactive policing, to one that prevents terrorist vulnerability before it occurs.

1.   Crime Prevention Through Environmental Design (CPTED)

Basic principles of CPTED include target hardening (controlling access to neighborhoods and buildings and conducting surveillance on specific areas to reduce opportunities for crime to occur) and territorial reinforcement (increasing the sense of security in settings where people live and work through activities that encourage informal control of the environment).

Local agencies will have to get involved in community planning through programs such as Crime Prevention Through Environmental Design (CPTED) to ensure that future growth and construction of facilities minimizes our vulnerability to terrorist acts. The premise of CPTED is that proper design and effective use of the built environment can lead to a reduction in the fear of crime and the incidence of crime, and to an improvement in the quality of life. The conceptual thrust of CPTED is that the physical environment can be manipulated to produce behavioral effects that will reduce the incidence and fear of crime, thereby improving the quality of life. These behavioral effects can be accomplished by reducing the propensity of the physical environment to support.[101]

2.   Intelligence Gathering

In the case of terrorism, local police can play a critical role in gathering information on suspects to help prevent further incidents. Many have vital knowledge about individuals living in their

---

[101] Timothy D. Crowe, *Crime Prevention Through Environmental Design*, (Woburn, Mass: Butterworth-Heinemann, 1991), 28-31.

communities, in part because citizens often feel more comfortable talking with local officers. Local departments thus are often in receipt of invaluable information about the communities they protect - exactly the type of data federal law enforcement agencies are trying to gather now which is relevant to homeland security.[102]

Over the past decade, policing, through the adoption of Community Oriented Policing model, has sought to address the causes of crime and reduce the fear of crime through problem-solving strategies and police community partnerships. Although there is no single definition of community policing, the most widely accepted one identifies three critical elements: the creation of and reliance on effective partnerships with the community and other public and private-sector resources; application of problem solving strategies or tactics; and the transformation of police organizational culture and structure to support the philosophical shift. The core concept of community engagement and problem solving were initially designed to address crime, quality of life and other public safety issues, however, these strategies could have direct application to homeland security operations. Rob Chapman and Matthew C. Scheider, Senior Analysts at the Office of Community Oriented Policing Services (COPS) suggest that community policing could play an integral role in homeland security. They contend that community policing can help police prepare for and prevent terrorist acts and respond to the fear such threats create.[103] Community policing helps build trust between the community and law enforcement, which allows officers to develop knowledge of the community and resident activity and can provide vital intelligence relating to potential terrorist actions. Local law enforcement can facilitate information gathering among ethnic or religious community groups with whom they have established a relationship. It will generally be citizens who observe the unusual in their community; small groups of men living in apartments or motels, unusual behavior at flight schools, etc., with the normal response to report such incidents to the local police. What is needed is to ensure that police

---

[102] Edward Flynn, Chief of Police, Arlington County Police Department. Letter to The Washington Post, October 14, 2001.

[103] Rob Chapman and Matthew C. Scheider, "Community Policing: Now More than Ever," Office of Community Oriented Policing, U.S. Department of Justice, Washington, D.C., 2002, Obtained from internet at http://www.cops.usdoj.gov/Default.asp?Item=716, [November 7, 2004].

procedures require that such reports are passed on to law enforcement and that this be done as expeditiously and securely as possible. The two critical issues involved in the collection of intelligence by law enforcement agencies is ensuring that the information is passed to the appropriate authorities quickly and securely; and secondly wherever possible, feedback is given to the police on the value and relevance of their import in order to avoid the "black hole" syndrome. As Wilson, Sullivan and Kempfer conclude:

> A new intelligence paradigm needs to be crafted that acknowledges realistic expectations for intelligence-related activities and specifies that intelligence is, in fact, everyone's business. Forging this capability will require a definition of the threat environment, collaboration among military services and a variety of actors (including the intelligence community and non-traditional players such (as) law enforcement agencies, experimentation and finally, implementation.[104]

For years, local law enforcement agencies have complained about federal agencies failing to appreciate the role of law enforcement in intelligence activities. Concern over security of this information was most often cited as the necessary reason for compartmentalization of this information. In addition, the mindset within the federal community that police were there to arrest burglars and drug dealers, rather than being involved in national issues like homeland security. However, at a time where asymmetric terrorist threats pose some of the major threats to our communities, we cannot afford to not have local law enforcement more fully integrated into the National Homeland Security Strategy.

The challenge here will be two-fold. First, it will require a philosophical change in federal law enforcement in breaking down the barriers of compartmentalization and accepting local agencies as full partners in the national security intelligence infrastructure. Secondly, local agencies need to receive the necessary training and analytical resources. The challenge will come, not in obtaining additional human resources, but in training existing personnel to

---

[104] G.I. Wilson, John P. Sullivan and Hal Kempfer: "Fourth-Generation Warfare: It's Here, and We Need New Intelligence Gathering Techniques for Dealing with It," *Armed Forces Journal International*, Volume 140, Issue 3, October 2002.

recognize information or behavior of individuals or groups of possible threats, and the ability to disseminate that information with others in a manner that would allow for the intervention of any future terrorist acts.

3. Information Sharing

Traditionally, local law enforcement in the United States has been organized around jurisdictional independence and has had to concern itself primarily with preventing and solving crimes within their own jurisdictional boundaries. The problem is that when collecting data on potential terrorist threats, one isolated incident in a local jurisdiction may not have obvious significance, but the ability to view all incidents together across cities or states might paint a more complete picture.

The issue of law enforcement information sharing has taken on a new emphasis since the United States began the war on terror in 2001. In 2002, the United States Congress passed the Homeland Security Information Sharing Act to permit federal law enforcement authorities to share information about potential terrorist attacks with state and local authorities. In discussing the legislation, Representative Jane Harman, the ranking Democrat of Intelligence subcommittee stated, "This is an effort to empower local officials upon whose real estate future attacks may occur. . .homeland security is a bottom-up problem and not a top-down problem. It is not about the best arrangement of deck chairs but about getting the 'first responders' the information they need.[105]

This recognizes a fact long known by law enforcement officials: crime is chiefly a local problem, with occasional (but significant) exceptions. In our increasingly mobile society, part of the criminal element has found a means of eluding detection and apprehension simply by moving around. Adjacent or overlapping law enforcement jurisdictions have known this for a long time; cooperation and communication between the line-level personnel in different agencies is the rule, rather than the exception. As such, a major contributor to

---

[105] Congressional Record, Proceedings and Debates of the 107th Congress, Second Session, House of Representatives, June 26, 2002. Obtained from internet at http://www.house.gov/harman/issues/statements/107/062602ST_InfoSharing.html, [November 7, 2004].

the future homeland security mission will be those agencies working the "frontlines" of homeland security, such as local law enforcement. Future information sharing systems must include the integration of first responders in the intelligence mission. However, until recently, such information sharing was cumbersome, time-consuming and often a matter of luck. Conversations over the proverbial cup of coffee were often the starting point for joint investigations, or chance remarks made at a law enforcement seminar revealed similar crime patterns or suspects in jurisdictions many miles apart.

In the aftermath of the September 11th attacks, investigators uncovered patterns of suspicious activity occurring in places such as Maryland, Florida and New Jersey. This activity included individuals paying cash for tickets, taking flight lessons, inquiring about crop duster airplanes, and frequenting drug stores. Taken individually, these incidents were not overly suspicious; nor were they seen as a serious when reported to authorities. Yet altogether, they illustrate at best highly suspicious behavior, and at worst a picture of a master plan of prospective criminal activity. When collecting data on terrorist potential, one isolated incident in a local jurisdiction may not have obvious significance, but the ability to view all incidents together across cities or states might paint a more complete picture.

4.   Geographic Information Systems (GIS) Mapping and Analysis

Many of the innovations implemented through community-oriented policing require a geographic focus, and emphasize the importance of integrating GIS mapping technology into problem-solving strategies. Technological advances in computer mapping have crime mapping and analysis to the forefront of crime prevention and community policing. Computerized crime mapping allows law enforcement agencies to plot crime data against a digitized map of a community, city, or region. Crime-related data can then be compared and analyzed with other external data sources.[106]

---

[106] Cynthia A. Mamalian and Nancy G LaVigne, "The Use of Computerized Crime Mapping by Law Enforcement," National Institute of Justice, U.S. Department of Justice, Office of Justice Programs, January 1999, 1.

Current GIS systems can provide law enforcement the visual data needed to understand the geographical context of a wide variety of threats such as natural disasters, terrorism prevention, and response to terrorist attacks. Geographic information technology, combined with appropriate geospatial information, is an invaluable tool for the handling, display, and analysis of information involved in every aspect of homeland security. For example:

- Detection: By linking and analyzing temporally and spatially associated information, patterns may be detected that lead to timely identification of potential targets or suspects.

- Preparedness: Emergency planners and first responders must often depend on geographical information to accomplish their mission. Current, accurate information that is readily available is crucial to ensuring the readiness of personnel to respond to crisis.

- Prevention: Geographic information provides a means to detect and analyze patterns regarding terrorist threats and possible attacks, which in turn may lead to the disruption of their plans or the prevention or interdiction of their attacks.

- Response and Recovery: Geospatial information can be used in response to and recovery from natural disasters and was used in recovery efforts on 9/11.[107]

D.   COMMUNITY PARTNERSHIPS

Since the initial days following September 11th, it has become apparent that Homeland Security is not an effort that can be conducted by law enforcement alone. Instead, an effective Homeland Security strategy must include partnerships not only with other law enforcement organizations, but with businesses, citizens, emergency management, public health, and many other

---

[107] Federal Geographic Data Committee, "Homeland Security and Geographic Information Systems: How GIS and mapping technology can save lives and protect property in post-September 11th America," Obtained from internet at http://www.fgdc.gov/publications/homeland.html, [November 11, 2004].

private and public organizations having a stake in counter-terrorism prevention and response. Partnerships need to be expanded as much as possible to take advantage of the many skills necessary to plan for, mobilize, and respond to terrorist acts. For homeland security, this means building trust with Arab-American and Islamic-American communities, not with empty promises but in the ways law enforcement can protect them in their neighborhoods, workplaces, places of worship, and other public spaces.[108]

There is often some misconception that in community-oriented policing, "community" is defined by certain geographical boundaries. Daniel Flynn suggest that law enforcement agencies look beyond the traditional geographical boundaries and that agencies also look at areas or groups with shared character or identity and those with common problems or concerns. Flynn points to ethnic, cultural, and racial communities, as well as business, schools, and churches.[109] In community-oriented policing, the police are only one of the many local government organizations responsible for responding to community problems. Under community-oriented policing, other government agencies are called upon and recognized for their abilities to respond to crime and social disorder issues. Community–based organizations also brought into crime prevention and problem solving partnerships with law enforcement. Encouraging citizen involvement in programs such as neighborhood watch, youth education, and other activities with law enforcement has been found to increase social cohesion among citizens and resulted in decreased fear of crime.[110] The emphasis on building community partnerships encouraged by community-oriented policing may also help reduce citizen fear of terrorist events.[111]

---

[108] Williams Lyons, "Partnerships, information and public safety: community policing in a time of terror," *Policing: An International Journal of Police Strategies & Management,* Vol. 25 No. 3, 2002, 532.

[109] Daniel W. Flynn, "Defining the community in community policing," United States Department of Justice, Community Policing Consortium, Washington, D.C., July 1998. Obtained from internet at http://www.communitypolicing.org/publications/cfm, [April 28, 2004].

[110] Gary W. Cordner, "Community Policing: Elements and Effects," Roger G. Dunham and Geoffrey P. Alpert, eds., *Critical Issues in Policing.* (prospect Heights, II: Waveland Press, 1997), 451-468.

[111] Scheider and Chapman.

The prevention of terrorist activities within the country is the most desirable function law enforcement agencies can perform. Reducing or preventing a community's vulnerability to victimization has always been at the heart of law enforcement's mission. "Crime Prevention" units or functions can be found in virtually every local law enforcement agency throughout the United States. The goal of these units is to work hand in hand with the community to reduce its susceptibility to victimization by providing for an exchange of information. The prevention of terrorist activities requires not only effective communication between local and state agencies with the federal government, but perhaps more importantly, with the community.

By building community partnerships encouraged through community policing law enforcement can develop responses aimed at reducing levels of fear if they are negatively affecting the quality of life and are determined to be highly exaggerated. While citizen fear of terrorist events is somewhat different than fear of crime, some of the same techniques and programs can be useful for reducing this type of fear. Citizen awareness campaigns can inform citizens about what police and government are doing to prepare and prevent for a future attack.[112]

1. Working with the Media

In any terrorism strategy, the media will play a crucial role in defining the nature, scope and level of threat in critical situations, in disseminating information, and in calming the population. According to *Making the Nation Safer: The Role of Science and Technology in Countering Terrorism,* one way to blunt the "behavioral, attitudinal, and emotional responses" to terrorism is to influence the human response through an effective program of communications.[113]

Through relationships and partnerships cultivated with reporters, and producers of the local media they will look to law enforcement as an important

---

[112] Scheider and Chapman, 2004.

[113] Committee on Science and Technology for Countering Terrorism, Division on Engineering and Physical Sciences, National Research Council, "Making the Nation Safer: The Role of Science and Technology in Countering Terrorism," (Washington, D.C.: National Academy Press, 2002), 270. Obtained from internet at http://www.nap.edu/html/stct/index.html [November 7, 2004].

partner in delivering accurate and relevant information to the public. While government can't control how people will react to a terror attack, officials can help shape attitudes and behaviors by providing helpful information as well as seek assistance in obtaining information that may be relevant in the prevention or investigation of a terrorist incident. Making information available about measures taken to prevent or defend against an attack will give citizens a greater sense of control over uncertain situations and tend to lower the level of public fear.[114]

2. Neighborhood Watch, Business Watch and Worship Watch Programs

Neighborhood Watch as a crime prevention tool has been a program in place around the country for many years. Understanding that the detection of criminal activity is not a job law enforcement can do alone Neighborhood Watch has served as extra eyes and ears in the community to report suspicious activity or crimes to law enforcement. Recognizing that the detection of suspicious behavior is an integral part of homeland security using this already established program should be part of an agency's overall homeland security effort. Through Neighborhood Watch program, law enforcement can:

- Act as a liaison with each current Neighborhood Watch group. This includes developing more efficient methods of communication between law enforcement and these groups in order to provide a better exchange of up to date crime prevention and homeland security information. In turn, the interest level by Watch members is expected to increase resulting in groups staying active.

- Recruit new Neighborhood Watch groups. Experience has shown that in areas where Neighborhood Watch groups are active, crime is generally lower and support for law enforcement higher.

- Review all crime related calls for service records in their assigned area daily. Police officers will be looking to identify problems areas that can be addressed with prevention efforts. This includes working with crime analysts and district enforcement personnel seeking unified approaches in reducing crime by prevention.

---

[114] Committee on Science and Technology for Countering Terrorism, Division on Engineering and Physical Sciences, National Research Council, "Making the Nation Safer: The Role of Science and Technology in Countering Terrorism," (Washington, D.C.: National Academy Press, 2002), 270. Obtained from internet at http://www.nap.edu/html/stct/index.html [November 7, 2004], 272.

- Meet with crime victims and other citizens to offer services to reduce their potential of becoming a victim in the future. The main activity supporting this task is conducting crime prevention programs and security surveys to residential areas.

- Act as a conduit for homeland security initiatives to encourage citizens to be observant and watchful by reporting things that seem unusual or out of place.

Managers and business owners make risk management decisions for their businesses every day. These risks encourage them to seek new opportunities to gain a profit. Allowing crime an opportunity to exist is not one of these risks, since no chance for profit exists when crime is present. Crime results in monetary loss, inventory loss and a loss to the reputation of the business. Most importantly, crime can impact the personal safety of employees and their customers. This makes crime prevention good for business from both a human and financial standpoint.

The Business Watch Program is modeled after the Neighborhood Watch Program and establishes a formal communication network between law enforcement and businesses countywide. Business members are alerted to the potential of crime and are encouraged to look out for the community.

Law enforcement can provide members with training to educate owners, managers and employees to be able to recognize and report any suspicious activities or crimes, to prevent shoplifting and robbery, how to be a good witness, and many other topics. The key focus of each deputy is the delivery of proactive crime prevention and homeland security services to the business community.

Worship Watch was originally designed to bring crime prevention awareness and law enforcement services to all religious communities regardless of their religious beliefs by providing programs on personal safety, home security, drug awareness, auto theft, and many other subjects of interest to the public. Since September 11th special emphasis has been placed upon religious institutions that may be at a greater threat level because of their religious beliefs as a result of current world events.

3. Establishing Local-Federal Partnerships

Building a strong partnership before an incident occurs improves the likelihood that local and federal officials will work together more effectively both in preventing and in responding to any major incident. One of the major complaints in the past has been a lack of information sharing between federal and local agencies. By establishing partnerships with federal agencies can address any barriers to the sharing of information and will ensure that more relationships and patterns of possible terrorist activity are detected. In addition, through the relationships established with the community, local law enforcement can facilitate meetings between local community groups and federal partners that can assist in information gathering.

Coordination between local, state and federal law enforcement is critical. Developing response strategies, acquiring and using resources to support those strategies, and maintaining information systems which allow agencies to collect, analyze, and carry out responses to threats are essential. Joint Terrorism Task Forces (JTTFs) have been extremely successful in establishing those partnerships and facilitating communication between agencies.

4. Citizen Academies

Community-oriented policing is based on the premise that citizens should be empowered to enhance their quality of life and prevent or eliminate crime and the problems that lead to crime.[115] Everyone benefits when community members understand the role and function of their police department and become active proponents of law enforcement.[116] One such initiative used by law enforcement agencies is the citizen academy. Citizen academies have been effective in educating members of the community about the mission, goals, objectives, and programs of the police department. Citizen academies should be

---

[115] Dennis J. Stevens, *Case Studies in Community Policing,* (Upper Saddle River, N.J.: Prentice Hall, 2001), 9.

[116] Daniel P. Carlson, *When Cultures Clash: The Diverse Nature of Police-Community Relations and Suggestions for Improvement*, (Upper Saddle River, N.J.: Prentice Hall, 2002), 115.

expanded to address the issue of terrorism and the role that the community can play in assisting law enforcement with information gathering, identification of target vulnerabilities, volunteer opportunities directly supporting the homeland security strategy.

THIS PAGE INTENTIONALLY LEFT BLANK

V.   COMMUNITY POLICING AND HOMELAND SECURITY IN FLORIDA LAW ENFORCEMENT

A.   SURVEY

This thesis included the design and administration of a statewide survey of local law enforcement agencies within the state of Florida. The purpose of the survey was two-fold: first, to assess the compatibility of community policing and homeland security objectives and; second, to determine the extent to which local law enforcement agencies have incorporated homeland security responsibilities into their community policing model.

B.   SURVEY METHODS

Data used in this study were collected from the Hillsborough County Sheriff's Office Homeland Security Survey.   The self-report survey was administered during the fall of 2004 to all law enforcement agencies in the state of Florida.   Agency contact information was obtained from the Florida Department of Law Enforcement (FDLE).   The survey for this study was administered using the Dillman Total Design Method for Surveys.[117] Each contact was mailed a copy of the questionnaire. A reminder post card was sent to those agencies that did not return their survey within approximately two weeks following the initial mailing. A final attempt was made via email to facilitate participation by contacting agencies that did not return their survey within approximately one month after the survey was initially administered.   A copy of the questionnaire was attached to the reminder email.

The Homeland Security Survey questionnaire consists of three sections. The first section is designed to collect detailed agency-contact information, and to identify the individual within the agency responsible for completing the questionnaire.   Other contact information collected includes the respondent's name and title, name of agency as well as address, phone, and email

---

[117] Don A. Dillman, *Mail and Telephone Surveys, The Total Design Method* (New York: John Wiley and Sons, 1978), 160 -199.

information. The second section of the survey is designed to collect agency-specific information. Size of the population served and the number of full-time sworn personnel employed at the time of the survey are examples of the agency-specific information collected in the second section. Questions concerning community policing, and the extent to which it is practiced within an agency, is also captured in this section. The final section of the questionnaire is designed to measure specific operations or activities related to community policing and homeland security that apply to agencies. A copy of the Hillsborough County Sheriff's Office Homeland Security Survey is provided in the Appendix.

Participation in the Homeland Security Survey was higher than typical mail-survey rates. Survey responses were analyzed using SPSS® Comprehensive Statistical Software and the SPSS® Regression Model module. Overall, slightly more than half (50.3%) of the 363 agencies surveyed returned completed questionnaires. This figure represents approximately 68.3% of the total population served by local law enforcement agencies in the state of Florida (Table 3). Of the participating agencies, about eight-in-ten were police departments. Most serve populations less than 50,000 residents, and employ less than 50 full-time sworn law enforcement officers (Table 4). About 87% of the participating agencies indicate that they have a community-policing plan. These plans are formally written about three-fifths of the time, according to participants. Nearly 60% of agencies surveyed report that they have a homeland security strategic plan, about half of which are formally written. Interestingly, however, about one-third of all agencies reported that despite not having a community-policing plan they have a formal homeland security strategic plan (Table 5).

Table 3.   Florida Population Represented in Survey[118]

Total population served by all homeland security survey respondents	11,662,347
Total population served by all Florida law enforcement agencies in 2003	17,071,508
Percentage of Florida population represented in the survey	68.30%

Table 4.   Agency characteristics of survey respondents

Variables	(n)	%
Type of agency	183	
Sheriff's Office		19.1
Police Department		80.3
Missing[a]		0.5
Population of jurisdiction served		
Less than 50,000		63.4
50,000-99,999		12.6
100,000-249,000		12.0
250,000-499,999		7.7
500,000-999,999		2.2
More than 1,000,000		2.2
Number of full-time sworn law enforcement officers or deputies		
Less than 50		49.2
50-99		14.8
100-249		19.1
250-499		10.4
500-999		2.7
More than 1,000		3.8
Agency has a community-policing plan		
No		12.6
Yes		87.4
Formally written		41.9
Not formally written		58.1
Agency has a homeland security strategic plan		
No		41.0
Yes		59.0
Formally written		47.2
Not formally written		52.8

[a]One respondent failed to provide agency information. As a result, the type of agency was undeterminable.

[118] Source: http:www.fdle.state.fl.us/FSAC/Crime_Trends/download/excel/offjur_indexxmp.xls

Table 5. **Number agencies having a homeland security plan and community-policing plan**

Does the agency have a homeland security strategic plan?	Does the agency have a community-policing plan?		
	No	Yes, formally written	Yes, not formally written
No	65.20%	35.80%	38.70%
Yes, formally written	21.70%	32.80%	25.80%
Yes, not formally written	13.00%	31.30%	35.50%

Levels of training agency personnel in community policing was also measured. For example, about 46% of agencies provide at least eight hours of community policing training (i.e., problem solving, SARA, community partnerships, etc.) to all of their new recruits (Table 6). Less than 20% of all in-service sworn personnel and about 6% of all civilian personnel receive similar levels of training. In addition to questions about training, agencies responded to questions concerning traditional community policing-related activities in which they were engaged in during the year prior to the survey.

Table 6. **Number and percent of agencies involved in community policing training during the previous 12 months.**

Agency personnel that received at least 8 hours of community-policing training		Percent			
	(n)	All	Half or more	Less than half	None
Personnel					
New officer recruits	161	46.0	8.1	11.2	34.8
In-service personnel	173	18.5	11.6	43.9	26.0
Civilian Personnel	153	5.9	3.9	23.5	66.7

About 87% of respondents indicate that their agency was engaged in some sort of traditional community policing-related activity during the year prior to the survey. Of these, results indicate that agencies gave patrol officers responsibility for specific geographic areas or beats more often than any other community-policing related activity measured (85%). Conversely, agencies

trained citizens in community policing (41%) and assigned detectives to cases based on geographic areas or beats (42%) less often than any other community-policing related activity measured (Table 7). Law enforcement agencies were also asked about obtaining homeland security-related information.

Table 7. **Number and percent of agencies involved in community policing activities during the previous 12 months.**

Community-policing activities	(n)	%
Any community-policing activity	160	87.4
Actively encouraged patrol officers to engage in SARA-type problem solving projects on their beats	80	50.0
Assigned detectives to cases based on geographic areas or beats	67	41.9
Conducted a citizen police academy	74	76.3
Formed problem-solving partnerships with community groups, public agencies, or others through specialized contracts or written agreements	75	46.9
Gave patrol officers responsibility for specific geographic areas or beats	136	85.0
Included collaborate problem-solving projects in the evaluation criteria of patrol officers	58	36.3
Trained citizens in community policing (e.g., community mobilization and problem-solving)	65	40.6
Upgraded technology to support community-policing activities	78	48.8

Nearly all agencies (96%) received information concerning homeland security during the 12 months prior to the survey. While nearly all agencies reported receiving information, the source of that information varied. For example, about 98% of the agencies report receiving homeland security-related information from the Florida Department of Law Enforcement (FDLE), whereas less than one-in-three agencies report receiving homeland security-related information from the State's Attorneys Office. More than 85% of all agencies report receiving homeland security-related information from the Department of

Justice (i.e., FBI, DEA, COPS Office, and BJA) and the Department of Homeland security, during the year prior to the survey (Table 8).

Table 8.   **Number and percent of agencies that received homeland security-related information during the previous 12 months.**

Information received from--	(n)	%
Received information from any state or federal agency	176	96.2
Florida Department of Law Enforcement (FDLE)	172	97.7
State Attorney's Office	50	28.4
U.S. Department of Justice (i.e.,FBI,DEA, COPS Office, BJA)	155	88.1
U.S. Department of Homeland Security	157	89.2

C. SURVEY RESULTS

The current analytic strategy is to assess the relationship between the community policing philosophy and homeland security strategies. Initial assessment of this relationship adopted a micro-level approach by examining the degree to which factors associated with community policing are correlated to similar factors that are associated with homeland security strategies. Results show a significant correlation exists between what agencies do in their day-to-day activities with respect to community policing and homeland security (Table 9). For example, agencies that use GIS to conduct crime mapping and analysis also frequently use GIS to conduct terrorism target mapping and analysis ($r=.241$, $p=.000$), and agencies that use their web site to disseminate crime prevention information also frequently use it to disseminate homeland security information ($r=.491$, $p=.000$). In short, results show that factors associated with adopting a community policing philosophy among agencies and implementing homeland security strategies within agencies are highly related. Moreover, they provide the foundation from which to refine our understanding of this relationship.

Table 9. **Correlations between selected factors associated with community-policing and similar factors related to homeland security strategies.**

Variables	Pearson's r	(p)
Agency includes community-policing measures in personnel performance evaluations	0.237	0.00
Agency includes homeland security function measures in personnel performance evaluations		
Agency has Standard Operating Procedures for community-policing	0.159	0.02
Agency has Standard Operating Procedures for homeland security		
Agency has a dedicated community-policing component	0.352	0.00
Agency has a dedicated homeland security component		
Personnel have been trained in Crime Prevention Through Environmental Design (CPTED)	0.247	0.00
Personnel have been trained applying CPTED concept to homeland security target vulnerability assessment		
Agency conducts residential and/or business community security surveys	0.328	0.00
Agency conducts infrastructure vulnerability assessments for homeland security		
Agency uses GIS to conduct crime mapping and analysis	0.241	0.00
Agency uses GIS to conduct terrorism target mapping and analysis		
Agency web site used to disseminate crime prevention information	0.491	0.00
Agency web site used to disseminate homeland security information		
Personnel have received training in criminal target vulnerability identification and assessment	0.357	0.00
Personnel have been trained in terrorism target vulnerability identification		
Personnel have been trained in establishing internal partnerships to facilitate community-policing	0.250	0.00
Personnel have been trained in establishing internal partnerships dealing with terrorism		
Agency has formed community-policing partnerships to address community-policing	0.365	0.00
Agency has formed community partnerships to address homeland security		

n=183

Given the results from the bivariate correlations, models that predict whether homeland security strategies will be incorporated by law enforcement agencies can be developed. Table 10 shows results from a logistic regression model using community-policing training and activities as predictors of agencies having a homeland security strategic plan. Results show that the model is an overall significant predictor of the adoption of a homeland security strategic plan among law enforcement agencies (p=.004). Nevertheless, only a few of the

exogenous variables are actually significant predictors of the dependent variable. While assigning detectives to cases based on geographic areas or beats (p<.05), conducting citizen police academies (p<.10), and including collaborative problem-solving projects in the evaluation criteria of patrol officers (p<.05) significantly predict whether agencies adopted a homeland security strategic plan, none of the other traditional community policing-related variables contained in the model are significant predictors.   Overall, the model explains about a fourth of the variation in the likelihood that law enforcement agencies adopted homeland security strategies.

Table 10. Logistic regression model using community-policing training and activities predictors of agencies having a homeland security strategic plan.

Variables	b	SE	Wald	Exp(b)
Community-policing training				
New officer recruits	-0.23	0.20	1.31	0.80
In-service personnel	0.31	0.29	1.14	1.36
Civilian personnel	0.26	0.31	0.70	1.30
Community-policing activities				
Actively encouraged patrol officers to engage in SARA-type problem-solving				
projects on their beats	0.19	0.51	0.14	1.21
Assigned detectives to cases based on geographic areas or beats	1.10	0.55	3.98*	3.00
Conducted a citizen police academy	0.86	0.50	2.99**	2.36
Formed problem-solving partnerships with community groups, public agencies, or others through specialized contracts or written agreements	0.05	0.05	0.01	1.05
Gave patrol officers responsibility for specific geographical area or beats	-0.02	0.57	0.00	0.98
Included collaborative problem-solving projects in the evaluation criteria of patrol officers	0.94	0.52	3.32*	2.57
Trained citizens in community-policing (e.g., community mobilization and problem-solving)	0.18	0.52	0.12	1.19
Upgraded technology to support community-policing activities	-0.13	0.46	0.07	0.88
Constant	-1.74	1.08	2.58	0.18
-2 Log-Likelihood	138.96			
Nagelkerke R-squared	0.27*			

n=160

**p<.05

*p<.10

If most traditional community policing-related activities fail to predict agencies adoption of homeland security strategies, then is the likelihood that an agency has adopted these strategies dependent on the level to which agencies incorporate the community policing philosophy? This question can be addressed by developing an alternative logistic regression model that predicts homeland security strategic plan adoption, while controlling for other exogenous variables.

As with the first model, the fully specified model is an overall significant predictor of whether law enforcement agencies adopted a homeland security strategic plan (p=.000). The model assesses the predictive power of the community policing philosophy on the adoption of a homeland security strategy through the use of dummy variables. For example, dichotomous variables identifying agencies with a formally written community policing plan as well as a community policing plan that it is not formally written are included in the model. Agencies without any type of community policing plan are excluded from the model as the reference category. Other variables are incorporated into the model to control for other agency characteristics that might influence whether or not an agency adopted homeland security strategies. For example, the type of agency (i.e., Sheriffs' Office or Police Department), whether agencies received information within the past year from the Departments of Justice or the Department of Homeland Security, and the size of an agency serve as control variables in the model.

Results of model two are insightful (Table 11). Namely, agencies indicating that they have a community policing plan that is *not formally written* are significantly more likely than those that do not have a community policing plan at all to adopt a homeland security strategic plan. However, agencies that have *a formally written* community policing plan are no more or less likely than those agencies that do not have a community policing plan at all, to have a homeland security strategic plan . In other words, the degree to which the community policing philosophy is ingrained among law enforcement agencies has a significant affect of the adoption of a homeland security strategic plan, controlling for other factors.

Other factors included in the model were also shown to be significant predictors of the dependent variable. For example, agencies that had received homeland security-related information from the Department of Justice were more likely to have adopted homeland security strategies; and larger agencies were relatively more likely than smaller agencies to have implemented a homeland

security strategic plan. As with the first model, about one fourth of the variance in the dependent variable is explained.

Table 11. **Logistic regression model using the incorporation of a community-policing plan and general agency characteristics as predictors of agencies having a homeland security strategic plan.**

Variables	b	SE	Wald	Exp(b)
Agency has a community-policing plan				
No (reference)				
Yes, formally written	0.99	0.62	2.55	2.70
Yes, but not formally written	1.44	0.58	6.19*	4.21
Type of agency	-0.88	0.60	2.16	0.42
(0=Sheriff's Office, 1=Police Department)				
number of full-time sworn officers or deputies				
Less than 100 (reference)				
100 - 249	0.73	0.48	2.33	2.07
250 to more than 1,000	1.09	0.64	2.97	2.98
Agency received information from--				
U.S. Department of Justice (i.e., FBI,DEA,COPS Office, BJA)	0.93	0.54	3.00**	2.55
U.S. Department of Homeland Security	0.56	0.57	0.98	1.76
Constant	-1.59	0.88	3.27	0.20
-2 Log-Likelihood	178.38			
Nagelkerke R-squared	0.25*			

n=160
*p<.05
**p<.10

In short, results of the survey suggest that specific activities associated with the community policing philosophy are strongly correlated to similar activities related to homeland security strategies. However, traditional community policing-related activities are overall poor predictors of agencies having a homeland security strategic plan. Further investigation suggests that it is the level to which

65

an agency has formally incorporated the community policing philosophy, along with other factors that better predictor whether or not an agency has a homeland security strategic plan.

VI. CONCLUSION

A. HOMELAND POLICING

For the past ten years, community-oriented policing has served as the impetus for law enforcement agencies to establish a closer relationship with citizens to identify threats within the community which create a climate of fear and social disorder. The emphasis in community policing on community involvement and problem solving clearly establishes a solid foundation upon which homeland security efforts should be built. At a time when local law enforcement agencies have to deal with additional homeland security responsibilities and shrinking budgets there could be a tendency to reduce community policing efforts, which are still often thought of as a "frill." During times of stress many organizations have a tendency to retreat to prior practices.[119] Under these circumstances, it is important that law enforcement agencies not revert to the "traditional approach" to policing. Instead of de-emphasizing community-oriented policing efforts, law enforcement agencies must realize that a strong community-oriented policing philosophy within the agency provides a strong basis for preventing and responding to terrorism and its goal of creating fear in the community. Local law enforcement must realize that their efforts are integral to any national homeland security strategy and that community-oriented policing could be their most effective strategy in dealing with terrorism prevention and response in their community.

This thesis examined the nature of terrorism and traditional crime within the context of local law enforcement agencies and how community-policing strategies can be effectively integrated into a homeland security strategy for local law enforcement agencies. This thesis also surveyed police departments and sheriff's offices within the state of Florida in order to assess the current level of community policing and homeland security strategy integration within the state.

---

[119] Edward A. Thibault, "The need for proactive civilian global police service," paper delivered at Northeastern Academy of Criminal Justice Sciences, June 6, 2003.

The survey also examined the compatibility and applicability of community policing strategies to an effective homeland security prevention strategy for local law enforcement.

Results of the survey suggest that specific activities associated with the community policing philosophy are in fact strongly correlated to similar activities related to homeland security strategies. However, traditional community policing-related activities are overall poor predictors of agencies having a homeland security strategic plan.

B.   POLICY RECOMMENDATIONS

The "homeland-policing" model presented here suggest that the existing framework of community policing can serve as an effective framework for the development of an effective prevention strategy for homeland security by local law enforcement agencies throughout the United States. While the specific application of community policing strategies have been discussed in earlier chapters, the survey results suggest that law enforcement agencies should begin by formalizing their community policing model and formally integrate their homeland security responsibilities into their overall strategy through the creation of policies, procedures and training programs to create a cultural change within the organization.

C.   SUGGESTIONS FOR FURTHER RESEARCH

Previous research has shown that there is a correlation between the effectiveness of community and the reduction of fear and the prevention of crime in the community through the implementation of the community policing philosophy. This thesis, however, was limited in addressing the theoretical relationship which exist between the effects of preventing crime and reducing fear of crime in the community, and the community-policing philosophy. Future research should build upon this research and study the direct effects of a community/homeland-oriented policing model to determine whether an integrated

community-policing and homeland security strategy does have a measurable impact in the reduction of fear from the victimization of terrorism and whether such a model was effective in the prevention or deterrence of terrorist attacks.

THIS PAGE INTENTIONALLY LEFT BLANK

APPENDIX

HILLSBOROUGH COUNTY SHERIFF'S OFFICE

HOMELAND SECURITY SURVEY

Name

Title

Agency

Address

City

State

Zip

Phone ( )

E-mail

INSTRUCTIONS

- If the answer to a question is "not available or "unknown," write "DK" in the space provided.
- If the answer to a question is "not applicable," write "NA" in the space provided.
- Please mail your completed questionnaire to the Hillsborough County Sheriff's Office in the enclosed postage-paid envelope no later than **September 30, 2004**, or FAX (both sides) to 813-247-8221.

AGENCY INFORMATION

Q1: Would you like to receive a copy of the survey results?

- 0 ☐ No
- 1 ☐ Yes

Q2: What is the population of the jurisdiction your agency serves?

- 1 ☐ Less than 50,000
- 2 ☐ 50,000-99,999
- 3 ☐ 100,000-249,999
- 4 ☐ 250,000-499,999
- 5 ☐ 500,000-999,999
- 6 ☐ More than 1,000,000

Q3: How many full-time sworn law enforcement officers/deputies does your agency employ?

- 1 (Less than 50
- 2 (50-99
- 3 (100-249
- 4 (250-499
- 5 (500-999
- 6 (More than 1,000

Q4: Does your agency have a community policing plan?

- 0 ☐ No
- 1 ☐ Yes, formally written
- 2 ☐ Yes, not formally written

Q5: Does your agency have a homeland security strategic plan?

- 0 ☐ No
- 1 ☐ Yes, formally written
- 2 ☐ Yes, not formally written

Q6: During the past 12 months, what proportion of agency personnel received at least eight hours of community policing training (problem solving, SARA, community partnerships, etc.)? *Mark one (X) for each*.

	All	Half or more	Less than half	None
New officer recruits	1 ☐	2 ☐	3 ☐	4 ☐
In-service sworn personnel	1 ☐	2 ☐	3 ☐	4 ☐
Civilian personnel	1 ☐	2 ☐	3 ☐	4 ☐

Q7: During the past 12 months, which of the following did your agency do? *Mark all that apply (X)*.

- ☐ Actively encouraged patrol officers to engage in SARA-type problem-solving projects on their beats

- ☐ Assigned detectives to cases based on geographic areas/beats
- ☐ Conducted a citizen police academy
- ☐ Formed problem-solving partnerships with community groups, public agencies, or others **through specialized contracts or written agreements**
- ☐ Gave patrol officers responsibility for specific geographic areas/beats
- ☐ Included collaborative problem-solving projects in the evaluation criteria of patrol officers
- ☐ Trained citizens in community policing (e.g., community mobilization, problem solving)
- ☐ Upgraded technology to support community-policing activities
- ☐ None of the above

Q8: During the past 12 months, did your agency receive homeland security-related information from the following? *Mark all that apply (X)*.

- ☐ FDLE
- ☐ State Attorney's Office
- ☐ Department of Justice (i.e., FBI, DEA, COPS, BJA)
- ☐ Department of Homeland Security
- ☐ None of the above

72

Research suggests a number of factors associated with adopting a community policing philosophy and implementing homeland security strategies within law enforcement organizations. For each of the 2 columns below, please mark (x) each box for all that apply to your agency.

Community Policing

☐ Agency Mission Statement includes community policing function

☐ Agency includes community policing measures in personnel performance evaluations

☐ Agency has Standard Operating Procedures for community policing

☐ Agency has a dedicated community policing component

☐ Personnel have been trained in Crime Prevention Through Environment Design (CPTED)

☐ Agency conducts residential and /or business community satisfaction surveys

☐ Agency uses GIS to conduct crime mapping and analysis

☐ Agency web site used to disseminate crime prevention information

☐ Agency has received federal money to establish/advance community policing

☐ Agency has goals and objectives addressing community policing

☐ Agency established **or** participated in inter-jurisdictional information sharing network to address crime

☐ Personnel trained to engage in SARA-type problem-solving projects on their beats

☐ Personnel have been trained on fear of crime reduction strategies

☐ Personnel have received training in criminal target vulnerability identification and assessment (hotspots)

☐ Personnel have received training in crime information/intelligence gathering/analysis

☐ Personnel have been trained in establishing community partnerships to facilitate community policing

☐ Personnel have been trained in establishing internal partnerships to facilitate community policing

☐ Agency has formed community partnerships to address community policing

☐ None of the above

Homeland Security

☐ Agency Mission Statement includes homeland security function

☐ Agency includes homeland security functions measures in personnel performance evaluations

☐ Agency has Standard Operation Procedures for homeland security

☐ Agency has a dedicated homeland security component

☐ Personnel have been trained applying CPTED concept to homeland security target vulnerability assessment

☐ Agency conducts infrastructure vulnerability assessments for homeland security

☐ Agency uses GIS to conduct terrorism target mapping and analysis

☐ Agency web site used to disseminate homeland security information

☐ Agency has received federal money to establish/advance homeland security responsibilities

☐ Agency has goals and objectives addressing homeland security responsibilities

☐ Agency established **or** participated in inter-jurisdictional information sharing networks to address terrorism

☐ Personnel have been trained in applying SARA-type problem-solving model to homeland security

☐ Personnel have been trained in terrorism fear reduction strategies

☐ Personnel have received training in terrorist target vulnerability identification

☐ Personnel have received training in terrorism information/intelligence gathering/analysis

☐ Personnel have been trained in establishing community partnerships dealing with terrorism

☐ Personnel have been trained in establishing internal partnerships dealing with terrorism

☐ Agency has formed community partnerships to address homeland security

☐ None of the above

Comments

_____

_____

_____

THIS PAGE INTENTIONALLY LEFT BLANK

LIST OF REFERENCES

Alreck, Pamela L. and Settle, Robert B. *The Survey Research Handbook*. Richard D Irwin, Inc., Homewood Illinois, 1985.

Aron, Raymond. *Peace and War*. London: Weidenfeld and Nicholson, 1966.

Gregg Barak, *Integrating Criminologies.* Boston, MA: Allyn and Bacon, 1998.

Bazemore, G. and Cole, A. "Police in the "laboratory" of the neighborhood: Evaluating problem oriented strategies in a medium sized city." *American Journal of Police*, 13(3), 1994.

Bureau of Justice Statistics (BJS). *Report to the Nation on Crime and Justice*. Washington, DC: U.S. Department of Justice, 1983.

Bush, George W., Citizen Corps, Obtained from internet at http://www.whitehouse.gov, [October 2, 2004].

Chalk, Peter. *West European Terrorism and Counter-Terrorism*. London and New York: Macmillan and St. Martin's Press, 1996.

Chapman, Rob and Scheider, Matthew C., "Community Policing: Now More than Ever," Office of Community Oriented Policing, U.S. Department of Justice, Washington, D.C., 2002.

Cilluffo, Frank I., Joseph J. Collins, Arnauld de Borchgrave, Daniel Goure, and Michael Horowitz. *Defending America in the 21st Century*. Washington D.C.: Center for Strategic and International Studies, 2000. Obtained from internet at http://www.csis.org/homeland/reports/defendamer21stexesumm.pdf [April 13, 2004].

Clarke, Ronald V. and John E. Eck, "Become a Problem Solving Analyst in 55 Small Steps." London: Jill Dando Institute of Crime Science, University College London, 2003). Obtained from Internet at http://www.jdi.ucl.ac.uk/downloads/pdf/analyst_book/Prelims.pdf. [April 6, 2004].

Collins, Joseph J. and Michael Horowitz. "Homeland Defense: A Strategic Approach." Center for Strategic and International Studies, Washington, D.C., December 2000.

Committee on Science and Technology for Countering Terrorism, Division on Engineering and Physical Sciences, National Research Council, *Making the Nation Safer: The Role of Science and Technology in Countering Terrorism*.

Washington, D.C.: National Academy Press, 2002. Obtained from internet at http://www.nap.edu/html/stct/index.html, [November 7, 2004].

Community Emergency Response Teams, Department of Homeland Security, Federal Emergency Management Agency, Obtained from internet at http://training.fema.gov/emiweb/CERT/, [November 1, 2004].

Congressional Record, Proceedings and Debates of the 107th Congress, Second Session, House of Representatives, June 26, 2002. Obtained from internet at http://www.house.gov/harman/issues/statements/107/062602ST_InfoSharing.html, [November 7, 2004].

Cordner, Gary W., Fear of Crime and the police: An evaluation of fear reduction strategy, *Journal of Police Science and Administration*, 14(3), 1986.

Cordner, Gary W. "Community Policing: Elements and Effects," Roger G. Dunham and Geoffrey P. Alpert, eds., *Critical Issues in Policing*. Prospect Heights, II: Waveland Press, 1997.

Crenshaw, Martha. "The Concept of Revolutionary Terrorism," *The Journal of Conflict Resolution* 16/ (3), 1972.

Crenshaw, Martha. *Terrorism in Context*. University Park, Penn: Pennsylvania State University Press, 1995.

Crowe, Timothy D. *Crime Prevention Through Environmental Design*. Woburn, Mass: Butterworth-Heinemann, 1991.

Department of Defense Directive 2000.12, "DoD Antiterrorism/Force Protection (AT/FP) Program," April 13, 1999, Obtained from internet at http://www.dtic.mil/whs/directives/corres/text/d200012p.txt [June 27, 2004].

Dietz, A. Steven. "Evaluating community policing: Quality police service and fear of crime," Policing: An International Journal of Police Strategy and Management, 1997, Vol. 20, No. 1.

Dillman, Don A. *Mail and Telephone Surveys: The Total Design Method.* New York: John Wiley and Sons, 1978.

East, Jim R. "The role of the Reservist in Maritime Homeland Defense". Alexandria, VA.: CNA, August 2002.U.S. Army Training and Doctrine Command (TRADOC), White Paper: Supporting Homeland Defense, May 18 1999, Obtained from internet at http://www.fas.org/spp/starwars/program/homeland/final-white-paper.htm [July 18, 2004].

Eck, John and William Spelman, "Problem Oriented Policing." Washington, D.C., National Institute of Justice, January 1987.

Eck, John E. and W. Spelman, W. D. Hill, D. W. Stedman and G.R. Murphy, "Problem Solving: Problem Oriented Policing in Newport News." Washington, D.C.: Police Executive Research Forum, 1987.

Federal Geographic Data Committee, "Homeland Security and Geographic Information Systems: How GIS and mapping technology can save lives and protect property in post-September 11th America," Obtained from internet at http://www.fgdc.gov/publications/homeland.html, [November 11, 2004].

Flynn, Daniel W. "Defining the community in community policing." United States Department of Justice, Community Policing Consortium, Washington, D.C., July 1998. Obtained from internet at http://www.communitypolicing.org/publications/cfm, [April 28, 2004].

Flynn, Edward, Chief of Police, Arlington County Police Department. Letter to The Washington Post, October 14, 2001.

Friedman, Robert R. Community Policing: Comparative Perspectives and Prospects (New York: St. Martin's Press, 1992).

Gale, Stephen. Quoted by Peter Ford, "Legal War on Terror Lacks Weapons," Christian Science Monitor, March 27, 2002, Obtained from internet at http://www.csmonitor.com/2002/0327/p01s04-woeu.htm. [June 28, 2004].

Goldstein, Herman. *Problem-Oriented Policing*. New York: McGraw Hill, 1990.

Heyman, Philip B. *Terrorism and America: A Common Sense Strategy for a Democratic Society*. Cambridge, Mass.: MIT Press, 1998).

Kelling, George L. "Police and Communities: the Quiet Revolution," *Perspectives on Policing,* (Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice; and John F. Kennedy School of Government, Harvard University, 1988).

Kelling, George L. and Mark H. Moore, "The Evolving Strategy of Policing," *Perspectives on Policing,* (Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice; and John F. Kennedy School of Government, Harvard University, 1988).

Kelling, George and Mark Moore, "From political reform to community: The evolving strategy of police," *Community Policing: Rhetoric or reality?* J. Greene and S. Mastrofski (Eds.), (New York: Praeger, 1988).

Lacaze, Jeannou. Report of the Committee on Foreign Affairs and Security on Terrorism and its Effects on Security in Europe. European Parliament Session Documents, A3-0058/94, February 2, 1994.

Lyons, William. "Partnerships, information and public safety: community policing in a time of terror," *Policing: An International Journal of Police Strategies & Management*, Vol. 25 No. 3, 2002.

Mamalian, Cynthia and Nancy G. LaVigne, "The Use of Computerized Crime Mapping by Law Enforcement." National Institute of Justice, U.S. Department of Justice, Office of Justice Programs, January 1999.

Markle Foundation Task Force, *Protecting America's Freedom in The Information Age: A Report of the Markle Foundation Task Force*. New York, New York, October 2002.

McHale, Paul Statement before the 108th Congress Subcommittee on Terrorism, "Unconventional Threats and Capabilities" Committee on Armed Services, United States House of Representatives, March 4, 2004.

Medical Reserve Corps, United States Department of Health and Human Services, Obtained from internet at http://www.medicalreservecorps.gov/, [November 1, 2004].

Monkkonen, Eric H. "History of Urban Policing," *Modern Policing Crime and Justice Volume 15*, eds. Michael Tonry and Norval Morris (Chicago: University of Chicago Press, 1992).

Moore, Mark H. "Problem Solving and Community Policing: A Preliminary Assessment of New Strategies of Policing," *Modern Policing Crime and Justice Volume 15*, eds. Michael Tonry and Norval Morris (Chicago: University of Chicago Press, 1992).

Moore, Mark H. and Robert C Trojanowicz, "Policing and the fear of Crime," *Perspectives in Policing*, National Institute of Justice, U.S. Department of Justice and the Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University, No. 3, June 1988.
Neighborhood Watch, United States Department of Justice, Obtained from internet at http://www.usaonwatch.org, [November 1, 2004].

Nesbett, Richard E. and Herman Lee Ross, *Inference: Strategies and Shortcomings of Social Judgment.* Englewood Cliffs, NJ: Prentice Hall, 1980.

Office of Community-Oriented Policing. "Local Law Enforcement Responds to Terrorism, Lessons in Prevention and Preparedness." Community Policing

Development, Office of Community Oriented Policing Services and The Police Foundation, Washington, D.C., 2002

Office of Homeland Security, *National Strategy for Homeland Security*. Office of Homeland Security. Washington, D.C.: Government Printing Office, 2002.

Pate, Anthony M., Mary Ann Wycoff, Wesley G. Skogan, and Lawrence   W. Sherman, *Reducing Fear of Crime in Houston and Newark: A Summary Report*, The Police Foundation, 1986, Washington, DC Obtained from internet at http://gregvps4.securesites.net/docs/citizenfear.html [June 23,2003].

Peak, Kenneth J. and Ronald W Glensor, *Community Policing and Problem Solving: Strategies and Practices*, (Upper Saddle River, NJ: Prentice Hall, 1996).

Police Executive Research Forum. "Local Law Enforcement's role in Preventing and Responding to Terrorism, a survey by the Police Executive Research Forum (PERF)." October 2, 2001.

Police Executive Research Forum and The Office of Community Oriented Policing Services, *Protecting Your Community From Terrorism: Strategies for Local Law Enforcement, Volume 1: Local-Federal Partnerships,* March 2003, Washington, D.C.

Reaves, Brian and Matthew Hickman, *Law Enforcement Management and Administrative Statistics, 2000: Data for Individual State and Local Agencies with 100 or more Officers*, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics. Washington D.C., 2004.

Riechers, Lisa M. and Roy R. Roberg, "Community Policing: A Critical review of Underlying Assumptions," *Journal of Police Science and Administration* 17 (June 1990).

Rockefeller Institute of Government. "The Federalism Challenge: The Challenge for State and Local Government", *The role of "Home" in Homeland Security: Symposium Series* Number 2. March 24, 2003.

Scheider, Matthew C. and Tawandra Rowell, Veh Bezdikian, "The Impact of Citizen Perceptions of Community Policing on Fear of Crime: Findings from Twelve Cities," *Police Quarterly,* Vol 6 No. 4, December 2003.

Scheider, Matthew C. and Robert E. Chapman, Michael F. Seelman, "Connecting the dots for a proactive approach," *Border and Transportation Security America,* Quarter 4, 2003.

Scheider, Matthew C. and Robert Chapman, "Community Policing and Terrorism," Journal of Homeland Security, April 2003, Obtained from internet at http://www.homelandsecurity.org/journal/articles/Scheider-Chapman.html, [October 31, 2004].

Schwendinger, Herman and Julia, "Defenders of Order or Guardians of Human Rights," *Issues In Criminology,* Vol.5, No. 2, Summer, 1970, 123-157. Skogan, Wesley. "Fear of Crime and Neighborhood Change," in Albert J. Reiss, Jr. and Michael Tonry, Communities and Crime, Vol. 8 of *Crime and Justice: A review of Research* (Chicago: The University of Chicago Press, 1986).

Stevens, Dennis J., *Case Studies in Community Policing.* Upper Saddle River, NJ: Prentice Hall, 2001.

Tappan, Paul W. "Who is the criminal?" *American Sociological Review,* Vol. 12, No. 1 (February 1947): 96-102.

Taylor, Eric. New Homeland Security Apparatus, Impeding the Fight against Agile Terrorist," *Cato Institute, Foreign Police Briefing* No. 70, June 26, 2002.

Terrorism Act of 2000, Her Majesty's Stationary Office, Obtained from internet at http://www.legislation.hmso.gov.uk/acts/acts2000/00011--b.htm#1 [October 9, 2004].

The Gallup Organization, Inc., The Gallup Poll [Online]. Obtained from internet at http://www.gallup.com/poll/topics/terror.asp [July 29, 2003].

The Gallup Organization, Inc., The Gallup Poll [Online]. Obtained from internet at http://www.gallup.com/poll/content/default.aspx?ci=1603, [October 30, 2004].

Thibault, Edward A. "The need for proactive civilian global police service," paper delivered at Northeastern Academy of Criminal Justice Sciences, June 6, 2003.

Thornton, T. P. "Terror as a Weapon of Political Agitation", H. Eckstein, ed., *Internal War.* London: Collier-Macmillan, 1964.

Thurman, Quint, J. Zhao and A. J. Giacomazzi. *Community policing in a community era.* Los Angeles, CA: Roxbury, 2001.

Trojanowicz, Robert C. and Bonnie Bucqueroux, *Community Policing: A Contemporary Perspective.* Cincinnati, OH: Anderson Publishing, 1990.

Trojanowicz, Robert C. and David Carter, *Philosophy and Role of Community Policing.* Rockville, Md.: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice, 1988. Obtained from Internet at http://www.cj.msu.edu/~people/cp/cpphil.html. [June 21, 2004].

United States Army Training and Doctrine Command (TRADOC), *White Paper: Supporting Homeland Defense*, May 18 1999, Obtained from internet at http://www.fas.org/spp/starwars/program/homeland/final-white-paper.htm. [April 13,2004].

United States Code, Title 18, Section 2331 (18 USC 2331)

United States Department of Homeland Security, The Office for Domestic Preparedness Guidelines for Homeland Security, June 2003, Prevention and Deterrence, Washington D.C.

United States Department of Justice, Office of Community Oriented Policing Services, COPS INNOVATIONS, *A Closer Look, Local Law Enforcement Responds to Terrorism: Lessons in Prevention and Preparedness*, Washington, D.C., 2002.

United States Department of Justice, Office of Community Oriented Policing Services, Obtained from Internet at http://www.cops.usdoj.gov/default.asp?Item=36 [September 5, 2004].

United States Department of Justice, Office of Community Oriented Policing Services, "Organizational Elements of Community Policing," Obtained from internet at http://www.cops.usdoj.gov/print.asp?Item=477 [September 5, 2004].

United States Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, National Crime Victimization Survey, 2004, Obtained from internet at http://www.ojp.usdoj.gov/bjs/glance/tables/viortrdtab.htm, [October 30, 2004].

Vaughn, Jerald R. "Community Oriented Policing: You Can Make It Happen," *Law and Order*, June 1991.

Volunteers in Police Service, United States Department of Justice, Obtained from internet at http://www.policevolunteers.org/, [November 1, 2004].

Williams, H. and Pate, A., "Returning to first principles: Reducing the fear of crime in Newark," *Crime and Delinquency*, 33(1), 1987.

Wilson, G. I., John P. Sullivan and Hal Kempfer. "Fourth-Generation Warfare: It's Here, and We Need New Intelligence Gathering Techniques for Dealing with It," *Armed Forces Journal International*, Volume 140, Issue 3, October 2002.

Wilson, James Q. and Kelling, Gorge L., Broken Windows: The Police and Neighborhood Safety. *The Atlantic Monthly,* March 1982.

THIS PAGE INTENTIONALLY LEFT BLANK

INITIAL DISTRIBUTION LIST

1. Defense Technical Information Center
    Ft. Belvoir, Virginia

2. Dudley Knox Library
    Naval Postgraduate School
    Monterey, California

3. Chris Bellavita, Director of Programs
    Center for Homeland Defense and Security
    Monterey, California

4. Carl W. Hawkins Jr., D.P.A.
    Hillsborough County Sheriff's Office
    Tampa, Florida

5. David A. Gee, Sheriff
    Hillsborough County Sheriff's Office
    Tampa, Florida

6. Dr. Paul Stockton, Director
    Center for Homeland Defense and Security
    Naval Postgraduate School
    Monterey, California

7. Dr. Ted Lewis, Academic Associate
    Center for Homeland Defense and Security
    Naval Postgraduate School
    Monterey, California