COMMUNITY ORIENTED POLICING

POST SEPTEMBER 11, 2001

by

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ABSTRACT

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The events of September 11 2001, affected many in the United States, among them the local police. Not only did it impact the way the police operate, but also how they interacted with the general population. This study identified patterns in the literature as it pertained to Community Oriented Policing post September 11, 2001. It examined the development of law enforcement agencies around Community Oriented Policing and how specifically Middle Eastern communities were impacted. This study was conducted by analyzing the content material of publications post September 11, 2001. Data for this study was collected through a qualitative content analysis, Results indicated.

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CHAPTER 1

INTRODUCTION

<u>1.1 The Purpose of this Study</u>

Policing plays a vital role in contributing to the functionality of government. The function of police is an important contribution to the execution of democratic societies (Goldstein, 1987). Currently, law enforcement is held to a very high standard; police today act as a 24 hour public service (Raymond, Hickman, Miller, & Wong, 2005). Police administrators assume an array of responsibilities including public safety, community relations, law enforcement, human resource management, information, and fiscal management (Geller & Stephens, 2003).

After the attacks of September 11, 2001, law enforcement at all levels had to revise their overall mission. Regardless of the amount of training departments had, nothing could have prepared them for the attacks of that day. Immediately after the events of September 11, the demand for increased security was very high (Raymond, Hickman, Miller, & Wong, 2005). Local law enforcement throughout the United States had to revise not only training methods, but also had to implement new strategies of interacting with the general public.

According to Raymond and Hickman (2005), the nature of policing broadened to a more diverse range of missions requiring a complex set of skills from officers. One of the skills that the police had to develop was in direct response to the cultural diversity among citizens. The cultural diversity created a demand for police officers who have the ability to work with different types of people (Raymond, Hickman, Miller, & Wong, 2005). Community Oriented Policing also demands police officers to be more cautious and responsible for their actions.

Over the past 20 years, Community Oriented Policing has extended beyond crime prevention and traffic violations. Now Community Oriented Policing includes community service and crime fighting in addition to crime prevention (Raymond, Hickman, Miller, & Wong, 2005).

"Community policing, or variations of it, has become the national mantra of the American police" (Greene, 2000, p. 301). The U.S. Department of Justice defines (2004) "Community Policing" as:

> Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem solving, community engagement, and partnership. The community policing model balances reactive responses to calls for service with proactive problem solving centered on the causes of crime and disorder. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues (Bureau of Justice Statistics , 2004) *http://www.ojp.usdoj.gov/bjs/lawenf.htm.*

It is believed that the whole nation became fearful about who lived next door and what they did after September 11, 2001. These attacks on the World Trade Center and the Pentagon impacted many of Middle Eastern descent. This research attempted to analyze and discuss the treatment of Middle Eastern people in the United States by law enforcement.

In order to understand the relationship between Community Oriented Policing and society post September 11, 2001, it is important to first understand the concept of Community Oriented Policing. This research focused on the level of interaction between law enforcement organizations and the citizens of the Middle Eastern communities in the United States. In addition, the research focused on the impact of racial profiling on community policing and how the police suffered in gathering intelligence due to lack of interaction from the community. The public's expectations of security post September 11 was higher than ever and the lack of communication between law enforcement officials and the public made community policing an almost impossible task to overcome (Brown , 2007). In order to understand the actions taken post September 11, it is important to understand the differences between various cultures. For example, how does the Middle Eastern community perceive policing in America? Could that experience with the police in the Middle East change their perception of the police in the United States? This created many conflicts between the police and the Middle Eastern communities that could have been avoided with more knowledge about the different cultures.

CHAPTER 2

LITERATURE REVIEW

2.1 Community Oriented Policing

Before analyzing the evolution of Community Oriented Policing (COP) in the United States post September 11, 2001, it is important to understand the concept of COP. Among local law enforcement agencies there are multiple forms of policing that have been implemented throughout the history of law enforcement. Community policing is the most recent form of policing that is on the rise (Arias & Ungar, 2009). Prior to September 11, the structural organization of our criminal justice system was in transition from a traditional style of policing to community policing (Marks & Sun, 2007). According to Arias and Ungar (2009), Community Oriented Policing is the most promising approach to crime reduction. In contrast, traditional policing seeks to empower citizens by building a police-community partnership (Arias & Ungar, 2009). Traditional policing models, which are largely confrontational at a community level, are less likely to be productive. On the other hand, community policing provides not just a sound ethical base from which to work but will also bring about a more effective solution (Murray , 2006).

According to Chief Michael F. Masterson (2009), community policing involves three components: the reactive, coactive and proactive. The reactive type of community policing is a highly visible form of policing. In this type of policing the public is aware of police presence. The coactive form of community policing is symbolized in programs such as the Neighborhood Watch program and educational programs. Finally, the proactive form of community policing is limited in nature to conducting a home or business security survey, educating students about internet and gang issues or any other issue that will prevent the crime from happening in the

first place (Masterson, 2009). Hafner (2003) categorizes Community Oriented policing in 12 philosophies:

1. *Reassess who is responsible for public safety and redefines the roles and relationships between the police and the community*
2. *Requires shared ownership, decisions making, and accountability as well as sustained commitment from both the police and the community*
3. *Establishes new police expectations of the measurement standards for police effectiveness*
4. *Increases understanding and trust between police and community members*
5. *Supports community initiative by supplying community members with necessary information and skills, reinforcing their courage and strength, and ensuring them the influence to affect policies and share accountability for outcomes*
6. *Requires constant flexibility to respond to all emerging issues*
7. *Requires an ongoing commitment to develop long-term and proactive strategies and programs to address the underlying conditions that cause community problems*
8. *Requires knowledge of available community resources and how to access and mobilize them and the ability to develop new resources within the community*
9. *Requires buy-in of the top management of the police and other local government agencies as well as sustained personal commitment from all levels of management and other key personal*
10. *Decentralizes police services/ operations/ management, relaxes the traditional chain of command, and encourages innovation and creative problem solving*
11. *Shifts the focus of police work from responding to individual incidents to addressing problems identified by the community as well as by the police*
12. *Requires commitment to developing new skills through training* (Hafner, 2003, p. 12)*.*

The September 11, 2001 terrorist attacks created complications in the implementation of Community Oriented Policing. Only a small numbers of studies have measured the impact of September 11 on community policing (Murray , 2005). The repercussions and long-term impact of the attacks are far-ranging and have yet to be fully comprehended, but it is certain that these terrorist attacks will continue to resonate in American policing and society (Vincent, 2002).

Community policing is composed of two elements. The first element concerns the quality relations between law enforcement and the citizens of the community. The second element is the tangible problem solving efforts among law enforcement officers and local

residents, which will focus on identifying and eliminating the causes of crime in the community (Community Policing Consortium, 1994). There are many issues that affect COP. The most important issue post September 11 was the public's expectation that law enforcement will prevent and deter terrorist acts. The second issue is the demands for an effective public safety response to actual crisis events point out the need for more coordinated and sophisticated operational policies; finally, a demand for swift and certain identification, and prosecution of those responsible for terrorist acts (Vincent, 2002).

<p style="text-align:center">2.2 Government Funding</p>

Funding represents a significant aspect of maintaining Community Oriented Policing. A thorough examination of law enforcement history indicates a continuous decrease of funds. Through the 1990s, the Office of Community Oriented Policing Services (COPS) provided nearly one billion dollars per year to local law enforcement agencies to hire new officers (DeSimone, 2003). In 2003, the COPS office provided less than $200 million dollars for this purpose. By fiscal year of 2004, the Bush Administration's budget further reduced funding for the COPS office system from $738 million to $164 million (DeSimone, 2003).

With all these funds and grants available, many agencies often start costly Community Policing Programs just to find out that most officers fail to partake in the transition, and continue to operate under the traditional policing model of law enforcement (Hafner, 2003). According to Guyot (1991) police are notorious for resistance to change. The inability or the lack of personal interest in changing has resulted in a decrease of funds toward programs such as Community Oriented Policing. In 2009, the focus on community policing was prioritized and more money was granted to agencies that qualified. Also, the U.S. Department of Justice gave one billion dollars to the U.S Office of Community Oriented Policing Service (COPS), which is responsible for community policing nationwide. Since 1995, COPS gave over $10 billion to further advance the philosophy of Community Oriented Policing. About 13,300 dollars was given to state, local and tribal agencies for the purpose of staffing. With this money, 117,000 new officers were hired

nationwide (Anonymous, U.S. department of justice makes available $1 billion in recovery act funds for cops program, 2009).

In Washington, the US Attorney General, Eric Holder, announced the Department of Justice is able to apply for one billion dollars for the recovery of Community Oriented Policing. He suggested this investment of Recovery Act funds will create new resources for our communities and not only creates more jobs but also increases community policing capacity and crime prevention efforts (Anonymous, U.S. department of justice makes available $1 billion in recovery act funds for cops program, 2009). Unlike the Justice Assistant Grant funds (JAG), Community Oriented Policing funds are allocated directly to the local level governments and law enforcement agencies and provide a three year period of funding for agencies that qualify (Anonymous, U.S. department of justice makes available $1 billion in recovery act funds for cops program, 2009).

<u>2.3 Racial Profiling</u>

Withrow (2006) indicates the term "Racial Profiling" first appeared in the *San Diego Union Tribune* on October 1987 in a case about major drug seizure by the Utah State Police. By the mid 1990s, racial profiling has become one of the most important issues in the United States (Withrow, 2006). "A substantial part of the racial profiling controversy is directly related to the historically continuous relationship between the police and the minority community" (Withrow, 2006, p. 5).

In 1963, Goldman reported that the police are influenced more by the race and national origin to respond formally or informally (Withrow, 2006). According to Dr. Richard Smith (2009), the focal point of policing relies on informal social control of families, teachers, churches, and community associations. The police are known for their methods of coercion and use of force which is defined as formal social control. In community policing, the Informal Social Control is much more effective (Smith , 2009). Formal and informal social controls are two important methods of profiles that serve an important purpose by allowing law enforcers the ability to

focus on crime, with their limited resources, in areas where crime is most likely to occur and to help determine people who are the most likely to commit crimes (Withrow, 2006).

2.3.1 The inflammation of Racial Profiling against the Middle Eastern Community

According to K. Shiek Pal (2005), "The events of September 11, 2001, marked the beginning of the United States' renewed war on terror, and introduced racial and ethnic profiling as a tool in that struggle" (p. 119). Post September 11, the Middle Eastern communities were the primary target of racial and ethnic profiling. Pal developed two new issues that were caused by racial and ethnic profiling, the pre-emptive use of profiling as a prophylactic against terrorism and the identification of the Middle Eastern appearance (Pal, 2005). Terrorism has been defined in many ways and many words. According to the definition provided by the Department of Defense, Federal Bureau of Investigation, and the US State Department terrorism is "premeditated, politically motivated violence perpetrated against noncombatant targets by sub-national groups or clandestine agents" (Lieberman, 2009, p. 12).

Post September 11, racial and ethnic profiling increased towards Middle Eastern Immigrants. According to Brown (2007), in the case of September 11, the targeted groups were of the Middle Eastern descent. Many communities were hesitant to share information with law enforcement about crimes in their neighborhood for fear of reprisal (Lieberman, 2009). Considering the fact that immigrants are hesitant to interact with law enforcement officials only increases the fear and distance between police officers and the immigrant communities. Not only do such actions violate the Fourteenth Amendment, it also interfered with the opportunity to gather counterterrorism intelligence (Brown , 2007).

Any individual that could have been categorized as Middle Eastern or Arab was segregated. For example, airport security procedures were rather strict which discouraged many people of Middle Eastern descent from traveling. Intensive background checks were done on Middle Eastern people who were government employees or were applying for government jobs, there are mass rejections of those who applied for government jobs, and high surveillance was conducted on Mosques and Islamic activities. Each of these activities promoted negative

interaction between the government and any person of Middle Eastern descent (Brown , 2007). On June 17, 2003, a second attempt to address racial profiling was brought to attention when the United States Department of Justice issued a report titled *Guidance Regarding the Use of Race by Federal Law Enforcement Agencies.* This document intended to provide guidance for the federal branch of our law enforcement on whether race should play a role in law enforcement decisions (Withrow, 2006).

By August 2004, nearly twenty-nine states had passed racial profiling statutes and of those twenty, three prohibit the practice of racial profiling (Withrow, 2006). Citizens from nationalities of Iraq, Iran, Syria, and the Sudan were the first groups that were required to comply with the special registration program (Cainkar, 2004). About 800 of those who volunteered to register in southern California were arrested. Anyone who complied with the rules were handcuffed and led off to jail for visa violations.

Some of these arrests included verbal abuse and body cavity searches. Many of the detainees were Iranian professionals and their family members who had not returned to Iran after the 1979 Revolution. They were working taxpayers with families who had lived lawfully in the United States for decades (Cainkar, 2004).

Understanding racial profiling is important when dealing with a nation with multiple races. "In the name of national security safety protocols are being enacted in non-uniform ways that disproportionately infringe on minority passengers' civil liberties and reinforce harmful racial stereotypes" (Kleiner, 2010, p. 103). After September 11, individuals of Middle Eastern descent, especially Arabs and women especially who wear a veil or hijab, have been targeted in the streets and airport security. They have been subject to discriminatory and unreasonable searches simply because of their appearance (Ritchie & Mogul, 2007). "While it is true that the threat effectuated on September 11 can be attributed to a group of men sharing some identifiable characteristics, it is equally true that there are also additional, less easily discernable factors that distinguish this particular subset of Muslim men from all those that would be

captured under a more targeted screening process focusing on the general profile" (Pal, 2005, p. 120).

As mentioned earlier, historically, Arab, Middle Eastern or Muslim affiliations have been the symbol of terrorism. This could be associated with Becker's Labeling theory. Labeling theory has many major points but the few that can fit into the profiling topic are:

> *The quality of any individual behavior is determined only by the application of values; a change in self concept results in an internalization of the deviant character with all its attributes; and further deviant behavior is a product of living and acting within the role of the deviant label, often as a part of a deviant subculture* (Williams III & McShane, 2004, pp. 150-151)*.*

Although the Middle Eastern appearance is broad, and fails to capture Muslim extremists from other ethnicities, somehow the terrorist figure is assigned to the Middle Eastern population.

The United States government is persistent in making sure that all citizens are aware of terrorism characteristics, specifically linked to Muslims or Middle Eastern People. The Gallup Poll, for example, routinely includes questions related to the war on terrorism, and has done so shortly after the September 11 terrorist attacks (Kazemi, del Carmen, Dobbs, & Whitehead, 2008). The poll frequently explores Americans' view of Muslim countries, U.S. foreign policy, and Islamic awareness of western culture (Gallup Poll, 2007).

Labeling and racial profiling took place all over the USA prior to September 11. Dearborn Michigan is one of the largest Muslim population communities besides the Middle East. Post September 11, police relations in Dearborn's Muslim community became a major concern as the community's relation with police becomes severely strained (Thacher, 2005, pp. 648-649). One police commander explained:

> *I heard from several people that the Arabic people in the community were actually fearful for their selves because the media was spinning this so much that a lot of people were fearful to come out…* (Thacher, 2005, p. 651)*.*
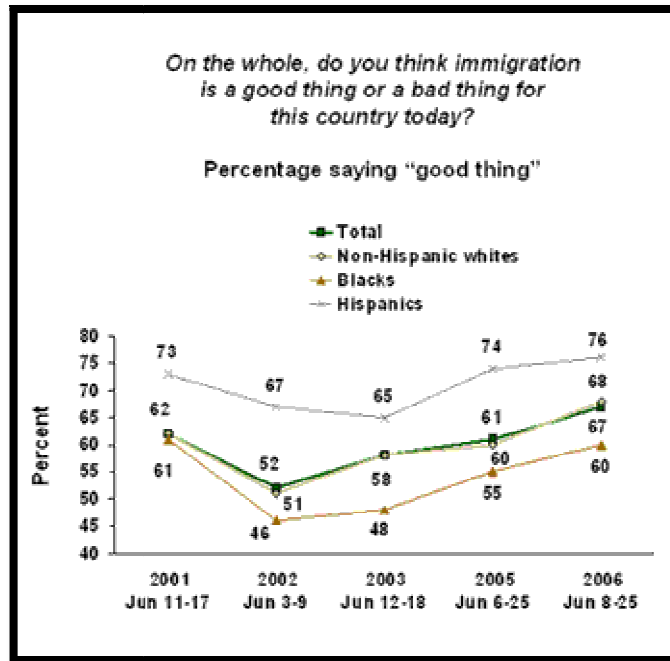
Figure 2.1 Gallup Poll survey asking the opinion of Americans in relation to Immigration

Americans took a more critical view of immigration post September 11, 2001. After September 11, 2001, Americans' view regarding immigration has increased or stayed the same. We see a period where the numbers dropped in 2002 and since then it has gone up consistently. Middle Eastern ethnicity usually falls under "Non-Hispanic Whites" (Jones, 2006).

In general, please tell me whether your opinion of Muslim countries is very favorable, somewhat favorable, neither favorable nor unfavorable, somewhat unfavorable, or very unfavorable?

■ % Favorable   ■ % Neither favorable nor unfavorable   ■ % Unfavorable

41   37   35   39
33   32   34   37
24   25   26   21

2003   2004   2005   2006   2007   2008   2009

GALLUP POLL
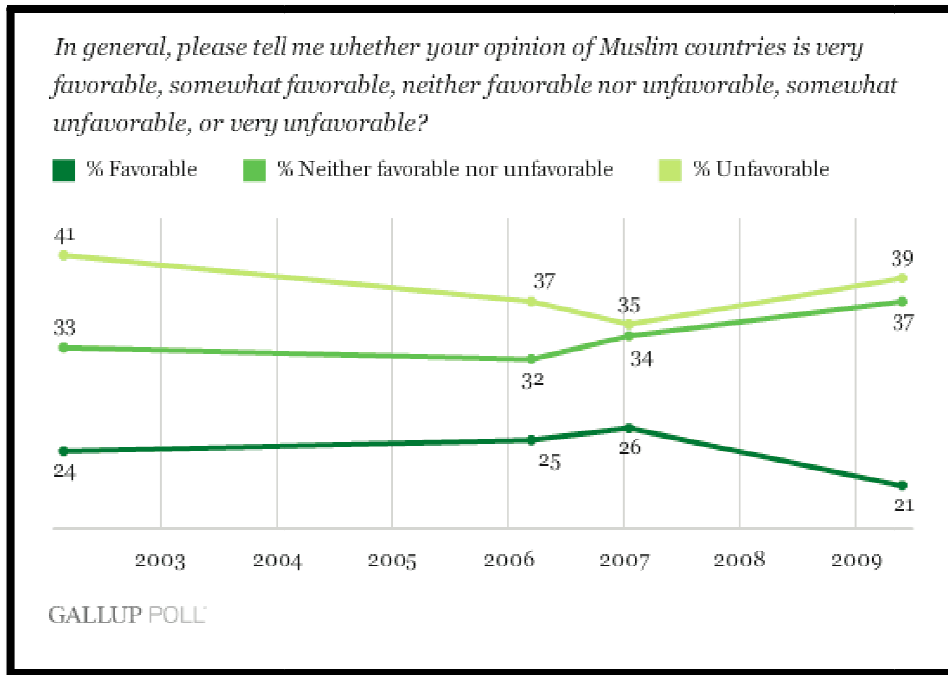
Figure 2.2 American's view on Muslim Countries Post September 11, 2001

According to Figure 2.2, Americans' view on Muslim countries were at its highest point post September 11, 2001. There is a decrease from 2002, and until today, we see a slight decrease in Unfavorable views. The second category being Neither Favorable nor Unfavorable has increased. The third category shows a decrease from 24% in 2002 to 21% in 2009 (Newport, 2009).

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2.3.2 Crime against the Middle Eastern Decent people

Arab and Muslim communities experienced a very negative reaction from the American public in the form of hate crimes, defamatory speech and job discrimination. In the first seven days following September 11 there were 645 reports of hate crimes (Cainkar, 2004). The Council on American-Islamic Relations (CAIR) described the post September 11 anti-Muslim attacks as more violent than those of earlier years and noted that they included a number of murders (Cainkar, 2004).

In 2002, a decrease in crimes was reported, but there was also an increase in reports of discrimination in work places and by government agents conducting raids, interrogations, searches and seizures. For example, on October 5, 2003, a Muslim woman wearing a hijab (head scarf) was attacked from behind in a K-Mart parking lot in Springfield, Virginia. The white male teenage attacker allegedly shouted, "You terrorist pig," before running away (Cainkar, 2004).

For example, according to the Uniform Crime Report (UCR), in 2000, 28 anti-Islamic crime incidents occurred. However in 2001, the incidents against Muslims increased to 481, offenses were 546 and victims were 554. In 2002, these numbers decreased to 155, 170 and 174 (National Uniform Crime Reporting, 2000, 2001, 2003). According to Cainkar, In Chicago, more than 100 hate crimes were reported in the year 2004 (Cainkar, 2004).

After September 11, 2001, law enforcement agencies began to expand their organized crime units for terrorists and hate crime investigations (Marks & Sun, 2007). Considering community policing, the police had to consider new opportunities to create relationships with the community. One change focused on how to get the community involved in dealing with terrorism and another to create civilian programs in the process of dealing with terrorism (Marks & Sun, 2007).

One of the earliest studies about racial profiling was done by Westly (1953), which determined police are typically quicker to resort to physical measures when the suspect has lack of respect for the police officer (Withrow, 2006). On November 14, 2006, at the University

of California, Los Angeles (UCLA) library a campus police officer tasered an Iranian American student many times due to his lack of providing identification (Oder, 2007). It was very difficult to determine whether this incident was a result of racial profiling or just the lack of cooperation.

> *while they found it 'highly unlikely' that the CSO's Check of Tabatabainejad's ID was motivated by his perceived ethnicity, as he has charged, the investigators noted that the failure of the CSO to check other students in the lab prior to approaching Tabatabainejad could lead a reasonable person to 'have at least some grounds to believe that he…was being targeted'* (Oder, 2007, p. 14).

Since then, UCLA has hired an independent investigator to examine whether the campus police officer used excessive force when they Tasered the Iranian student (Burton, 2006).

More examples of incidents against Middle Eastern people post September 11:

> *December 2001, a Muslim Woman wearing a veil was stopped by police for driving with suspended plates. Rather than simply writing her a ticket, the officer arrested her, shoved her into the patrol car and made inappropriate comments about her religion and her veil* (Ritchie & Mogul, 2007, p. 19).

> *November 2001, a Muslim woman was asked to remove her headscarf at an airport and taken to a room for a full body search even though the metal detector had not gone off when she went through it* (Ritchie & Mogul, 2007, p. 20).

<u>2.4 Police Discretion</u>

Another important factor in law enforcement is police discretion. Taking away police discretion will create problems for the citizens and police organizations (Withrow, 2006). However, almost all police decisions are made at a distance from active supervision. Officers have been known to go for days without the direct observation of a supervisor (Withrow, 2006). For example, "…incidents of police brutality and deaths in custody at the hands of U.S. law enforcement officers, there have been dramatic increases in law enforcement powers in the name of waging the "war on terror" in the wake of September 11, 2001" (Ritchie & Mogul, 2007, p. 3).

2.4.1 Police Use of Force

Studies have suggested that "aggressive policing contributes to a reduction in violence; such studies have focused on areas plagued by high rates of street-level violence" (Brown , 2007, p. 242). Many scholars suggest that forceful policing methods encourage public hostility towards the police, especially in impoverished urban areas with large racial/ethnic minority populations (Brown , 2007). Research has consistently shown that aggressive policing or negative contact with the police contributes to unfavorable attitudes towards the police (Brown & Benedict, 2002). There is limited evidence suggesting that aggressive police tactics are effective against terrorists (Brown , 2007). There is no question that the September 11, terrorist attack required an immediate response, inclusive of an enhancement of national security measures. However, the declaration of a 'war on terrorism,' the use of forceful counterterrorism tactics, and the powers granted to law enforcement officials by the USA PATRIOT Act generated concerns among civil libertarians, racial/ethnic minorities, and immigrants (Brown , 2007). Many counterterrorism procedures passed by the legislators involved highly aggressive strategies. For example, "the USA PATRIOT Act enhanced the power of federal law enforcement agents to detain non-citizens" (Brown , 2007, p. 241). Attorney General John Ashcroft suggested that local law enforcement officers should be granted with the power to arrest immigrants for violations of federal immigration laws (Wade , 2002). Besides Ashcroft, Professor De Guzman of Indiana University South Bend suggested that combat terrorism police departments should increase community policing efforts, increase the use of invasive patrolling and investigative methods. He also mentioned that many counter terrorism tactics violated principles of community policing (Brown , 2007).

As mentioned earlier, these interactions are often initiated by local law enforcement. The mistreatment of human beings was not the only issue; also, the abuse of suspected terrorists also put a dent in the pride of democracy for which the USA stands for (Brown , 2007). "Post September 11, the Bush Administration granted federal agents enormous authority to

detain, interrogate, and deport Middle Eastern immigrants: a tactic which as failed to be proven as an effective counterterrorism measure and violates the basic human right not to be subjected to arbitrary arrest, incarceration, or exile as guaranteed by the 1948 United Nations' Universal Declaration of Human Rights" (Brown , 2007, p. 245). "

2.4.2 Police Interaction with Middle Eastern Communities

After September 11, the United States government implemented a wide range of domestic legislative, administrative and judicial measures in the name of national security. Most of these decisions were made by the executive branch of our government with little or no public discussion (Cainkar, 2004). With these measures, many problems occurred such as: unreasonable arrests, detentions, extended detention as material witnesses, closed court hearings and the use secret evidence, FBI home and work visits, eavesdropping on attorney-client conversations, wiretapping, deportation of aliens due to minor visa violations and mandatory special registration (Cainkar, 2004). In addition, there were about 1,200 arrests of Arabs or Muslims under high security conditions (Cainkar, 2004).

In an attempt to protect the country from terrorist attacks, all males that fit into the Middle Eastern or Muslim category had to go through a special registration. The targeted aliens were male visitors between the ages of sixteen and sixty-four from twenty-three different Muslim countries (Cainkar, 2004).These special registrations were not mandated by Congress. Some of the measures taken to secure the country from another terrorism attack violated the United States Constitution. Ashcroft began discussions about federal anti-terrorism legislation that would expand the Justice Department's ability to use wiretaps in any suspicious terrorism activities (Anonymous, U.S. Seeks New Powers, 2001).

Despite the federal strategies, the local police had to deal with the "dirty" job. Police officers had very little or no operational counter terrorism experience. However, police officers were concerned about preparedness of the force to respond to terrorist incidents, and their role in the response (Pickering, McCulloch, & Wright-Neville, 2008). "Selye (1984) recognized police work as a stressful occupation. Police work has been described as "civilian combat", and police

officers face the almost certain probability of exposure to traumatic events in their work" (Violanti, Andrew, Burchfile, Hartley, Luenda, & Miller, 2007, p. 190). According to Pickering, "Community policing evolved as a broad and highly flexible concept with particular relevance for culturally and religiously diverse societies" (Pickering, McCulloch, & Wright-Neville, 2008, p. 92).

Police organizations usually focus on specific functions such as order maintenance (Banton, 1964), information-brokering (Ericcson, Haggerty, & Kevin, 1997), the rational use of force (Bittner, 1990), or crime control (Skolnick, 1975). These functions are a part of a police officer's daily routine. It is believed that local law enforcement is responsible for the well being of specific territories and this responsibility limits the functionality that the law enforcers should pursue (Thacher, 2005). Due to the limitations of functionality, law enforcers are faced with difficult situations based on jurisdiction limitation. For example, if a policy mainly benefits jurisdictions other than the one assigned to the law enforcers, it is unlikely that any local government will pursue it; and it will be considered inappropriate for any local government to do so because the local government's main focus is to serve the local interest (Peterson, 1981).

The suddenness and the magnitude of the terrorist attacks on the world trade center and the Pentagon put the police in the spotlight for bringing peace to the public regarding terrorism. Issues that were not in focus prior to September 11 are now the primary focus of policing (Vincent, 2002). In times of crisis, Americans expect that local law enforcement and public safety agencies to help restore some sense of safety and security to the nation. They expect the police to focus their resources on the prevention and deterrence of terrorism, to respond successfully and with certainty to terrorist events, and to methodically investigate terrorist's acts and bring those responsible to justice (Vincent, 2002). Figure 2.1 measures the level of fear among Americans in July 2009 (Morales, 2009).
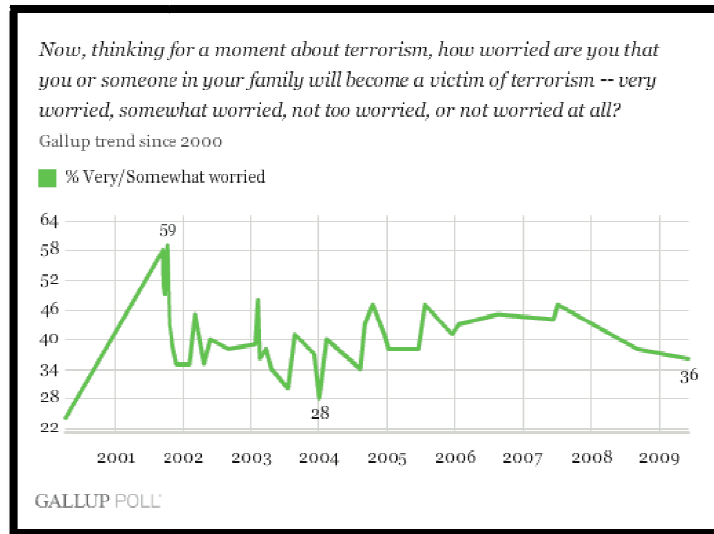
Figure 2.3 Americans' Worry about Terrorism Nears 5-Year Low

Referring back to Figure 2.3, American's level of worry about terrorism has the lowest recorded since August 2004 34% compared to 59% being the highest in October of 2001. Although we see a decrease in fear nine years later, we still see 36% of Americans in fear compared to prior to September 11, 2001 (below 22%) (Morales, 2009).

Prior to September 11, US policing had a low occurrence of terrorist acts, which lowered awareness of terrorism, methods, and operations (Vincent, 2002). The current question among terrorism experts and government officials is not whether additional terrorist attacks will take place, but rather where and when they will take place (Shenon & Stout, 2002). Among law enforcement, there is a focus that future attacks may not be confined to major cities: if terrorists can so effectively strike New York and Washington DC, they can strike in smaller and less-prepared municipalities as well (Vincent, 2002). Considering the highly decentralized form of policing in America, coordination among agencies cannot be assured through legislation or executive actions alone (Vincent, 2002). According to Vincent, the American people should be prepared in an event where a terrorist act is committed in smaller jurisdictions (Vincent, 2002).

If American police and public safety agencies are to face and defeat the threat of terrorist activities, they must radically change their policies, training, operational practices and their relationships with each other. The phenomenon of terrorism as demonstrated in the September 11, 2001 terrorist attacks has ushered in a new reality for American policing that the institution of policing is largely unprepared to face (Vincent, 2002).

2.5 Using Community Oriented Policing to Gather Intelligence

According to Yim (2002), American law enforcement as a whole lacks a formal communication infrastructure and fails to successfully share critical intelligence information with agencies that have the funds and responsibility to properly act on the information. Legislation at the federal, state, and local levels can do a great deal to facilitate the necessary integration and cooperation, but legislation cannot hope to compel the development of truly effective relationships among agencies (Vincent, 2002). One important tool the police utilize to gather intelligence consists of the interaction with the public by casually or actively obtaining information about the community and surroundings (Vincent, 2002). Many studies indicate that individual officers take responsibility for law and order, mainly within their assigned jurisdiction, while ignoring disorder elsewhere (Thacher, 2005). In many agencies, gathering criminal

intelligence is a part of a fairly informal or even haphazard system. After some culling and basic analysis by supervisors, an outline of intelligence is prepared that is shared with patrol officers during a shift briefing.

The importance of this intelligence information is dependent on the patrol officers and the reviewing supervisors to recognize the potential value of the basic intelligence (Vincent, 2002). Regardless of the scenario, a supportive public is the best tool a law enforcement agency can have (Brown , 2007). According to John Douglas, an FBI Profiler, the public is the most useful partner a law enforcement agency has in identifying and apprehending unknown subjects. He also believes that the more you share with the public, the more they are going to be able to help (Douglas & Olshaker, 1998). A great example of this is the sniper that attacked in Washington DC during fall 2002. Besides all the aggressive measures and technology that law enforcement used to capture John Allen Muhammad and John Lee Malvo, the best tool utilized to capture them was the intelligence that was communicated between the law enforcement and the citizens of the community. The bottom line is that with all the technology in place, nothing can take the place of simple communication with the public (Brown , 2007). The use of community policing and officers' participation in neighborhood groups in order to obtain intelligence, specifically intelligence related to terrorist activities can be very beneficial to the community. Community policing tactics are designed to provide positive relationships between law enforcement officials and the citizens of that community to gather positive and useful intelligence (Brown , 2007). "Municipal police agencies derive their authority both from the state and from the people in the community that they serve, therefore police cannot function efficiently without the support from both" (Lieberman, 2009, p. 42).

In contrast, difficulties in implementing community policing stem from the chain of command and policy makers:

> *In police organizations those who create policies are often not those who are responsible for implementation of the policies. Police officers have considerable secretion, coupled at times with limited supervision, and are often placed in the role of what Lipsky (1980) referred to as "street-level bureaucrats"- charged with turning police into reality and the street level* (Smith, Novak, & Frank, 2001 , p. 18)*.*

Community policing puts responsibility and discretion on those who implement it. One consequence of such decentralization of authority is that policy makers and police supervisors often have limited information regarding officers' daily activities and their ability to shape those activities is even more constrained. Shifting power and discretion away from supervisors and placing it in the hands of street level officers may result in an alleged or actual loss of power, control and discretion (Smith, Novak, & Frank, 2001). Different police organizations have taken a variety of forms in enforcing community policing.

The study identified patterns in the literature as it pertains to Community Oriented Policing after September 11, 2001. It examined the development of law enforcement agencies around Community Oriented Policing and how some communities such as the Middle Eastern Communities were affected after September 11, 2001. The researcher will analyze the patterns in the literatures such as government funding towards Community Oriented Policing; the effects of racial profiling on the Middle Eastern communities after September 11, 2001; police discretion and the use of force towards the Middle Eastern communities; and the ability to use Community Oriented Policing to gather intelligence. Based on the literature reviewed, this researcher plans to find specific themes and concepts related to Community Oriented Policing after September 11, 2001, in relation to the topics listed above.

CHAPTER 3

METHODOLOGY AND RESEARCH DESIGN

<u>3.1 Design of the Research</u>

This study examined the development of law enforcement agencies around Community Oriented Policing and how some communities such as the Middle Eastern Communities were affected after September 11, 2001. This study was conducted by analyzing the content material of publications post September 11, 2001. Data for this study was collected through a qualitative content analysis related to Community Oriented Policing post September 11, 2001. The data was collected through a variety of published literature. Content analysis is one of the most important research techniques used in the social sciences (Krippendorff, 2004). According to Krippendorff (2004), content analysis is a text, problem and method driven research.

There have been a variety of different articles written all relating with key terms to the subject of Community Oriented Policing post September 11. The initial selection started by searching and identifying articles within the databases (Criminal Justice Abstract, Criminal Justice Periodicals and Criminology: a SAGE full-text Collections) containing these terms in the text (Racial Profiling, Policing, September 11, Middle Eastern, Muslim, and Terrorism)(N=51). These articles were randomly selected based on the key terms. The sources mentioned were chose because they are the most complete, comprehensive and reliable database in criminology and criminal justice. The topics searched within the databases were chosen by the author due to their relevancy to Community Oriented Policing after September 11, 2001. These databases are the universal source for criminology and criminal justice. It is more likely to find literature related to criminal justice by using the above databases. Out of fifty one articles, twenty five were selected based on the key terms reviewed in the text (refer to the appendix for a list of concepts and key terms). From these twenty five articles, six themes were developed

(government funding, racial profiling, crimes against the Middle Eastern people, police use of force, police interaction with Middle Eastern communities and using Community Oriented Policing to gather intelligence). These themes set the foundation for this research and created a pattern among the concepts that were developed from the themes. The base of this content analysis was developed from a study done by MacLennan (1997) in which the author measured the "Recurring themes in educational research and policy: as illustrated by a study of excellence and equity using a content analysis of the ERIC catalogue."

There were key terms and word-groups within the text related to the following concepts (Funding for COPS; Resistance to Change; Racial Profiling; Relationship between Law Enforcement and the communities; September 11 attacks; Terrorism; Middle Eastern; Intelligence; Hate Crimes; COP; and Use of Force). Refer to section 3.2 for the definition of these concepts. The concepts were selected by the author because they capture the essence of Community Oriented Policing post September 11, 2001.

These concepts were derived from 61 different Key terms or word-groups. The word groups included:

- Funds and grants

- Resistance to change

- Lack of personal interest in changing

- Decrease of funds

- Racial profiling

- Relationship

- Race and national origin

- September 11, 2001\

- Terror

- Racial and ethnic profiling

- Middle eastern

22

- Profiling

- Terrorism

- Share information

- Counter-terrorism intelligence

- Negative interactions between government and any person of middle eastern decent

- Law enforcement decisions

- Special registration program

- Iranian

- Racial stereotypes

- Discriminatory and unreasonable searches

- War on terrorism

- Muslim countries

- Islamic awareness of culture

- Muslim

- Polices relations

- Community relations with police

- Arab and Muslims

- Negative reaction

- Hate crimes

- Discrimination

- 9-11 anti-Muslim attacks

- Anti-Islamic crime

- Terrorists and hate crime investigations

- Community policing

- Aggressive policing

- Forceful policing

- Racial/ethnic minority populations

- Powers granted to law enforcement

- Aggressive strategy

- Power of federal law enforcement

- Power to arrest immigrants for violation of immigration laws

- Authority to detain

- Counter terrorism

- Visa violations

- Arrests of Arabs and Muslims

- Forced to respond to terrorists

- Rational use of force

- Prevention and deterrence of terrorism

- Decentralized form of policing in America

- American policing

- American law enforcement\

- Lack of formal communication

- Information

- Interactions with the public

- Information about the community and surroundings

- Public is useful partner

- More you share with the public the more they're going to be able to help

- Intelligence that was communicated between law enforcement and the citizens of the community

- Participation in neighborhood groups in order to obtain intelligence

- Limited information

- Enforcing community policing.

These terms were captured in the text of the selected articles due to their relativity to Community Oriented Policing. Key terms or word-groups were recorded as many times as they were seen in the excerpts of the selected articles.

<u>3.2 Definition of Concepts</u>

 The below list describes the meaning and relativity of each concept:

1. **Funding for COPS:** the amount of money provided by the government to support Community Oriented Policing

2. **Resistance to Change:** Police is not willing to accept changes in order to enforce Community Oriented Policing

3. **Racial Profiling:** The Middle Eastern Community were the primary target of racial profiling.

4. **Relationship between Law Enforcement and the communities:** How the Police treated the communities after September 11, and how the communities interacted with the police

5. **September 11 attacks:** This attack prevented the police from building relations with the communities

6. **Terrorism:** The Middle Eastern communities were the number one target in identifying future terrorism

7. **Middle Eastern:** People of Middle Eastern Decent were negatively affected and mistreated post September 11, 2001

8. **Intelligence:** Gathering of intelligence could be developed by keeping a good relationship with the communities

9. **Hate Crimes:** People of Middle Easter descent became victims of hate crimes post September 11, 2001

10. **COP:** Community Oriented Policing; Police and the community creating a trust worthy relationship

11. Use of Force: Police used excessive force on targeted citizens (Middle Eastern) post

September 11, 2001

CHAPTER 4

ANALYSIS AND DISCUSSION

4.1 Findings

Throughout the analysis of Community Oriented Policing Post September 11, the researcher shows comparison data found throughout the researched sources when comparable statistic were available. Figure 4.1 explores the composition of the eleven identified concepts found in the twenty-five sources. From the eleven concepts represented, the top three include: Racial Profiling (25%), Terrorism (21%) and Middle Eastern (20%).

Looking at Community Oriented Policing, the theme Racial Profiling plays a role specifically post September 11. Twenty five percent of the content studied supported the negative effects of Racial Profiling on the implementation of Community Oriented Policing. Twenty one percent agreed that the concept of Terrorism was an issue in implementing Community Oriented Policing. Twenty percent of the content studied supported that people of the Middle Eastern decent were targeted more heavily post September 11 and the segregation created a communication gap between the police and the Middle Eastern communities. The selected studies support the fact that Community Oriented Policing was negatively affected due to the issues of Racial Profiling, Terrorism and the lack of community relations with the Middle Eastern communities.

Represented Themes

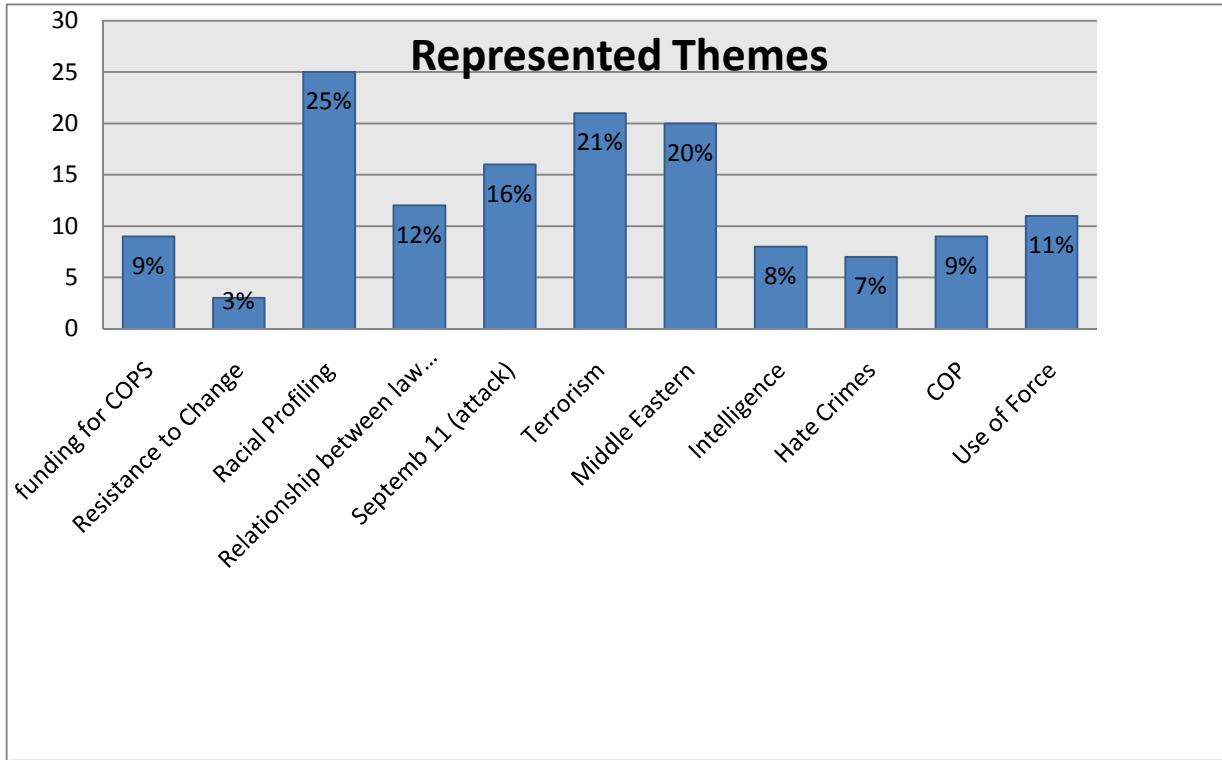| Theme	Value
funding for COPS	9%
Resistance to Change	3%
Racial Profiling	25%
Relationship between law...	12%
Septemb 11 (attack)	16%
Terrorism	21%
Middle Eastern	20%
Intelligence	8%
Hate Crimes	7%
COP	9%
Use of Force	11%

Figure 4.1 Reported Themes among Sources

Sixteen percent of the reviewed content mentioned September 11 at least once. Twelve percent supported the importance of the relationship between the law enforcement personnel and the citizens in Community Oriented Policing. Eleven percent agreed with the police use of force post September 11. The use of force also created relationship issues between the police and the community, specifically the Middle Eastern communities. Nine percent of the content supported the concept of Community Oriented Policing and the funding for Community Oriented Policing. Although this form of policing is highly accepted, it has been found very difficult to implement. Due to the failure of implementation, the funds for Community Oriented Policing have decreased over the years.

Eight percent of the content studied supported the use of community Oriented Policing in order to gather intelligence. Gathering of Intelligence through interaction with the community has shown to create leads, trust and possibly a better way to deter terrorism. Seven percent agreed that the number of hate crimes specifically against Middle Eastern people increased post September 11. Three percent of the content studied agreed that the police have a resistance to change.

The author argues that racial profiling was one of the most prevalent theme issue that the police had to face post the September 11 Terrorist Attacks. It appears that after September 11, 2001, the issue of racial profiling prevented the police and the Middle Eastern communities to interact in a respectful manner. The issue of racial profiling created many dilemmas for the police. These dilemmas forced the police in racially profiling people of the Middle Eastern decent.

Focal Point Theme Counts

Total # of Theme

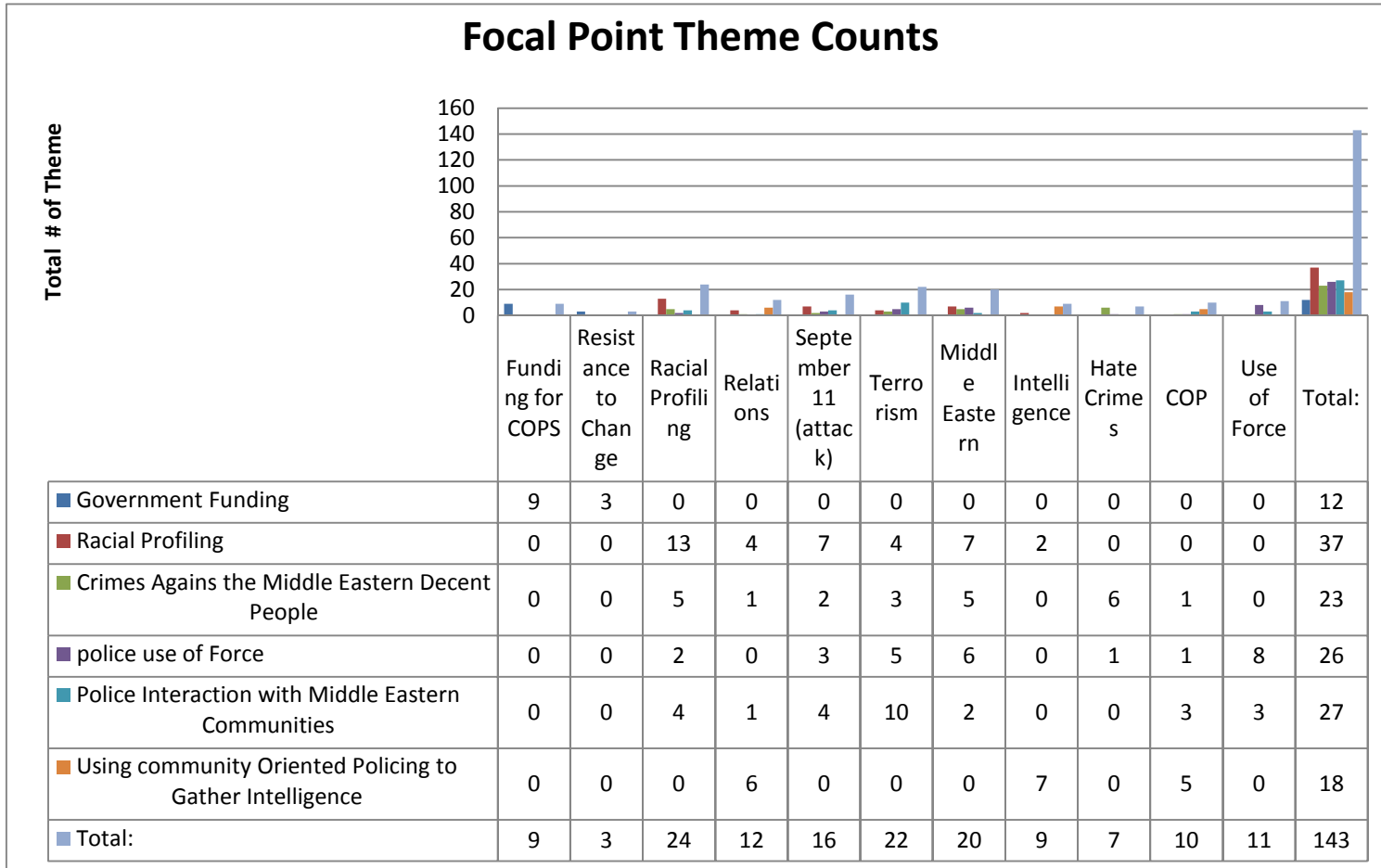|	Funding for COPS	Resistance to Change	Racial Profiling	Relations	September 11 (attack)	Terrorism	Middle Eastern	Intelligence	Hate Crimes	COP	Use of Force	Total:
Government Funding	9	3	0	0	0	0	0	0	0	0	0	12
Racial Profiling	0	0	13	4	7	4	7	2	0	0	0	37
Crimes Agains the Middle Eastern Decent People	0	0	5	1	2	3	5	0	6	1	0	23
police use of Force	0	0	2	0	3	5	6	0	1	1	8	26
Police Interaction with Middle Eastern Communities	0	0	4	1	4	10	2	0	0	3	3	27
Using community Oriented Policing to Gather Intelligence	0	0	0	6	0	0	0	7	0	5	0	18
Total:	9	3	24	12	16	22	20	9	7	10	11	143

Figure 4.2 Focal Point Theme Counts

Figure 4.2 analyzes the appearance of the eleven concepts in relation to the identified themes (Government Funding; Racial Profiling; Crimes Against the Middle Eastern Descent People; Police use of Force; Police Interaction with Middle Eastern Communities; Using Community Oriented Policing to Gather Intelligence). The more each focal point appeared the higher significance it has on Community Oriented Policing. Figure 4.2 indicates that the Racial Profiling theme appeared a total of 37 times among all the concepts. This places an important role in the affects of racial profiling on the implementation of Community Oriented Policing post September 11.

The second most common theme is Police Interaction with Middle Eastern Communities which appeared a total of 27 times in all the concepts. Relationship with the community is an important aspect in Community Oriented Policing. Post September 11, this relationship was damaged but still expected. The third highest theme is Police Use of Force which appeared a total of 26 times in all the concepts. Police use of force increased post September 11. The increase of force also negatively affected the relationship between the police and the community.

Crimes against people of the Middle Eastern descent is the fourth highest theme that appeared a total of 23 times in all eleven concepts. The Middle Eastern community was the affected community post September 11 terrorist attack. As mentioned earlier, 20% of articles analyzed supported that people of Middle Eastern decent were negatively affected. Next highest theme is Using Community Oriented Policing to Gather Intelligence with a total of 18 appearances. It has been studied that Community Oriented Policing and building relation with the community can lead to gathering useful intelligence.

The final theme is Government Funding that appeared a total of 12 times in all the focal points. The funds of Community Oriented Policing has decreased over the years and the articles reviewed blame the police's inability to accept this form or policing(Community Oriented Policing). Many police departments still have the mindset of traditional policing.

CHAPTER 5

CONCLUSION

5.1 Conclusion

The purpose of this study was to identify the different factors that contributed to the evolution of Community Oriented Policing after the terrorist attacks of September 11, 2001. This study examined the development of law enforcement agencies around Community Oriented Policing and how some communities such as those of Middle Eastern descent were affected more negatively than others. This research also examined the positive aspects of Community Oriented Policing and how it enhanced the ability to gather intelligence. As presented in the methodology, data for this study was collected through a qualitative content analysis related to Community Oriented Policing post September 11, 2001.

Policing plays a vital role in contributing to the functionality of government. The function of the police is an important contribution to the execution of democratic societies (Goldstein, 1987). Post September 11, law enforcement in all levels had to learn the methods in dealing with this tragic event. This learning process has shown to be the biggest obstacle between the police and the affected communities. The International Association of Chiefs of Police has announced that staffing is another important priority (International Association of Chiefs of Police, 1999). The local law enforcement was too overwhelmed to dissect the issues and keep the community-police bond strong.

Community Oriented Policing is still a fairly new form of policing. It is believed that Community Oriented Policing is the most promising approach of policing in crime reduction (Arias & Ungar, 2009). With current research suggests that the concept of community policing post September 11 created dilemma for the police and adding to their responsibilities.

Community Oriented Policing requires significant funding which the government has made available via grants for departments that are not able to approach this form or policing based on their yearly budget.

A study done by Hafner (2003) suggested that these funds are being wasted because local government does not have a solid definition of Community Oriented Policing. The definition could vary depending on the community and all agencies could not simply comply with the same guidelines.

Racial Profiling has been a part of society for many years but the September 11 terrorist attacks brought this issue to the surface and targeted people of Middle Eastern descent or Muslim groups (Pal, 2005). "Racial profiling by law enforcement officials and racially disproportionate concentration of law enforcement efforts continues to afflict African Americans, Latino/a and Native American communities in the U.S., and post September 11, has escalated with respect to Arab, South Asian, Middle Eastern and Muslim men and women" (Ritchie & Mogul, 2007, p. 4). Racial profiling created yet another issue in the Community Oriented Policing approach. The nation was terrified of terrorist attacks and historically, Middle Eastern and Muslim individuals have been appointed with the terrorist label. "Although racial profiling implies the identification and singling-out of suspects of color, the reality is that anybody can be a terrorist, regardless of background, age, sex, ethnicity, education and economic status" (Kleiner, 2010, p. 113).

Police decision making and discretion were highly affected by the racial profiling. Police Officers were afraid of doing their jobs. In addition, they were afraid of making a mistake; afraid of missing clues; and afraid of not knowing who or what to look for. This lack of communication cut off many great resources that the police could have used in detecting future terrorism. Simple communication can reveal useful intelligence. According to Yim (2002), American law enforcement fails to successfully share critical intelligence information with other agencies. John Douglas, a FBI profiler said the public is the most useful tool for law enforcement. He

believes that the more the law enforcement shares with the public, the more the public will provide critical information (Douglas & Olshaker, 1998). The lack of communication hampered law enforcement in gathering further intelligence, and perhaps further deteriorated the relationship between communities and bringing further peace to the citizens.

5.2 Advantages to this research

With the research gathered, the researcher was able to measure the content of Community Oriented Policing post and prior to September 11. The sources provided information regarding how the U.S law enforcement was negatively affected by the September 11 terrorist attacks. One of the advantages to this study was the use of data available to measure this event. This study measured the different factors that contributed to the evolution of Community Oriented Policing post September 11, 2001.

5.3 Limitations of the Research

Disadvantages to this study were the availability of information. There are many studies regarding racial profiling post September 11; community policing in general and the history of Community Oriented Policing; the impact of September 11 on the United States' Government and more. However, there are very few studies done specifically related to the effects of September 11 on Community Oriented Policing. Another possible issue in this study was the definition of Community Oriented Policing. There is not one specific definition for this term and this issue can create a multitude of interpretations of what Community Oriented Policing represents. One other limitation to this research was the availability of media sources such as news paper articles specifically related to Community Oriented Policing post September 11, 2001.

5.4 Suggestions for Further Improvement and Research

As previously mentioned, there were limitations, such as the availability of data. Fortunately, this disadvantage has opened up new opportunities for future research. In the future it will be beneficial to conduct research surveying police officers from a variety of local agencies and measure their experiences post September 11; policy changes that aided in doing their jobs; the challenges they had to face in building communities and community relations; also, gaining and giving respect to affected minorities, victims and the publics' demand in general. In the future, it would be beneficial to solely focus on the gathering of intelligence by using proactive measures.

5.5 Policy Implications

One common theme among the sources was the decline of community oriented policing post September 11. This content analysis research analyzed the research available related to Community Oriented Policing post September 11. Regardless of the limitations, there was enough research available to conclude that Community Oriented Policing was negatively affected. The community's and policy maker's expectations and focus were dramatically changed from deterring criminal activity to combating terrorism. As indicated in the research, ties with communities are the best way to gather intelligence, specifically intelligence related to terrorism. Due to the gap created between the community and the police, this concept is far beyond reach. It is still important to keep Community Oriented Policing, but with all changes that happened to America, it is important to develop a more proactive form of policing; a type of policing that has ties to the community and is more involved with its members. One way to improve a better relationship with the community is to create educational classes for the community to familiarize them with different cultures, what to look for and what to report to the police. To gain the public's attention in attending informational classes or sessions the police departments can reward the community or the individual with useful and interesting rewards such as trips, community events, concert tickets and many more.

5.6 Conclusion

This study reveals the essential need of Community Oriented Policing post September 11, 2001 through the evaluation of community policing; the funding available to implement Community Oriented Policing, the issue of racial profiling post September 11, 2001, police discretion and use of force post September 11, 2001 and the gathering of intelligence through the use of Community Oriented Policing. Through this study, the author was able to see the connection between the key points mentioned above and connect the research content and articles from within the text. The author was able to make logical argument that Community Oriented Police is a vital part of policing specifically post September 11, 2001, and how this form of policing can benefit our society with less crime fighting and more problem solving and gathering of useful intelligence to perhaps determine future attacks, crimes and problems. This research adds to the developing body of knowledge on the understanding and the importance of proactive policing through the use of Community Oriented Policing.

The issues that have emerged post September 11, show a prevalence of themes that may suggest the presence of paradigm shift in academic literature related to Community Oriented Policing post September 11. There is a possibility of change of paradigm in Community Oriented Policing. It could be argued that the implementation of Community Oriented Policing can be used as a tool to gather intelligence, by building trust and connections with the targeted or involved communities.

APPENDIX A

LIST OF CONCEPTS AND KEY TERMS

Concepts	List of Key Terms or word-groups
Funding for COPS	Funds and grants; 1990s COPS provided one billion dollars; 2003 COPS provided less than 200 million dollars; decrease of funds; 2009 more money was granted; $13,300 was given to state, local and tribal agencies; Grants; funds are allocated directly to the local level governments
Resistance to Change	Most officers fail to partake in the transition; resistance to change; lack of personal interest in changing
Racial Profiling	Racial profiling; racial profiling controversy; police are influenced more by the race and national origin; ethnic profiling; profiling; law enforcement decision; special registration program; many of detainees were Iranian; racial stereotypes; discriminatory and unreasonable searches only due to their appearance; targeted screening process focusing on the general profile; discrimination; inappropriate comments about her relation; detain non-citizens; minor visa violation and mandatory special registration; arrests of Arabs or Muslims
Relationship between Law Enforcement and the communities	Relationship; increase the fear and distance between police officers and the immigrants; negative interaction between the government and any person of Middle Eastern Descent; community's relation with police; negative reaction; relationship with the community; lack of formal communication; interaction with the public; public is the most useful partner; police cannot function efficiently without the support from both
September 11 attacks	September 11, 2001
Terrorism	Terror; terrorism; terrorist and hate crime investigation; War on terror; counter terrorism; suspicious terrorism activities; focus their resources on the prevention and deterrence of terrorism
Middle Eastern	Middle Eastern Communities; Iraq, Iran, Syria and Sudan; view of Muslim countries; Islamic awareness of western cultures; Muslim; Arab and Muslim; Tasered an Iranian; racial/ethnic minority population
Intelligence	Share information; counterterrorism intelligence; public is the most useful partner; intelligence that was communicated between the law enforcement and the citizens of the community; neighborhood groups in order to obtain intelligence; limited information
Hate Crimes	Hate Crimes; Anti Muslim Attacks; attacked from behind; Anti Islamic Crime; hate crime investigation; intelligence
COP	Community Policing; community policing efforts; decentralized form of policing in America; American Policing; American law enforcement; enforcing community policing
Use of Force	Aggressive policing; forceful policing; powers granted to law enforcement; aggressive strategy; power to arrest immigrants; authority to detain; forced to respond to terrorism; rational use of force; limits of functionality; shifting power and discretion away from supervisors and placing it in the hands of street level officers may result in an alleged or actual loss of power, control and secretion

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The author of this thesis Graduated with her Bachelor's Degree of Arts in Criminology and Criminal Justice with a minor in Sociology from the University of Texas at Arlington in December 2007. Immediately after, she pursued her Master's degree of Arts in Criminology and Criminal Justice which concludes by the completion of this thesis. She is planning on furthering her education. Shahrzad Pakbin is currently employed with City of Irving Police Department as a Crime Analyst and planning to further her career in this field.