POLICING AND TERRORISM:

THE IMPACT OF 9/11 ON THE ORGANIZATIONAL STRUCTURE OF

STATE AND LOCAL POLICE DEPARTMENTS IN THE UNITED STATES

by

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This manuscript is dedicated to:

My nephew, Liam Daniel Delaney.

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ABSTRACT

This thesis examines how 9/11 has impacted the organizational structure of state and local policing institutions in the United States. Content analyses of police discourse in two practitioner journals spanning from 1999 to 2004, as well as college level criminal justice textbooks issued in 2004 are used to determine the specific organizational changes that have been triggered by 9/11. Findings from the analyses indicate that change is occurring on both the internal organizational level and as well as on the level of organizational boundaries. Changes to internal structure, such as the creation of a counterterrorism unit, tend to occur only in the larger metropolitan and state police agencies, but are not present in the more common local departments. However, changes in organizational boundaries tend to be far more universal and typically involve an increased collaboration between police departments, specifically greater openness towards information sharing. The thesis concludes with an examination of the theoretical and policy implications of these findings.

Chapter 1

INTRODUCTION

The September 11th terrorist attacks on the World Trade Center have had a profound impact on organizations in the United States. One group of organizations that has been especially affected has been the law enforcement community. On the federal level, law enforcement agencies, such as the Federal Bureau of Investigation (FBI), are undergoing large-scale multiphase reorganizations. These changes are well documented and have been reported and discussed often in popular media news sources. On the state and local level of law enforcement, however, not much is reported about how police respond to 9/11. Across disciplines, theories exist that help explain how policing organizations respond structurally to external environmental events and changes. Each of these theories offers a different angle on how these structural responses unfold. In the criminology and criminal justice literature, many of these theories focus on the influence organizational boundaries have on these responses. In the disaster research literature attention is paid to the type of event that occurred and the social forces that combine with the event to produce a response in police organizations. Finally, in the business management literature, much attention is placed on how the form of the organizational boundaries influences what kinds of change can and cannot occur in a particular organization.

Despite the presence of these organizational theories and the obvious impact 9/11 has had an on policing, the extent and nature of any resulting organizational changes have

gone relatively unstudied. This thesis attempts to determine what organizational changes state and local police departments have undergone as a result of 9/11. The following two research questions guide the research for this thesis:

1) How have the events of 9/11 affected the organizational structures of state and local policing institutions in the United States?

2) In light of the three bodies of literature reviewed in this thesis, how does the effect of 9/11 on policing organizations support or not support the theoretical concepts?

Chapter 2

LITERATURE REVIEW

This chapter reviews literature from three separate disciplines. The first body of literature comes from criminal justice research. The second body of literature involves work from disaster research. The third group of literature includes work on organizational management.

<u>Criminal Justice Literature</u>

This section of the literature review focuses on those theoretical contributions in criminology and criminal justice literature that are relevant to this thesis. Although there do exist a number of publications concerning various organizational aspects of law enforcement agencies, most of these studies leave the theoretical aspects of the relationships between organization and environment relatively untouched. What follows is a review of criminal justice publications that attempt to build a theoretical model for understanding the relationship between police organizations and their environment.

One theory that may be useful in understanding how 9/11 has impacted the organizational structure of policing arises from Crank and Langworthy's (1992) application of an "institutional perspective." According to Crank and Langworthy (1992), prior to the 1990's, police organizational theory lacked this institutional perspective. Instead, these pre-1990 theories focused on "rational considerations of efficiency and

effectiveness" (338) as the primary influence on organizational structure. Additionally, these theories focus on what Crank and Langworthy describe as, "...'normative theories' linking organizational structures to desired outputs" (1992, 340). Crank and Langworthy argue that when normative theories were actually employed to induce organizationally-based reform in police departments, they typically failed to achieve the desired changes.

In response to this failure, Crank and Langworthy introduce an alternative theory of organizational change in policing institutions. They assert that "to secure the continued well-being of the [police] department, the organizational forms and practices of police departments tend to conform to broad, institutionally accepted norms" (1992, 342). Thus, for Crank and Langworthy, policing institutions are much more concerned with conforming to whatever forms and practices are most desirable at the time than they are with achieving efficiency and effectiveness. Which practices are considered most desirable is determined by outside individuals and organizations, known as sovereigns, that have the ability to affect the wellbeing of the policing organization (342). Therefore, according to Crank and Langworthy, organizational change in policing institutions is not driven by the need to become more effective and efficient. Rather, changes in organizational structure are made in the interest of self-preservation.

Later, Crank and Langworthy (1996) elaborate their theories of institutional environment by combining it with what Meyer (1992) identified as fragmented centralization. Meyer, who originally applies fragmented centralization to public education in the United States, observes that the authority structures and funding sources for public schools in the United States have become fragmented. Multiple levels of government (state and local, for example) have authority in the decision-making processes

that guide the public schools. At the same time, funding, which originally came from local sources or was "decentralized," has increasingly become centralized into various federal funding programs. The overall result of this is what Meyer calls fragmented centralization.

Crank and Langworthy (1996) identify community-based policing programs as a case of fragmented centralization among municipal police departments in the United States. Originally, police departments "...conformed to the requirements of municipal authorities in order to receive support and legitimacy" (1996, 226). Over time, both the sources of institutional authority and funding have become increasingly centralized. According to Crank and Langworthy, this process of centralization has not been smooth or systematic. Rather, it has been uncoordinated and sometimes incomplete, resulting in "...adaptive organizational structures and policies typically grafted onto existing organizational arrangements in haphazard ways" (1996, 226).

Crank and Langworthy's institutional perspective as well as their observations of fragmented centralization in community policing are useful in understanding the affects of 9/11 on policing organizations. From an institutional perspective, the interests of sovereigns play a central role in driving organizational change in policing institutions. Since the 9/11 attacks, have events supported this theory or has the relationship between police and "sovereigns" been changing? In their 1996 article, Crank and Langworthy see community police programs as a force that increases fragmented centralization. With the occurrence of 9/11, will we see a furtherance of this centralization or will the discourse present in the practitioner journals exhibit an entirely different approach?

<u>Disaster Related Literature</u>

In the field of disaster research, most of the studies on police in the United States were conducted over twenty-five years ago. A majority of these older studies focus on the civil disturbances that were prominent in the U.S. during the late 1960's and early 1970's. Such studies tended to focus primarily on the relationship between policing and collective behavior (i.e. civil disturbances) (Wenger 1973; Kreps 1973; Kreps and Weller 1973; Dynes, Ross, and Quarantelli 1974; Quarantelli, Pointing, and Fitzpatrick 1974; Ponting, Fitzpatrick, and Quarantelli 1975).

Although most of these disaster studies ignored organizational aspects of policing institutions, there is at least one among these that observes organizational change in policing institutions. Brooks, Dynes, and Quarantelli (1972) thoroughly examine the effects that civil disturbances have on organizational elements of police departments. Placing police institutions within a historical context, Brooks, Dynes, and Quarantelli claim that American policing institutions have often had to deal with civil disturbances, but only rarely have such events led to a wide scale change in the organizational structure of policing institutions. The first of these change-inducing civil disturbances that Brooks, Dynes, and Quarantelli cite is a wave of urban turmoil in the northeastern U.S. during the 1840's and 1850's (78). This led to a new more professional city police system that replaced what one historian described as an, "…inadequate constabulary and watch-and-ward" (78). The second and more recent trigger for wide scale change in police departments involved the civil disturbances of the late 1960's. It is this latest set of riots and protests that Brooks, Dynes, and Quarantelli argue have again changed both the

structure of policing institutions and the ways which police departments interact with one another.

During their study of the protests of the late 1960's, Brooks, Dynes, and Quarantelli observed changes in inter-department relations among policing organizations. According to these scholars prior to the civil disturbances of the late 1960's police agencies were often relatively isolated from one another. However, faced with the challenge of this new wave of civil unrest, police organizations began to look to one another for advice on how to successfully handle various challenges. In their study, Brooks, Dynes, and Quarantelli (1972), found that "...most important of all in influencing planning for civil disturbances are the key reference organizations for most departments – other police groups elsewhere" (22). More specifically, "...many police organizations, whether they themselves had experienced a racial disturbance or not, were sending observers to other cities frequently during the actual time such other localities were experiencing disorders" (22). In other words, during their study, Brooks, Dynes, and Quarantelli (1972) discovered that police organizations were constantly watching one another for an indication of how they should most appropriately respond to new problems and that the more experienced organizations among these tended to lead the way as key reference organizations.

Brooks, Dynes, and Quarantelli's discovery is relevant to this thesis. First, it establishes that communication between police agencies is an essential part of their process of change. Establishing this link is especially important since the purpose of this study is to determine changes in organizational structure based on communication. Second, Brooks, Dynes, and Quarantelli's findings are also important because they offer

an historical perspective of change in policing institutions. Having a better understanding

of past changes in police organizations provides an important context with which to

understand what changes may be present today. For Brooks, Dynes, and Quarantelli,

police organizations in the United States have undergone two major structural

transformations, professionalization, and referencing, due to major man-made disasters.

There is no doubt that 9/11 has been a catalyst for change in police organizations, but

what pattern does this change follow? Has the process of referencing that Brooks, Dynes,

and Quarantelli observed remained an important part of organizational change or have

other factors emerged in its place?

More recent work on policing and the protests of the 1960's was conducted by

McPhail, Schweingruber, and McCarthy (1998). In their discussion of policing and

protests the authors observe that police strategy for dealing with protest in the United

States has changed from forceful attempts at ending protests to a more flexible attempt to

manage them. In this analysis, McPhail, Schweingruber, and McCarthy identify the

important factors that influence this change in policing. These factors include the

development of national commissions to submit recommendations to the federal

government, legal rulings by various courts, the National Park Service's permit system for

protests in Washington DC, and the creation of national civil disorder training programs

for local police officials.

In their study McPhail, Schweingruber, and McCarthy also observed that the

change to the more flexible protest management method has been anything but uniform.

Specifically, in reference to the newer management approach, "it has become the

increasingly likely practice of police organizations in large cities, at state capitals, and on

major university campuses where protest and other large public gatherings are frequent occurrences." Furthermore, the authors note that "the extent to which it has been adopted and implemented in those locales is an intriguing empirical question…" perhaps it should be seen as a diffusion of a highly variable nature.

In the observations of McPhail, Schweingruber, and McCarthy, the changes that have occurred to policing protest were affected greatly by decisions and programs implemented in on the federal level of government. Additionally, this change has occurred in state and local police departments that have to deal with protesters more than departments that do not have to deal with this issue. Extrapolating to how 9/11 and how it may have had an impact on state and local police departments, two major questions arise: how large a role does the federal government play in influencing organizational change in policing institutions and, how evenly or unevenly do these changes occur in different police departments?

Business Management and Organizational Theory

Another key body of literature containing theories of organizational change includes writings focused on organizational management. While some literature on theories of organizational change do exist in policing and disaster publications, the more developed theories tend to be found in this group.

Within the social sciences, there are numerous organizational theories. A large portion of these theories view organizations as closed systems that are not linked to their organizational context or environment. At the opposite end of the spectrum are theories that view organizations as open systems. Unlike closed system theories, open

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organizational systems influence and are influenced directly by their environments. Considering police scholars Reiss and Bordua's (1967) observation that "…police departments have clearly defined boundaries...[yet]…they must continually engage in the management of highly contingent relationships that arise outside them" (54), it seems that at least some elements of both a closed system and an open system may be present. The following describes two variations on the closed and open system theories that may be useful for understanding police organizational change.

The first theoretical approach described by Morgan (1997), uses the concept of autopoiesis to describe the relationship between organizations and their environment. Unlike most modern organizational theories, autopoiesis argues that all systems are "…organizationally closed, autonomous systems of interaction that make reference only to themselves" (253). While this model seems to resemble the traditional closed-system approach, it is actually quite different.

How is it possible for a social system to be closed and still interact with its environment? Morgan explains this in the following passage:

> …systems strive to maintain an identity by subordinating all changes to the maintenance of their own organization as a given set of relations. They do so by engaging in circular patterns of interaction whereby change in one element of the system is coupled with changes elsewhere, setting up continuous patterns of interaction that are always self-referential. They are self-referential because a system cannot enter into interactions that are not specified in the pattern of relations that define its organization. Thus, a system's interaction with its "environment" is really a reflection of and part of its own organization. It interacts with its environment in a way that facilitates its own self-production; its environment is really a part of itself. (253)

One of the key disadvantages in applying Morgan's theory of autopoiesis to processes of change triggered by large-scale events, such as 9/11, is the fact that Morgan's

theory is not intended to explain change in organizations during large-scale environmental jolts. Rather, autopoiesis is designed to explain the relationship between organizations and environments in their average non-"disaster" state. Consequently, Morgan's conceptualization of autopoiesis cannot be used to explain immediate and direct effect of 9/11 on policing organizations. However, autopoiesis can be used to better understand the more long term changes in organizations that occurred as a result of 9/11. By examining self-referentiation processes, both immediately before and several years after 9/11, it may be possible to better understand the long-term impact of 9/11 on self-referentiation in policing organizations.

The second relevant approach is from Hart (1996), who approaches the topic of organizational change primarily from a "change management" perspective. However, in utilizing this perspective Hart differs from many other change management theorists in that he employs a sociological perspective. In his essay, Hart asserts that "any attempt to disentangle functional, process and structural issues from the social and psychological aspects of the work force will result in an incomplete analysis"(1). From this perspective, Hart tries to understand and describe the process of change in police organizations in terms of both the role of human reaction to change, as well as the, "...mechanistic organizational functions and processes that bring about those effects in humans"(2).

For Hart, the likelihood and causes of what he calls "unplanned change" are of primary interest. A major factor affecting the amount of unplanned change is what Hart describes as the "degree of openness" (2). Thus, police institutions that are more open will have an increased likelihood for undergoing unplanned change than those that are not. In many ways the events of 9/11 could be viewed as a major cause of unplanned change.

If indeed there has been change as a result of 9/11, then how much change was influenced by a department's degree of openness?

For both Morgan and Hart, organizational boundaries play a key role in determining how external environmental events can impact the internal organizational structure. However, in the case of 9/11, the external event is much greater that those events experienced on a day-to-day basis or even decade-to-decade. In scenarios of extreme environmental jolt, how might the role of organizational boundaries be different from the ones described here?

Each of the three bodies of literature discussed in this chapter provide a different theoretical perspective for understanding the impact of 9/11 on state and local police organizations in the United States. Within the criminology and criminal justice literature Crank and Langworthy's (1992; 1996) institutional perspective and theory of fragmented centralization provide unique insight into the dynamic relationship between police organizational structures and their social environment. In disaster research literature attention is paid specifically to how disasters can impact the relationship between organizations and their environment. One contribution lies in Brooks, Dynes, and Quarantelli's (1972) understanding of how police organizations reference each other. Another contribution is McPhail, Schweingruber, and McCarthy's (1998) discussion of the role of federal government in facilitating disaster related change. Finally, organizational management theory offers a perspective on how organizational boundaries affect how social environments can cause change in organizations. Both Morgan's (1997) theory of autopoiesis and Hart's (1996) discussion of "degree of openness" provide possible

explanations for how the role organizational boundaries influence change in police organizations.

The following chapter discusses the methodology used to provide answers to questions raised by this chapter.

Chapter 3

METHODOLOGY

To determine what effect 9/11 may have had on the structure of police organizations a qualitative methodology was used and is explained next. This chapter has been divided into two main sections. The first section describes the data being used as well as the data selection process. The other section explains the exact analysis process and techniques that were used to obtain the findings.

Data

In order to evaluate what kinds of internal organizational changes were taking place among state and local law enforcement, the police discourse published in two practitioner journal articles were examined. To observe this change occurring over time, all journal issues releases from two years before 9/11 (i.e. 1999) up to the end of 2004 were selected. The two years prior to 9/11 were included to establish a baseline from which changes in police discourse can be measured.

Many groups associated with police or policing publish a magazine or journal and were considered as potential document sources.[1] However, when these publications are reviewed, it is clear that a majority of these groups do not fit the criterion for this study.

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[1] The principle police associations and organizations can be found at http://www.theiacp.org/links/associations.htm.

As expressed in the initial research question, the journals must represent police in the United States. This eliminated most European and international organizations. Another eliminated category of police associations are journals that focus primarily on legal and union issues, such as, The Fraternal Order of Police (FOP). Additionally, a large proportion of associations are not applicable because they are either too focused (e.g. the *Law Enforcement Thermographers' Association*) or too local (*The South Carolina Sheriffs' Association*).

After careful review of available journals, two practitioner journals were selected for this study. One of these journals is *The Police Chief: The Professional Voice of Law Enforcement*, published monthly by the International Associations of Chiefs of Police (IACP)[2]. *The Police Chief* is a journal intended to provide a "forum for sharing the collective expertise of the law enforcement practitioners who write the magazine articles."[3] The other practitioner journal selected for this content analysis was *Sheriff*, published bimonthly by the National Sheriff's Association (NSA). *Sheriff* magazine has a very similar focus to *The Police Chief* in that it, "...addresses the current concerns of law enforcement..." through feature articles, "...written from the practitioner's standpoint by sheriffs and other law enforcement experts."[4] This magazine is not available either online or in university libraries and was acquired directly from the National Sheriff's Association. In all, 108 journals were analyzed (72 for *The Police Chief* and 36 for *Sheriff*).

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[2] Although this organization claims to have members from 89 different countries, I have never seen an article in *The Police Chief* not written by an American and focused on American policing.

[3] http://www.theiacp.org/pubinfo/pc/

During the course of the analysis, access to online electronic versions of both *The Police Chief* and *Sheriff* magazine were acquired. These were downloaded and later analyzed with the ATLAS.ti qualitative analysis computer program.[5] These electronic versions were obtained through a contact who had access to both of these publications through the IACP's membership website.

Although both *The Police Chief* and *Sheriff* magazine are rich sources of data, when analyzed alone, they can be problematic. One of the main dilemmas in using practitioner journals is that it is difficult to consider the articles written in these journals as representative of police departments in the United States. Typically, police who write an article for the magazines are writing about something related to their department that is new or uncommon to policing. Consequently, the articles in these magazines may represent departments that more progressive or well-funded than the average department in the U.S.

To provide another angle or perspective on police organizational change, an additional content analysis of textbooks used to teach criminal justice courses was included. These textbooks are designed for teaching introductory courses on law enforcement and the criminal justice system. The authors are experts on policing or police administration and most have a PhD in criminal justice.

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[4] http://www.sheriffs.org/pub-magazine.shtml

[5] The ATLAS.ti program is a, "workbench designed for the qualitative analysis of large bodies of …data," and, "…offers tools to manage, extract, compare, explore, and reassemble meaningful pieces from large amounts of data in creative, flexible, yet systematic ways" (page 2 – reference manual).

Textbooks offered to professors in the fall of 2004 for teaching college level courses on policing were used as data. It should be noted that this was not an exhaustive search for textbooks and that the books used in analysis are not a random sample of the criminal justice textbook in use in the fall of 2004. All of the textbooks that were analyzed concentrate on policing or police organizations, but within this "genre" of criminal justice textbooks, the actual focus of the books varies. Some books concentrate on police administration and management, while others focus on policing and police officers.

A total of 17 textbooks were reviewed. Of these 17 textbooks, a few turned out to be inappropriate for this analysis because they lacked sufficient focus on police or policing to establish an actual connection between the textbook and police. For instance, one of these textbooks turned out to be a guide to understanding terrorists and terrorism. This book included detailed profiles of both domestic and international terrorist groups as well as a thorough explanation of the weapons these groups typically employ. However, it did not relate any of its information to police or policing organizations. Thus, while this book could be used by law enforcement agencies to educate their employees, the authors make no direct link made between information on terrorism and police organizations or policing. As a result of this and similar disqualifications, a total of seven textbooks were eliminated from analysis (see Appendix A for a list of full citations for the included textbooks).

Data Coding and Analysis

A number of tools and techniques were used to analyze the data. Strauss and Corbin's methodological tools and strategies outlined in *Basics of Qualitative Research: Techniques and Procedures for Developing Grounded Theory* (Strauss and Corbin, 1998)

were selected for use in this project.6 However, Strauss and Corbin's methodological tools and philosophies were not fully adapted. First, there are certain philosophical aspects of Strauss and Corbin that were determined inappropriate for this study, such as their preference for conducting purely inductive research that discourages using theoretical literature to aid the process of building a grounded theory. Literature in this analysis is used as a means of seeing where this research fits into the larger context of sociology. Additionally, some of the analytical tools suggested by Strauss and Corbin, such as word and phrase, were deemed inappropriate for this study. The thesis employs open coding and memo writing; analytic tools will be discussed below.

Initially, the analysis was conducted without the aid of the ATLAS.ti qualitative analysis computer program. All *Sheriff* magazine issues and textbooks were coded and "memoed" during this period. After these steps were completed ATLAS.ti was acquired and the remainder of the content analysis was conducted using this computer program. This included the analysis of the *Sheriff* magazine memos and textbook memos that had already been completed. In addition, the ATLAS.ti assisted analysis also included all coding, memo writing, and analysis of *The Police Chief*.

For the analysis of *Sheriff* magazine, coding and memo writing was approached in the following way. Every article in each magazine was examined for discussion of terrorism. In all, a total of approximately 457 articles were examined in *Sheriff* magazine. For each article discussing terrorism, its main topic was identified and marked. Then, out of those articles discussing terrorism, any discussions with possible relevance to the effects

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6 This involves such techniques as open coding, axial coding, selective coding, coding for process, the conditional/consequential matrix, and memos and diagrams.

of 9/11 on policing were marked. As the number of analyzed articles increased, patterns

in the types of marked passages became more pronounced. These repetitious patterns

were then identified and labeled with codes which were applied to all of the previously

examined relevant passages and used in all future coding processes.

Initially, several passages were marked and codes were created that were not

entirely relevant to the research question. However, as experience with content analysis

grew codes were applied more selectively and efficiently.

In all, two main categories of codes were created. One category was primarily

focused on designating an overall theme that was discussed in an article. A total of four

thematic categories were identified for *Sheriff* magazine. They are: NNWP (i.e. National

Neighborhood Watch Program), COPS (Community Oriented Policing Services), WMD

(Weapons of Mass Destruction), and "non-saturated-themes." The non-saturated-themes

category was created as a way to include topics that had not occurred frequently enough

to reach saturation, but did have relevance to the research question.

The second code category was intended to designate certain sub-themes or topics

that were discussed within the larger context of the theme catagories. These topics were

color coded and included: recommendations/critique, training/drills, change, education,

policy, planning, and other (for a detailed description of these topics and their assigned

colors see Appendix B).

Once coding for all relevant articles in *Sheriff* magazine were completed, the data

were then further refined by compiling memos in which a synopsis of the coded articles as

well as any observations made about how the article related to the themes and patterns

being observed were noted. The memos were sorted into one of the four major thematic

categories previously identified. Within each theme the memo documents were separated by year. Thus, for instance, the NNWP memo documents included NNWP 1999, NNWP 2000, NNWP 2001,…NNWP 2004. Within each of these documents, the notes were arranged in chronological order of the magazine edition to which they were linked.

Finally, all of these documents were written as Word documents which allowed them to later be integrated into their own ATLAS.ti hermeneutic unit. For this reason the ATLAS.ti program and how it was used for the analysis of *The Police Chief* will first be described before returning to a description of how the *Sheriff* magazine memos were analyzed.

The ATLAS.ti program was incorporated into this study in order to increase the efficiency and speed of the analysis as well as to enhance analytical capability. Speed and efficiency were increased in several ways. First, ATLAS.ti provides several search tools and coding features (which will be discussed in greater detail at a later point in this methodology) that allow the documents to be searched and coded at a faster speed than the *Sheriff* magazine coding procedure. Also, because all the documents are electronic, it is possible to instantly move from one document, code, or memo to another without having to page through volumes of paper. Overall analytic capability is greatly increased through the several analytical tools ATLAS.ti offers. These analytical tools will also be discussed in greater detail subsequently.

The features available in ATLAS.ti offered a number of different methods for locating relevant information. One search method that was most frequently used during the analysis is the Text Search tool. This tool allows the user to employ various search methods for locating specific arrangements of characters within a text document. Using a

search expression technique a specific expression has been developed that allows any sections of text with relevance to the impact of 9/11 on policing organizations to be located.

Through a series of trial experiments, the following search expression, TERRORISM2:=9/11|anthrax|attacks|homeland|terroris*|weapons of mass|WMD|World Trade was developed.[7] This expression[8] essentially tells the search engine to find any instance in which 9/11, anthrax, attacks, homeland, terroris*, weapons of mass, WMD, or World Trade occurred in the text. The "terroris*" term instructs the engine to locate any word that begins with "terroris." The search expression was developed and tested by first manually reviewing ten editions of *The Police Chief* that were released after 9/11and then using the search tool and expression to review the same three editions. In the final test of the TERRORISM expression, all of the sections of text in which there was discussion of terrorism were located.

The TERRORISM expression was used in the process of coding and reviewing *The Police Chief*. While this search method was very useful for locating relevant information in the texts, it should be noted that this tool did not decide what passages of text should be coded. It was only used to locate any instances in which there was text relevant to this thesis's research question. Each of the sections of text still had to be read through and only then could be determined "code-worthy".

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[7] The "TERRORISM2" part of this expression is merely a label intended to differentiate the expression from previously abandoned prototype expressions.

[8] Hereafter to be referred to as the TERRORISM search expression.

Another ATLAS.ti tool that was employed to a much lesser extent was the Auto Coding tool. The Auto Coding tool uses the same types of searches as the Text Search tool; however, it can also code the word, phase, line, or paragraph that contains the specific term or terms the user specifies. For this project, the Auto Coding tool was only used twice. The first use of Auto Coding was part of an experiment designed to determine how frequently the words "terrorism" and "terrorist" were being used in both *The Police Chief* and *Sheriff* magazine. In this case "terroris*" was used as a search term to find and code the desired terms. The other instance in which Auto Coding was used was as a means of locating and highlighting the title of each article. In the original HTML format, the titles of the articles were relatively easy to spot. However, when the web documents were viewed in the ATLAS.ti program all of the HTML code[9] became visible (see Appendix C). Consequently, spotting an article's title became much more difficult and in this instance Auto Coding was used to highlight the titles.

During the review of *The Police Chief,* the method of coding and memo writing that was applied that is slightly different from that used for *Sheriff* magazine. In the case of *Sheriff* magazine, the journals were first coded using two different types of codes (topic and thematic) and then, once the coding had been completed, the memos were written. With *The Police Chief,* only one type of code is used and the memos are written simultaneously.

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[9] This type of "HTML code" should not be confused with the "codes" used in a content analysis. HTML code is actually a type of computer programming language used in the creation of Web pages.

This method of coding, which was made possible by the ATLAS.ti program, was more organized and much more efficient. The following codes were developed and employed during the review of *The Police Chief*: Case study/Examples, Change, Communications, Community involvement/relations, Computer information/technology, Cybercrime, Funding, Hate crimes, How to..., Immigration, Information resources, Intelligence, Interagency cooperation, Investigation, Issue/Threat identification, Legal, Legislative, News, Planning, Prevention, Resources, Response, Structure, Threat assessment, Training, WMD, and Y2K.

The codes used in *The Police Chief were* applicable in several areas of this analysis. One important use was to determine when certain topics or issues were being discussed in the journal issues more frequently than others. This was done by first exporting the coding and document information out of ATLAS.ti in the form of an SPSS file. Then, using the SPSS program, frequencies of specific variables (i.e. codes) were plotted temporally on bar graphs. Bar graphs made from one variable were then compared and contrasted with bar graphs made from another variable. For instance, during the coding process, it became apparent that the concept of terrorism prevention was mostly present in the more recent editions of *The Police Chief* and was less visible in those issues published before 9/11. In order to verify and further refine this observation a bar graph was created that plotted the frequency of the "prevention" code over time (see **Figure 1**). [10] The resulting graph not only confirmed this initial observation that

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[10] Each bar in this chart represents the frequency of the discussion of prevention within a particular issue of *The Police Chief*. The gaps that can be seen between some of the bars represent issues that did not contain any mention of terrorism prevention. Thus, for

Figure 1   Bar Graph of Prevention over Time

discussion of terrorism prevention was far more frequent after 9/11 than before, but it also
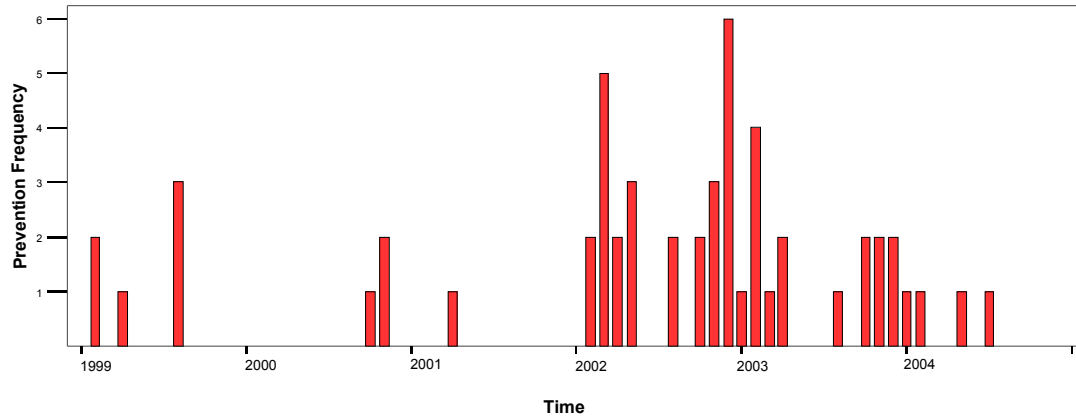
revealed another pattern in the discussion of terrorism prevention. The graph indicated

that while discussion of terrorism prevention had skyrocketed shortly after 9/11, it also

waned just as quickly after reaching its peak in November 2002.

Something caused prevention discourse in *The Police Chief* to recede and

additional analysis revealed one possible explanation. By reviewing the memos written in

the journals for the second half of 2003 and all of 2004, it was observed that a crisis

concerning the reduction of federal funding had become the main concern during that

period. Consequently, a bar graph was created of the discourse on funding in *The Police

Chief* (see **Figure 2**).   As is clear from the graph below, discussion of funding (mostly

federal funding cuts) peaked during times that discussion of prevention ebbs. While this

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instance, in the year 2000 terrorism prevention was discussed in only two of the twelve
issues for that year. In the year 2001 terrorism prevention was discussed in one issue.

Figure 2   Bar Graph of Funding over Time.
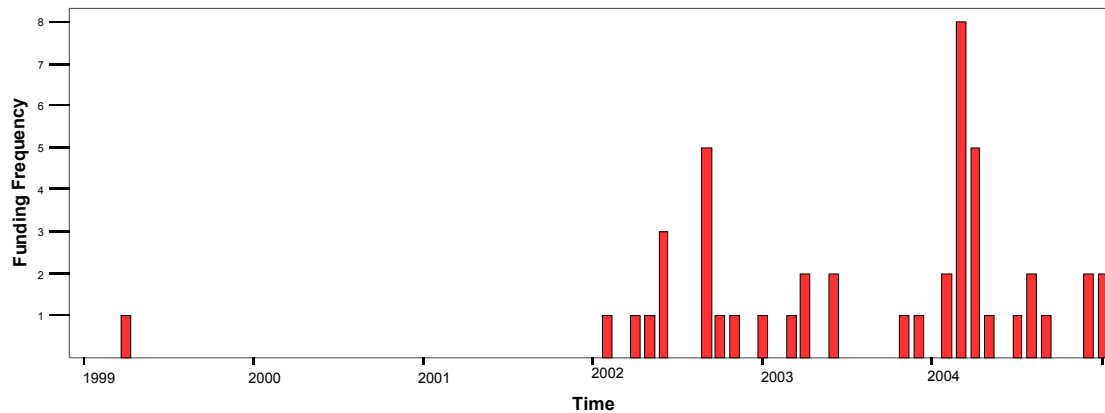
does not offer a complete explanation of why police stopped talking about prevention, it does indicate what they were talking about during these periods. This particular example was an important discovery during the analysis and will be discussed in greater detail in the findings section of this thesis.

Based upon deductions generated in the memo writing process (discussed below), codes were then added to a thematic timeline (see Figure 3). This timeline will also be discussed in greater detail in the findings section of this thesis.

In addition to coding passages of text, memos were also written on the themes or processes being observed during the coding. Most memos were created during the coding process and can be divided into three types. The first and most common type of memo can be described as an "article summary memo." This type of memo essentially provided a three to four line summary of a particular article. These memos were written for articles that in some way related to the impact of 9/11 on policing. A second type of memo was employed as a way of noting down any general observation or ideas that had arose during the coding process. Finally, a third memo type consisted of memos that summarized other

memos. These memos were made in the later part of this analysis and will be discussed in greater detail at a later point in this section.

Once the first round of coding and memo writing was finished the memos were then sorted in ATLAS.ti into "memo families." These are very similar to the thematic categories used to organize the memos from *Sheriff* magazine. The following memo families were used for *The Police Chief*: Community Relations, Funding/resources, Ideas or What Needs to be Done, Legislative/Federal Change, Non-saturated Relevant Themes, Role Definition, Structural Change, and Technology (see Appendix D for definition of each of these memo families). Once the memo families were completed, the memos were exported from ATLAS.ti into a rich text document. The document, which separated the memos by memo family, was then printed as a hardcopy.

Finally, additional memos were created that summarized the memos of each issue of *The Police Chief*. These memos were then merged into one document that was printed and then examined for trends and patterns. During this portion of the analysis, the memos of different magazine issues were compared and contrasted and notes were written down on the trends that were observed. This comparison and contrast was greatly enhanced by an ability to use ATLAS.ti to easily reference the original primary documents and memos. For instance, when more detail concerning a specific document memo was needed, the more detailed text memos could easily and quickly be accessed because they were well organized in memo families with reference to their original section of text. When additional information was needed it could easily be found by accessing the actual passages of text to which the memo was referring. Consequently upon completion of the

memo building, there existed several layers of abstraction that were interconnected and allowed for a more efficient and thorough analysis.

It should also be noted that most of the thematic observations and discoveries were actually made during the initial process coding and memo writing. As they were uncovered, these findings were written down as a part of the document memos. Therefore, the previously described use of SPSS for the analysis was primarily a process of verifying and refining these observations.

The memos and codes from *Sheriff* magazine were analyzed differently that those of *The Police Chief*. Once the *Sheriff* magazine memos were incorporated into the ATLAS.ti program, they were then coded in much the same way the original *The Police Chief* documents were coded. The coded memos were then printed out on paper. These coded printouts were then subjected to the same form of analysis, verification, and refinement as were *The Police Chief* memos.

The analysis of the textbooks involved a slightly different series of steps than the practitioner journals. First, the textbooks were subjected to a basic search to locate areas within each textbook that contain information relevant to this analysis. Once these selections were identified they were then marked for subsequent analysis. The "basic search" entails three successive data location techniques. First, a search was made of the table of contents. Any titles, subtitles, or descriptions related to terrorism, homeland security, or 9/11 were tagged for further investigation. Next, the index was searched in the same manner as the table of contents. Finally, if neither of the previous two methods yielded any results, the chapter introductions, and, if necessary, each page was searched in order to determine whether or not a textbook contained any relevant references. Sections

of a textbook were considered relevant when they, in any way, discussed terrorism, homeland security, or 9/11.

The second step of the textbook analysis involves a review and analysis of the selections marked during the previous step. First, each passage in the selected text was read completely. Since all sections containing information on 9/11, terrorism, and homeland security were selected, some of the selections did not relate to the focus of this study and were dropped. For example, some of the textbooks featured chapters that describe the structure of the federal government and related law enforcement agencies. When these chapters discussed the recent creation of the Department of Homeland Security (DHS) they often discussed the rearrangement of various elements controlled by the federal government without relating it in anyway to state and local law enforcement. Consequently, in such cases the selection was dropped. However, such selections were not completely disregarded. A "synopsis" was written down of each dropped selection. Those sections of the textbooks that did relate to police officers were then marked as relevant.

Finally, after an entire textbook was reviewed, each of the marked passages and synopses were then summarized into memos written in Word document format. Once these memos were completed, they were then integrated into the ATLAS.ti program for further analysis. Analysis of the textbook memos in ATLAS.ti was identical to that done for *Sheriff* magazine.

Chapter 4

FINDINGS

This chapter contains a description of the findings that answer the first research question guiding the research for this study. That is, how have the events of 9/11 affected the organizational structures of state and local police institutions in the United States? The results of this analysis are presented in two major sections. The first section contains an overview of the significant themes and events that were identified in the content analysis. The other section discusses the actual organizational changes that were found within the context of these themes and events.

A Basic Thematic Timeline

After 9/11, the discourse in practitioner journals followed a series of what could be described as "thematic waves." These waves (two of which were described earlier in the methods section of this thesis) represent the different topics or issues that would temporarily dominate police discourse. Although these thematic waves are not actual examples of structural change, they are still important in that they represent the larger context in which the discourse took place.

In many cases, the thematic waves were similar in both *The Police Chief* and *Sheriff* magazine. However, even in the shared themes, there were some variations in how these journals addressed the themes. Additionally, there were a few instances in which one journal or the other had a completely unique theme. The following section describes a

timeline (see Figure 3 for a visual representation of this timeline[11]) of the major themes

present in *Sheriff* magazine and *The Police Chief*.

Specific Themes

The longest lasting and most continuous theme observed in this content analysis

was that of terrorism response (represented by the two magenta colored bars in Figure 3).

Throughout the entire six year period that this study examines, response was a topic of

discussion. Prior to 9/11, this concern was perhaps the only aspect of terrorism that

police describe as pertinent to their role in the larger law enforcement community.

Consequently, articles on terrorism during this period typically focus on some aspect of

terrorism response. For example, in one article from the March-April 1999 issue of

Sheriff magazine, the author discusses strategies for interacting with the media during a

hostage-taking terrorist incident. Here, the author's primary focus is on limiting the

"psychological impact" of terrorism on the public as well as not divulging tactical

information. In *The Police Chief* similar response oriented articles are seen. In an article

entitled "Hazardous Materials Response," the author examines the role of law

enforcement in Hazmat response, specifically in cases of terrorism and illegal drug labs.

Thus, while pre-9/11 topics of discussion vary quite often, they all share the same

terrorism response theme.

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[11] See Appendix E for an explanation of how to navigate the timeline.

Figure 3 **Timeline of terrorism related discourse in police practitioner journals.**
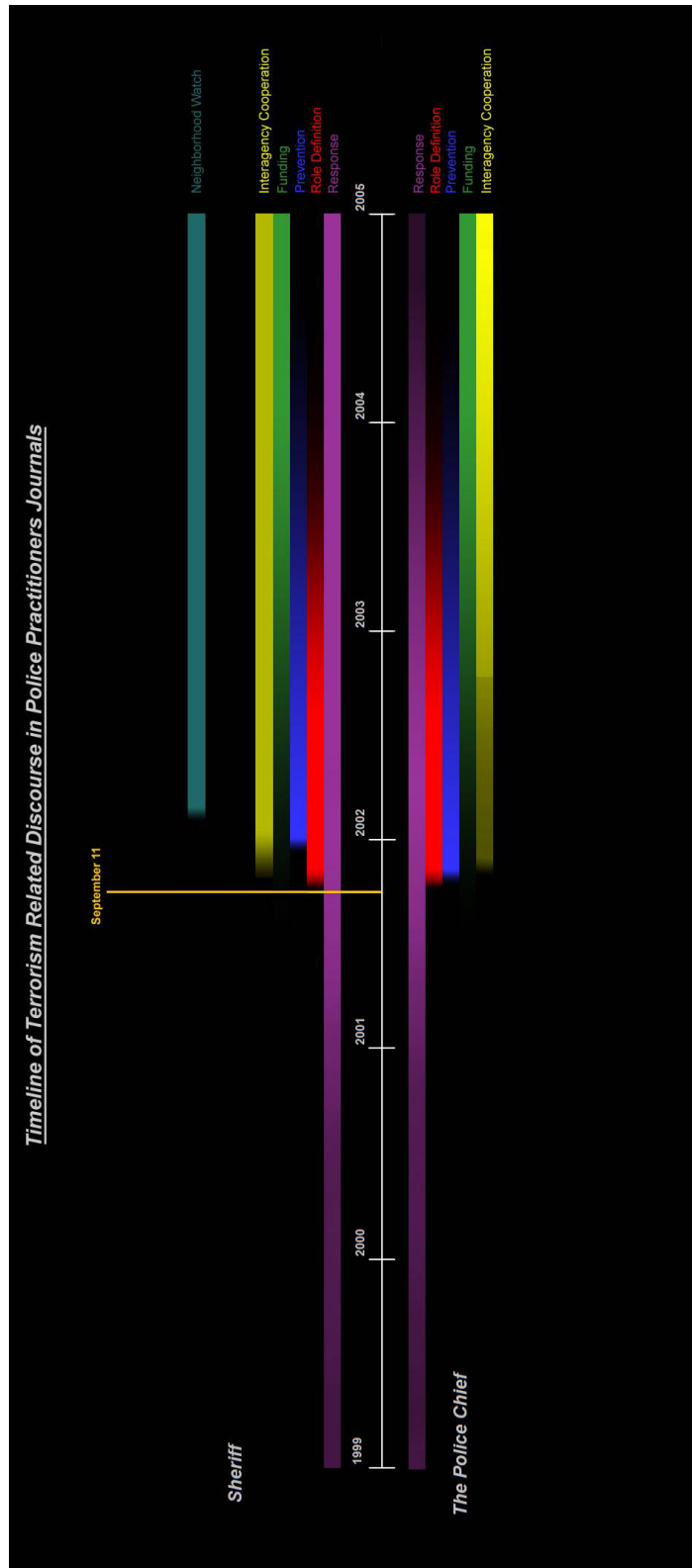
In the aftermath of 9/11, the relatively infrequent discussion of terrorism response increased sharply in both *Sheriff* magazine and *The Police Chief*. This is indicated in Figure three by an increase in brightness and intensity of the magenta bars immediately after September 11th, 2001. However, as time passed, a difference in discussion of terrorism response began to appear between the two journals. In *The Police Chief,* discussion about terrorism response gradually tapered in intensity and returned to a level similar to before 9/11. In *Sheriff* magazine, however, emphasis on terrorism response has maintained relatively the same level of intensity as it had immediately after 9/11. It is unclear exactly why this difference occurred.

In addition to an increase in response themed articles after 9/11, there is also an intensive effort among police writing in both journals to clarify there role, here termed role definition. This phase is represented by the red bars in the timeline (figure 3). For this thesis, the role definition theme is defined as any attempt by law enforcement officers to understand or decide how they should react to the events of 9/11. Typically, the role defining process includes first placing the attacks within an understandable conceptual framework and then determining how they must relate and react to this new issue. Although both *The Police Chief* and *Sheriff* magazine partake in this role definition process (indicated in figure 3), they follow different methods of communicating their ideas and tend to focus on different strategies for reaching their goals.

In *The Police Chief*, role defining articles typically attempt to define the role police should play in dealing with terrorism and then propose a model or strategy for fulfilling this role. For instance, in an article from the February 2002 issue of *The Police Chief* entitled "The Red, Gray, and Blue Model," the author first focuses on establishing the

legitimacy of police involvement in dealing with terrorism. This is made clear in the following passage:

> The question that is being asked by many law enforcement executives is what is the role of a police chief in antiterrorist response? Police chiefs and other law enforcement executives are viewed by their citizens and elected officials as leaders. During crises, a chief's leadership role broadens to help guide the community through dangerous and turbulent times. Not only careers but also lives depend upon the proper law enforcement response. [part of text removed]
> Many chiefs are simply unprepared for the challenge of countering a world-class terrorist threat in their community. Nonetheless, elected officials and the public expect a police executive and his or her organization to be prepared.

Here the author establishes the importance of a law enforcement role in dealing with terrorism. By stating what the public and political offices want, the authors are legitimizing police involvement in dealing with terrorism and laying the groundwork for their proposed model for dealing with terrorism. Later in the article, the author suggests how law enforcement should respond through the in depth discussion of a specific model.

In *The Police Chief* the frequency of these role defining articles is relatively high after 9/11 reaching its peak in the February through April 2002 issues and then rapidly dropping off (see figure 3). During this high point one issue of the journal might have several role defining articles, each with its own proposed model on dealing with terrorism. For instance, in the same February 2002 issue of the "The Red, Gray, and Blue Model," includes an equally detailed article dealing with terrorism. In this article, entitled "It's a Police Problem: The Terrorist Threat's Impact on State and Local Law Enforcement," certain ideas and elements serve to distinguish it from other articles. However, as with the previously discussed article, this article also attempts to define the role of state and local law enforcement. This is accomplished by first establishing the legitimacy of police involvement with a quote from a military official who said that terrorism is a police

problem. In a subsection of this same article, entitled "14 Issues Facing State and Local Law Enforcement," the author next identifies how and when terrorism becomes a police problem. Finally, in another subsection, entitled "Forming a Response," the author proposes several strategies for fulfilling this role including creating an antiterrorism unit, improving interagency coordination, and target hardening. As in the previously discussed article, this passage identifies the overall role that police officials should fulfill.

In *Sheriff* magazine, these role defining articles did not follow as detailed a pattern as the articles in *The Police Chief*. Instead of each author proposing an all-encompassing model for dealing with terrorism, contributors to *Sheriff* magazine would typically focus on one particular aspect of dealing with terrorism. For instance, in the November-December 2001 issue of *Sheriff* magazine in the column entitled the "President's Message,"[12] the NSA's president states,

> "I encourage all Sheriffs to become involved in the process of determining the role local law enforcement will play in protecting our country. Make yourselves a part of local meetings and be willing to assist. This is an effort with many fronts, and it is up to local law enforcement to lend a helping hand in the protection of our nation."

In this message, the NSA's president is focusing on the political process of defining local law enforcement's role in dealing with terrorism. When examining another article in the same issue of *Sheriff* magazine, the focus on terrorism is different. This article, entitled "Response to Terrorism through the Media," focuses solely on the media and terrorism. Here a detailed set of recommendations for dealing with the media during different stages

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[12] The "President's Message" is an article written by the president of the NSA and is featured in each issue of *Sheriff* magazine. The NSA's president is elected every year during the NSA's annual conference from a pool of sheriffs.

of a terrorist attack are presented. Thus, differing from contributors to *The Police Chief*, contributors to *Sheriff* magazine tended to focus on more specific aspects of dealing with terrorism.

Another major theme identical mostly during the role defining period was the idea of preventing terrorism (see the two bright blue bars labeled "Prevention" in figure 3). This theme was found frequently in both *Sheriff* magazine and *The Police Chief*. In both journals there is direct discussion about the need for terrorism prevention. For instance, in the following passage from an article in the September-October 2002 edition of *Sheriff* magazine, the emphasis on prevention is clearly stated:

> Today, sheriffs' offices and other law enforcement agencies across the nation must adapt to the new challenge – the involvement of local law enforcement in homeland defense and domestic terrorism prevention.

In this article, the newfound emphasis on terrorism prevention is made clear. The same is true in articles from *The Police Chief*. The following passage from a February 2002 journal article clearly describes the newfound importance of terrorism prevention:

> After the Oklahoma City bombing, state and local law enforcement directed a significant amount of effort at improving America's ability to respond to terrorist acts, particularly incidents involving the use or potential use of weapons of mass destruction (WMD). ...While no one would question the need for increased first responder training, it has now become evident that law enforcement also needs to concentrate efforts on investigating, detecting, and preventing acts of terrorism.

Here again is the same epiphany or realization that prevention is now of key importance when dealing with terrorism.

For the law enforcement officers writing in these practitioner journals, this new emphasis on terrorism prevention signifies a dramatic shift from previous thinking about terrorism. Prior to 9/11, state and local police typically almost exclusively focused on

response to terrorism (Refer to the purple bars on figure 3). Only after 9/11, during the role determination phase, did state and local law enforcement begin to look at terrorism as something that also needs to be prevented.

Another terrorism related theme identified during the role definition phase was interagency cooperation (See the yellow bars labeled "Interagency Coordination" in figure 3). This theme, which will be discussed in greater detail at a later point in this thesis, includes anything dealing with terrorism that involves some sort of interagency cooperation or collaboration. Most commonly, this involves interagency communication, information sharing and joint operations.

Discussion about interagency cooperation was present in both *Sheriff* magazine and *The Police Chief*, but each journal differed in a number of ways (See figure 3). In *The Police Chief*, discussion of interagency cooperation began very shortly after 9/11, but remained at a relatively low level of intensity until late in 2002. It was only then that police discourse on interagency cooperation began to grow quickly and remain at a high level of discussion up through the end of 2004.   In *Sheriff* magazine, interest in interagency cooperation began at roughly the same time as that of *The Police Chief*. However, unlike the articles in *The Police Chief*, articles in *Sheriff* magazine never demonstrated the later dramatic increase in discourse on interagency cooperation.

As stated before, when the focus on terrorism prevention began to fade a new focus on federal funding issues appeared. This shift to a concern about federal funding is present in both *The Police Chief* and *Sheriff* magazine (See the green bar labeled "Funding" in Figure 3). During this period, there are several specific areas of federal funding that present an issue for state and local law enforcement. One of the major

sources of federal funding that has undergone significant cutbacks has been the COPS program. Over the past five years the COPS budget has repeatedly been subjected to both proposed and actual budget cuts. A great deal of this instability is due to the fact the COPS program was designed to be phased-out after 1999. However, because of its "success" President Clinton proposed to fund COPS at $1.3 billion in FY2000, although the eventual funding was actually set at $595 million (58 percent less than FY1999).[13] Although the budget was increased to $1.032 billion in FY2001, in early 2001 President Bush announced his plan to scale-back the COPS and proposed reducing it to $855.1 million. This fluctuation in the COPS budget continued through 2004.

Another funding issue that surfaced and remained an issue through the end of 2004 is focused around the creation of the Department of Homeland Security (DHS). This change impacted more than just funding issues, although the focus here will be on the financial aspects of the DHS. In 2002, prior to the formation of the DHS, some friction arose concerning a First Responder Grant (FRG) proposed for FY 2003. The main problem stated by state and local law enforcement was that the grant money was going to be distributed through FEMA,[14] which is not a law enforcement agency. The concern about this largely centered around the fact that the funds were being distributed by an emergency management agency and not a criminal justice agency. Eventually, the FRG

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[13] This word has been placed in quotes because of the highly political nature of the COPS program.

[14] In 2002 FEMA was designated to be transferred under the DHS.

program was changed and the portion of the budget allocated for state and local law enforcement was rerouted through the Department of Justice.

For contributors to *The Police Chief* federal funding remained a central and sometimes urgent concern that has placed a major strain on state and local law enforcement. Many articles in the 2003 and 2004 editions of police chief are peppered with discussion of the ongoing funding problem. These articles refer to the problem as a "crisis." For instance, in the July 2004 edition of *The Police Chief* one author notes, "the past years of fiscal crises coupled with increased demands for homeland security provisions has further complicated how police officers perform their duties." This high level of concern about funding remains present through the last issue of 2004. In this issue of *The Police Chief* (i.e. December 2004) the headline for the "President's Message" reads "Act Now to Help Forestall the Coming Financial Crisis in Policing." In this article, the president of the IACP expresses a significant concern about cuts to federal sources of funding.

> Those of you who have been in service since before the Bush and Clinton administrations will recall the changes in the federal funding landscape. Republican ideas for funding differ from Democratic ideas but until now overall funding has remained at a fairly substantial and consistent level. Only the names and guidelines changed. But now, despite some of the rhetoric and new names, funding levels are dramatically lower and there is no sign that they will reappear somewhere else.

Here the cuts in federal funding are seen as unusual in that they are not following the same pattern as previous budget "cuts."

Interestingly, in the later issues of *Sheriff* magazine there is not as much discussion about federal funding problems. While there is an occasional reference made about

budgets being "tight," most authors do not make any indication of their current state of funding.

Another theme that is specific to *Sheriff* magazine involves the adoption of the National Neighborhood Watch Program as a means for dealing with terrorism (See the blue-green bar labeled "Neighborhood Watch" in figure 3). In the beginning of 2002, discussion about the potential for using the NSA's neighborhood watch program first began to emerge. The essential idea discussed in these instances was the fact that in much the same way neighborhood watch has functioned as a grassroots approach to preventing or stopping crime, it could also be adopted to the role of preventing terrorism. For example, in a July-August 2004 issue of *Sheriff* magazine one contributor writes, "the role of Neighborhood Watch groups has expanded to also include terrorism awareness and prevention. Citizens and Neighborhood Watch group are the first line of defense." Additionally, the neighborhood watch program was considered a potential way of alleviating the fears of citizens and giving them something that they could do the fight terrorism. Within a very short period of time after 9/11 this idea was put into action and the NSA began an official implementation of an anti-terrorism theme in the NNWP. This included a new website called USAonwatch.org and the creation of a terrorist watch package available to civilians starting watch groups.

Criminal Justice Textbook Analysis

The criminal justice textbooks were analyzed to provide an additional angle or perspective on police organizational change. This section discusses the findings from this analysis. However, before beginning a review of the textbook findings it is worth noting

some of the problems that were encountered during the textbook analysis.   Particularly, the extreme variability in how textbooks integrate and utilize topics related to 9/11 is much greater than had been expected. One important area of variation lies in the degree to which the writers actually address 9/11 in their textbooks. Two of the textbooks had a reasonably extensive discussion of the impact 9/11 has had on law enforcement. This "extensiveness" involves the integration of 9/11 related themes into more than three chapters. Other authors just added a chapter or epilogue to the end of their books. Finally, two textbooks did not even discuss 9/11 in any way.

Within the textbooks analyzed, some of the thematic patterns observed were very similar to that of the practitioner journals. However, it is difficult to determine why some authors would choose to include 9/11 issues into several chapters, and other authors do not even mention it. One possible explanation for these differences could be that those textbooks that have less information about 9/11 in them were written at an earlier date than those textbooks with greater integration of 9/11. To some degree this explanation is accurate. The authors of one of the textbooks claim that they were just finishing the textbook when the World Trade Center buildings were attacked. Consequently, they only had enough time to add a brief epilogue to the book before it was published. Although this one textbook was compelled by its temporal proximity to the WTC attack to limit its 9/11-related content it appears that other factors besides temporal proximity influence how textbook authors compose their books. One of two books lacking any discussion of 9/11 is a first edition textbook copyright dated for 2005, and another book is dated for 2003. Apart from these extremes, the other textbooks are relatively evenly distributed over the last four years and show no obvious patterns that would explain this

differentiation. Thus, while temporal factors may have some influence over how the textbooks discuss 9/11, it is clear that there are other unknown variables influencing this dissimilarity.

Given the wide variety of ways in which the authors have responded to the threat of terrorism, it is appropriate to organize the presentation of the textbook analysis findings by extent of response. Consequently, the findings have been divided into two separate categories. The first category contains those authors that make no real suggestions on how police and/or police organizations can respond to terrorism. The second category includes authors who clearly express the need for police and policing organizations to adapt to the terrorist threat and make suggestions about how this can be accomplished.

Much like the practitioner journals there are a number of 9/11 related subjects and themes that seem to occur throughout many of the textbooks in these three categories. First, discussion of the impact of 9/11 on federal agencies appears as a common theme in the textbooks. This most often includes a background on the formation of the Department of Homeland Security (DHS) as well as an explanation of how this affects federal law enforcement. Another common theme in the textbooks is a definition of terrorism as well as profiles of terrorist groups. Finally, there is also often an explanation of the PATRIOT Act and its potential impact on civil liberties.

The first category of literature includes discussion in three of the policing textbooks. Two of these textbooks, of course, make no reference to 9/11. The other textbook does not discuss the impact of 9/11 on state and local law enforcement. Instead it looks at law enforcement mostly on the federal government level. The only section that addresses local police and terrorism is entitled "The State and Local Police Response to Terrorism." This

section briefly describes the NYPD Counterterrorism Bureau created by New York City after 9/11. No attempt is made to connect the creation of this bureau to what average-sized local and state police agencies could do to respond to 9/11.

The second category of textbooks can be characterized by a much greater interest in connecting solutions for fighting terrorism with state and local police agencies. The remaining seven out of the 10 textbooks have been identified as belonging to this category.

In these textbooks, sufficient evidence is present to suggest that the way police departments and policing experts look at disasters may be expanding to include a pre-disaster time frame. As one author clearly states, "police administration are confronted with the most pressing and significant external issue of their careers: how to investigate, interdict, and prevent terrorism" (Swanson et al, 149). Another author writes that, "departments across the country are reexamining their practices, creating specialized counterterrorism units and revising training" (Heath et al, 205). In other words the emphasis in most of these textbooks is on the goal of preventing future terrorist attacks through proactive counterterrorism activities.

Structural Changes in State and Local Law Enforcement Agencies

In the first half of this chapter, a thematic timeline of terrorism-related police discourse was described. It is within this larger dynamic context that the implementation and discussion of actual organizational changes took place. The following sections focus on what specific 9/11 induced structural changes in state and local police organizations were found during the content analysis. The first small subsection in this chapter, "A

Willingness to Change," sets the overall attitude towards change present in police discourse after 9/11. Then, in the remaining sections, two main areas of organizational change are examined, internal structural change and changes to organizational boundaries.

A Willingness to Change

One of the first things observed in this analysis was an unusual willingness among state and local law enforcement to implement large-scale changes within their organizations. It is unclear the exact reason that 9/11 triggered this response, when incidents such as the 1995 bombing of the Murrah Federal Building in Oklahoma City did not.[15] One factor that seems to have contributed to this difference was the degree of shock and surprise 9/11 produced among law enforcement. This is clear from the tone and language of many of the early articles written during the immediate aftermath of the attack. For instance, in a passage from the Executive Director's[16] Commentary in the 2001 November-December issue of *Sheriff*, the author writes:

> Since the attacks on our nation on September 11th, the world has changed, and so has the world of law enforcement. Our perspectives and operational priorities will have to be readjusted to better deal with the real threat of terrorism.

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[15] Additional research was conducted to determine the "degree of shock and surprise" that resulted from the 1995 bombing of the Murrah Federal Building. Monthly issues for *The Police Chief* spanning a one-year period after the bombing were examined. Issues of *Sheriff* magazine were not readily available.

[16] The current Executive Director of the NSA is actually a retired sheriff.

Consequently, it may be that the unprecedented shock 9/11 produced in the law enforcement community compelled new ways of thinking about their organization and how to deal with terrorism.

Often in the past, legal decisions and societal changes have led to changes in policing. While these changes were sometimes openly embraced by specific members of the law enforcement community, there has always been resistance from other members. In fact, implementing change in policing has even been likened to "bending granite" (Guyot 1979). For police officers, the attacks of 9/11 seem to have had a different effect. Never has the willingness to change been so openly expressed and acknowledged. In a July 2002 article on improving local communication and information sharing from *The Police Chief*, the author clearly sees the unique effect 9/11 has had on state and local law enforcement.

> The need for improved local communication and information sharing is a concept that many of us in law enforcement understand instinctively, though our typical knee-jerk response to most local incidents or criminal investigations historically has been to "keep it in-house" and to limit "outside involvement." This sort of parochial thinking largely prevailed -- until September 11.

Thus, for this contributor and many others, the impact of 9/11 was so drastic that it shook many within policing free of the existing political, ideological, and historical barriers to change.

As stated previously, the immediate aftermath of 9/11 brought about an intensive phase of role definition as well as a new interest in terrorism prevention. These "thematic waves" are also closely entwined with a willingness to change and can almost be seen as a sort of manifestation of this desire. Consequently, the role definition process, which

usually involved an attempt to *re*define both themselves and terrorism, can also be seen as an attempt by police to decide how they should change.

Internal Organizational Changes

On the level of individual police departments there are relatively few instances where an actual instance of 9/11-induced internal organizational change is discussed. In those instances where internal structural change is discussed, they most often involved large metropolitan police departments. For instance, in a 2003 issue of *The Police Chief* an article about the Philadelphia Police Department describes the Counterterrorism Bureau that the department created in response to 9/11 (57). Another article in *The Police Chief*, written a little over a year after the first, described the structural changes occurring in the Los Angeles Police Department (LAPD). This article, entitled "LAPD: Refocused, Refined, Renewed," highlighted the LAPD's new counterterrorism division or Critical Incident Management Bureau. Thus, among contributors to *The Police Chief*, only the very large organizations appear to be undergoing any sort of organizational change, while the smaller police departments remain relatively unchanged.

A focus on change in larger metropolitan police departments also emerged in the textbook analysis. In one of the textbook's chapters, entitled "Current Challenges and Future Directions," the New York City Police Department is used as an example of change within a police department. In this section of the chapter, the author discusses how the NYPD created a Counterterrorism Bureau. However, while this example may be interesting, the author does not discuss change in any other agencies and fails to connect

his example in a practical way to smaller local police departments. Thus, it is difficult to draw any definite conclusions from this one instance.

Most of the textbooks, however, tend to include very vague sweeping statements from which very little can be deduced. For instance, in one textbook, entitled *Law Enforcement in the 21st Century* the authors state that, "departments across the country are reexamining their practices, creating specialized counterterrorism units and revising training procedures" (205). It is difficult to determine what can be under from statements such as this. They are not supported by specific examples or evidence and are not articulated in enough detail to be understood fully.

In addition to the large metropolitan police departments, two other articles in the practitioner journals were found that indicate the existence of internal structural changes in sheriff's departments. First, in *Sheriff* magazine the Salt Lake County, Utah, Sheriff's Department reported having to change their organizational structure because of 9/11. This change was largely due to the fact that the 2002 Winter Olympic Games were going to be hosted in their jurisdiction. The only other instance of internal organizational change was described in the July-August 2004 issue of *Sheriff* magazine. At one point in this article, an Indiana sheriff is described as saying that,

> …homeland security is a major concern for his agency. Specifically, whenever the Department of Homeland Security elevates the terrorist threat level, his entire sheriff's office is activated, across all divisions. The sheriff noted that he had to change the structure of his sheriff's office – reallocating some staff, increasing supervisory roles – in response to the new demands.

Thus, from this and the previously mentioned articles from *Sheriff* magazine it is clear that internal structural changes are occurring in at least some of the agencies. Additionally, these changes have been more commonly occurring in the larger metropolitan and state

police agencies. However, it is unclear whether these types of structural changes are taking place on large scale among sheriff's departments or only in a few isolated cases.

Change in Organizational Boundaries

While the internal structure of state and local police departments (with the exception of the larger agencies) seems to have remained relatively unchanged after 9/11, the boundaries of these organizations have changed dramatically on several fronts. Observed in this study were changes in the way police departments interacted with communities, federal law enforcement agencies, and other state and local law enforcement agencies. The following subsections describe these changes.

Changes in Interaction with Federal Government

A number of factors concerning federal law enforcement seem to play an important role in how local law enforcement now interacts with federal agencies. As a direct result of 9/11, federal law enforcement agencies and departments have undergone massive structural changes. This change has, in turn, impacted the relationship between federal law enforcement and state and local law enforcement.

To begin with, structural change on the federal level has been extensive. In direct response to 9/11, numerous federal agencies have been changed either internally or in terms of their placement within the federal government's chain of command. For example, after 9/11 the U.S. Department of Treasury was stripped of nearly all of its law enforcement roles. The Secret Service, the U.S Customs Service, and the Federal Law

Enforcement Training Center (FLETC) have all been moved from the Treasury Department to the Department of Homeland Security (DHS). The Bureau of Alcohol Tobacco and Firearms (ATF), which was also a part of the Treasury Department, has been changed to the Bureau of Alcohol, Tobacco, Firearms, and Explosives (still officially ATF)[17] and moved to the U.S. Department of Justice (DOJ).[18] Other changes have been made to agencies in the U.S. Departments of Justice, Transportation, Agriculture, Energy, and Defense.[19]

On an internal organizational level, federal law enforcement agencies have undergone additional changes. For instance, the Federal Bureau of Investigation (FBI) has experienced a multi-phase reorganization in the wake of 9/11. The reorganization is centered on changing the layout of the FBI Headquarters (FBIHQ) with the intention of orienting the FBI's focus. This new focus includes the following goals: preventing and responding to terrorism, intelligence and counterintelligence, cybercrime prevention, dismantling large criminal enterprises, and investigating federal crimes.[20]

Additional attempts by the federal government to eliminate duplication of services and "target resources to counter terrorism efforts" have also impacted other federal law enforcement agencies. For instance, with the passage of the Safe Explosives Act of 2002, the ATF is now responsible for enforcing more stringent explosives regulations intended

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[17] Recently, some members of the media have referred to the ATF as the ATFE.

[18] http://www.ncpc.org/ncpc/ncpc/?pg=5882-2282-6830-8092-8098-8128-8150

[19] http://www.dhs.gov/dhspublic/display?theme=59&content=4081

[20] http://www.fbi.gov/pressrel/eads/text.htm

to prevent criminal and terrorist use of explosives.[21] Thus, additions to a federal agency's

priorities and procedures, such as with the Safe Explosives Act, and the elimination of

duplication, also affects the internal organization of the agencies.

While many of these structural changes are ongoing, there is already evidence of

their effect on interactions with state and local law enforcement.   One specific change to

federal law enforcement agencies that is greatly affecting their relationship with state and

local law enforcement agencies have been their procedures for sharing information and

intelligence. This is apparent in the following passage in the November 2003 issue of *The*

Police Chief:

> Chiefs of police can expect to see changes in FBI operations as intelligence
> becomes an enterprise-wide activity. These changes will include the production of
> an FBI National Report for Chiefs of Police, direct access to nationwide threat
> information and Web-based access to FBI intelligence products and intelligence
> collection requirements.

Another form of change in federal law enforcement organizations has been induced

externally through the creation of legislative or policy changes.   Specifically, these

changes center around the ways state and local law enforcement agencies are allowed to

communicate with federal law enforcement. For example, after 9/11, both *The Police*

Chief and *Sheriff* magazine discussed the FBI's implementation of the State and Local

Law Enforcement Executives and Elected Officials Security Clearance Initiative. This

initiative allows the briefing of "officials with an established 'need-to-know' on classified

information that would or could affect their area of jurisdiction."[22] This initiative is

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[21] http://www.whitehouse.gov/omb/budget/fy2005/justice.html

[22] http://www.fbi.gov/clearance/securityclearance.htm

considered to be a significant improvement over the previous requirements for receiving intelligence information, which required that police go through the lengthy process of applying for a security clearance.

In the textbook analysis there is also some indication that changes in federal law enforcement agencies is a concern. Specifically, out of the seven textbooks that discuss 9/11, four of these books give considerable attention to the terrorism related changes in the organizational structure of the federal government. Yet, in most cases, this discussion is not connected to state and local law enforcement. For instance, in *The Police: An Introduction*, one section discusses the formation of the Department of Homeland Security (DHS) and it's implications for federal law enforcement. However, at no point does the discussion involve the impact the formation of the DHS could have on state and local law enforcement agencies. Thus, from the analysis practitioner journals, at least, it is clear that although the on the federal-local front of organizational interaction, information sharing and cooperation has increased. Most of these changes resulted from the massive reorganization of the federal law enforcement agencies and have led to a greater amount of collaborative interaction between federal and local agencies.

Changes in Interaction with Each Other

In addition to increased collaboration with federal law enforcement, state and local police departments have also increased their collaboration with one another. This change is being observed primarily in the field of information sharing and, to a smaller extent communications. While often citing currently existing projects as models from which to

develop new ideas, these authors also show a strong interest in using new technologies to achieve these goals.

One of the most common forms of collaboration discussed has been the development of regional information sharing networks. Many of these articles cite the necessity for information sharing, and often use already existing information networks as models for proposing new network plans elsewhere. For instance, in a July 2002 *The Police Chief* article, entitled "Local Information Sharing Systems Fight Terrorism," the author discusses the importance of forming these networks. Here the author uses an example of an information sharing network that New York's Chemung County that had already implemented in 1994. The specific cost, equipment and other items used to create this system are discussed in detail. Additionally, the author also discusses other regional programs and proposes a less expensive type of technology for creating future information sharing systems. A similar article from *The Police Chief* entitled, "LEIN: The Iowa Law Enforcement Intelligence Network," looks at another already existing information sharing network as a model for forming new networks. Much like the previously discussed article, this article examines a pre-existing locally implemented information sharing system as a model for developing similar systems elsewhere.[23] Finally, in several articles of both *The Police Chief* and *Sheriff* magazine, the Regional Information Sharing Systems (RISS) program is discussed. Originally designed to help fight the illegal drug trade, the RISS program is discussed as another tool to help deal with terrorism.

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[23] LEIN was established in 1984.

At this point, it is important to state that in many articles discussing interagency cooperation and information sharing, the authors tend not to separate local-local cooperation and local-federal cooperation into different categories as they are in this thesis. Although they do make a distinction between federal and local agencies, this is usually not the main focus. Instead the focus is more on ensuring that everyone establishes good communication with everyone else. Thus, in the article being discussed in the previous paragraph, the author is not only concerned with local-local cooperation. He also discusses the changes in the federal government (which have been discussed previously) that are improving local federal communications. Consequently, while external organization change is separated into categories it should be remembered that these are artificial distinctions, and, from the practitioners' perspective not the main focus.

While the information sharing articles discussed previously provide examples of locally initiated networks, other articles focused on federally implemented programs. For instance, an article in *The Police Chief* entitled "The Matrix Project" discusses an information sharing system project funded by the Office of Justice Programs. This project, call the Multistate Anti-Terrorism Information Exchange (Matrix) project represents a federally funded program intended to allow state and local law enforcement agencies nationwide to share information. For sheriffs writing in *Sheriff* magazine, the primary information sharing program created through federal support is the Pegasus Program. According to an article featured in the September-October issue of *Sheriff* magazine, the project's, "...mission is to provide local agencies with information-sharing databases and communications, with special focus on the needs of agencies in rural and underserved areas."

The textbook analysis did not reveal extensive information on the concept on information sharing. Out of the seven textbooks that discussed 9/11 related issues, one textbook, entitled *Law Enforcement in the 21st Century*, did discuss the importance of information sharing systems for law enforcement. According to these authors the increased adaptation of computer systems such as VICAP, AFIS, NCIC, Drugfire, and NDIS will help to reduced to the number of missed warning signals that could indicate a terrorist attack is about to occur (206).

In the previous subsection, the analysis revealed that there was an increase in the flow of information between federal and local law enforcement agencies. In this section it is clear that there has also been an increase in the flow of information between local law enforcement agencies. In a combination of federally and locally funded programs, the law enforcement agencies on all levels of government are beginning to lower the barriers to certain types of interaction. While it is likely that there still exists resistance to other forms of collaboration, it is clear that a significant and apparently permanent change is occurring in the way these organizations' are sharing information.

Changes in Interaction with Communities

Discussion about the relationship between police organizations and their communities has also undergone change. Primarily, this change has been focused on two specific forms of interaction with the community. One change focuses on how to use community policing as a way of dealing with terrorism by involving citizens. The other form of interaction is related to creating new programs or adapting existing civilian programs to involve civilians in the process of dealing with terrorism.

In both forms of interaction with the community, the discourse seems to be present more commonly in *Sheriff* magazine than in *The Police Chief*. In content analysis of the *The Police Chief*, the "community involvement/relations" code was used only 17 times. In a majority of these cases, discussion was more theoretical or "role defining" in nature than those cases featured in *Sheriff* magazine. Because *Sheriff* magazine was not coded using ATLAS.ti, it is difficult to accurately determine the number of times community involvement was coded. However, it can be noted that two out of the four themes identified in the *Sheriff* magazine analysis have a focus on community relations and involvement. Additionally, among the memos from the *Sheriff* magazine analysis that were later integrated into the ATLAS.ti program, 23 were coded with the "community involvement/relations" code.

It is unclear why more articles in *Sheriff* magazine emphasize community involvement. One partial explanation may be in found in the National Sheriffs' Association's (NSA) involvement in the National Neighborhood Watch Program (NNWP). This program, which has been adapted to an anti-terrorism emphasis, was founded by the NSA. Apart from the NSA's creation involvement with the NNWP, the predominance of community relations articles present in *Sheriff* magazine may have something to do with the unique political nature of the sheriff's office in the United States. Unlike chiefs of police, who are usually appointed to their positions, sheriffs are elected by the people of their county. Consequently, it is clearly much more in the interest of a sheriff than a chief of police to develop programs that keep him or her visible, and in a favorable light with the voting population.

One of the main reasons contributors cited for involving citizens in the attempts of law enforcement to deal with terrorism is focused on terrorism prevention. For example, in a March 2003 article from *The Police Chief* entitled, "The Cat Eyes Program: Enlisting Community Members in the Fight against Terrorism," the following passage reads:

> Last year, the Teaneck, New Jersey, Police Department launched a community-based counterterrorism training program that has drawn praise from numerous community groups and helped empower residents to be proactive in the fight against terrorism.

Here the emphasis is on providing training to help citizens learn how to proactively prevent terrorism.

The involvement of citizens in the effort to combat terrorism shares a common theme with the other two forms of organizational boundary change. All three areas of change represent a lowering of organizational boundaries in a way that allows an increase in the amount of information being collected and shared, while taking a minimal toll on resources and involving little internal organizational change.

The following chapter continues this discussion by considering some of the theoretical and political implications of 9/11 induced organizational changes in state and local police departments.

Chapter 5

CONCLUSIONS AND IMPLICATIONS

This chapter discusses the broader theoretical and policy implications of the findings in this thesis as well as the directions for future research efforts. Theoretically, these findings make important contributions to established theories on policing, disasters, and organizational management. In terms of policy, these findings have important implications for guiding terrorism and law enforcement decisions being made in the political arena today.

The first section of this chapter focuses on the theoretical implications of this thesis's findings with regards to the three bodies of literature discussed in the literature review chapter. The second section of this chapter examines what, if any, policy decisions may be needed to alleviate the impact of 9/11 on state and local law enforcement. Finally, the last section discusses the future directions for research stemming from this study.

Theoretical Implications

This section discusses the implications that this thesis's findings have for the three bodies of theoretical literature reviewed in the second chapter. This literature includes organizational theories focusing on criminal justice, disasters, and organizational management. The following three subsections discuss the implications of the findings for these three groups.

Criminal Justice

According to Crank and Langworthy (1992), change in policing institutions is driven by a need to conform to the forms and practices that are most desirable at that time. From the analysis of practitioner journals, it seems clear that although "sovereigns" may play an important role in influencing organizational structure, actual changes to organizational structure occur only when funding is made available or the changes demand few resources. The police contributing to the practitioner journals exhibited desire and plans to drastically change how their organizations dealt with policing. However, only those with adequate financial support were able to change their internal organizational structure. Even the organizations involved in the less costly information sharing efforts were often receiving funding from an outside source, such as the federal government.

This need for additional funding to elicit change seems to support Crank and Langworthy's (1996) discussion of fragmented centralization. According to these authors, an increase in federal funding programs will often cause a process of fragmented centralization. It is unclear from this thesis's findings whether an increased availability of counterterrorism funding would lead to fragmented centralization in the internal organizational structure. However, there is some evidence to suggest that a process of fragmented centralization is occurring in the external environment that involves the incorporation of these organizations into a larger nation-wide information sharing network. Given increasing development of the regional information sharing networks and federal information sharing, there are some aspects of centralization present. Nevertheless, these information networks are also decentralized in that the networks are being assembled on a local level and the information is accessible to local police. This

decentralized assembly of information networks in many ways resembles the disorganized fragmentation Crank and Langworthy (1996) identify in their discussion of internal organizational change. Thus, while there is not enough evidence to fully support the presence of internal fragmented centralization in state and local law enforcement organizations, there does seem to be evidence of a larger fragmented centralization occurring in the structure of organizational interaction.

Disaster Research

Whether or not federal funding is availabile also seems to have implications for how police agencies are able to adapt to new disaster threats. In the disaster studies from the late 1960's, Brooks, Dynes and Quarantelli (1972) report observing a large-scale organizational change among police departments in response to the dramatic social changes of that era. When compared to the changes occurring (and not occurring) in police organizations today, a number of interesting similarities emerge. First, much like those departments who more frequently encountered rioting and protesting in the 1960's, departments that are considered to be more frequently faced with the threat of terrorism today may be occupying the role of "key reference organizations." However, unlike the findings of Brooks, Dynes, and Quarantelli, the key counterterrorism reference organizations of today do not seem to be very frequently referenced. From the data examined for this thesis, it appears that both the expense associated with most counterterrorism programs and the lack of available federal funding act as barriers to more active organizational referencing.

McPhail, Schweingruber, and McCarthy's (1998) examination of changes in the 1960's also has implications for this study. In their study, changes to policing organizations are largely initiated as a result of actions taken on the federal level of government. Among those police organizations that are changing today (i.e. larger police departments) a great deal of the ability for these organizations to make changes appears to stem directly from the availability of federal funds. Those organizations that are not changing are typically doing so because the funding necessary to do this is not available. Thus, in the last four years since 9/11, the ways in which the federal government has chosen to fund state and local police departments has greatly influenced when and how individual police departments structurally changed to deal with terrorism.

As in the earlier discussion on Crank and Langworthy's (1996) fragmented centralization, here again it is the decisions of the federal government that are playing a dominant role in organizational change. However, more important than the passage of new bills or legal rulings in determining organizational changes is the availability of federal funding. In this next section on organizational management the focus is more on the changes that are occurring in the organizational boundaries of state and local law enforcement.

Organization/Business Management

Given the relatively complex processes described in Morgan's (1997) theory of autopoiesis it is beyond the scope of this thesis to determine the specific methods of self-referentiation being used both before and after 9/11. However, interpreting the findings through Morgan's theoretical perspective does raise some theoretical implications. The

findings in this thesis seem to indicate that either it is changes in the process of self-referentiation is that facilitate information exchange, or that the actual boundaries between policing organizations are beginning to blend. In the data from before 9/11, it is clear that policing organizations had much less interaction with each other and federal agencies than they did after 9/11. Therefore, as police departments have become more interconnected, it seems likely that they will either find some way to develop intricate processes of self-referencing and maintain their organizational boundaries or expand their boundaries to blend with those of other agencies.

From Hart's (1996) theoretical perspective, an organization's degree of openness greatly determines the amount of unplanned change that occurs. Prior to 9/11, the "openness" of police agencies to their communities and especially to each other was fairly limited. However, after 9/11, the police demonstrated a greater willingness to change and many are now undergoing extensive changes to their organizational boundaries that could never have occurred before 9/11. Consequently, the findings in this thesis seem to supports Hart's hypothesis that the amount of organizational change that occurs depends greatly on the amount of openness.

In summary, organizational management literature offers a number of perspectives for thinking about the ongoing change in organizational boundaries of state and local law enforcement agencies. From the perspective of Morgan's autopoiesis theory, police organizations are either undergoing a modification in their self-referencing processes or actually moving toward a form of partial consolidation. On the other hand, Hart's (1996) discussion of police organizations as having variable degrees of openness, provides another possible explanation for this change. Form Hart's (1996) perspective it may be

that the increase in interdepartmental collaboration is simply an increase in degree of openness triggered by the events of 9/11.

Conclusions

In the introductory chapter of this thesis two research questions are posed to guide this thesis. The first question asks how the events of 9/11 have affected the organizational structures of state and local policing institutions in the United States. From the results of this thesis it is clear that some very important changes to police organizational structure are occurring.

These changes have been identified in two areas of organizational structure. The first area involves the internal structure of police organizations. From the analysis of both practitioner journals and the textbooks, it was found that since 9/11 only the larger police departments have discussed undergoing any internal restructuring as a way of dealing with terrorism. The second area of organizational change identified in this thesis involves organizational boundaries. In this case, state and local police departments are changing the way they are maintaining these organizational boundaries as they interact with other groups and organizations. In this thesis the changes to these organizational boundaries have been identified on multiple fronts. On the community front, many police departments have changed the way they interact with the public. This has been done both as a means of collecting terrorism related intelligence and to reassure the public that something is being done to fight terrorism. On another front, changes in the boundaries maintained between local police departments have been occurring since 9/11. In many areas across the country, regional information sharing networks are being established. Finally, the

organizational boundaries between local and federal law enforcement have changed. Since the shock of 9/11 and the subsequent reorganization of the federal law enforcement agencies, the involvement of state and local police departments in federal law enforcement operations has increased.

In regards to changes in organizational boundaries, there is another important factor regarding which police organizations are changing. Unlike the changes in internal organizational structure, the changes to organizational boundaries are not just being implemented in the larger police departments. Rather, this organizational change involves police departments of many different sizes and locations.

The second research question this thesis asks concerns the theoretical implications of the findings. Specifically, the question asks how the 9/11 induced changes to policing organizations have either supported or not supported the theoretical concepts discussed in the literature review. Given the limitations of this study it is difficult to generate a definitive theoretical position. However, when the theoretical implications for criminal justice, disaster research, and organizational management are examined as a whole, a number of dominant themes emerge.

One dominant theoretical theme or issue to emerge from the data concerns the influence funding has over change in police organizations. In some ways the findings from this study suggest that regardless of what changes the "sovereigns," and even the organizations themselves, want to happen, it is the feasibility and affordability of a proposed change that will ultimately determine whether that change can actually occur. This is not to suggest that a materialistic approach best explains how police organizations respond to large-scale environmental jolts, such as 9/11. Such a suggestion would be

ignoring the vast bodies of data and literature documenting the importance of police culture. Rather this statement is meant to suggest that our understanding of how funding and financial issues fits into the overall model of change in policing organizations needs to be rethought. In this study it was found that a sudden perceived reduction in available funds among practitioners led to a dramatic change in how they discussed change implementation. Whereas prior to the funding crisis police debated numerous ideas about potential terrorism prevention techniques, after the funding crisis occurred police discussed fewer, more specific methods of terrorism prevention. Therefore, in this study, funding issues severed to delineate which organizational changes could not occur, but did not necessarily dictate which changes did occur. Thus, in future models of organizational change it may be view funding as a factor that guides, but does not determine, the change process.

Another major theoretical theme that emerged from the data concerns how police organizational boundaries are perceived. The 9/11 induced changes to police organizational boundaries present a number of challenges to how police organizations were viewed prior to 9/11. Traditionally, police organizations have been viewed as very "closed" and clearly delineated institutions that are reluctant to change. However, since 9/11 the boundaries of many police organizations have been changing. Consequently, if these changes continue in their present course, it may be necessary to adopt a more "open" view of post-9/11 police organizations.

Finally, in addition to theoretical implications, it is also important to consider the broader political and social implications of this thesis. One important question to ask at this point is whether, in light of all the structural changes described in this thesis, state and

local police departments are any more or less able to deal with terrorism today than they were before 9/11. From the analysis in this thesis there is evidence indicating that large police departments have taken extensive measures to deal with the threats of terrorism. Some of these departments have formed task forces and counterterrorism bureaus and have trained response teams. Consequently, many of the large metropolitan areas in the United State may be safer today than they were before 9/11.

However, although some of the larger outliers may have undergone beneficial changes, the more average sized police departments seem to be much less prepared to deal with terrorism. While it is true that many smaller police departments have begun to set up regional information sharing networks, it should be remembered that many of these projects are still in the process of being developed. Consequently, it may be years before these departments are able to form an information sharing system effective enough to detect or track terrorists. Furthermore, it should be remembered that many of these police departments are currently in the grip of significant budget reductions[24]. With less funding available to hire additional officers, or buy new equipment, many police departments will have difficulty offering the same level of service to their communities that they offered before 9/11. Therefore, although the police departments in some larger metropolitan areas may be better able to deal with terrorism than they were before 9/11, the vast majority of police departments in the United State have not greatly improved in their ability to deal with terrorism since 9/11.

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[24] See Appendix G for an overview of some of the federal budget reductions.

In some ways, the findings of this thesis indicate that there has been a lost opportunity for political "sovereigns" to introduce positive changes to state and local police organizations. As time passed after 9/11, the initial widespread willingness to change law enforcement practices and organization shifted to concern over the ability to maintain basic levels of federal funding in the years to come. Had the federal government taken hold of this opportunity from the start, it seems likely that many more significant and positive changes in law enforcement could have occurred.

However, the window of opportunity for change in policing may not be completely closed. Although concerns about funding cuts have deadened the discussion about implementing change, there is also some indication that change is still an important goal for state and local law enforcement. The numerous information sharing projects being discussed seem to indicate that in spite of the funding restrictions a desire to prevent terrorism still exists. Therefore, it may very well be that the opportunity for changing policing organizations to deal with terrorism more effectively is still there.

In light of the findings presented in this thesis, a number of practical steps can be taken to help police improve the way they are currently dealing with terrorism. First, there is a need for the development of practical and affordable actions that the typical average-sized police department can take to effectively deal with terrorism. Second, it must be realized that many state and law enforcement agencies have developed a financial dependence on federal funding programs. Consequently, until effective ways of reducing the costs of law enforcement are found, there needs to be, at the very least, a continuation of the kinds of federal funding programs available to police organizations in previous years.

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APPENDICES

Appendix A: Textbooks selected for content analysis.

Champion and Hooper. 2003. *Introduction to American Policing.* 1ˢᵗ ed. McGraw-Hill

Gains, Worrall, Southerland, and Angell. 2003. *Police Administration*

Heath Grant, Karen J. Terry. 2005. *Law Enforcement in the 21ˢᵗ Century*.

Lyman, 2005. *The Police: An Introduction*.

McCamey, Scaramella, and Cox. 2003. *Contemporary Municipal Policing*.

Roberg, Novak, Cordner. 2005. *Police and Society*.

Roberg, Kuykendall, and Novak. 2002. *Police Management*.

Swanson, Territo, & Taylor. 2005. *Police Administration: Structures, Processes, and*

   Behavior.

Walker and Katz. 2005. *The Police in America: An Introduction*.

Whisenand and Ferguson. 2005. *The Managing of Police Organizations*.

Appendix B: Color coding for *Sheriff* magazine:

Red	- Recommendations/Critiques = Any passage that is making some sort of recommendation for change.
Green	- Training/Drills = Any passage that discusses training or practice drills.
Yellow	- Change = Any passage discussing change.
Pink	- Education = Any passage discussing education programs available to law enforcement. This differs from training in that it is more academic.
Light Blue	- Policy = Any discussion of policies.
Orange	- Planning = Any discussion related to planning. This can include both prevention planning and planning a response.
Dark Blue or Purple	- Other = Anything that is relevant to my research question but does not fit into one of the above codes.

Appendix C: HTML code

An example of the html code present in *The Police Chief* documents (the title of the first article has been highlighted and underlined). For this search ".*"
 was used to locate and code the title lines.

```
<!--Start Body Content -->

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<table border="0" cellpadding="0" cellspacing="0" width="650">
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   <td><img src="1-1_files/space.gif" height="10" width="1"></td>
   <td><form method="get" action="article_display.asp">
        <b class="pTitleText">Publications: </b><b class="SmallerText">Article Display</b>
     <input name="custom" value="y" type="hidden">
        <input name="sFields" value="AK_lDocnum,sTitle" type="hidden">
        <input name="page" value="146169380" type="hidden">
        <!-- <input type="submit" value="Return to New Search" name="cmd">  -->
        <input name="cmdReturn" src="1-1_files/button_return-to-search.gif" alt="Return to New
Search" id="cmdReturn" onmouseout="MM_swapImgRestore()"
onmouseover="MM_swapImage('cmdReturn','','/iacpnet/redesign/images/buttons/button_return-to-
search_roll.gif',1)" border="0" type="image">

        <!-- <input type="submit" value="Customize Display" name="cmd"> -->
        <input name="cmdCustom" src="1-1_files/button_customize-display.gif" alt="Customize
Display" id="cmdCustom" onmouseout="MM_swapImgRestore()"
onmouseover="MM_swapImage('cmdCustom','','/iacpnet/redesign/images/buttons/button_customize-
display_roll.gif',1)" border="0" type="image">

   </form>
   <p>
 <br>
   <strong>Document #:</strong> 544293  <br>
   <strong>Title:</strong>
"IACP and Motorola Honor 1998 Webber Seavey Winners"<br>
   <strong>Author:</strong> <br>
   <strong>Attributed To:</strong>
Police Chief<br>
   <strong>Date of Last Update:</strong> 12/17/1998<br>
   <br><strong>Summary:</strong><br>
Representatives from departments worldwide were on hand for the special
breakfast to honor 25 recipients of the 1998 Webber Seavey Awards at
the 105th Annual IACP Conference in Salt Lake City, Utah.<br>
<br>
<br><strong>Document Text:</strong><br>
<br>IACP and Motorola Honor 1998 Webber Seavey Winners<br><br>Representatives
from departments worldwide were on hand for the special breakfast to
honor 25 recipients of the 1998 Webber Seavey Awards at the 105th
Annual IACP Conference in Salt Lake City, Utah.<br><br>As the IACP's
highest departmental honor, the Webber Seavey Award annually recognizes
departments for outstanding programs designed to enhance the quality of
life in their local communities. Established by the IACP and Motorola
in 1992, the award is named for Webber S. Seavey, the IACP's first
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president.

IACP President Bobby Moody, Director Joe Brann of the Office of Community Oriented Policing Services and Motorola Corporate Vice President Jim Sarallo formally presented the awards as part of the sixth annual Webber Seavey Awards Breakfast. This year's three top winners, seven finalists and 15 semifinalists were selected from almost 200 program nominations by an IACP judging committee.

"I want to congratulate the 25 Webber Seavey honorees for their courage and inventiveness," Moody told those attending. "I want to thank Motorola for consistently working with IACP to recognize law enforcement excellence. And I salute you - the recipients' peers in the law enforcement community - for continually pressuring all of us to try harder, to do better, in our continuing efforts to improve public safety and the quality of life in our nations' communities."

The three top 1998 Webber Seavey Award winners are the Baltimore Police Department for its 3-1-1 non-emergency number program, the Monrovia Police Department in California for the first anti-truancy ordinance in the United States and the New York State Police for its workshops designed to help school personnel better respond to the rising occurrence of youth violence.

Brann noted that the 1998 winners deserved particular recognition for their innovation. "Not only have these departments perfected effective policing strategies," he said, "[but] they have experimented with and embraced new, sometimes controversial ideas and found success. With top honors being delivered for a new service-delivery concept, and two new strategies for curbing youth crime and victimization, we hopefully are showcasing today the common practices of tomorrow."

Other Webber Seavey Award finalists included the Bakersfield, California, Police Department; the Boca Raton, Florida, Police Services Department; the Dallas, Texas, Police Department; the Illinois State Police; the Mountain View, California, Police Department; and the Pennsylvania State Police.

The awards breakfast also provided an opportunity to recognize the hundreds of law enforcement professionals who have made a difference in their communities and don't receive applause for what they personally have accomplished, according to Motorola's Sarallo.

"We honor them especially today," he said. "They are the ones on the front line making these fresh ideas work. It is these individuals who continue a tradition of quality law enforcement and personal character that IACP's first president, Webber Seavey, helped establish more than 100 years ago."

Nominated programs were evaluated against five criteria:

* their impact on improving services available in the community;

*
how they strengthened police relations with the communities served, and whether the programs promoted greater community participation in local law enforcement activities;

* how effectively resources were used;

* whether the programs enhanced communications within - and cooperation among - local law enforcement agencies; and

*
the creativity of the approaches developed, as well as whether they raised the quality and effectiveness of law enforcement services provided.

"As we in law enforcement continue to grapple with limited resources, while at the same time trying to elevate the level of service we provide to our communities, the abundance of excellent strategies showcased through the Webber Seavey Award is an increasingly valuable resource," Moody said. "The myriad of excellent programs IACP has compiled through this program over the years continues to benefit departments today and will do so for many tomorrows to come."

To date, more than 150 departments worldwide have received Webber Seavey Award honors. A booklet containing the abstracts of the 25 department programs honored with Webber Seavey Awards for 1998 is available from Sara Johnson, public affairs specialist, at IACP headquarters, 515 N.

Washington St., Alexandria, VA 22314.

The IACP and Motorola want to thank the judges of the 1998 Webber Seavey Award for their invaluable contributions.

Peter Engstad, Director
Policy Analysis Division
Coordinated Law Enforcement Unit
Vancouver, British Columbia

Chief Robert E. Ford
Police Department
Port Orange, Florida

Richard J. Hunt, Section Chief
Intelligence Division, FBI
Washington, D.C.

Chief Al Lisicki
Police Department
Egg Harbor Township, New Jersey

Commander Jerry L. McCurry
Tarrant County Sheriff's Department
Fort Worth, Texas

Chief Stephen W. Ott
Cheltenham Township Police Department
Elkins Park, Pennsylvania

Chief Mark Prosser
Police Department
Storm Lake, Iowa

Chief Andrew Revering
Police Department
Anoka, Minnesota

Chief Kenneth D. Robertson
Regional Police
Hamilton-Wentworth, Ontario

Dave Tollett, Director
Division of State & Provincial Police
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    Document #: 544294
    Title:
"Unhealthy 9-1-1? The 3-1-1 Rx"
    Author: John F. Reintzell
    Attributed To:
Police Chief
    Date of Last Update: 12/17/1998

Summary:
Many years ago, those persons who make it their business to know the
ins and outs of emergency communications systems began to realize that
something was wrong with some 9-1-1 applications - particularly those
serving law enforcement in very busy jurisdictions. The symptoms? Too
many non-emergency callers clogging the phone lines.

Document Text:
Unhealthy 9-1-1? The 3-1-1 Rx

By Major John F. Reintzell, Director, Communications Division,
Baltimore Police Department, Maryland

Many
years ago, those persons who make it their business to know the ins and
outs of emergency communications systems began to realize that
something was wrong with some 9-1-1 applications - particularly those
serving law enforcement in very busy jurisdictions. The symptoms? Too
many non-emergency callers clogging the phone lines. The solution? Not

quite as obvious.

One of the reasons for unhealthy 9-1-1s was the very success of the system itself. When working as advertised, it quickly delivered life-saving services to people who needed them. It also attracted hordes of users whose problems were not really emergencies.

As the phone lines became clogged, emergency dispatchers felt increasing stress as well, juggling calls and waiting for units in the field to return so that the newest calls could be dispatched.

Units in the field found themselves traveling continuously from call to call, responding to ever-growing workloads.

Many jurisdictions adopted seven-digit non-emergency lines to reduce the 9-1-1 demand. But as the public demand for increasing levels of police service continued, the non-emergency numbers became less viable. In some jurisdictions, such as Baltimore, the seven-digit non-emergency numbers actually became 10-digit numbers for local calls.

Enter the concept of a national non-emergency number, a challenge to the law enforcement and communications communities delivered by President Clinton in 1996. Baltimore Police Commissioner Thomas C. Frazier accepted this challenge.

After less than three months' time for planning and implementation, and with the assistance of the Office of Community Oriented Policing Services (COPS) and AT&T, Baltimore's 3-1-1 sub-system was launched in October 1996.

Was 3-1-1 a viable concept? Would people really use it? Apparently so. There were nearly 1,400 callers on the first day of operation. The 3-1-1 number logged over 45,000 calls in its first month of operation, and the pace has not diminished much in the past two years.

With the success of the 3-1-1 sub-system, community policing - which Frazier had called "an impossibility when officers are racing from call to call" - again became an attainable goal in Baltimore. The system has helped free up valuable officer hours to allow proactive policing.

Baltimore's 3-1-1 service is staffed by police officers unable to work in the field. Preliminary investigations for minor offenses, advice on police-related matters, intelligent routing of persons requesting other city services - the 3-1-1 officers supply all these functions and more. Where the average street officer responds to about 1,000 calls for service annually, the average 3-1-1 officer will handle well over 11,000. In its first two years, the 3-1-1 sub-system handled just under 1.2 million calls for service.

How has the 3-1-1 number relieved the burden on the 9-1-1 call handlers? Their workload-the volume of calls pouring into the emergency communications center-has declined 30.1 percent.

What do Baltimore citizens think? An ongoing quality assurance survey that contacts 3-1-1 users indicates a 99.1 percent satisfaction rate over the life of the study.

Is 3-1-1 a perfect system? The answer is qualified. Much has been accomplished, but much positive potential remains. There are important questions yet to be answered. Should 3-1-1 remain solely the province of law enforcement? Can it be used to access a broad array of government services? Whatever the ultimate answers, the Baltimore Police Department intends to improve its 3-1-1 services to their full potential.

For more information on this program, contact Major John R. Reintzell, Director, Communications Division, Baltimore Police Department, 410-396-2037.

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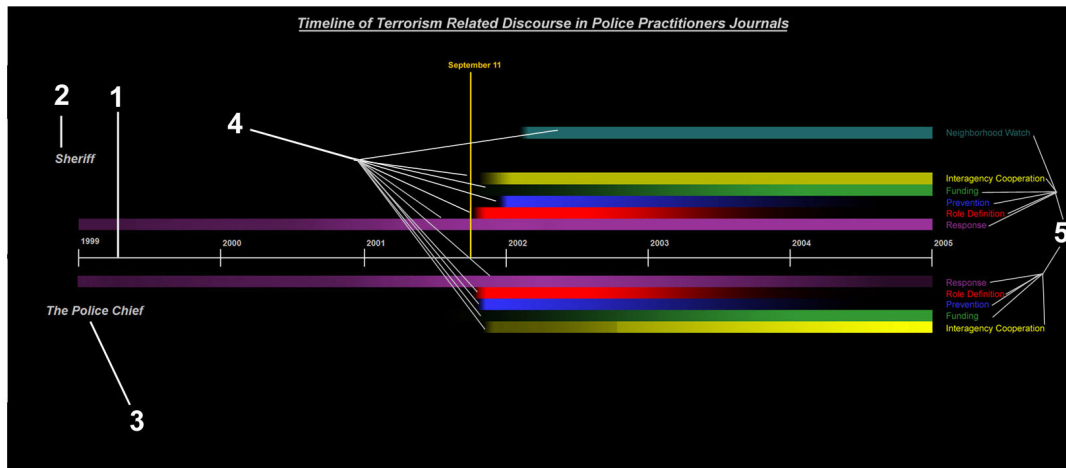
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Appendix D: *Sheriff* magazine Memo Themes

Community Relations = Any issues related to interaction with the community. This could include anything from public relations to the National Neighborhood Watch Program.

Funding/resources = Any issues related to department funding or resources.

Ideas or What Needs to be Done = Anytime that an idea about what should or must be done is mentioned.

Legislative/Federal Change = Changes that are occurring on the federal level. This could include such things as a new bill being passed or the reorganization of the FBI.

Non-saturated Relevant Themes = This category includes themes that are important but have not yet become common enough to warrant the creation of their own category.

Role Definition = Instances in which the writer is attempting to define the new threats that police face since 9/11 and/or their role in the process of "fighting terrorism."

Structural Change = Instances in which organizational change is being discussed.

Technology = This category contains anything involving technology as a primary focus.

Appendix E: Explanation of terrorism discourse timeline.

Key for Terrorism Discourse Timeline

1. This gray horizontal bar indicates the progression of time spanning from the beginning of 1999 to the end of 2004. The starting point for each year is indicated by the gray year numbers just above the gray-blue bar.

2 & 3. These labels indicate which of the smaller, colored bars are referring to themes from *Sheriff* (2) or themes from *The Police Chief* (3). Thus, everything that is above the gray-blue bar (1) refers to themes in *Sheriff*, while everything below the gray-blue bar refers to *The Police Chief*.

4. These smaller, colored bars represent the individual terrorism-related themes that were found in the practitioner journals. The variation of color brightness within each bar represents the variation in a themes dominance over time. For instance, the red colored bars, which represent the role definition phase, begin in late 2001. This indicates that the role definition theme emerged very shortly after 9/11. Initially these bars are very bright indicating that at that time role definition was a very dominant theme. However, as year 2003 begins the bars begin to fade rapidly and is virtually non-existence by year 2004. This represent the gradual disappearance of the role definition theme over 2002. Also, many of these bars have an identically colored counterpart on the opposite side of the grey-blue bar. This indicates themes that are shared by both journals. So, for example, for both Sheriff and The Police Chief there is a long purple bar representing the terrorism response theme. This means that both journals discussed terrorism response.

5. These colored labels indicate the specific theme that it identically colored bar represents.

Appendix F: An Overview of the COPS Budget Reductions

1999 - FY 99 Funding Level: $1.9 billion.[25]

1999 - Clinton has announced that his FY 2000 budget will include nearly $1.3 billion - and a total of more than $6 billion over the next five years[26] - for a new "21st Century Policing Initiative." An extension of the COPS program, this initiative is often referred to as COPS II. Without this additional funding, the COPS program would receive only $268 million in FY 2000 and would then be phased out.

2000 - The Community Oriented Policing Services (COPS) funded at $595 million, a 58 percent decrease from FY 1999. The $595 million funding level, combined with $318 million in funds carried over from FY 1999, gives the COPS program a total budget of $913 million for FY 2000. In the FY 2000 budget, the COPS office received a direct appropriation of $595 million. In addition, the COPS office received $300 million from the Office of Justice Programs, bringing the total FY 2000 budget to roughly $900 million.[27]

2001 - Total FY 2001 Appropriation: $1.032 Billion.[28]

2001 – In March Bush announces plan to scale-back COPS program.

Funding for the COPS office would be reduced by 17 percent, from $1.032 billion in FY 2001 to $855.1 million in FY 2002.[29]

2002 - Budget $656.9 million.[30]

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[25] http://www.ojp.usdoj.gov/nij/cops/moneyall.html

[26] http://www.usmayors.org/USCM/us_mayor_newspaper/documents/01_25_99/4.html

[27] http://www.napo.org/napo6_feb00.htm

http://www.usmayors.org/uscm/us_mayor_newspaper/documents/07_17_00/cops_washington.html

[28]
http://www.usmayors.org/uscm/us_mayor_newspaper/documents/07_17_00/cops_washington.html

[29] http://www.telecomweb.com/readingroom/First_Responders_Report.pdf

[30] http://www.cops.usdoj.gov/default.asp?Item=44

2003 $635 million [31]

2004 –$748 Million

2005 –$348 million [32]

[31] http://www.cops.usdoj.gov/default.asp?Item=44

[32] http://www.cops.usdoj.gov/default.asp?Item=160

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