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**Has the Militarization of Police Influenced Public Perceptions of
Police Departments Due to Police Use of the DoD 1033 Program?
A Case Study of the Virginia Beach Police Department**

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Has the Militarization of Police Influenced Public Perceptions of Police Departments

Due to Police Use of the DoD 1033 Program?

A Case Study of the Virginia Beach Police Department

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ABSTRACT

Public attention to the militarization of police has grown out of the media and social media attention provided by the coverage of recent protests of police shootings. This national coverage of protest events has thrust an image of police clad in military body armor, assault rifles and mine-resistant armored personnel carriers into the minds of anyone viewing the news. Recent research has been conducted on how this equipment has protected police and also incited violence against police from its use. This research will try to answer the question, whether peoples' perception of police has changed due to the militarization of police? The results of this research will help to inform police departments on how their policies should be adjusted to properly use militarized equipment in their departments to keep homeostasis within the community.

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INTRODUCTION

Two heavily armed men leave a Los Angeles bank and fired assault rifles at the police arriving to stop the bank robbery. The police officers' small caliber pistols have no effect on the bank robbers who are wearing body armor and continue to spray 1,100 bullets at the police, most of whom do not have body armor. Some of the responding officers had been trained to deal with terrorists as part of their preparation for the 1996 Olympics, but this was not the type of terrorism they prepared for. Out-gunned, the police retreat to a local hunting store and retrieve high powered hunting rifles in an attempt to stop the armed assailants (Orlov, 2012). This is not the introduction to a movie, but the actual events that occurred during the "LA Shootout" in 1997. This scenario presents one instance that reinforces the need for the Department of Defense (DoD) 1033 program and why police departments need upgraded armor and weaponry to keep pace with arising threats.

This program to equip law enforcement with military grade equipment has changed the face and dynamic of most police departments and their tactical responses to crisis situations. There is no expense to obtain equipment through the DoD 1033 program, except for the shipment and maintenance costs that are borne by the receiving agency. What agency would turn down the ability to bolster their weaponry and equipment for an ever-expanding mission from the DoD 1033 program? This procurement has created a different image of police than people are accustomed to seeing. Citizens see police wearing and using the same equipment that America's military is using overseas, but they are seeing it being worn in their cities and their neighborhoods. This militarization of police has stirred debate and protest as police tactics

have been portrayed as more violent and less tolerant in the media and civil unrest has been met with military might.

The DoD 1033 program began in the 1980's as the "1208 program" in an effort to support local police forces in their fight with counter-drug activities. Military surplus equipment was available for police departments for use to combat drug violence and cartels. The "1033 program" was created from the National Defense Authorization Act of 1997 (Clinton, 2011).

The role of police in America has changed over time to adapt to the criminals they face and the threats posed by evolving technology and enemies. Police uniforms, equipment and tools have changed from the wearing of sharp uniforms and driving squad cars with a slap-on spinning lights to the wearing of some in tactical fatigue uniforms, body armor, armed with high-powered rifles and shotguns and driving police "cruisers" with enhanced engines and electronic packages to make any computer geek drool. There is a dynamic understanding of police protest overtime and police have found it necessary to shift tactics to address the changing threats to meet these challenges (Rafail, Soule and McCarthy, 2012). As criminals and protestors find more lethal means to attack police, so must police adapt to meet this force with equal protective gear and tactics.

The wars on drugs and terrorism have expanded the traditional roles of law enforcement into a pro-active or counter drug/terrorism role. In 1989, Congress enacted the National Defense Authorization Act (NDAA) to "transfer to Federal and State agencies personal property of the Department of Defense, including small arms and ammunition, that the Secretary determines to be suitable for use by such agencies in counter-drug activities and is excess to the needs of the Department of Defense" (Wofford, 2014). This program was section

1208 of the NDAA (predecessor to the 1033 program) to help equip Local, State and Federal agencies to fight the war on drugs (Rezvani et al, 2014). After the Khobar Towers bombings in Saudi Arabia in 1996, there was a new terrorist threat and the program was expanded to include counter-terrorism efforts.

In light of recent high profile events involving police dressed in tactical gear, using military vehicles and using deadly force, the militarization of police is front and center and is blasted across television and social media. The perception of events can easily be distorted by the media: during the arrest of a black protestor by white police officers, a journalist tweeted a photo of the police officers pointing weapons at the black man, insinuating a racial conflict with police. Journalists tweeting the minute by minute events of the events in Ferguson, Missouri painted a picture of a war zone instead of a protest of and the freedom of people to exercise their constitutional rights. These are just a few examples that show how the medias depiction of a militarized police force can have lasting impacts on how a community perceives its police (Araiza, et al., 2016). The image of police officers clad in military body armor has come as a shock to a lot of people across the country. This image has caused protests and calls for answers as to why the police need military grade equipment; especially when the protests turn violent (Rezvani, et al., 2014). Although Rezvani's statements may accurately portray the opinions of the protesters witnessing events unfolding, it does not give proper focus to the issue of militarization. Police departments have the right to use equal force to that of their adversaries and also to use whatever means they deem appropriate to protect themselves, including the use of military grade equipment.

What is not being asked is how long has the police force had the equipment and why do

they need it? Why are the police using military equipment instead of buying equipment that does not look like an occupation force? How is the equipment employed and how is it saving/taking lives (Balko, 2014)? Without a proper media campaign to explain why a department chooses to use DoD 1033 equipment, the communities will continue to ask these questions and deserve to know the reasoning behind the militarization of their police departments.

BACKGROUND OF THE PROBLEM

Research on the topic of militarization of law enforcement has a very short lifespan. Recent events are bringing greater attention to the subject, however, the concept has been around for more than 30 years. Rear Admiral John Kirby, spokesman for the Pentagon recently said about the DoD 1033 program, it is a useful program that allows for the re-use of military equipment that otherwise would be disposed of that can no longer be used again, by law enforcement agencies to serve their citizens. Kirby further mentioned pertaining to the criticism of the program “the program serves a purpose...it is up to the law enforcement agencies to speak to how and what they gain through this system” (FoxNews, 2014).

The DoD 1033 program is actually a section of the National Defense Authorization Act of 1990 which allows for the procurement of military surplus equipment by local, state and federal law enforcement for the task of fighting the wars on drugs and terrorism (Public Law, 1999). Before there was a 1033 program, there was another section of federal code which authorized the procurement of military surplus equipment for the war on drugs after the Reagan administration decided to further the drug wars of the 1980's (Public Law, 1999). The actual

language included in the 1990 National Defense Authorization Act, the predecessor to the current DoD 1033 program, which can be found in Appendix A.

Generally, the 1208 program was to be used in the war on drugs by equipping local law enforcement to better fight the cartels and drug traffickers that were in the United States; whom also brought with them heavier fire power than what most law enforcement was used to dealing with (Balko, 2014). The 1208 program was used by many big cities to supplement their SWAT teams and acquire vehicles that could be used for drug raids and warrant service (Balko, 2014). The 1208 program is an example of the federal government finding a solution to a local problem while saving the tax-payer money; providing excess military equipment to local law enforcement.

The National Defense Authorization Act of 1997 brought about a drastic change to the program to allow surplus military grade equipment for not only counter-drug operations, but also counter-terrorism activities (see Appendix A). Much like in the “LA Shootout”, police can be out-gunned easily by a determined adversary and counter-terrorism requires an upgrade in armor and protection from what is routinely provided to police (Orlov, 2012). The addition of counter-terrorism may have been a way to open the door for inclusion of more equipment to more police departments, but it foreshadowed a post 9/11 world in which we live. This new counter-terrorism provision did not bear fruit until after the terrorist attacks on September 11, 2001. Since then, the amount of equipment available through the DoD 1033 program has skyrocketed due to the tapering of the wars in Iraq and Afghanistan (Balko, 2014).

According to the Pentagon’s Law Enforcement Support Office (LESO), since 2006, the Mine-resistant, ambush-protected vehicle (MRAP) has been sent to almost every state. In fact,

600 MRAP's have been shipped between 2006 and 2014 (Rezvani, et al. 2014). Here is a listing of some of the most commonly requested items through the 1033 program that would be considered military grade:

Assault rifles.....	79,288
Grenade Launchers.....	205
Bayonets.....	11,959
Combat knives.....	3,972
Night vision equipment and scopes.....	\$124 million worth
Bomb detonator robots.....	479
Airplanes (cargo and transport)	50
Helicopters.....	422
Camouflage gear and "deception equipment"	\$3.6 million worth

(Rezvani et al, 2014)

The Defense Logistics Agency has dispersed more than \$5.1 billion in surplus items since the program began in 1997 (Landa, 2014). In 2011, more than 700,000 items were transferred to law enforcement with a value of \$500 million. In 2012, half way through the year the number was already \$400 million (Franceschi-Bicchierai, 2012). In 2013, an estimated \$4.5 million in Pentagon property was transferred to local law enforcement (Landa, 2014). Clearly, the DoD 1033 program has been lucrative for law enforcement to allow them to gain equipment and weapons, free of charge, and use their budgets to maintain and train with the new equipment.

All items procured through the DoD 1033 program are given in an "as-is" condition and require maintenance or upkeep by the receiving agency (Clinton, 2011). The equipment available through the DoD 1033 program is not just weapons and vehicles. It also includes office machinery, phones, musical instruments, building materials and toilets. The military grade weapons procured through DoD 1033 accounts for just three percent of the total value of all goods procured through DoD 1033, but most of what the public sees is what is broadcast on the national news when an incident, riot or shooting occurs (Rezvani, 2014).

Purpose and Focus of the Study

Part of the focus on this research is to determine what were the triggering mechanisms that led to the development and necessity for the DoD 1033 program as it relates to local and state law enforcement. This research will focus on the Virginia Beach Police Department and how they procure, plan for and use DoD 1033 equipment. This research also focuses on how modern police tactics and equipment clash with traditional perceptions of law enforcement and how this modernization or militarization has created a rift between the police and their communities. Finally, this research will provide an evaluation and analysis of collected data to highlight areas for policy change and recommendations for future implementation of DoD 1033 equipment by police departments.

Research Assumption 1: Given all this information on what the 1033 program provides and how it's provided, it is easy to understand why police departments would take advantage of this free program, especially when budgets are tight and spending is scrutinized.

Research Assumption 2: Members of the Virginia Beach community perceive local law enforcement officers as a militarized police force when they wear and use this military type uniforms and equipment.

This research focuses on the Virginia Beach, Virginia police department. This case study analyzes the policy of the department pertaining to use of the DoD 1033 program, policies for implementation and use of that equipment and the perception of the Virginia Beach police department by the community.

Main Research Questions and Subquestions

The main research question of this study is: How has the militarization of police

influenced public perceptions of the Virginia Beach's police department?

The subquestions examined in this study include:

- a) In what way(s), if any, has the Virginia Beach PD's militarization a result of the DoD 1033 program?
- b) How is DoD 1033 equipment procured by the Virginia Beach police department?
- c) What are the community's perceptions of the Virginia Beach police department?
- d) What are the policies of the Virginia Beach police department in regards to use of DoD 1033 equipment?
- e) What do members of the Virginia Beach community perceive as the militarization of police?
- f) What Virginia Beach law enforcement uniforms and equipment are considered militarized?

Research Hypothesis or Assumption

The hypothesis of this research is: Residents of Virginia Beach perception of their police department is considered militarized and negative when the police use DoD 1033 equipment. Based on media reporting and interviews, there is a lack of understanding behind the use of DoD 1033 equipment and this causes a negative perception of police as a militarized force.

Scope and Limitations

The scope of this research will highlight how a police department moves from traditional police uniforms to militarized uniforms and equipment due to usage of the DoD 1033 program. Specifically, how this militarization has changed perceptions of the police and negatively impacts relations with the community. This research is limited to the Virginia Beach, Virginia

Police Department, the Virginia Beach community and will provide the values, beliefs and opinions of this mid-Atlantic population in regards to militarization of their police force.

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LITERATURE REVIEW

This review of literature includes scholarly publications and practitioner studies on militarization of law enforcement departments. The themes reviewed include: militarization of police, definition and positive/negative aspects; the DoD 1033 program; and the racial ramifications created by militarization of police forces.

In order to properly address research as it relates to militarization of police, militarization must be defined. According to Kraska,

“Militarization is the implementation of the ideology, militarism. It is the process of arming, organizing, planning, training for, threatening, and sometimes implementing violent conflict. To militarize means adopting and applying the central elements of the military model to an organization or particular situation. Police militarization, therefore, is simply the process whereby civilian police increasingly draw from, and pattern themselves around, the tenets of militarization and the military model” (2007).

There are several ways to look at the research of militarization. Kraska has conducted extensive research on aspects of militarization from a strategic perspective. Since this research is going to address the perception people have of police, the research needs to focus on the visible aspects of militarization. There are different aspects of militarization that include: material, operational, cultural and organizational; in this research paper, the focus will be on the material aspect of the gear and equipment used (Kraska, 2007). Militarization is about tactics and equipment. Police upgrading their equipment and tactics is intended to lower the casualty rate among officers, not to incite violence or instill fear in the community (Compton, 2009). The question that this research will seek to address is why a police department chooses

the equipment it does and what policies it puts in place to ensure the equipment is utilized properly.

There is research on militarization which describes the negative impacts it has. There is limited research which analyzes the positive side, such as survivability of police. Pinizzotto conducted research on the lifesaving affect military grade body armor has had on saving officer's lives. In his research, Pinizzotto also provided vignettes of how the presence of officers in helmets and body armor unintentionally elicited a response from a crowd which became more aggressive towards the officers as the protestors became more angered by the officers and their appearance (Pinizzotto, 2006). Perhaps further research should address how trends have changed toward more aggressive behavior toward police before militarization, if that is true? It can be reasonably argued that aggression toward police is based on the event rather than the appearance of police.

Ferguson, Missouri became ground zero for police militarization in 2014 in the wake of the Michael Brown shooting. Media coverage depicted protestors and clashes with police as a war-zone and the images grabbed national headlines as police wore camouflage uniforms and were backed by armored vehicles in the style of the wars in Iraq and Afghanistan (McMichael, 2016). These images of police in what appears to be war tactics with the civilian population is not new and can be traced back to the response of the Seattle police department during the World Trade Organization protests in 1999. The response by the police was seen as overbearing and aggressive and is a response the former police chief regrets even today (McMichael, 2016). As threats have evolved, so have the tactics and equipment of the police forces to deal with the threats safely and effectively. The old images of the "bobby on the beat"

or “officer friendly” have been replaced by militaristic looking police forces (McMichael, 2016, pg. 4).

Some research has shown that fear is associated with the militarization of police, for instance, that the 1033 program is an excuse to obtain equipment that otherwise would not be used by police (Denbeaux et al., 2014). In his research, Denbeaux has studied the abuse of the DoD 1033 program and how police have procured equipment for what could be considered use by officers as recreational rather than out of necessity for police activities (Denbeaux, 2014). The DoD 1033 program does not seem to address properly controls for abuse, which should be an area for further research and policy consideration.

The rise in usage of Special Weapons and Tactics (SWAT) teams across the country is another correlation that researchers have connected to militarization. Some call it professionalization of police forces; some call it militarization while others say it is the evolution of efficiency that has led police to use SWAT more often for safe and effective resolution of highly dangerous situations (Bieler, 2016). SWAT activity among police departments continues to rise; close to 2,800 deployments in the 1980’s and over 29,000 in the 1995, which can be attributed to militarization or the fact that more departments are creating SWAT teams to deal with situations like hostages, barricaded subjects and high risk arrest scenarios. No matter the reasoning, research has shown SWAT teams use similar tactics and equipment as military forces, and this has led to the perception of militarization (Bieler, 2016). Violence of the civilian population can also be attributed to the use of SWAT and the “violence effect” that psychologists suggest where the presence of weapons elicits more aggressive behavior (Bieler, 2016, pg. 592). Perhaps this is circular, or maybe more research is needed.

The DoD 1033 program continues to be scrutinized in the wake of several high-profile police shootings. Congress has begun hearings that may shackle a useful program and implement unreasonable controls that may make the program impossible to use, thus affecting officer and civilian safety (Moore, 2015). Because the equipment provided through the 1033 program is so expensive, it makes sense that police departments would use the program to acquire gear and equipment they can use in a cost savings effort for their departments. With the continued sophistication and fire-power of the adversaries the police face, they can ill afford not to accept this protective and offensive equipment (Moore, 2015). Because of the program's success, police departments can ill-afford not to take advantage of it to outfit their officers.

Lastly, the racial ramifications of militarization has split the scholars and created more need for research and policy implementation. Gamal argues that police militarization reflects and reinforces the idea of white supremacy and black subordination. She asserts that militarization is predominately found and used against predominately black neighborhoods, thus is a tool used to promote racism (Gamal, 2016). Although her assertions are not particularly shared by most scholars, her legal and statistical quantification is sound, if not misplaced or misused.

Gamal references language used by the Federal Bureau of Investigation in the 1960's, whereby J. Edgar Hoover equated racial unrest to the plans of Communist factions and black militant groups to overthrow the U.S. Government (Gamal, 2016). She asserts that police have always found legal language to confer a racial agenda of oppression against minorities, and that militarization is just the latest step in that oppression of minorities. Although factually correct

with data, Gamal seems to be skewing information toward an agenda of promoting racism against police departments.

As it relates to this research paper, the research conducted on attitudes towards militarization is very important and practical as attitudes can be similar to perceptions. The perception of militarization dates back long before the recent Occupy Movement or recent protests surrounding police shootings. Militarization is more than body armor and face shields; it is the militarism that truly creates the perception of militarization. Militarism stresses the threat of force or violence to solve a problem; militarization is the implementation of that ideology (Hill and Beger, 2009).

RESEARCH METHODOLOGY

The case study method was selected for this research to drill down on one department's use of militarized equipment and how that department is perceived by the community. From that data, conclusions can be drawn and best practices developed as deemed appropriate based on the support for or unsupported hypothesis. Data for this research will be collected in two ways. The first will be using a survey, emailed to participants using a web based survey link. The second will be a telephonic interview using a structured format.

This analysis will be conducted on the Local level of law enforcement. This is due to the use of DoD 1033 equipment by Local police, the daily interaction of police officers using the equipment and their interaction with the community providing first-hand accounts of perception.

Main Research Question

- Has the militarization of police influenced public perceptions of police departments due to police use of the DoD 1033 program? Because perception can be viewed differently by people during the same event, the research attempted to collect raw data from members of the target populations community that would have the same exposure to the same police force. This case study format will allow for variances in perception based on the external factors affecting individuals, yet control for the affect by utilizing the same variable (the Virginia Beach Police) on each subject.

Sub Questions:

- a) In what way(s), if any, has the Virginia Beach PD's militarization a result of the DoD 1033 program?

- b) How is DoD 1033 equipment procured by the Virginia Beach police department?
- c) What are the community's perceptions of the Virginia Beach police department?
- d) What are the policies of the Virginia Beach police department in regards to use of DoD 1033 equipment?
- e) What do members of the Virginia Beach community perceive as the militarization of police?
- f) What Virginia Beach law enforcement uniforms and equipment are considered militarized? Based on information learned during the literature review, it was determined that certain items of military equipment are most commonly acquired by police forces. These items tend to be the ones most often viewed by the public when viewing police in a militarized setting.

Research Hypothesis:

- The research hypothesis for this study is that a majority of people's perception of their police department is negative when the police use DoD 1033 equipment and are considered militarized. For the purpose of identifying a negative perception toward police, greater than 50% of respondent's overall perception being negative toward police will suffice to confirm the hypothesis. Although several questions will be asked addressing different aspects of militarization, the cumulative score being negative is what will be used as an overall response.

Data Collection and Analysis:

Interview Participants: Interviews with key personnel in the procurement and policy departments of the DoD 1033 program for the police department were used to formulate

recommendations for future research along with best practices.

- Interviews were conducted with personnel assigned to procurement of equipment responsibilities through the DoD 1033 program for law enforcement in Virginia Beach. I structured the interview towards what equipment is procured, why it is procured, cost savings associated with procurement, public education about the equipment and policies for use of the equipment.

Survey Participants:

- I surveyed the general public within the City of Virginia Beach. This population will be contacted through friends and family, business contacts, social gatherings and community activities. I plan to use a survey that includes Likert scaled questions on perceptions and open ended questions to try to elicit responses catered toward experiences with police.

Validity:

- Controlling external validity was challenging to control for because this research focused on people's perceptions and the way people view a similar situation will be influenced by their environment, past history and implied biases. These are factors that cannot be controlled for the purpose of this research.
- Internal validity was easier to control in this research because a survey will be used and as long as the survey is compiled correctly, these issues should be controlled and easy to identify disparity from. As for the open-ended questions section, response rate and perception played a large role in determining the validity of the responses as a whole.

Independent Variable:

- The police use DoD 1033 equipment. The equipment acquired through the DoD 1033 program is at the heart of this research. Because that equipment is what will determine if they are perceived as militarized or not.

Dependent Variable:

- People's perception and are considered militarized. The perceptions, attitudes, thoughts and feelings are all a part of what this research is trying to measure. Because all of these factors vary, they will be correlated to determine a measurable quotient (Likert Scale surveys) to determine if they are supportive of the hypothesis or not.

Operational Definitions:

- Militarization – The use of military equipment and tactics by police forces.
- Military equipment in this research will consist of body armor, assault rifles, armored vehicles and aircraft.
- Military tactics in this research will consist of tactics, techniques and procedures that are commonly used by military forces in combat zones, such as: Cordon and search, movement to contact, stronghold assault and speed, surprise, violence of action (see Appendix B)
- DoD 1033 program – Section 1033 of the 1997 Defense Authorization act which provides for the U.S. Military to give surplus military equipment to local law enforcement agencies for the purposes of counter drug activities and to defend against terrorism.
- Attitudes towards police – the positive or negative image citizens have of their police.

Whether a population feels safe from the presence of their police force or whether that presence instills fear. These measures will be determined through surveys.

RESULTS AND FINDINGS

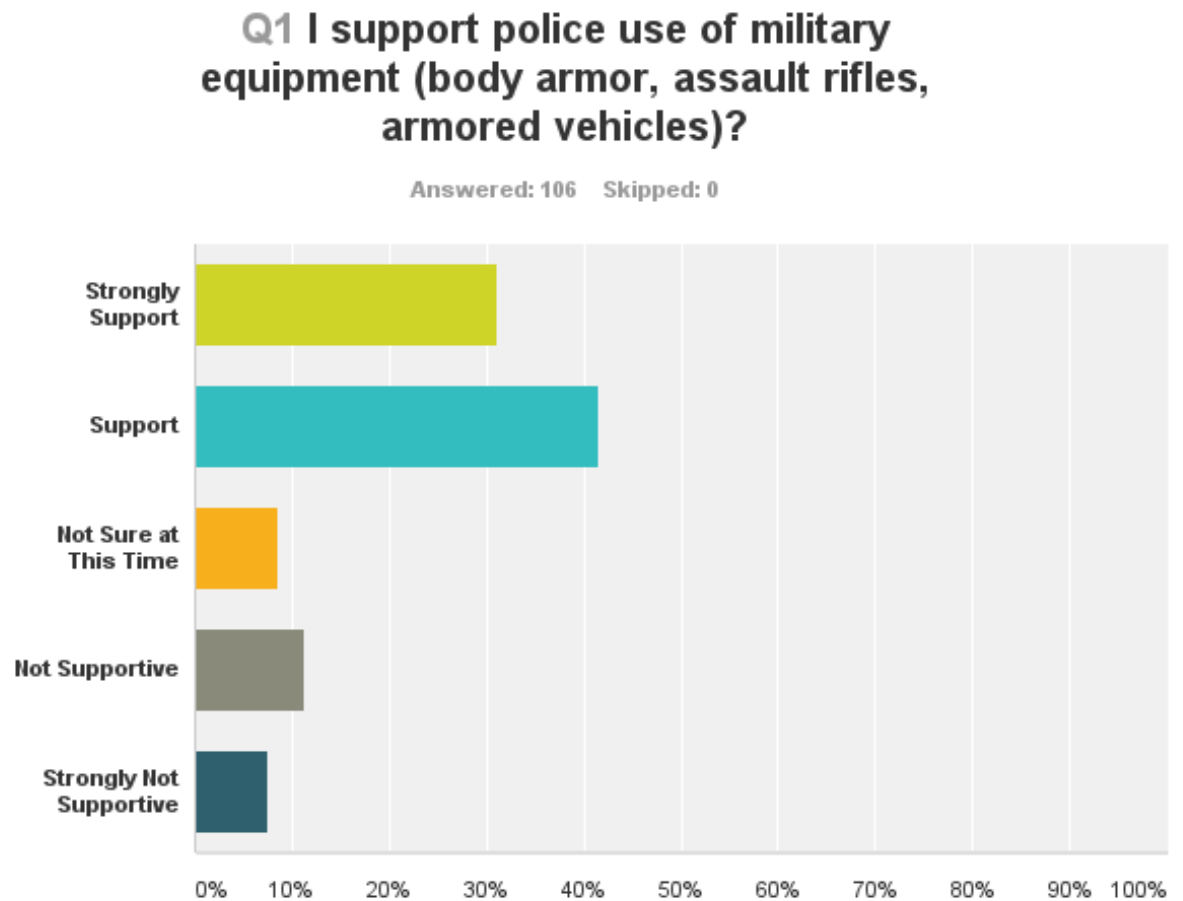
The objective of this chapter is to present the results and findings from survey questions and interviews conducted on people's perception regarding militarization. The results are discussed from the view point of the two groups surveyed; the Virginia Beach community and the general population outside of the state of Virginia. The survey was conducted via an internet survey, distributed via an emailed link. Respondents were asked to answer nine questions to determine their perceptions on militarization and three demographics questions.

The research question examined in this study is: has the militarization of police influenced public perceptions of police departments due to police use of the DoD 1033 program? This provided the focus needed to logically collect, organize and analyze the results and findings of the collected data. Several research sub-questions were also examined included the following and their investigation and analysis provided a richer array of results and findings for this study.

1. In what way(s), if any, has the Virginia Beach PD's militarization a result of the DoD 1033 program?
2. What are the community's perceptions of the Virginia Beach police department?
3. What are the policies of the Virginia Beach police department in regards to use of DoD 1033 equipment?
4. What do members of the Virginia Beach community perceive as the militarization of police?

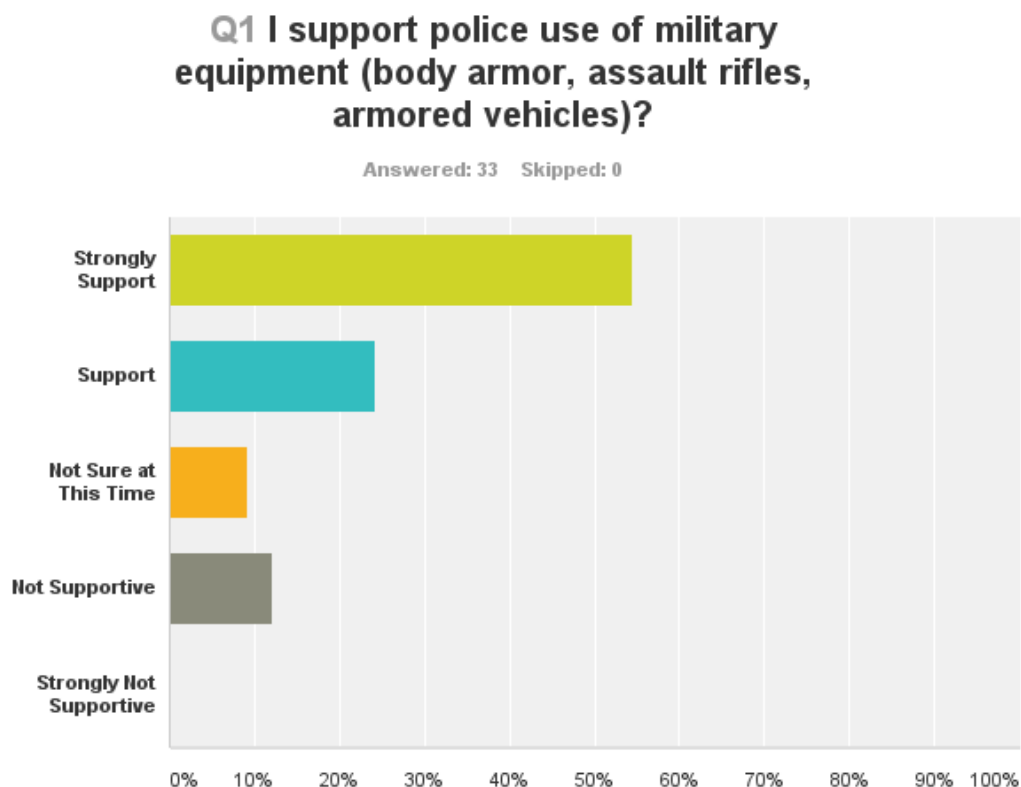
The first set of data for each question is representative of the responses from those

living in the Virginia Beach area. The second set of data is from those living outside of the Virginia Beach area, from 14 different states, and gives a national perspective to the same questions. The survey questions are available in Appendix C. The analysis of those surveys is provided below:



[VA Beach] This question was asked to determine the level of support for the use of military equipment in the Virginia Beach area. The answers to this question overwhelmingly supports the use of military equipment in the Virginia Beach area. With 72.64% response in support or strongly in support, the data is conclusive. The overall response to this question was not

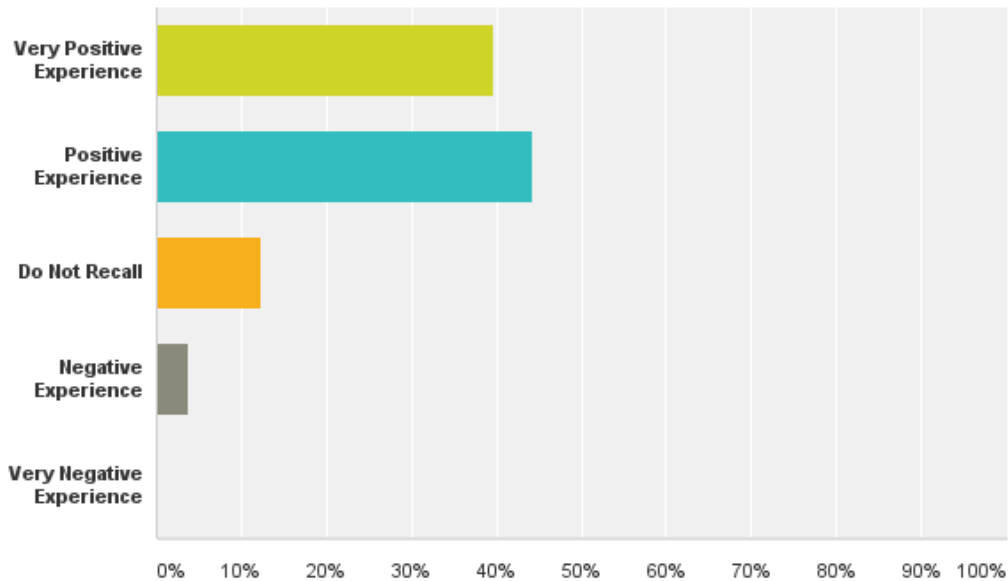
surprising. Virginia Beach borders or is close to several military installations and a large active duty and retired military population resides in this area. This sampled population appears to be aligned in acceptance to the police use of military equipment to help control law and order.



[U.S.] This question was asked to determine the level of support for the use of military equipment in a more general, or national perspective. From a national perspective, 78.79% of respondents support or strongly support the use of military equipment by police. This higher percentage than the Virginia Beach area shows a stronger general trend in support of the use of military resources to protect the police.

Q2 How was your last interaction/experience with law enforcement?

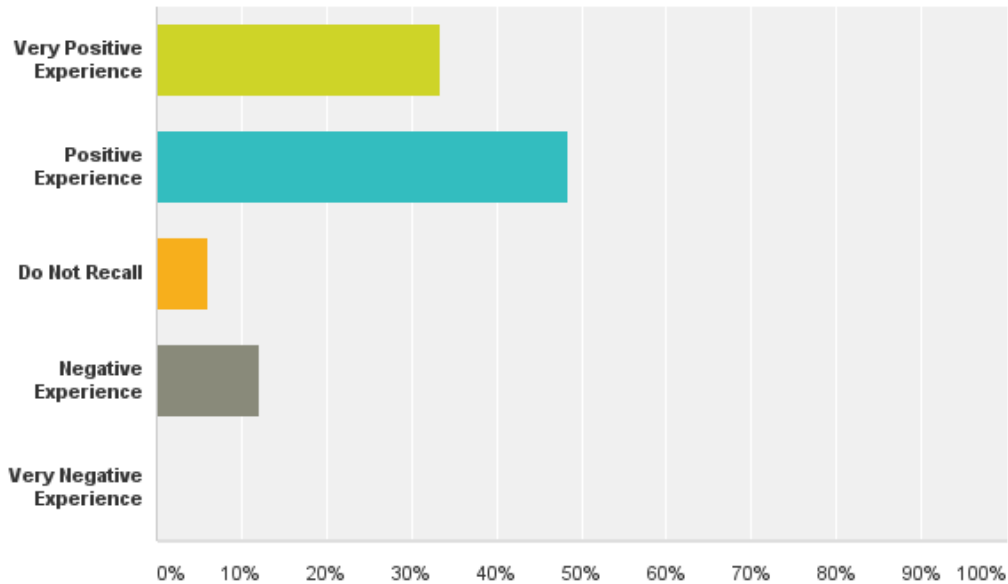
Answered: 106 Skipped: 0



[VA Beach] This question was asked in order to determine the level of satisfaction with law enforcement before the introduction of questions on militarization. Virginia Beach residents have experienced positive or very positive interactions with law enforcement for 83.96% of the respondents. This shows a very high satisfaction rate with the police department as it pertains with the respondents most recent interaction.

Q2 How was your last interaction/experience with law enforcement?

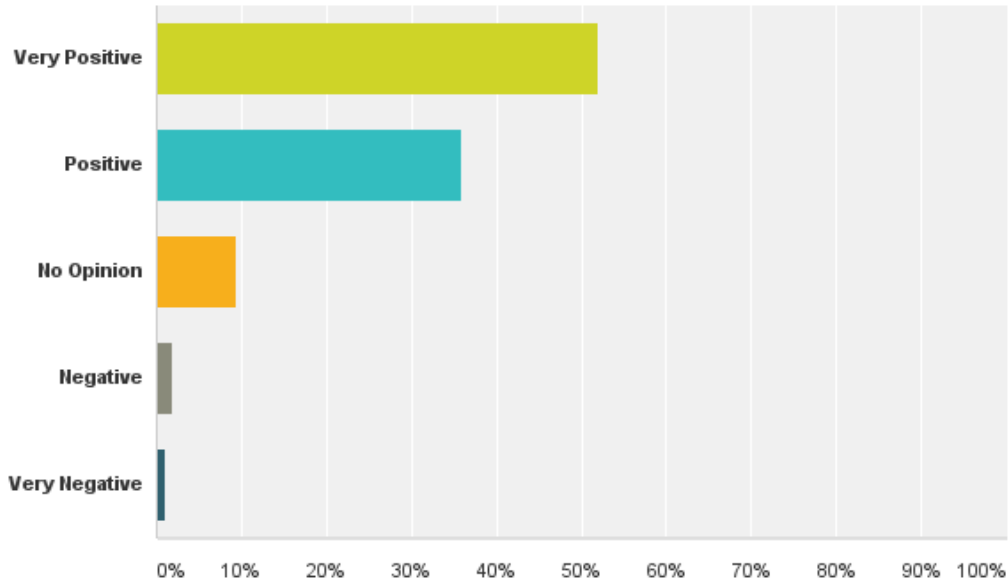
Answered: 33 Skipped: 0



[U.S.] 81.81% of respondents had a positive or very positive experience in their last interaction with police. Although the respondents may be friends or acquaintances with persons that are in the law enforcement community, only four (12.12%) respondents had a negative experience of the 33 total. This shows that from a generally national perspective, people have positive interactions with law enforcement.

Q3 What is your perception of the U.S. Military?

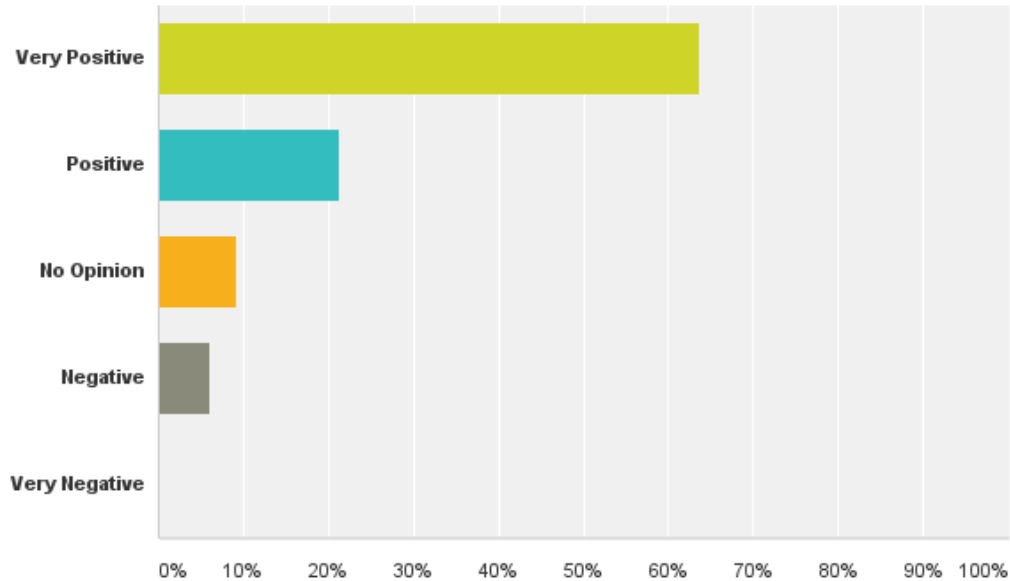
Answered: 106 Skipped: 0



[VA Beach] This question was asked in order to determine the perception of respondent's feelings toward the military prior to the introduction of questions about military equipment. 87.74% of respondents from Virginia Beach have a positive or very positive perception of the military. This is not surprising that the majority of respondents had an overwhelming positive perception of the military considering the volume of military installations in the area to include Navy, Air Force and Army units stationed there.

Q3 What is your perception of the U.S. Military?

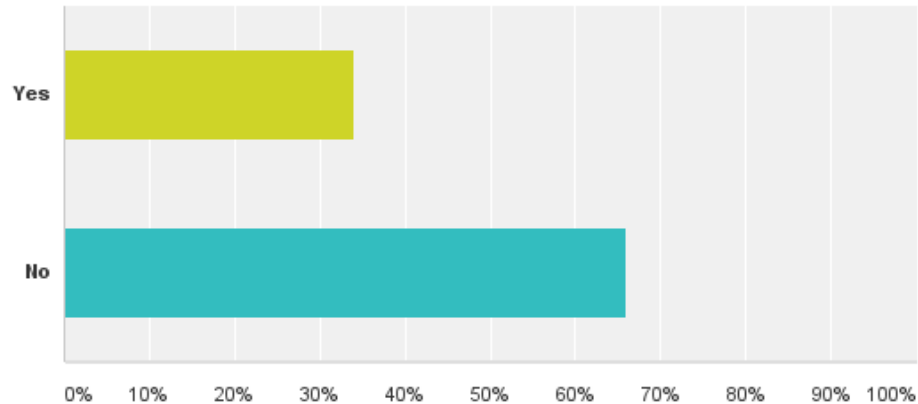
Answered: 33 Skipped: 0



[U.S.] Nationally, only two of the 33 respondents had a negative perception of the U.S. Military, which is a stark contrast to the 84.85% that had a positive or very positive perception. This indicates that the general perspective of the US military closely matches that of the very specific response from Virginia Beach. Sixteen years of continuous national war-fighting against terrorism appears to have established and or cemented a more positive perception of the US Military.

Q4 Do you have a family member/close friend that is a police officer?

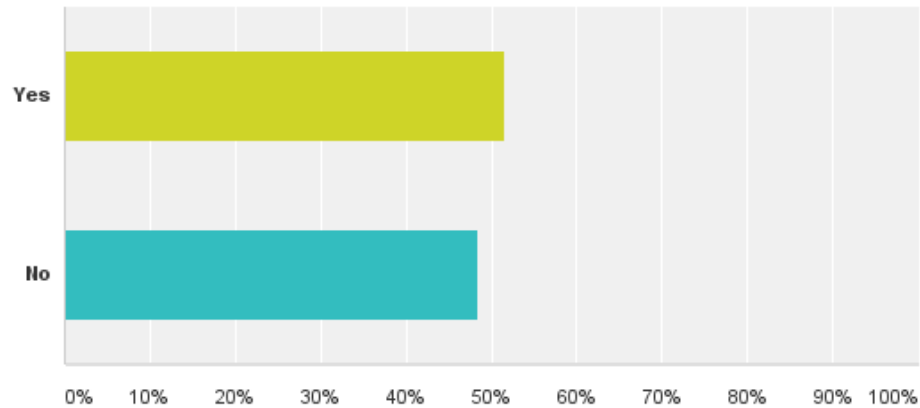
Answered: 106 Skipped: 0



[VA Beach] This question was used to control for bias of respondents and their closeness to law enforcement. Of the 106 responses to this question, 70 respondents did not have a family member or close friend that is a police officer, while 36 did. This is surprising due to the high level of satisfaction with police interaction and the low number of people with close ties to law enforcement in the area.

Q4 Do you have a family member/close friend that is a police officer?

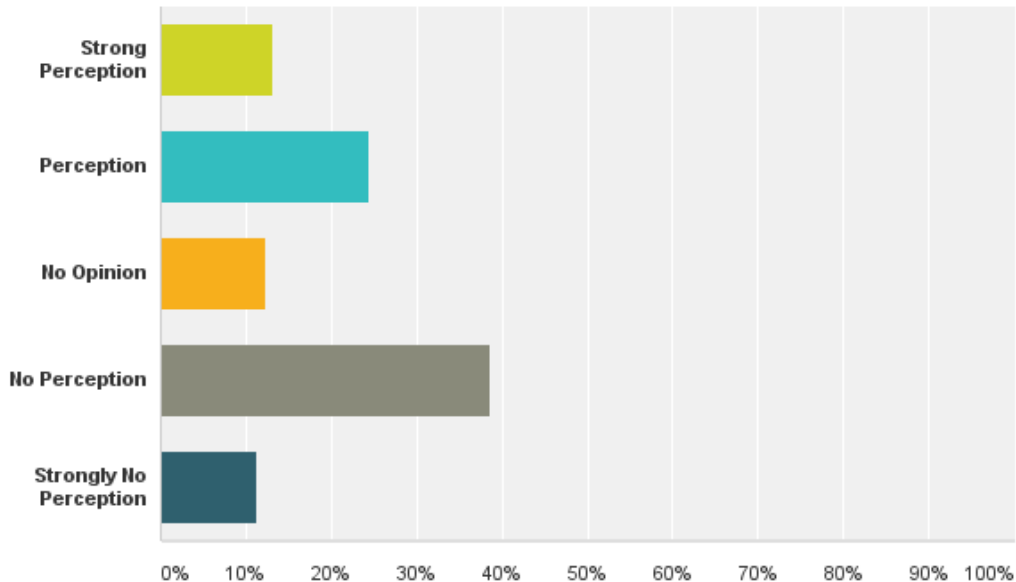
Answered: 33 Skipped: 0



[U.S.] One more respondent had a family member or close friend that is a police officer than those that did not. This even split is beneficial in that the people responding to the survey have an almost equal association or disassociation to law enforcement and their responses should be considered equal.

Q5 Do you think police use of military equipment (body armor, assault rifles, armored vehicles) creates a perception of violence towards civilians?

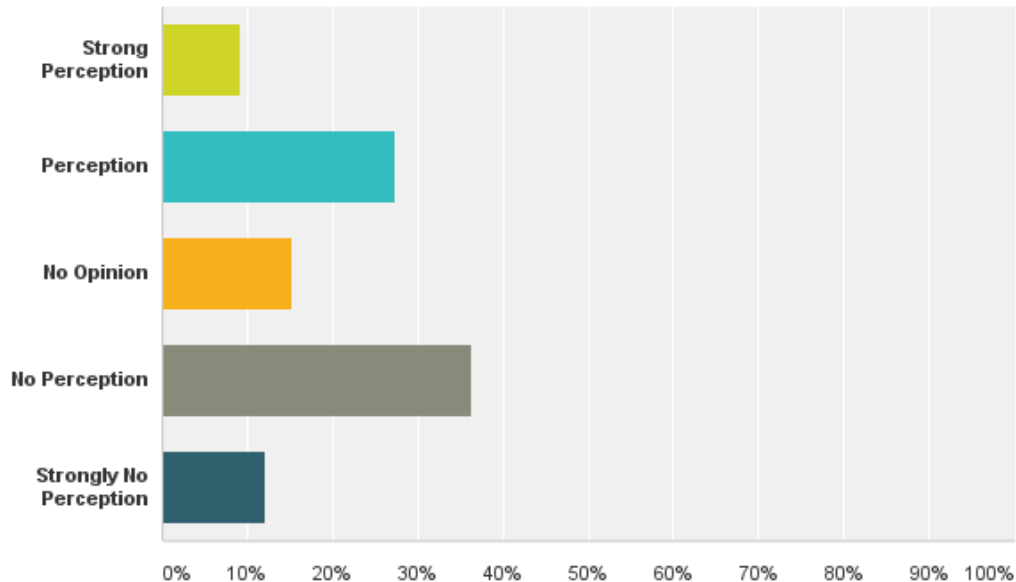
Answered: 106 Skipped: 0



[VA Beach] Data from this question is key in determining whether the hypothesis is supported or not. 37.74% of respondents believe police use of military equipment creates a perception of violence while 50% did not believe there was a perception. Of note is the fact that such a small percentage responded with "no opinion" which shows what a concerning topic police militarization is to people.

Q5 Do you think police use of military equipment (body armor, assault rifles, armored vehicles) creates a perception of violence towards civilians?

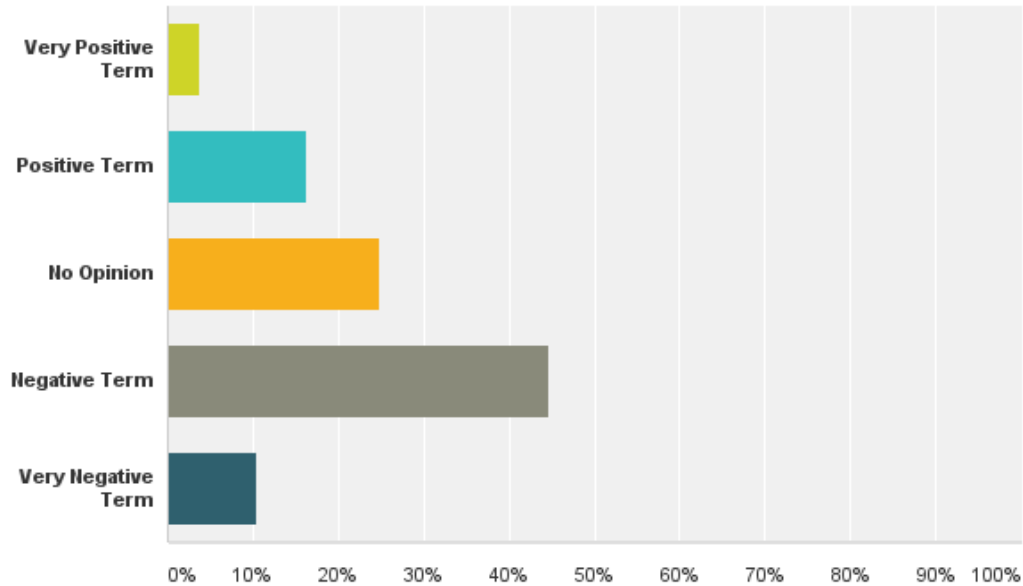
Answered: 33 Skipped: 0



[U.S.] As many respondents, 36.36% said there was a perception or strong perception of violence as those that had no perception. The additional 12.12% that said there was strongly no perception sways the data in the favor of the national survey group not having a perception of violence towards civilians (48.48%).

Q6 What are your feelings toward the term “Militarization”?

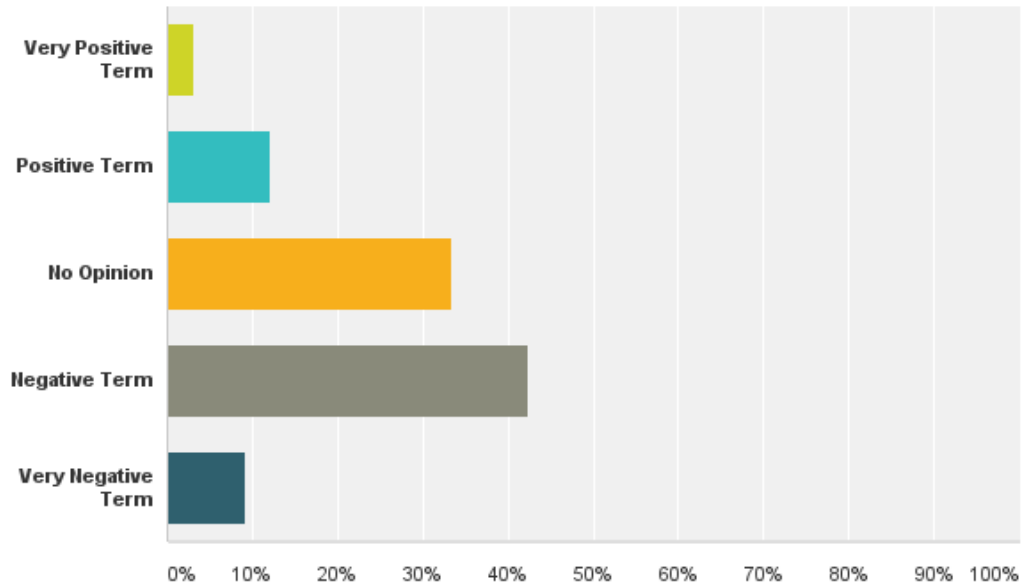
Answered: 105 Skipped: 1



[VA Beach] This question was used to determine if the term “militarization” was part of the problem police departments face when they use military equipment. 55.24% of respondents believe the term “militarization” has a negative connotation. Only 20% felt the term is positive. A larger number, 24.76% had no opinion on the term. This data shows that even in an area with such a large military presence and with such strong support for the military, the term “militarization” is seen negatively.

Q6 What are your feelings toward the term “Militarization”?

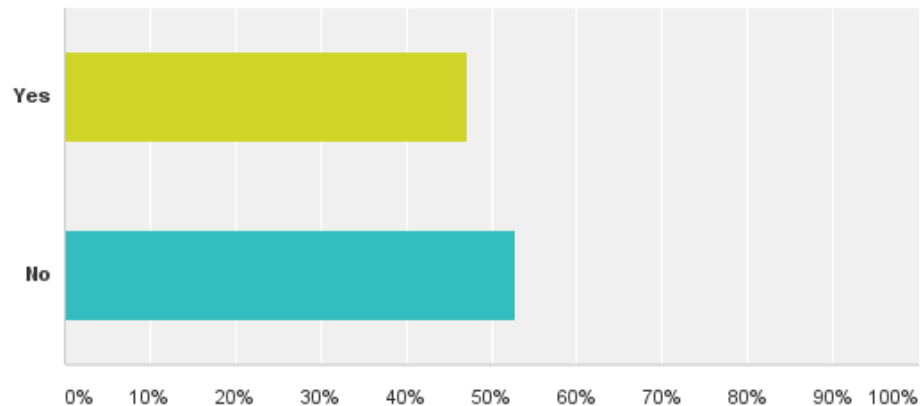
Answered: 33 Skipped: 0



[U.S.] The majority of the national respondents (51.51%) have a negative or very negative feeling towards the term “militarization”. Due to the large percentage that had no opinion, 33.33%, the positive perception seems significantly smaller at 15.15%. This data closely resembles that of the Virginia Beach group. Again, the term “militarization” has a negative impact on people and may be an area for further research as a way to change attitudes toward the DoD 1033 program.

Q7 Do you understand the DoD 1033 program which allows excess military equipment to be transferred to local and state law enforcement agencies?

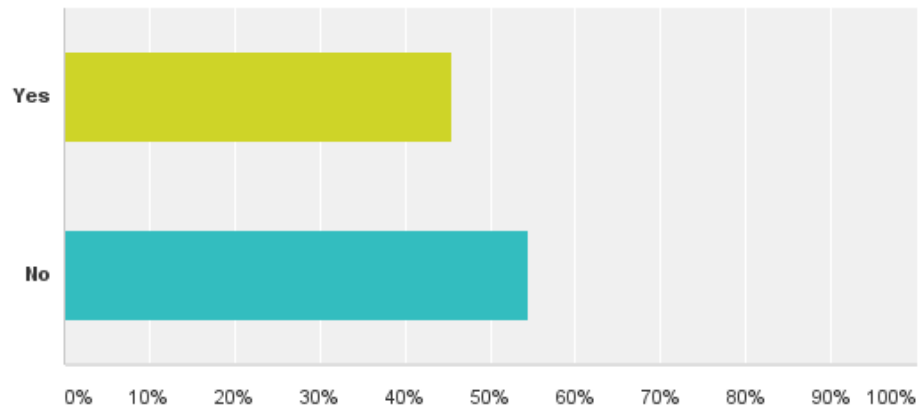
Answered: 106 Skipped: 0



[VA Beach] This question produced the closest ratio of responses with 56 respondents saying they do not understand the DoD 1033 program and 50 saying they do. The more than 52% that do not understand the DoD 1033 program shows that the police have room for improvement in educating the public on a program they use.

Q7 Do you understand the DoD 1033 program which allows excess military equipment to be transferred to local and state law enforcement agencies?

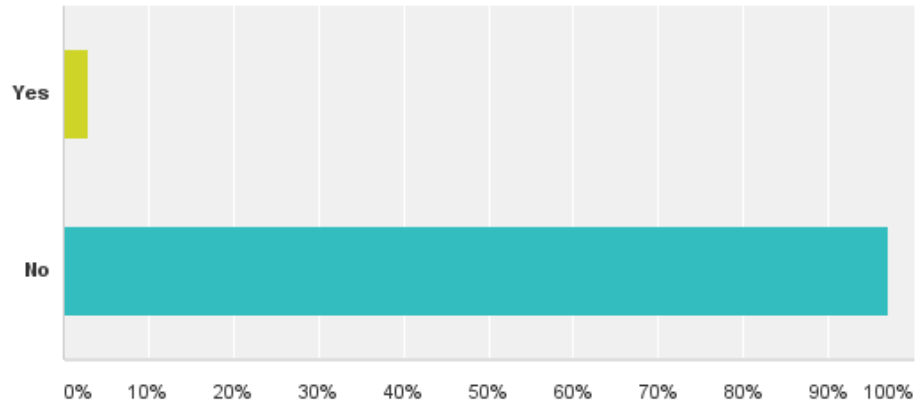
Answered: 33 Skipped: 0



[U.S.] Very similarly to the Virginia Beach respondents, the national respondents were 54.55% in the category of not understanding the DoD 1033 program. This Virginia Beach and national perspective of a majority not understanding the program really leaves room for law enforcement to conduct outreach and education to inform the public, at the national and local level, about the program.

Q8 Are you now or have you ever been a police officer?

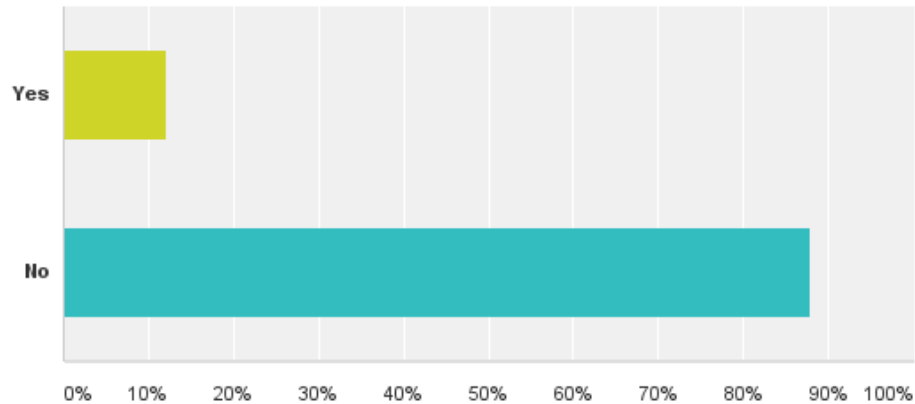
Answered: 106 Skipped: 0



[VA Beach] The overwhelming majority of respondents, 103 out of 106 are not nor have they ever been police officers. This question was used to determine whether a bias would influence the data with police affiliation. Clearly this was not an issue with this data set.

Q8 Are you now or have you ever been a police officer?

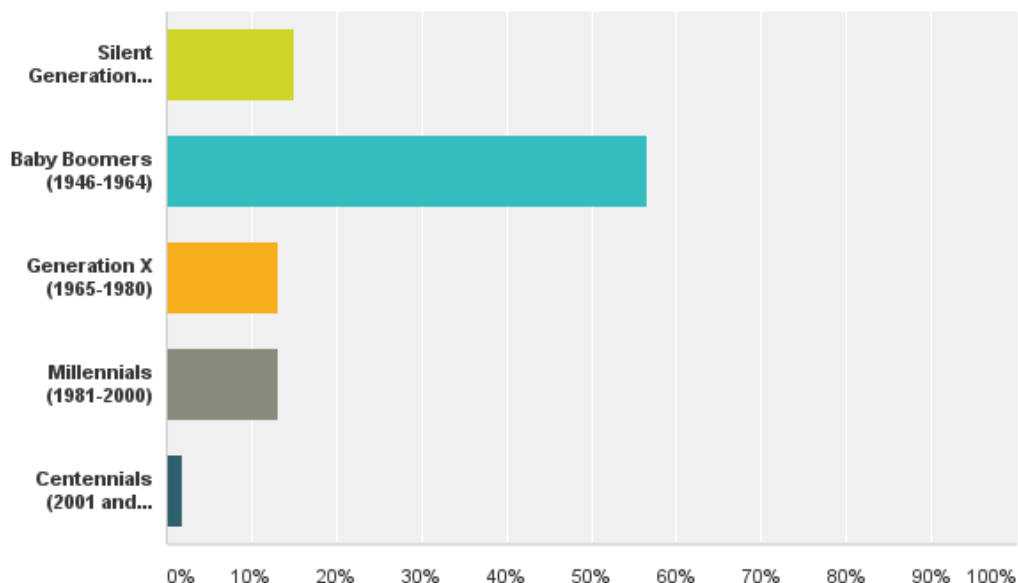
Answered: 33 Skipped: 0



[U.S.] 29 of the 33 respondents said they are not and have not been a police officer. This external validity check shows that the data is not biased towards police by including a statistically significant population of police officers in this survey.

Q12 What is your age (which category were you born in)?

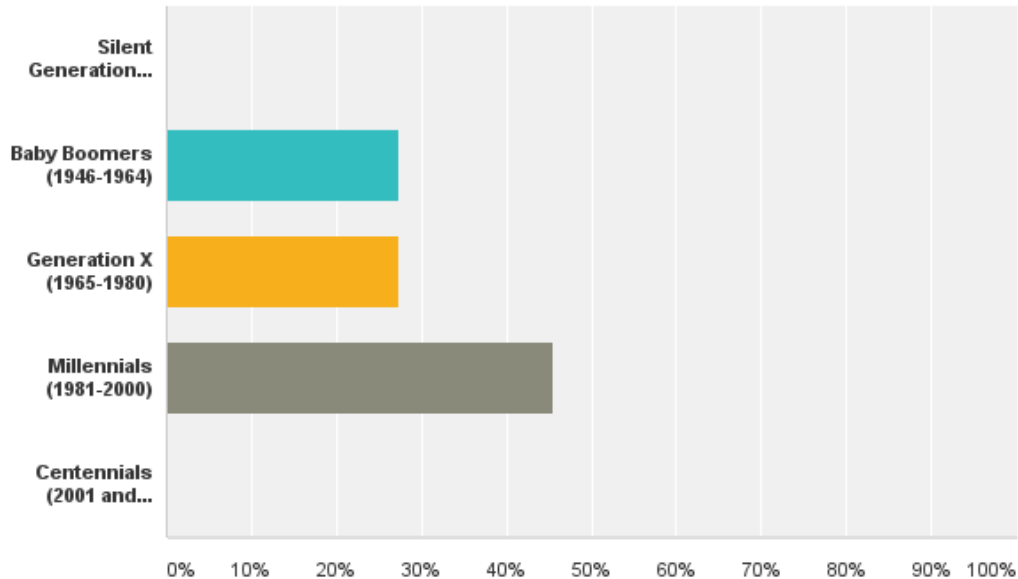
Answered: 106 Skipped: 0



[VA Beach] This question shows the segments of the population that participated in the survey. 16 (15.09%) are from the Silent Generation. 60 (56.60%, the majority group) are Baby Boomers. 14 (13.21%) are Generation X. 14 (13.21%) are Millennial's and two (1.89%) are Centennial's. Sampled respondents were generally older (about 72%) indicating that Virginia Beach has a larger than average retiree population.

Q12 What is your age (which category were you born in)?

Answered: 33 Skipped: 0



[U.S.] This question shows a significant difference in the respondents versus the ones in the Virginia Beach study. From an external validity standpoint, there is an even spread across three demographic groups with only the Millennials being slightly higher than Generation X and the Baby Boomer's. However, two groups are completely excluded from the national survey that had data points in the Virginia Beach study; they are the Silent Generation and the Centennials. Worth noting is that the two unrepresented groups are the oldest and youngest populations.

Summary of Key Findings of Survey Data:

Overall the data collected appears to be valid in that there are no anomalies and the trends follow what was expected on the subject population of Virginia Beach and that of the national perspective. The two data sets follow the same trends and all though there are

deviations in the results on particular questions, overall they trend the same way and are very similar. Question #5 provided the greatest surprise. This question pertains to the perception people have of police using militarized equipment and creating a perception of violence. The majority of respondents said there was not a perception of violence which does not support the hypothesis of this research.

The survey data was collected to determine certain demographics of the respondents. The first grouping was collected by age. The age categories were decided based on popular age groups that are relatable to readers and have certain characteristics that are associated with each group. On the question pertaining to the perception of their last interaction with law enforcement, the Baby Boomers and Centennials were the only group that could not recall their experience. The negative experience was entirely from Generation X. The rest of the age groups were equally distributed among the responses.

A second breakdown of the collected data was that by sex. The Virginia Beach survey group was broken down by sex as 57% female and 43% male. The most significant difference in responses by sex was in the question regarding the term militarization. When broken down by sex, 100% of the female respondents perceived the term “militarization” as a negative term or a very negative term. The male respondent population leaned negatively but was spread across the spectrum of responses, but mostly negative or no opinion.

Because of the volume of military installations in and around Virginia Beach, the respondent population is highly influenced by the military. Due to proximity and acquaintances associated with the military, it is likely the respondents in Virginia Beach answered questions about the military and militarization more favorably than would a population sample taken

without proximity to military installations.

Summary of Key Findings of Interview:

A telephonic interview was conducted with a senior ranking police official in the Virginia Beach area in regards to militarization and the police use of DoD 1033 equipment. The interview consisted of two general topics; procurement of equipment and perceptions of militarization.

The military items that the police official said were most commonly acquired through the DoD 1033 program were vests, helmets, uniforms and uniform accessories, gun boxes and duffel bags and packs. The official made it very clear that his department provided a budget that allowed him to buy all of the equipment necessary to outfit his department, however, if they were able to acquire items at no cost from the military, that meant they could provide additional items to their people and save money for other expenditures. The police official also made it very clear that from his military experience, he felt very strongly that military grade equipment provided better protection to his officers than civilian equipment. His confidence was due to first-hand knowledge of the military equipment's capabilities versus civilian grade. He stated he would rather have his officers in military grade equipment than civilian grade if given the choice.

From a perception perspective, the police official said that using military equipment does not present a negative or militarized appearance, using military equipment shows a professional appearance and shows that the police are dedicated to protecting their officers as much as they are the public. The official stated that most people understand why the police use

excess military equipment, but there are always those that don't and don't want to know and they are the ones that usually cause problems.

CONCLUSION AND RECOMMENDATIONS

Conclusion

This research has shown that perceptions of militarization are similar in the small sample population of Virginia Beach as to those of a larger geographic composition of responses. Across the responses, there is contradiction with the research regarding perceptions and support for militarization that was reviewed in literature prior to the start of collection for this research project. The majority of literature reviewed for this project reflected a negative perception of police by their communities when their police use militarized equipment. The hypothesis for this research mirrored the suggestion that people are influenced and think negatively of their police when they use military equipment. The hypothesis of this study is not supported by the collected data. In the Virginia Beach area or nationally, the majority of sampled populations do not feel there is a negative perception toward police when they are militarized.

The scholarly literature examined for this study suggests that a small portion of the population understand the purpose of the DoD 1033 program or why police would need to use militarized equipment. The collected data and interview show that nearly 47% of all respondents said they understood the purpose of the DoD 1033 program. Although the majority of sampled population (53%) indicated that they do not understand the program, the percentage is much higher, although less than 50%, than what is suggested in the literature. Respondents to the survey overwhelmingly were in favor of their police utilizing militarized equipment. However, respondents overwhelmingly said that the term “militarization” has a negative connotation. This suggests that people want their police to be well equipped and

protected, but do not want them to sound like an occupying force or martial law type of organization.

Recommendations

Recommendation #1: Beginning with the proposed budget for 2018, the Virginia Beach Police Department should allocate money for and create a public outreach or educational seminar to educate the public on the utility of the DoD 1033 program and why the police should take advantage of it. This training should occur as soon as practical in fiscal year 2018.

Recommendation #2: The Virginia Beach Police Department has a very comprehensive, publicly available “year in review” which lists statistics about their department. These statistics show types of calls for service, violent crime numbers and officer allocation. Virginia Beach should add to this the equipment they procure through the DoD 1033 program and include vignettes that illustrate why that equipment was helpful to the department.

A potential bias in the sample selection for the survey may have skewed the results as the original surveys were distributed to friends and family members of a law enforcement family. An implied bias could be evident because respondents are friendly and have a positive reaction toward law enforcement. However, because the total number of respondents far exceeded the number that were originally sent the survey, the validity of the survey data is confirmed.

A possible flaw in data collection may come from the wording of the survey questions. Whereas the research was attempting to collect data on the Virginia Beach police department, respondents may have answered their questions based on interactions with a Sheriff’s

Deputies, State Trooper or other law enforcement entity. This was not taken into consideration when the survey was drafted.

Areas for Further Research

In one area, the research suggests greater outreach is necessary between the police and the community to explain why police sometimes use militarized equipment and how they obtain it. A further explanation of the DoD 1033 program may help lower the negativity of the term “militarized” if it is put into appropriate context. Because there is such a negative reaction by survey participants to the term “militarization” and strong support for police use of militarized equipment, this research leads one to suspect more research should be done on outreach to the community and branding or terminology associated with the DoD 1033 program by police departments utilizing it.

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Appendix A

SEC. 1033. TRANSFER OF EXCESS PERSONAL PROPERTY TO SUPPORT LAW ENFORCEMENT ACTIVITIES.

(a) TRANSFER AUTHORITY

(1) Chapter 153 of title 10, United States Code, is amended by inserting after section 2576 the following new section:

“§ 2576a. Excess personal property: sale or donation for law enforcement activities”

(a) TRANSFER AUTHORIZED

(1) Notwithstanding any other provision of law and subject to subsection (b), the Secretary of Defense may transfer to Federal and State agencies personal property of the Department of Defense, including small arms and ammunition, that the Secretary determines is—

(A) suitable for use by the agencies in law enforcement activities, including counter-drug and counter-terrorism activities; and

(B) excess to the needs of the Department of Defense.

(2) The Secretary shall carry out this section in consultation with the Attorney General and the Director of National Drug Control Policy.

(b) CONDITIONS FOR TRANSFER

.—The Secretary of Defense may transfer personal property under this section only if

(1) the property is drawn from existing stocks of the Department of Defense;

(2) the recipient accepts the property on an as-is, where is basis;

(3) the transfer is made without the expenditure of any funds available to the Department of Defense for the procurement of defense equipment; and Certification.

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(4) all costs incurred subsequent to the transfer of the property are borne or reimbursed by the recipient.

(c) CONSIDERATION

.—Subject to subsection (b)(4), the Secretary may transfer personal property under this section without charge to the recipient agency.

(d) PREFERENCE FOR CERTAIN TRANSFERS

(1) In considering applications for the transfer of personal property under this section, the Secretary shall give a preference to those applications indicating that the transferred property will be used in the counter-drug or counter-terrorism activities of the recipient agency.”.

(2) The table of sections at the beginning of such chapter is amended by inserting after the item relating to section 2576 the following new item: “2576a. Excess personal property: sale or donation for law enforcement activities.”.

(b) CONFORMING AMENDMENTS

(1) Section 1208 of the National Defense Authorization Act for Fiscal Years 1990 and 1991 (Public Law 101–189; 10 U.S.C. 372 note) is repealed.

(2) Section 1005 of the National Defense Authorization Act for Fiscal Year 1991 (Public Law 101–510; 104 Stat. 1630) is amended by striking out “section 1208 of the National Defense

Authorization Act for Fiscal Years 1990 and 1991 (10 U.S.C. 372 note) and section 372” and inserting in lieu thereof “sections 372 and 2576a”.

SEC 1208. TRANSFER OF EXCESS PERSONAL PROPERTY

(a) TRANSFER AUTHORIZED. —

(1) Notwithstanding any other provision of law and subject to subsection (b), the Secretary of Defense may transfer to Federal and State agencies personal property of the Department of Defense, including small arms and ammunition, that the Secretary determines is—

- (A) suitable for use by such agencies in counter-drug activities; and
- (B) excess to the needs of the Department of Defense.

(2) Personal property transferred under this section may be transferred without cost to the recipient agency.

(3) The Secretary shall carry out this section in consultation with the Attorney General and the Director of National Drug Control Policy.

(b) CONDITIONS FOR TRANSFER. —The Secretary may transfer personal property under this section only if—

- (1) the property is drawn from existing stocks of the Department of Defense; and
- (2) the transfer is made without the expenditure of any funds available to the Department of Defense for the procurement of defense equipment.

(c) APPLICATION. —The authority of the Secretary to transfer personal property under this section shall expire on September 30, 1992.

Appendix B

Definitions of Military Tactics and Procedures from Field Manual (FM) 3-06.20

Cordon and search: Cordon and search is a military tactic to cordon off an area and search the premises for weapons or insurgents. It is one of the basic counter insurgency operations. Two types of cordon and search operations are cordon and knock and cordon and kick (or cordon and enter).

Movement to contact: A commander conducts this type of offensive operation when the tactical situation is not clear or when the enemy has broken contact. A properly executed movement to contact develops the combat situation and maintains the commander's freedom of action after contact is gained.

Stronghold assault: The ability to attack a fortified position from multiple breach points, simultaneously, while controlling the actions of the enemy.

Speed, surprise, violence of action: Literally means the unrestricted use of speed, strength, surprise, and aggression to achieve total dominance against your enemy.

Appendix C

Online Survey Questionnaire



EMPA 396

Survey on the Virginia Beach Police Department

My Name is Jerry Caetano and I am currently completing my master's degree in public administration at Golden Gate University. I am inviting you to participate in a brief survey to obtain your personal perspectives on the militarization of police.

This survey should take you approximately 10 minutes to complete (via www.surveymonkey.com). You can start the survey by clicking on the hyperlink and finish the survey at your convenience, responses are only collected when you press "submit". Neither a name or ID number are required to complete the survey; your answers are confidential and anonymous. The survey will only be used by me for the purpose of completing my research project. I will not publicly release your responses or other biographical information about you.

If you have difficulty or questions completing the survey, please contact me at gguempa396survey@gmail.com. I would like to have all responses collected by February 1st, 2017, which is when the survey will close.

Thank you in advance for your participation and for helping me complete my research project. Your participation and responses are very important to me.

* 1. I support police use of military equipment (body armor, assault rifles, armored vehicles)?

- ☐ Strongly Support
- ☐ Support
- ☐ Not Sure at This Time
- ☐ Not Supportive
- ☐ Strongly Not Supportive

* 2. How was your last interaction/experience with law enforcement?

- ☐ Very Positive Experience
- ☐ Positive Experience
- ☐ Do Not Recall
- ☐ Negative Experience
- ☐ Very Negative Experience

* 3. What is your perception of the U.S. Military?

- ☐ Very Positive
- ☐ Positive
- ☐ No Opinion
- ☐ Negative
- ☐ Very Negative

* 4. Do you have a family member/close friend that is a police officer?

- ☐ Yes
- ☐ No

* 5. Do you think police use of military equipment (body armor, assault rifles, armored vehicles) creates a perception of violence towards civilians?

- ☐ Strong Perception
- ☐ Perception
- ☐ No Opinion
- ☐ No Perception
- ☐ Strongly No Perception

6. What are your feelings toward the term "Militarization"?

- ☐ Very Positive Term
- ☐ Positive Term
- ☐ No Opinion
- ☐ Negative Term
- ☐ Very Negative Term

* 7. Do you understand the DoD 1033 program which allows excess military equipment to be transferred to local and state law enforcement agencies?

☐ Yes

☐ No

8. Are you now or have you ever been a police officer?

☐ Yes

☐ No

* 9. Do you have any general comments on the police use of military equipment?

10. What is your gender?

☐ Female

☐ Male

* 11. In what ZIP code is your home located? (enter 5-digit ZIP code; for example, 00544 or 94305)

* 12. What is your age (which category were you born in)?

☐ Silent Generation (Before 1945)

☐ Baby Boomers (1946-1964)

☐ Generation X (1965-1980)

☐ Millennials (1981-2000)

☐ Centennials (2001 and later)