Is Local Law Enforcement Prepared for the Returning Mentally ILL Combat Veteran?

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Abstract

The returning combat veteran is not a new topic of discussion, however with the evolution of warfare and the increasing demands on our military personnel this new environment is showing that it is conducive to causing major mental illnesses in our soldiers. Ft. Carson soldiers have shown that there can be a great potential for violence from them. Whether it be from the lowering of the Army's entry criteria or the constant redeployment of our troops, major mental illnesses are a fact within our military forces. Research has shown that soldiers are being forced from military service due to the vast numbers of them succumbing to mental illness. Due to the stigma of mental illness, many soldiers are not seeking help. With the training that these soldiers obtain through their service and their mental illnesses, they could pose a greater threat than the average citizen to local law enforcement. 67 Sheriff's Offices across the State of Florida were surveyed to determine if we are preparing for or anticipating problems with our returning combat veterans. Are there plans in place to assist with these returning soldiers? Will law enforcement be able to deal with this new type of engagement when it happens?

Introduction

In Law Enforcement, responding and interacting with citizens that have mental illnesses is occurring more frequently. Law Enforcement is being forced to deal with situations in which these individuals are often trying to hurt themselves and sometimes others. During these encounters, some individuals are calm and cooperative while others are willing to fight and/or hurt the responding officers. Whether they intend to harm themselves or others is debatable. Either way, these encounters should be treated with the utmost regard and safety. What happens if we add a new element to this mix? This element is the highly trained military veteran returning from a combat zone. Whether this veteran is separated from the service or if they are still active duty does not matter. With their training and experience, the returning veteran poses a more formidable threat than the average citizen. Military personnel have more training and experience than most law enforcement officers. We are currently teaching our soldiers how to fight an urban war, so the soldiers are far more prepared than law enforcement in this type of situation. Are law enforcement agencies taking this real threat seriously? Recent studies are showing that "the number of soldiers forced to leave the Army solely because of a mental disorder has increased by 64% from 2005 to 2009 and accounts for one in nine medical discharges" (Hong, 2010). This statistic by its self is alarming and should raise flags for local law enforcement agencies.

With the United States conducting operations in the Gulf War (Iraq) and now in Afghanistan, our military soldiers are being forced to serve longer tours and more frequently. It takes a soldier more than a year to decompress from a combat tour of duty. However, the current tours are coming more frequently than this one year mark. This problem is also increased by the speed in which soldiers can be deployed, meaning they could be home today and in a war zone tomorrow. When they have completed their tour of duty they instantly go from a war zone to home and they have a hard time adapting back to a normal life. It is very difficult for them to go back to driving normally here at home when they drove fast and did not stop in a war zone. The training is hard to overcome when they are constantly dealing with a life or death situation. Urban warfare has changed how the soldiers react. Soldiers come back to cities that look similar to the cities they just left in the war zone. This makes it difficult for them to adjust so they revert back to their training. This was just one example of how they face a hard time adjusting and being unable to decompress. With these additional assignments, our combat troops are showing that this increased demand is causing them to succumb to Post Traumatic Stress Disorder as well as other major mental illnesses because they can not decompress. When these afflicted soldiers return to the States, they are still suffering from their mental disorder. This is where a problem begins to emerge. The Denver Post reported that "Fort Carson soldiers charged with or convicted in homicides upon returning from Iraq had experienced intensive combat, several claiming they had witnessed war crimes, according to an Army report" (Riley & Roeder, 2009).

Since soldiers are returning with a wide range of mental disorders, the question is; will they indeed cause such an impact to Law Enforcement that tactics and methods will have to be changed and are we headed for more armed and deadly conflicts than with the average citizen?

Literature Review

Since the beginning of recorded time, man has been at war. From the first war to today's conflicts, men have and will continue to suffer from the things they have seen and experienced. Through the ages these afflictions have been called, nostalgia, homesickness, soldier's heart, exhausted heart, shell shock, combat fatigue, gross stress reaction and post traumatic stress disorder. In each case, soldiers have a variety of symptoms ranging from blindness, numbness, sleeplessness all the way up to reliving their war time memories in vivid detail. Today's reality is that our combat troops are asked to serve longer and more frequently in a war theater. "More than five years of recycling soldiers through Iraq and Afghanistan's battlefields is creating record levels of mental health problems, as about three in ten GI's on their third tour admit emotional illnesses" (Zoroya, 2008). This continuing process of recycling soldiers is causing a huge manpower shortage for the Army. "After nine years in two ongoing wars, Army commanders are now more than ever being forced to leave behind thousands of soldiers declared unfit for duty to not just injury and illness but also poor mental health" (Elements Behavior Health.com, 2010). After the soldiers realize that they have a

mental disorder, they often refuse to seek help for their disorder. "US military personnel fear that seeking help for mental health problems could harm their careers" (CNN.com, 2008). As a result of these soldiers having a severe mental disorder, they are unable to return back to the war front. Therefore their service is no longer useful. "New numbers released by the military show the Army is discharging more soldiers because of mental illnesses" (Marshall, 2010). When these soldiers who have proudly served our country return, what happens to them? Some try to obtain treatment for their disorders but others do not. But for those that do not, the statistics are not good. According to the Veterans Affairs statistics, an average of 18 veterans commits suicide every day (Clifton, 2010). This startling trend could pose a huge risk for law enforcement due to having to respond if we are notified about their suicide attempt.

When these soldiers return from combat whether they are still active duty or separated from the military, their problems do not end there. Soldiers are now self medicating, meaning they are abusing alcohol and drugs, whether the medication is prescribed or not. With this self medication, we tend to see an increase in DUI's, various misdemeanor arrests and domestic violence. "The number of active-duty soldiers who said they were having interpersonal conflicts rose to 14 percent from 3.5 percent, and the number of reservists reporting such conflict grew fivefold, reaching 21 percent six months after their deployment ended" (Waters, 2007). With these new statistics, law enforcement is now being forced to interact with these soldiers on a more frequent timetable. "Army leaders are increasingly concerned about the growing use and abuse of prescriptions drugs by soldiers, but a Nextgov investigation shows a U.S. Central Command policy that allows troops a 90 - 180 day supply of highly addictive psychotropic drugs before they deploy that contributes to the problem" (Brewin, 2011). To make the situation worse, the number of suicides has also increased from previous levels. Suicides in the Army have more than doubled since 2003. The Army rate is now higher than the civilian suicide rate. With these issues coming home with our troops, it stands to reason that we would see an increase in domestic violence. Civilians who have never seen combat are unable to relate to what the soldiers have seen or experienced. To bring this issue into perspective, "The number of active-duty soldiers getting divorced has been rising sharply with deployments to Afghanistan and Iraq" (Zoroya, 2005).

With the increase of domestic violence in the military, we know that it does not stay confined to just the soldiers' base. When the soldier and their families reside off base local law enforcement is responsible for responding to the situation. This becomes more apparent when we are constantly being reminded that "There is no shortage of headlines of U.S. soldiers who have returned from Iraq or Afghanistan and are assaulting and worse, killing family members. Domestic violence in the military, murder and suicide is a rapidly growing problem" (Stephenson, 2010). The problem of domestic violence is to the degree that, "Domestic violence happens so much in the military that the Department of Defense has made it an item of specific concern" (About.com, nd). Society is becoming painfully aware that the more tours of duty our soldiers serve and the longer the tours are, the greater the chance of them being diagnosed with PTSD or other mental illnesses. Now that these soldiers are returning from these longer and more frequent deployments, we are seeing that the rates for unemployment, alcohol abuse, domestic violence, homelessness and divorce are on the rise. With this information and knowing that domestic violence calls are one of the most dangerous incidents for responding law enforcements officers, the question is will these highly trained soldiers present an even more dangerous situation for local law enforcement? According to the National Law Enforcement Officer Memorial Fund website, 20 percent of the fatal law enforcement shootings were by ambush and 13 percent were as a result of domestic violence calls for service. The firearm related law enforcement fatalities of 2010 increased 24 percent from the 2009 year. These statistics were as a result of the average citizen (NLEOMF.org, nd). Are the statistics going to increase when the veteran combat troops return home?

The Army has stated that there are several factors as to why troops are committing violent crimes, in particular the troops from Fort Carson. One of the reasons given was that the soldiers admitted to serving in intensive combat and having witnessed war crimes. However, many of the soldiers had pre-existing conditions. These conditions include, mental illness and arrest records dealing with felonies. According to the Army's own policies, these soldiers should not have been allowed into the service. However, due to man power shortages they were given waivers and were accepted into the Army. The information available is suggesting that individuals that had certain tendencies and high risk behaviors to begin with were made worse by serving in intense combat. In addition to these tendencies, "Army officials said that a mix of addiction problems, mental illness and leadership failures- including inadequate attention identifying and treating soldiers underlying problems - contributed to the killing's" (DrugFree.org, 2009). Research is also finding that when soldiers are released from the service due to their mental illness, this act tends to aggravate their condition because their service was the last thing that was keeping them grounded. One issue that is readily apparent is the lack of research and documentation dealing with the returning veteran and the crimes they commit. The only documented cases of crime committed by veterans are the more violent and deadly crimes that make the news. "At present, most criminal justice agencies do not collect or maintain data that identifies the veteran status of individuals they process" (Brown, 2008). Due to this reason and the refusal of most agencies to document a suspect's military status, it is very difficult for good and valid information to be obtained. However, the issue of not obtaining data may be changing as of this moment in time. As our troops are returning home, some are committing crimes which unfortunately help change this fact because of stories like the following. In the summer of 2005, combat veteran, Matthew Sepi, went to a 7- eleven in Las Vegas to ask a stranger to buy him two tall cans of beer, because he was underage and was self medicating due to being unable to sleep. While there, he heard a boom, saw a flash and snapped. The end result was that a gang member lay dead and another was wounded. When interviewed they discovered "Matthew knew he shouldn't be taking his AK-47 to the 7- eleven" Detective Laura Anderson said, "but he was scared to death in that neighborhood, he was military trained and, in his mind, he needed the weapon to protect himself" (Alvarez, L. & Sontag, D., 2008). More and more returning veterans believe they have to be armed for their safety; this by itself should raise law enforcement awareness.

The courts are beginning to recognize PTSD as a legitimate defense, "Last year, California became the first state to pass legislation dealing with the small fraction of Iraq and Afghanistan veterans who end up entangled with the law" (Alvarez, L. & Sontag, D., 2008). However, this law only applies to lesser crimes. But in a huge decision, "the United States Supreme Court ruled unanimously that the sentencing decision of a Korean War Veteran convicted of murder should have taken into consideration Post Traumatic Stress he incurred during the war" (Military.com, 2009). With decisions like this, obtaining data should become easier. This decision came after Jesse Bratcher was found guilty of murder by reason of insanity. He was the first Iraq veteran to successfully use his PTSD as a defense in a court of law; it mitigated his crime (Azpiri, 2009).

Method

This research project was conducted due to the vast numbers of returning veterans from active combat and that there is no real data available in respect to the way law enforcement handles combat troops when they are suspects or mentally ill. Also, the military presence varies throughout the State of Florida and from county to county. Obtaining a true representation of the varying amount of interaction with military personnel is vital in order to obtain a true representation of how severe a problem law enforcement may be facing. I chose to survey all 67 Sheriff's Offices in Florida instead of police departments so that I could obtain a sufficient amount of data without having to pick agencies at random. By utilizing the Sheriff's Offices, I am guaranteed to get an accurate cross section of information and data from throughout the state. The most convenient way to obtain the data was to send out an email with a link to the survey. The survey consisted of nine questions. Each agency was asked to complete the survey within two weeks. The returned results for each survey will be recorded by Survey Monkey and will be analyzed accordingly.

A strength of the survey was that it was short, straight forward and to the point. After the completion of the survey, I noticed a few weaknesses of the survey. The first weakness is that I did not specifically mention combat troops, which could change the perception of the term active duty. Another weakness is that I should have added a comment section to some of the questions so that agencies can include information pertinent to their agency instead of just a yes or no option. The last weakness that was discovered upon receiving the surveys was that I did not plan for or remember that some Sheriff's Offices do not run the county jail. It was due to receiving a survey from Orange County Correctional Institute that I realized this short coming. Due to this fact, I ended up sending out 68 surveys instead of 67 so my results will be based upon a total of 68 surveys. I also noted that 4 agencies did not respond to the last 3 questions of the survey. I believe this to be a software problem.

Results

As previously mentioned, a total of 68 surveys were sent out. At the conclusion of the time period, I received a total of 34 responses to my survey. This gave me a 50% return rate. The data was then analyzed into the following tables:

	Responses	Response Rate	Total Answers	Skipped
0 – 50 miles	14	41%	34	0
51 – 100 miles	12	35%		
101 – 150 miles	5	15%		
151 – 200 miles	3	9%		

Question 2: How close is the nearest military base to your agency?

Question 3: Has your agency seen an increase of arrests for military personnel over the last 5 years?

	Responses	Response Rate	Total Answers	Skipped
More Arrests	2	6%	34	0
Less Arrests	1	3%		
Unchanged	31	91%		

Question 4: Does your jail document the active duty status of arrested military personnel?

	Responses	Response Rate	Total Answers	Skipped
Yes	17	50%	34	0
No	17	50%		

	Responses	Response Rate	Total Answers	Skipped
Yes	33	97%	34	0
No	0	0%		
Contribute Members	1	3%		

Question 5: Does your agency have a SWAT team?

Question 6: Does your agency have a Crisis Intervention Team (CIT)?

	Responses	Response Rate	Total Answers	Skipped
Yes	27	79%	34	0
No	7	21%		

Question 7: Does your agency believe that returning veterans will be a concern for officer safety?

	Responses	Response Rate	Total Answers	Skipped
Yes	9	30%	30	4
No	17	57%		
Other	4	13%		

The Other responses were:

- Unknown
- I do not believe they have discussed this
- Has never been discussed
- Unchanged as to previous veterans

Does your agency have a plan in place for returning veterans, when they are suspects?

	Responses	Response Rate	Total Answers	Skipped
Yes	5	17%	30	4
No	23	77%		
Other	2	6%		

The Other responses were:

- Aware of services provided to vets related to stress
- Treat all suspects as potential threats

Question 9: Does your agency have a plan/policy for responding to a returning veteran with a mental illness?

*This question had a pick all that applies for answers.

	Responses	Response Rate	Total Answers	Skipped
SWAT	8	27%	30	4
СІТ	15	50%		
Other	16	53%		

The Other responses were:

- No
- Hostage negotiators
- None
- Mental Health Care Providers that have partnered with us.
- Depending on the call for service either of the above
- No plan
- As needed
- Same as general public
- Deputy response and additional as needed or determined from responding deputy
- We have no plan other than EAP service
- Partnership with the local behavioral facility
- To be determined by circumstances
- No set plan in place. Circumstances dictate response.

**While compiling the data for this question, I also determined that 100% of the respondents that checked the other box had a SWAT team and 69% had a CIT program.

Discussion

Upon reviewing the collected data, the most surprising statistic of the entire survey was that the vast majority (57%) of agencies do not fear for their officer's safety from returning combat troops. I do not completely understand this response. However, due to the type of combat our troops are fighting, I thought that more agencies would have been more concerned. Although war is not new, the type of war we are fighting is one in which we have never fought. Our troops are fighting an urban war in which old methods and tactics do not work. Our troops are adapting and are currently very skilled at this type of new warfare. It is because of the high rate of mental illness in the returning veterans in conjunction with the urban warfare that I chose this research topic.

What happens when our troops return to a sense of normalcy and they suffer from a mental disorder? Who will be there to either help or stop them? What if they go on a rampage like the troops at Fort Carson; how will we respond as law enforcement? As previously stated, the troops that realize that they have a mental disorder are not seeking treatment. We are currently leaving behind troops here at home because of the high mental illness rate. We continue to recycle soldiers on a more frequent timetable which does not allow them to adjust and it also causes a manpower shortage due to burnout. The soldiers are allowed to possess up to 180 days worth of highly addictive psychotropic drugs while on the battlefield. The Army suicide rate is already above the civilian rate. Most of these returning veterans are armed at all times and are fearful for their safety. Military domestic violence is rapidly increasing, interpersonal conflicts (domestic violence) grew 11.5 % for active duty personnel and the National Guard rate grew fivefold just six months after a deployment. This problem grew so much that the Department of Defense has made it a special concern. These are just some of the reasons as to why I was surprised that there is not more concern for our officer's safety in the near future when more troops return home ...

When asking the question on the survey that if there were any plans or policies available to respond to troops that suffer from a mental illness or even a brain trauma injury when they are suspects, the response surprised me. Of all responses received, 77% said that they do not have a plan. The remaining responses basically stated that they will defer to the SWAT or CIT units to deal with the situation. Although this may work at times, I do believe that it is very short sighted and that it could have serious repercussions. What happens if there are two incidents going on at the same time or if there is an active shooter situation? The mere fact that this individual is a combat veteran with experience places this individual into a significantly different category than the average citizen. I also believe that the majority of SWAT teams can not effectively split in to two or more groups due to the size of most of the agencies. The other issue is that due to a combat soldiers military training and experience, they are far more ready and able to take the fight to us if they feel threatened. Law Enforcement patrol officers do not know how to fight in an urban combat setting and we rarely are exposed to an active shooter situation or that type of training. Although, we deal with shootings and are involved in them, we do not have the training or tactical knowledge to go toe to toe with a combat veteran in an urban combat situation where they have had time to plan. Therefore, this is a direct advantage to the returning combat soldier. I strongly believe

that law enforcement officers need urban combat training in order to understand the dynamics and techniques of what the combat soldiers will do so that we will be prepared. This type of training is probably not practical due to budget restraints currently being placed on all agencies, however, I do believe that it is needed and would be worth the financial investment.

Law enforcement agencies in the State of Florida have made progress in dealing with the mentally ill. When asking about having a plan or policy for responding to a call for a returning veteran with a mental illness, 50% of the respondents stated that they had a current Crisis Intervention Team (CIT) available to deal with the situation. It should be noted that of all the respondents, 69% currently have an active CIT unit. This plan alone is helpful however, having a CIT program does nothing when the situation has already progressed to an active shooter situation. Once again, I can not over emphasis that the returning combat soldier should be placed in a different category than the average citizen and the CIT officers should use extreme caution when dealing with these individuals.

With the majority (76%) of agencies stating that they are less than 100 miles away from a military base, I believe that each and every agency in this State has the potential to be faced with a mentally ill combat soldier. Although the vast majority (91%) of responding agencies say that they have not seen an increase in the arrests of military personnel, this could possibly be attributed to the fact that we currently have the majority of our troops deployed in and around the Iraq and Afghanistan theaters. What concerns me the most is the fact that the President has ordered a reduction in troops from Afghanistan beginning this July and that they will return to the United States in the thousands. Although this potential problem will not be unique to Florida and that Florida will not absorb all of the returning soldiers, I believe that it could have a huge impact upon this State and on the law enforcement community.

Upon receiving the data about whether jails document the active duty status of military members upon their arrest, I was surprised to see that 50% of the respondents do in deed document the active duty status. I do believe that this could be an early warning for law enforcement as to the path some service members are taking. Upon recurring arrests, we could see a pattern that would make us more aware of that individual's tendencies and mental stability. Maybe this could be a time in which law enforcement can and should intervene in some manner to keep the individual from escalating into worse situations.

We are currently at a moment in time in which we can either help the returning soldiers or ignore the warning signs. The military is trying to rectify the situation but they are overwhelmed by the sheer numbers of affected soldiers. Until the stigma of mental illness has been overcome, many soldiers will not ask for help and they will continue to suffer needlessly. We asked them to fight for our freedom and they did, it is now time to do what we can in any manner to assist them in their time of need. I still believe that law enforcement needs to be trained in urban combat situations to give us a better understanding of what the soldiers can do. CIT programs are being created throughout Florida and I truly believe in the value of this program. The CIT program is working and it is helping people daily and should be implemented in all agencies. If people do not believe what is happening with our soldiers and they disregard their cries for help, the

possibility of losing law enforcement officers will be a reality that many will say they did not see coming. Although the tragic loss of lives due to mentally ill soldiers is small, the possibility of this statistic increasing could be significant if law enforcement does nothing. I also believe that this topic will be brought to the forefront in the near future as the soldiers return. I also believe that further study on this topic will be necessary to determine if the statistics are going to continue to go up or if they have remained consistent. It should also be noted that I did not research the issue of returning combat soldiers who are employed within our agencies through the reserves and National Guard or the issue of hiring them upon there completion of service with the military. This too could be a concern if we do not provide support for them, if and when they need it. As written in the July FBI bulletin, the author stated the following as their conclusion: "Although responding law enforcement officers and negotiators want to help this nation's honored warriors, they must remember that a veteran or active-duty soldier also can represent an extreme danger. Their weapons training and ability to act under pressure make it all the more imperative that law enforcement personnel prepare to deescalate the situation and avoid "the battle."" (Etter, D., McCarthy, L., & Asken, M., 2011)

Lieutenant Patrick Vega began his law enforcement career in 1996 with the Escambia County Sheriff's Office. He began serving the Santa Rosa County Sheriff's Office in 1998. He was a Field Training Officer and was then promoted to Sergeant in 2002. As a Sergeant he supervised a patrol shift and also became the agency Baker Act Coordinator. In 2006, he was promoted to Lieutenant. During this time he became the Accreditation Manager, Field Training Supervisor and supervised several civilian departments. Upon a successful reaccreditation review, he was placed in charge of the Navarre district for almost 4 years. He is currently a patrol Lieutenant. Patrick has an Associate's Degree in Pre-Engineering from Pensacola Junior College and a Bachelor of Science Degree in Criminology from Florida State University.

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Appendix

Survey

- 1. Name of your agency.
- 2. How close is the nearest military base to your agency?
 - 0 50 miles
 - 51 100 miles
 - 101 150 miles
 - 151 200 miles
- 3. Has your agency seen an increase of arrests for military personnel over the last 5 years?
- 4. Does your jail document the active duty status of arrested military personnel?
- 5. Does your agency have a SWAT team?
- 6. Does your agency have a Crisis Intervention Team (CIT)?
- 7. Does your agency believe that returning veterans will be a concern for officer safety?
- 8. Does your agency have a plan in place for returning veterans, when they are suspects?
- Does your agency have a plan/policy for responding to a returning veteran with a mental illness? If so, which of the following: SWAT

CIT

Other _____

Survey Data

Question 2

How close is the nearest military base to your agency?



Question 3

Has your agency seen an increase of arrests for military personnel over the last 5 years?



Does your jail document the active duty status of arrested military personnel?



Question 5

Does your agency have a SWAT team?





Does your agency have a Crisis Intervention Team (CIT)?

Question 7

Does your agency believe that returning veterans will be a concern for officer safety?



Does your agency have a plan in place for returning veterans, when they are suspects?



Question 9

Does your agency have a plan/policy for responding to a returning veteran with a mental illness?

