

THE

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**Driverless Vehicles  
Could Hurt Law  
Enforcement and  
Public Budgets**

**California's  
Disappearing Grim  
Reaper**

**Are You Ready for  
Change? What The  
Community Expects  
from Its Police**

CALIFORNIA  
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# Driverless Vehicles Could Hurt Law Enforcement and Public Budgets

By: Captain Chou Her, UC Merced Police Department

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Advancements in driverless vehicle technology since the United States' Defense Advanced Research Projects Agency's autonomous vehicle challenge in 2004 have been significant (Weber, 2014). These advancements have made the mass production of driverless vehicles more plausible within the next decade. Today's technology allows for self-parking vehicles, cruising on highways, crash avoidance, voice recognition, and more. Functional prototype driverless vehicles are already being tested (Hood, 2015) in real life roadway conditions.



Google's driverless vehicles have traveled more than 1.3 million miles since 2012. The company has a full testing facility in Atwater, CA., where it is testing some of its driverless vehicles on a 40-acre test site (Patton, 2014). Over a 14-month period, Google's driverless vehicles had 341 incidents where human intervention was needed to prevent an accident. Of these instances, 13 were to avoid a collision, 69 were to prevent dangerous driving action, and 272 were due to a software failure. The number of incidents needing human intervention is decreasing as engineers learn from each driving incident (Titcomb, 2016).

The rate of advancement in vehicle technology points to driverless vehicles becoming versatile enough to serve multiple users throughout any given day, thus allowing for car sharing in addition to driving autonomy. The vehicles will also be intelligent enough to navigate the traffic terrain of our communities (Desouza, 2015). Unlike a traditional vehicle, which is normally parked at a location, a driverless vehicle could be tasked with picking up and dropping off multiple people throughout an eight-hour workday (Della Cava, 2015). It could even return home or to another site and park to avoid paying fees for parking at pay to park facilities. This capability presents new opportunities and possibilities; the question is how will such an advanced vehicle impact the economy? Certainly, new vehicle sales will help; there are, though, adverse outcomes in other ways.

This question, coupled with how different generations view the automobile, is cause for concern for those whose professions rely on the status quo. There are studies from a variety of authors about the vehicle buying habits of Generation Y or the millennial generation. These articles discuss a varying degree of things about Millennials and cars. They all agree that Millennials are not buying cars at the rate of

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previous generations (Cortright, 2015). The three biggest reasons cited were the high cost of vehicles, the change in lifestyles which makes vehicle ownership impractical, and the growing preference for public transportation (Forbes, 2015). This trend of opting out of vehicle ownership will have a significant impact on the ability of some public entities to generate funds if current revenue is based on licensing fees, parking fees, or other similar activities (Thompson, 2012).

### **The Economy, Cars, and Revenue**

This generational shift in viewpoint toward vehicle ownership is partly responsible for the birth, rise, and success of ride sharing companies like Lyft and Uber (McEvoy, 2014). In just a few short years, these companies have grown and matured to be very profitable. Lyft expects its 2015 profits to top \$1 billion (Somerville, 2015). Adding to any potential loss in government revenue, some of these profits are untaxed because there is no consistent method of collecting or assessing a tax on their service.

This failure to tax these transactions is not due to a lack of desire by the government. It is more due to a lack of comprehension, planning, and diligent action at the infancy stages of this service market (White, 2015). By its very nature, government entities have typically been behind the curve on emerging issues or trends. For action to take place in government on any issue there is usually debate, attempts toward consensus and sometimes compromises. This process may involve multiple levels of government agencies before each step in the decision-making process can be made. For all these steps and process to take place, it may take weeks, months, or even years.

In contrast, Uber was founded in 2009, and Lyft was founded 2012. Their revenues soar in a yet-to-be fully regulated market, while laws and policies still struggle to understand and regulate their services. There is no consistent strategy to efficiently leverage these financial transactions, which are only growing with every download of an Uber or Lyft mobile application. Cities and states continue to lose revenue.

There is currently a patchwork of inconsistent ordinances and laws to regulate this new service market. The difficulty of developing rules and regulations in this market is its continuous evolution to meet the changing nature of demand (Quinton, 2015). The exact amount of tax revenue the government is failing to collect is difficult to quantify. However, New York City may exemplify the possible revenue stream if regulation was in place in other communities. New York has a regulatory system in place that collected \$158 million in 2015. The city regulates ridesharing drivers the same way it regulates limousine companies. It imposes an 8.8% tax on every ride provided by a ride sharing driver (Quinton, 2015). This has allowed the city to collect from its ridesharing drivers almost twice what it collects from taxi services. The revenue collected represents the growing market and the demand for the use of the service. Other government entities need to look past the lobbying efforts of affected industries to effectively leverage growth in this new service market.

### **A Dramatic Decline**

There are more than 253 million vehicles in the United States (Hirsch, 2014). Each of these vehicles pays a state registration fee or annual tax. If one driverless vehicle could potentially replace or do the work of up to eight standard vehicles, the number

of vehicles in the population could drop significantly. This would have a devastating impact on the Department of Motor Vehicles' (DMV) revenue streams which funds many other segments of government. For example, the California Highway Patrol (CHP) is heavily dependent on the funds collected by the DMV. In fiscal year 2014-2015, approximately 90 percent of the CHP's \$2 billion budget came from vehicle licensing fees collected by the DMV. This budget paid the salaries of over 8,000 traffic officers and administrative support.

If a driverless vehicle could do the work of at least three standard vehicles, the budgetary decrease for the CHP could be up to 40 percent or more. This would mean CHP's \$2 billion budget could suffer an \$800 million cut or more. This translates to the potential layoff of over 3,200 officers.

Government acting too slowly in response to emerging areas of the economy will play itself out if law enforcement administrators and public officials do not react with a plan to address driverless vehicles. Nationally, only six percent of American cities are developing their transportation plans with driverless vehicles in mind. This is in spite of several of the technology manufacturers saying that driverless vehicles will be on the market by 2020 (Morris, 2015). In a report by the National League of Cities, it is predicted that by 2020 there will be an increase of driverless cars on the roadways and it urges cities to plan their transportation with them in mind (National League of Cities, 2015). Additionally, the California Legislative Analyst Office in a March 2015 report stated that the sharing economy, of which driverless vehicles are a part, will impact many of the industries government has long depended on for revenue (CA Legislative Analyst Office, 2015). This report provided notice of the impending budget future.

Public revenue streams associated with the use and ownership of vehicles could be impacted if one driverless vehicle can replace the need for four to six of today's standard vehicles. Such a car could shuttle people from site to site throughout a normal day. This would be a stark contrast to a standard vehicle, which can only go where someone drives it to, thus requiring multiple vehicles to serve multiple people. The end result would be that over time, fewer and fewer vehicles would be in circulation until a new (lower) driverless vehicle per population ratio is attained. This may take place over a period of years or decades depending on the rate of driverless vehicles entering the market and pace at which the population lets go of their standard vehicles. Over a period of time, the impact on government revenues will likely decrease with each fiscal year.

### **What Does This Mean?**

The research into the impact of driverless vehicles on the economy and public revenues is very new, and the depth of the available information is still developing. What is generally accepted is that driverless vehicles will have an impact on the economy. The introduction of driverless vehicles into society will mean a significant impact on the amount of revenue, which a government entity may be able to generate (Desouza, 2015). A need for fewer vehicles by society would mean less traffic enforcement resulting in fewer traffic citations being issued. Fewer vehicles in society would mean a decrease in the need for parking, which would mean less demand for

paid parking spaces. All this translates into a foreseeable decrease in government revenue.

The reliance of the state and cities on sales taxes to fund everything from social services to public safety means there will be a significant impact should 253 million vehicles get reduced to 150 million vehicles or fewer. The situation may be especially dire if there is no political, regulatory or innovative action to leverage the revenue generating potential of driverless vehicles. Significant drops in this revenue stream could be devastating to a public entity's ability to operate.

Beyond registration fee losses, many cities, colleges and universities operate parking facilities. Some of these facilities are large building projects and may have been built using borrowed funds. The method behind some of these funding paths is that over a pre-determined time, a projected number of users will have paid for the facilities. This is where things may be problematic. It is likely that some of these projects may have been financed and built under a model where the impact of driverless vehicles was not fully considered (Litman, 2015). This is already playing out in many public facilities like the Bob Hope Airport in Burbank, California, and the airport at Salt Lake City. The ride sharing companies have eroded the parking revenue projections making it very difficult to meet debt obligations. In the Bob Hope Airport situation, the growing use of Uber and Lyft was directly blamed by the airport director for the 2.1 percent loss in revenue in September 2015 (Garland, 2015).

Another area that driverless vehicles will affect is the revenue stream from traffic citations. Cities and local governments receive a percentage of the revenues/ fines collected for every traffic citation issued to motorists within their jurisdiction. The percentage of the fine varies from city to city based on a pre-negotiated agreement the city may have with the court. On average it is approximately 85 percent of the base fine amount and the average base amount of a traffic fine is approximately \$100 (Office of City Auditor, 2011). This means a city would receive \$85 for every \$100 citation issued by its officers.

As the use of driverless vehicles are introduced into the transportation market and become the main method of travel, the traffic citation revenue stream will be impacted. For example, a typical California city of 100,000 residents would have a police department with approximately 100 officers based upon the principle of 1 officer per 1,000 people. The traffic enforcement unit in a city this size would likely have 10 to 15 officers. The average number of citations issued by a traffic officer is 10 to 15 for an eight-hour work day (Officer.com, 2009). This would equate to approximately 58,500 citations being issued just by the 15 traffic officers in a given year generating approximately \$4.9 million. If the yearly cost for an officer in this city were \$125,000, including benefits, \$4.9 million would be enough to fund the 15 traffic officers and over 20 additional officers or any combination of officers and support staff.

For this city, this means any decrease in traffic enforcement revenues has the potential to heavily impact the service quality of the department. It will likely mean major changes to the organization if other reliable sources of revenue, current or newly developed, are not found. Task reassignments may occur. However, layoffs will be unavoidable as most government entities will only be able to absorb so much revenue loss.

## **Embracing and Planning for the Future**

The vehicle of today is the catalyst of many revenue streams. The decrease or end to some of these revenue streams may have a significant impact on public services. This is especially true for college campuses and other entities, which directly rely on fees linked to vehicle use on campus and the parking of cars on campus. The potential revenue losses could be 40 percent or more based upon the formula of one driverless vehicle replacing just three traditional cars (Geier, 2015).

Leaders must accept the possibility of a shift in the mission of their organizations should a key responsibility or task no longer be needed. For example, if driverless vehicles virtually eliminated traffic violations and accidents, some segments of law enforcement may no longer need to exist. A major task of the California Highway Patrol may no longer be necessary with driverless vehicles that do not violate traffic laws and do not become involved in accidents. The more than 8,000 CHP officers could be reduced by approximately 3,200 officers just based on a reduced budget and likely more due to a lack of need for traffic enforcement.

On the other hand, law enforcement agencies may find themselves having to expand the mission of their organizations to take on more responsibilities. Regardless of what direction an organization is likely headed, law enforcement leaders should take the following steps:

- Reflect on the department's mission statement and determine what is practical given the potential new budget realities associate with the growth of driverless vehicles.
- Work closely with public officials to identify potential new revenue opportunities and/or supplemental funding opportunities.
- Identify likely budget scenarios based upon revenue projections which account for the growth of driverless vehicles.
- Work closely with public officials and community leaders to craft a new purpose/mission for policing expectations.
- Begin working with public officials to steer the department's resources, staffing, and mission toward the most likely scenario.

Each governing authority's budget realities may differ from another depending on the available local resources. For example, the resources of an affluent area may be very different than that of a small agricultural area. Law enforcement leaders and public administrators need to be flexible and adaptable to the inevitable reality that driverless vehicles are the unavoidable future.

This would be a future where law enforcement agencies may be smaller but the work they perform will be more focused on public safety issues as traffic safety becomes less of an issue. It would mean more efficient use of limited crime fighting dollars and financial saving from the reduction in vehicle accidents. Finally, it could be a future where there is more effective policing as a result of the distribution of existing resources, elimination of inefficient operations, and improvement in services through the consolidation of organizations.

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# California's Disappearing Grim Reaper

By: Lieutenant Keith Boyd, Marin County Sheriff's Office

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Entering the autopsy suite, you begin to realize today is quite different than any other day you've experienced. Overnight, four new souls made their way to the morgue, a cold and sterile place, where the final chapter of their lives will soon be told. The first case of the day, a suspected homicide victim, has been staged on the autopsy table made ready for examination. Moving through the autopsy suite you see all the regular players are there. On the left you see your autopsy technician with the tools of the trade prepped and ready. To your right you see detectives from the homicide and crime scene investigation units. You turn your attention down toward the victim and then it seems as if time is standing still. Frozen in a moment of time you are stunned as you come to the cold harsh reality you are looking down at yourself lying lifeless on the cold steel table.



What happened? How did your life end? As more questions run through your mind, you realize you don't know the answers and ask who is going to answer the questions for you and your family. Panicking, you look quickly to your left and right for the author of the story. Yet nowhere to be found is the forensic pathologist who will perform your examination. At that instant, you start wondering "Who is going to be able to tell the homicide investigators what happened? Who will speak for me?" With time suspended, you realize the hard cold fact; in the not-too-distant future, the future of forensic pathology for criminal investigations is grim.

## Who Are Forensic Pathologists & What Do They Do?

Coroner and medical examiner systems in the United States can trace their origin to 12th century Anglo-Saxon laws. The coroner systems initially utilized in the United States were brought to the country when the English initially colonized it (Rao MD, 2013). Forensic pathology is the subspecialty of medicine practiced by pathologists devoted to the investigation and physical examination of persons who die a sudden, unexpected, suspicious, or violent death. Forensic pathologists are used in this manner in medical-examiner, sheriff-coroner, and coroner systems throughout the United States (National Research Council of the National Academies, 2009). They are physicians who have completed, at a

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minimum, four years of undergraduate studies, four years of medical school, and three to four years of medical specialty training in anatomical and clinical pathology. This is followed by an accredited fellowship year in forensic pathology (National Research Council of the National Academies, 2009).

Forensic pathologists are tasked to make determinations on the cause of death from their knowledge of the circumstances (American Academy of Forensic Sciences, 2015). The current pool of practicing forensic pathologists is aging out of the workforce. Fewer medical students are specializing in forensic pathology, leading to concerns that gaps in the services provided in medicolegal death investigations will be forthcoming.

### **A Reduction of Forensic Pathologists in the Near Future**

Over time, pathology has become less attractive to medical school students and graduates. In 1987, the rate of medical school students selecting forensic pathology dropped from 2.3 percent to 1.6 percent over the preceding 5-year period (Smith, 1987). The desire to complete post graduate courses as soon as possible to begin paying off accrued debt also factored into the decline. (Smith, 1987) Pathology in general was not listed as a specialty option on Association of American Medical Colleges' questionnaire for all years between 1990 and 2003 and was therefore not included in the analysis of the trends of uncontrollable versus controllable specialties (Lambert, MD & Holmboe, MD, 2005). This leads to questions about ways to cope with the loss of forensic medical specialists. Would technology work as an alternative for forensic pathology? Could technology supplement the ongoing shortage of forensic pathologists? Does technology exist to support, supplement, or redefine forensic pathology?

### **The Virtopsy**

The technology to perform virtual autopsies exists, but it has not been accepted into mainstream forensic pathology. Multi-slice computed tomography and magnetic resonance imaging used with three-dimensional imaging technology creates vivid images of the interior human body (U.S. National Library of Medicine, 2014). These imaging technologies are known as "virtopsy," a bloodless and minimally invasive "virtual autopsy" procedure to examine human remains for causes of death (U.S. National Library of Medicine, 2014). The first step to use "virtopsy" is to show its value.

A 2003 study concluded that virtopsy independently produced sufficient information to determine the cause of death in 55 percent of the cases sampled (Thali, 2003 ). The advantages of virtopsy are that it is not invasive or destructive of tissue and can provide dramatic pictures of skeletal and soft tissue injury (National Research Council of the National Academies, 2009). Unfortunately, the costs for this upgrade can't be justified by a 55 percent success rate in forensic pathology cases (which statistically is about as accurate as a coin flip). In addition, only a few offices across the country have the budget to purchase the equipment or to build a suitable facility and staff to maintain it (National Research Council of the National

Academies, 2009). Sadly, the answer to a shortage of forensic pathologists, at least for now, is not technological. That does not mean there is nothing we can do.

### **Defragmenting the System**

Throughout California, death investigations are conducted utilizing three medicolegal systems without statewide standardization. The three systems, each similar but unique, consist of the medical examiner, coroner, and sheriff-coroner systems. Standardization of systems across California or the country is not necessary to ensure future success, yet there are critical elements shared across system boundaries we need to be aware of. No matter the death investigation system utilized there must be recognition that board certified forensic pathologists are the most critical resource that crosses the boundaries of all systems. The troubling future we are facing has festered for nearly 30 years without a coordinated effort to fix the problem. The grim state of forensic pathology demands action today to identify, develop, and implement solutions to ensure homicide investigations are not impacted.

With medicolegal death investigation systems utilizing several operating models throughout the country, there is not one agency today that won't be affected in the future by the decline of practicing forensic pathologists (National Research Council of the National Academies, 2009). A study conducted by the National Association of Medical Examiners with the support of the National Institute of Justice and United States Congress identified medicolegal death investigation as an essential government function. Shortfalls in the profession were tied to funding, qualified personnel, and modern facilities (The National Association of Medical Examiners, 2004).

### **Urgency Needed To Address The Current Crisis**

Crisis is defined as “an unstable or crucial time or state of affairs in which a decisive change is impending” (Merriam-Webster, 2015). It takes at least 10 years of additional education beyond a four-year degree to work as a forensic pathologist. The system only has half the number of pathologists needed, and only a relative handful are on their way. It is not an exaggeration to say the continuing decline of practicing forensic pathologists poses a danger to the future.

Of the three shortfalls, funding and the modernization of facilities are individual agency challenges that can be dealt with through proper budgeting and planning. Yet finding qualified personnel is an industry wide crisis which agencies only face when the crisis has knocked on their door. The simplest solution is to deal with the present.

Current estimates suggest the approximate 400 practicing full time board certified forensic pathologists in the United States are just half of what is needed to adequately serve the country (Breslow, 2012). This will decrease closer to 300 by 2023. If the existing shortage does not resonate as a crisis, consider what it would look like if a sheriff's office or police department could only put half their personnel on the street to ensure public safety.

The continuing decline of practicing board certified forensic pathologists throughout California and the country is compounded each year when you consider only 30-40 physicians train annually to enter forensic pathology (Hanzlick MD, 2007). This number is in spite of 70 fellowship positions offered nationally each year (Hanzlick MD, 2007). So how do we encourage more students to enter forensic pathology? Hanzlick suggests influencing medical students to select forensic pathology requires a process to ensure pathology residents have a planned and positive exposure to forensic pathology with existing forensic pathologists through mentoring (Hanzlick MD, 2007).

Solving a complex future issue requires one to consider complex questions today to develop solutions. Yet how often are the complex questions asked when it is just so easy to take the simplest route? In this issue, some might see it as a “medical” problem. After all, how can cops get doctors to change their specialties?

### **The Police Role**

Could law enforcement solve the problem itself? Should law enforcement solve the problem themselves? These are complex questions when you consider the answer may be defined differently by each individual, agency, or community. Since there are 58 individual agencies in California overseeing coroner operations, it would be easy to believe it is someone else’s problem. This is a global issue crossing local, regional, and state boundaries.

The United States Justice Department acknowledged steps must be taken to lure medical students to choose forensic pathology over other subspecialties of medicine (Fleming, 2012). The next step to address the issue is to accept it as a problem for all of law enforcement to face head on. Global issues aren’t isolated events affecting single aspects of society. This global issue will only be solved when we all recognize the solution will come from a united effort.

The best solution to today’s crisis in forensic pathology rests in the willingness of multiple disciplines to work together toward a solution. Working together toward a solution does not mean reflecting on the problem and creating plans. It means taking the plans we create and acting upon them. The solution to the problem is not easy, and will ultimately get worse before it gets better. Why will it get worse? Expectations have grown over the past 20 years with the evolution of technology and the influence of the media.

### **Solution: Collaborate, Grant-Share, Mentor and University Fellowships**

Coroner, medical-examiner, and sheriff-coroner offices across the state should unite collaboratively using California’s law enforcement and coroner mutual aid regions as a foundation from which to act. As a whole, the state’s medicolegal death investigation system lacks sufficient technology and physicians to sustain high performance levels for a long period of time. Through regional technology grant, equipment can be purchased and distributed throughout each region with the costs shared by participating agencies. Shared equipment on a regional level allows for greater efficiency with critical equipment available for use without delay

when technology fails in a jurisdiction. Technology alone, however, won't solve the problem. It does not directly affect the decline of practicing forensic pathologists.

The next step is to extend the regional partnerships to recruitment and retention programs for these medical professionals. All anatomic pathology training programs are required to provide their residents with exposure to forensic pathology yet this requirement is not always met. If there are no such opportunities locally, arrangements should be made with a medicolegal office to provide such a rotation (Medicolegal Death Investigation Subcommittee, 2014). The College of American Pathologists believes that the current number of pathologists in training will not match the nation's need for hospital based pathologists. This will create the potential for increased competition for the limited number of pathology residents between hospital based specialties and forensic pathology (Medicolegal Death Investigation Subcommittee, 2014). Through regional partnerships with medical schools, additional students can be mentored into forensic pathology to increase the annual development rate. Once engaged in a regional fellowship program, the physician is likely to remain in California. To retain individuals in the field of forensic pathology, we must make forensic pathology salaries more competitive with hospital/academic pathology and other medical specialties (Medicolegal Death Investigation Subcommittee, 2014). Thus, regional partnerships could also be used to employ practicing forensic pathologists within the region on a shared cost-based volume of death allowing for competitive compensation. Forensic pathologists would be assigned as needed to organizations in the region on a daily basis. Lastly, regional partnerships would allow for debt forgiveness programs to entice medical school students to enter the field and remain for the long term. According to Dr. Joseph Cohen, Chief Forensic Pathologist United Forensic Services, our communities will look forward to an era of strengthened forensic pathology services, but only once proposed solutions are acknowledged, accepted, and acted upon in a coordinated call to action by its leaders through a concerted effort made up of multiple agencies recognizing a lingering problem exists (Cohen, MD, 2016).

## **Conclusion**

Although forensic pathology is a small piece of the criminal justice system, it plays a major role in its success. The simplest analogy is to consider the medicolegal death investigation system as your heart, and the criminal justice system as your body. The body can survive losing a lung or a kidney (because redundancies exist) yet if your heart fails and no immediate action is taken, you will die. The medicolegal death investigation discipline will similarly collapse if immediate efforts aren't taken immediately to increase the numbers of forensic pathologists annually entering the system. If the key players of this system get together now and iron out a plan of collaboration, mentoring, and partnerships, we can make critical decisions and take decisive action to change the future of forensic investigation.

As you ponder the solution looking down at your cold lifeless self you hear the door behind you open. Immediately a sense of relief comes over you

as you see your forensic pathologist has arrived. Knowing your story will now be told, you turn to exit the autopsy suite only to realize another new soul has made their way to the morgue. Your story and the stories of those who lay with you in the morgue has been started, but the closing chapter, the forensic mystery, will go unwritten left to law enforcement to ponder with no definitive answers for the foreseeable future.

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# Are You Ready for Change?

## What The Community Expects from Its Police

By: Commander Mike Hallinan, Irvine Police Department

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Imagine having a job where every decision you make is captured on high-definition video, from multiple angles, and can be scrutinized in slow motion over-and-over again by your supervisor and, in some cases, by the public through the news media and social media. What happens when mistakes are made? Even with all the advances in technology there is still room for human error. Humans make mistakes every day. Mistakes can cause distrust and resentment that last for years. When more mistakes are made, the problem is compounded exponentially. The phenomenon occurs in law enforcement.



Police work is subject to human error like any other job, but mistakes and even perceived mistakes in this profession can lead to significant problems. It does not matter if the mistake was made by a police officer in a local department, the neighboring police agency or one across the country. It is interesting that as a profession, we do not share each other's successes, but are judged together by our failures and missteps. More than ever, the scrutiny the law enforcement profession faces is tremendous and can ripple across the entire country. Together we must work to restore confidence and trust, legitimacy, and fulfill societies' expectations of the police.

The following pages will examine several factors associated with the growing distrust of police officers by the public, and how the law enforcement community can reverse and regain trust and legitimacy. Ziad K. Abdelmour, president of Blackhawk Partners, Inc., a New York private equity firm said that "trust is earned, respect is given, and loyalty is demonstrated and betrayal of any one of those is to lose all three." In this same vein, the police need to understand that trust, respect and loyalty have eroded and simply evaporated similar to the proverbial frog in a pot of boiling water. However, all is not lost; there is good news in efforts to rebuild trust in the police. Law enforcement leaders are beginning to embrace new police training models. They are also reinvesting in the principles of

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Community Oriented Policing, but not by merely stenciling patrol vehicles with the motto “In Partnership with the Community.”

### **A Profession in Crisis**

The evening news is plagued with stories portraying distrust of the police, racial inequalities, excessive police force and community divide. A recent Harvard University study showed that half of the youth in the United States and 80 percent of African Americans distrust the police (Martin, 2015).

Technology has played a significant role to rapidly change all phases of law enforcement. Much like instant replay in sports, cell phone video of police interactions is uploaded to the Internet and dissected in the media, in forums, and on social media. Social media’s speed of information can have a major impact on the perception of police and shift public support in a moment. This phenomenon must be understood and addressed to ensure public trust does not deteriorate.

Transforming police to be effective in their communities requires significant effort and collaboration. This transformation will require committed leaders who foster a collaborative approach. When organizational factors are considered (such as motivational levels, department culture, community support, demographics, economics, political factors, labor issues and the availability of resources), community support stands out as the biggest challenge. The division between the police and the public can take significant amounts of effort to bridge; especially in communities where significant police incidents have occurred.

The difficulty is that many of the social problems of America have been relegated to the police, who are now forced to finding creative methods to handle the massive disinvestments in mental health care, social services for the homeless and disadvantaged, and substances abusers. The Washington Post recently released an analysis of 462 police shooting deaths in the United States that occurred in the first six months of 2015. More than one-fourth of those deaths involved individuals distraught and in emotional or mental crisis (Lowery, et al. 2015). The nature and frequency of these lethal encounters is one area ripe for change.

On average, police in the United States kill 920 individuals per year (Martin, 2015). More than half of police agencies nationally involved in deadly encounters this year have not provided officers training in dealing with the mentally ill. An analysis of police tactics used revealed officers made volatile situations even more dangerous (Lowery, et al. 2015). When law enforcement fails to understand they are dealing with an individual in crisis, the outcome might be a deadly use of force that is legally and morally ethical. However, deadly use of force could be avoided by utilizing alternative tactics. “Words instead of guns, questions instead of orders, patience instead of immediate action.” (Police Executive Research Forum, 2012).

### **Implications on the Future of Policing**

Law enforcement has developed over time to reflect the ever changing environment, the social values and expectations of a community, and technological and other advances (Gascon and Manheimer, 2013). From the time Sir Robert

Peel created the London Metropolitan Police force, the principles of policing have remained constant. The environment in which the police operate, though, is constantly changing and can experience dramatic shifts from a single incident. Protecting life and property, maintaining order, and enforcing the law are now challenged by ever-changing social expectations, technology, the increased sophistication of crime, the economy, and severe budget cuts that funded many social programs. Modern policing is far more complex than responding to radio calls for service and making arrests. Understanding the changes that can affect the services provided in the future is vital to the service provided by law enforcement today (Accenture, 2013).

The most important changes likely to affect law enforcement organizations are improving police functions and being able to meet the demanding social expectations. Police agencies are expected to be more proactive rather than reactive; getting involved in the substance of policing by improving relationships with the community. Today, most police agencies implement some type of community oriented and problem oriented policing program (Bureau of Justice Statistics, 2014). However, the traditional approaches must be delivered differently. It means ensuring police officers understand this mission and have a plan when they go in service each shift.

Examining the ways in which law enforcement officers are providing service to the community is required to meet future challenges. Law enforcement organizations must constantly look for new ways of doing business, utilizing innovative ideas and being resourceful. Understandably, what works in one community might not be appropriate in another.

Garnering and maintaining public trust, promoting transparency, and working in partnership with the community to solve mutual problems is more than a tagline – it is the keystone of contemporary policing. Successful organizations understand these priorities and understand the pivotal role community caretaking has in achieving these goals. We cannot build trust, if we are not willing to realize the importance in non-traditional police activities. Law enforcement organizations must ensure their officers understand these priorities and adopt this as a foundation to their policing plan. In part, rebuilding a foundation of trust begins with training recruits and in-service police officers with a Creative Problem-Solving Model developed by Police Executive Research Forum (PERF) and embracing the “Six Pillars” of policing.

On December 18, 2014, President Barack Obama established the President’s Task Force on 21st Century Policing. President Obama charged the Task Force “with identifying best practices and offering recommendations on how policing practices can promote effective crime reduction while building public trust.” It’s not by mistake that “Building Trust and Legitimacy” is the first of the Six Pillars of the Task Force. “Promoting trust and ensuring legitimacy through procedural justice transparency, accountability, and honest recognition of past and present obstacles.” (United States Department of Justice, 2015). With this in mind, the community expects and deserves competence, patience, respect,

responsiveness and creative problem-solving delivered with care and compassion. Police and Sheriff's departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve (United States Department of Justice, 2015). Police legitimacy and procedural justice involves:

- Treating people with dignity and respect
- Making decisions fairly, based on facts, not illegitimate factors such as race
- Giving people a "voice," a chance to tell their side of the story
- Explaining your actions
- Acting in a manner that encourages community members to believe that they will be treated with goodwill in the future

For law enforcement to meet future challenges, the police must be able to connect to the community and fulfill their expectations; even when those expectations are in providing non-traditional police services. Law enforcement must embrace social, operational, cultural, technological and organizational change. Studies have shown that citizen expectations are rising around crime reporting, emergency response effectiveness, citizen care, and public safety and public involvement in policing (Accenture, 2013).

### **New Police Training Models for Both In-Service and Academy Recruits**

Law enforcement officers are trained to rush into an event and become immediate problem solvers, sometimes creating their own emergency by failing to properly evaluate the situation. The Police Executive Research Forum conducted extensive research on the De-Escalation and Minimizing Use of Force Incidents. Many of their outcomes can be adopted and incorporated into a creative problem-solving model. Adopting this model will provide officers with alternative options when responding to force situations rather than rushing into the scene. Scenario training is the key and will allow officers to work through issues before facing them in the field during a real situation. The main points from PERF's study are:

- Slowing the situation down and getting a supervisor to the scene can reduce the chances of violence.
- Establishing crisis intervention teams and partnerships with mental health officials can result in more effective handling of encounters with individuals in crisis.
- Proactive work to identify "frequent customers" and provide early intervention to help avoid crisis situations.
- Hands on law enforcement training so officers recognize real threats posed by individuals with mental illness to elevate the anxiety officers feel about the situation.
- Avoiding overreliance on weapons, such as the Taser, as opposed to hands-on tactics and verbal skills.
- Training officers in "tactical disengagement."
- Placing the mentally ill into a custody environment does not solve the problem and only exacerbates the problem. It burdens the jail and court systems, places

custody officers in predicaments when they do not have the appropriate training to deal with the mentally ill, and causes problems in society when they are released.

In sum, law enforcement officers must be provided the necessary training to develop the skills to handle these difficult situations.

### **Academy Training: Balance Curriculum to Teach Both Guardian and Warrior Models**

Changing the culture and attitude of police work from the beginning of a recruit's career from the traditional "Us vs. Them" to collaborative partnerships. Changing police culture must start from the beginning during academy training and resonate throughout the entire department. Recruits are conditioned early on in the police academy with saying like, "Prepare for the best, but expect the worst." It is the "warrior vs. guardian" debate. During every scenario at the police academy, recruits nervously wait for something bad to happen so they can immediately react with force to defend themselves.

Instead, officers should be trained early on to ensure that every contact with the public is an opportunity for law enforcement to make a lasting impression through the delivery of stellar service. We must remember that law enforcement officers are public servants and should demonstrate genuine care and compassion, competence, patience, respect, responsiveness and creative problem-solving with every individual they have contact.

Being a "guardian" does not make a person weak. To the contrary, a guardian is a protector of the community and has earned the level of trust, respect and confidence in not only the individual officer, but the officer's organization and profession. "In Plato's vision of a perfect society — in a republic that honors the core of democracy — the greatest amount of power is given to those called the Guardians. Only those with the most impeccable character are chosen to bear the responsibility of protecting the democracy." (Rahr and Rice, 2015)

### **Building Trust in a Community: A Policing Plan for 2016 and Beyond**

One of the principal challenges for a police department is evaluating their mission, vision, and values and determining if they are in line with the expectations of the community. This is a philosophical challenge. As the expectations of the community change, so might the mission of the police department. Ensuring officers understand and embrace the departments' mission, vision, and values statements are at the very core of the policing plan. Next, leaders should be providing personnel with training, direction, support and understanding, and confirming they have a plan in place when they go out into the community. When they leave the station, do they turn right or left? And more importantly, do they know why? The policing plan involves the following:

- Responding to radio calls for service is a primary responsibility. Officers must understand they have a responsibility for a timely response; which is professional, caring, helpful, patient, understanding, competent and

knowledgeable. Every action an officer takes will leave a lasting impression, regardless if it is positive or negative. It will impact not only how you are personally perceived, but also how the organization and the profession you represent are perceived (Hamel, 2014).

- Officers must have a patrol plan based on the understanding of crime, traffic and quality of life issues unique to the policing area they are patrolling. Providing up-to-date crime analytics and important information each day at briefing is critical to this step. This allows officers to understand where problems are and crime is occurring so they can focus their time in effort in those specific areas when they are not responding to radio calls.
- Community Oriented Policing (COP) is a policing philosophy that incorporates partnerships and problem-solving techniques to solve community problems. Officers must have a firm understanding of COP and integrate this philosophy into long-term collaborate problem solving. This cannot be accomplished unless officers know they have management support in their decision making. Each day, officers routinely respond to incidents involving crisis and chaos and community requests may seem unreasonable. Officers must be able to make problem-solving decision that, even if unorthodox or unconventional, are able to solve the problem.
- Spending five minutes each shift to deliberately and purposefully engage the community and build mutual trust is critical. Imagine how mutual trust and support can be compounded exponentially if every officer did this each shift. Supervision and management must also learn what their officers' passion and goals are and then support their personnel in accomplishing them. We must earn the trust of the community every day!

Every policing organization is different, but ensuring officers have a policing plan in place before they go out into the community is critical.

In 2012, the Police Executive Research Forum conducted a study on the Future of Policing and identified numerous technological advances in policing. These included: engaging the community, predicting and improving services through analytics, enhancing collaboration with the entire community (business, schools, religious institutions, special groups, etc.), optimizing ways of working through technology, and empowering the line level officer through education and training (PERF, 2014).

Leveraging technology in all aspects of policing for efficiency, transparency, trust and competence is an opportunity for law enforcement organizations to be more effective and connect to the communities in which they serve. Technology is rapidly changing, which will change the manner in which policing services are delivered. Law enforcement personnel must continue to develop so they can efficiently and effectively provide a range of services to the community.

## **Conclusion**

It is going to take a collaborative approach and significant effort to regain public support and trust in many communities. This is especially true in areas

that have experienced significant police incidents. Supporting personnel, providing the necessary training and equipment, and ensuring they have a policing plan in place is imperative. The community demands their police serve with professionalism and legitimacy in every encounter. Building and fostering trust within a community requires competence, patience, respect, responsiveness and creative problem-solving delivered with care and compassion.

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