

AMERICAN CRIMINAL JUSTICE ASSOCIATION

L.A.E.

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67 YEARS OF PROGRESS
“Dedicated to professionalism
in the administration of
justice and public safety”

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AMERICAN CRIMINAL JUSTICE ASSOCIATION

LAMBDA ALPHA EPSILON

This Association was formed at San Jose, California in 1937. It was incorporated under the laws of the State of California as a non-profit society on August 31, 1954.

American Criminal Justice Association/Lambda Alpha Epsilon is dedicated to the advancement of professionalism in the administration of criminal justice. Membership is open to collegiate and professional personnel, as well as those who have retired from the criminal justice field.

Inquiries regarding membership should be directed to the nearest local chapter or to the Grand Chapter.

Publication

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Membership

Membership in the American Criminal Justice Association/Lambda Alpha Epsilon is available at \$36.00 for the first year and \$30.00 thereafter. Individuals interested in membership should write the Executive Secretary, Karen K. Campbell, P.O. Box 601047, Sacramento, California 95860. Membership in the Association includes a subscription to the L.A.E. Journal.

Editorial Policy

The L.A.E. Journal of the American Criminal Justice Association publishes general interest articles on all facets of the criminal justice system. The Journal provides a forum for academicians, practitioners and students in criminal justice in order to improve communications and to increase understanding and knowledge of the system. Articles are desired which deal with issues, problems and research in law enforcement, criminology, juvenile justice, courts, corrections, prevention, and planning and evaluation. Related articles on education, career development and student attitudes will also be considered.

Submission of Manuscripts

Manuscripts should be submitted to: Fred R. Campbell, Journal Editor, P.O. Box 601047, Sacramento, CA 95860. One printed copy should be submitted along with 3½" disk stating which word processing program was used. (IBM is preferable, but we will accept Macintosh on a 3½" disk.) The author should always retain a copy of the manuscript to safeguard against possible loss of the original.

Specifications for Manuscripts

1. Manuscripts should be typewritten and double-spaced throughout on 8½"x11" quality bond paper.
2. Manuscripts should be no more than twenty (20) pages in length, and should be prepared in accordance with the Publication Manual of the American Psychological Association (2nd edition), with the exception of the metric requirements.
3. To permit anonymous review, all identifying materials should be kept out of the article. The cover page should give the author's name and institutional affiliation; the first page should

contain only the title and abstract of the article.

4. Also included should be an abstract of no more than 100 words, together with a brief biographical sketch of each author covering recent publications, professional experience, and research interest.

5. It is the policy of the Journal Editor not to publish articles which have appeared or are to appear in other publications. Therefore, simultaneous submission to another journal is unacceptable. Every effort will be made to notify authors of editorial decisions within ninety days of manuscript receipt.

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Message from the President:

Lori Carman has been appointed Historian, taking over from the late Jim Hooker. I know what a great job Lori did as the National Student Representative and I am sure that she will bring the same dedication and enthusiasm to her new job in LAE.

There is a new Professional Recruitment and Retention Committee, headed by Sebastian Ascencio. This committee, which actually organized itself at Memphis, is comprised of various professionals who are working to not only bring new members into LAE but are also working to establish more professional chapters so those who graduate can stay involved.

In April, I went to St. Charles, Illinois, to do a site inspection for the 2006 Conference and am very enthusiastic about Pheasant Run. To my knowledge, we've never gone to a "destination resort" and like this is. It is a great place and they are looking forward to having us there. Please go to their website www.pheasantrun.com and check it out! There is also a direct link to Pheasant Run on our website. There are lots of restaurants in the area if the 3 in the hotel do not appeal to you. The lobby areas of the hotel and its various venues offer plenty of places for us to sit and talk—instead of partying in the rooms and disturbing others.

Please check the National website for the information on transportation to Pheasant Run. St. Charles is about 40 minutes west of Chicago—and, unless you've won the lottery, you don't want to think of taking a cab! Make your reservations early and plan on coming to the 2006 Conference (March 19th—24th, 2006). Joe Davenport and Robert Edwards have everything planned and confirmed. We'll have a great time!!!!

In October, I had a rather marathon trip. I attended Region 4's Conference in Richmond, Virginia—great

speakers and a crime scene that was a bit more challenging because you had to interview the man who had brought his 12-year old stepdaughter to (well, I'll let John Wilt and Steve Atchley tell you about it).

From there, I drove north with Steve Atchley, the Delaware Tech students, and John Wilt. John, Steve and I met with the staff of the Wilmington, Delaware Doubletree Hotel. This looks to be the site of our 2007 National Conference. The hotel is terrific and there is much to do in the area. Philadelphia is 30 minutes away—with all its history of our nation's founding. For those of you who like to plan ahead, we are looking at March 18—23rd, 2007. While Philadelphia is the closest airport, plan on looking at the fares to Baltimore, DC, and even check New York.

I flew from there to Long Beach to attend the Region 1 Conference, which was great. Sigma Pi, the host chapter, made the guest speakers honorary members of their chapter. They also arranged for a special postal cancellation honoring the Region 1 Conference!

I was home for a week and a half and flew to Tallahassee to attend the Region 5 Conference. A great job done by Lambda in hosting what turned out to be their largest regional conference ever. I also had the pleasure of spending some time with Laura Bedard (past National President) and hear about her new job as the Deputy Secretary of Florida's Department of Corrections. Many of you know Laura and will be happy to hear that she is going to try to attend the 2006 National Conference in St. Charles.

Hope to see you in St. Charles in March!

Abby Schofield
National President

I want to begin by saying thank you for electing me president in Memphis. I will try to fulfill your faith in me.

Things have been busy for me since then. I retired the end of September and have more time available to handle LAE matters. Despite the fact that I had been Region 1 President, I don't think I really understood how much is involved in this job and want to give kudos to those who have gone before me in this position. I also want to publicly say that I could not do this job without the assistance of Karen Campbell, our National Secretary.

Speaking of Karen, I have received some emails from members saying that they do not know how to reach her. Karen is the one who answers the mailbox on the national website; acjalae@aol.com. If any of you are trying to reach your Regional President, you can find their contact information on the national website as well on the "Executive Board" page.

As for the national website, there is a lot of information to be found there. In the near future, we are adding a Bulletin Board to our website so members can communicate with each other.

A

Announcement of the 2007 ACJA/LAE National Scholarship & Student Paper Competition

Applications will be available after April 15, 2006 for the 2007 National Scholarship and Student Paper Competitions. Entries for the National Student Paper Competition must be original papers dealing with issues and problems in areas of criminology, law enforcement, juvenile justice, courts, corrections, prevention, planning and evaluation, career development, or education in the field of criminal justice.

Applications for both Competitions may be obtained by calling or writing the National Office. Members can also request applications by email at acjalae@aol.com. The deadline for submission of papers for the 2007 National Scholarship is December 31, 2006. The deadline for submission of papers for the 2007 National Student Paper Competition is January 31, 2007. Papers are reviewed by separate committees and winners will be announced at the 2007 National Conference.

All papers must be accompanied by an application. Incomplete applications will not be considered for the awards. **Also, you must be a member-in-good-standing at the time of submission for the respective awards and at the time the awards are made.** Members can compete for both awards. If you have any questions, please do not hesitate to contact the National Office at P.O. Box 601047, Sacramento, CA 95860; telephone (916) 484-6553; Fax (916) 488-2227; Email: acjalae@aol.com.

2005 National Scholarship Winners

Lower Division

1st Place -- \$400 Award

Jessica B. Nelson, Gamma Epsilon Delta
Central Missouri State University, Region 3

2nd Place -- \$200 Award

No Entry

3rd Place -- \$100 Award

No Entry

Upper Division

1st Place -- \$400 Award

B. Nicole Simmons, Lambda Omega
Delaware Technical Community College, Region 4

2nd Place -- \$200 Award

Ashley Smith, Delta Phi Upsilon
Missouri Western State College, Region 3

3rd Place -- \$100 Award

Sherri J. Harmer, Lambda Omega
Delaware Technical Community College, Region 4

Graduate Division

1st Place -- \$400 Award

Caleb T. Enk, Gamma Epsilon Delta
Central Missouri State University, Region 3

2nd Place -- \$200 Award

Kalli Jacobsen, Alpha Delta Pi
University of Wisconsin--Superior, Region 6

3rd Place -- \$100 Award

No Entry

2005 Student Paper Competition Winners

Lower Division

1st Place -- \$150 Award

"New Generation Jails and the Nine Principles of Direct Supervision Established by the National Institute of Corrections"

By: Beatrice Kelrick, Chi
Truman State University, Region 3

2nd Place -- \$100 Award

"Juries Should be Composed of Twelve Members: An Argument Based on Research"

By: Beatrice Kelrick, Chi
Truman State University, Region 3

3rd Place -- \$50 Award

"The Humanity of the Death Penalty"

By: Sarah K. Wisdom, Chi
Truman State University, Region 3

Upper Division

1st Place -- \$150 Award

"The Plight for Women's Rights Internationally"

By: Melissa J. Worthen, Tau Omicron Rho
Florida Gulf Coast University, Region 5

2nd Place -- \$100 Award

"Footwear Impression Evidence"

By: Joanne M. Lalli, Tau Omicron Rho
Florida Gulf Coast University, Region 5

3rd Place -- \$50 Award

"Caught Red Handed: Speaking in Defense of Blood-stain Evidence"

By: Janice L. Harper, Phi Lambda
Virginia Commonwealth University, Region 4

Graduate Division

1st Place -- \$150 Award

"Less than Lethal Weapon Use of Force Study"

By: Lawrence F. Thompson, Tau Omicron Rho
Florida Gulf Coast University, Region 5

2nd Place -- \$100 Award

"Analysis of Battered Women Syndrome (BWS) and the Use of Expert Witnesses in Cases of Lethal and Non-Lethal Domestic Violence"

By: Kalli A. Jacobson, Alpha Delta Pi
University of Wisconsin - Superior, Region 6

3rd Place -- \$50 Award

"Transfer of Juveniles"

By: Kasey M. Teter, Gamma Epsilon Delta
Central Missouri State University, Region 3

In Memorium



Jim Hooker passed away in June 2005. Jim left a long legacy with the Association. Jim joined ACJA/LAE in 1964 and was elected Charter President of the Alpha Rho Chapter at Washington State University. In 1966, he established and was Chapter Advisor to the Gamma Epsilon Delta Chapter at Central Missouri State University, a chapter that is still active today. In 1967, he established and was Chapter Advisor to the Theta Chi Chapter at Harrisburg Area Community College. The Theta Chi Chapter is also still active today.

In 1959, Jim was appointed the first Region Four President. In 1971, Jim was elected National President. Jim hosted the first National Conference held outside the California-Nevada area in York, Pennsylvania. In 1979, Jim was again elected Region 4 President and revitalized the region. He also became the Advisor to Phi Lambda Chapter at Virginia Commonwealth University. In 1981, he was appointed Journal/Newsletter Editor by President Richard Coughlin, a position he held until 1987. Also in 1987, he organized a civilian campus patrol (C.O.P.S.) for the Virginia Commonwealth University using Phi Lambda volunteers which became a formal part of campus security.

Jim hosted many Region 4 Conferences and hosted the 1987 National Conference held in Richmond, Virginia. In 1990, Jim stepped down as Region 4 President and was elected Region 4 Secretary-Treasurer, a position he held until he passed away. Jim and Pat Hooker attended the National Conference each year, no matter where it was being held. Jim and Pat had many friends in the Association and he will be missed by all!

S

tar Membership

The Star Member Award is an earned recognition of members who have substantially contributed to the furtherance of ACJA/LAE. A nominee for this award must have displayed exemplary loyalty and dedication to the Association and shall have provided service which is substantially superior to that performed by other members. The right to issue Star Membership rests with the voting members of Grand Chapter. Three quarters (3/4) vote of the voting membership present at the Annual Conference is required and the voting is by secret ballot. Star Members are elected to Life Membership in recognition of their outstanding contribution to the Association and are presented with a Star Membership Certificate and Star pin.

Star Members – 2005

Dr. Laura Bedard

At the 2005 National Conference held in Memphis, Tennessee, Dr. Laura Bedard was elected to Star Membership. Laura was nominated by Past National President, Chuck Kenyon.

Laura has served as Advisor to Lambda Chapter at Florida State University from 1989 - 2005. She also served as an elected Officer in Region 5 and served two terms as National Vice-President and one term as National President. Additionally, she has served on many different National Committees including Bylaws, Minutes, and Scholarship. Laura left Florida State University in 2005 to accept the position as Deputy Secretary at the Florida Department of Corrections. Laura is a recognized expert in her field.

Preston Koelling

At the 2005 National Conference, Preston Koelling was also elected to Star Membership. Preston was nominated by Ron Pincomb.

Preston is the current Region 2 President and Advisor to the Gamma Alpha Delta Chapter at East Arkansas Community College. Preston was elected Regional President in 2000. He served as Conference Director for the Region 2 Fall Conference in 1996 in Forrest City, Arkansas. Preston has served on numerous committees and has overseen five Region 2 Conferences as Regional President. Preston was also an invaluable assistant at the 1999 National Conference held in Kenner / New Orleans.



Dr. Laura Bedard receives her Star from President Chuck Kenyon.



Preston Koelling receives his Star from President Chuck Kenyon.

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onference Highlights - 2005

501 members and guests attended the 2005 Conference held in Memphis, Tennessee. Many thanks to Preston Koelling, Region 2 President, and Region 2 members for putting on a great Conference.



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1: Conference Registration

2: E-Board Members hard at work

3: Preston Koelling receives a plaque from President Chuck Kenyon for hosting the 2005 National Conference.

4: Incoming National President, Abby Schofield presents Past- President Chuck Kenyon with a gift.

5: President Chuck Kenyon administers the Oath of Office to President Abby Schofield and Vice-President Joe Davenport.

6: Alpha Sigma Phi members won the Spirit Award

7: You can make it!

8: These two quilts were donated and raffled off at the Conference

9: Star Members (l-r) Mike Snow, John Webb, Joe Davenport, and Sam Dameron

10: Rev. Clifton Gatewood gave the Invocation and Benediction at the Opening and Closing Banquets

11: Is Elvis really in the building???

12: Chanell Gatewood, Star Member Laura Bedard, and Dorothy Bowers



C

CONFERENCE COMPETITION WINNERS — 2005

LAE KNOWLEDGE

Lower Division:

3rd, Johnny West, Omega Alpha Omicron
2nd, Bryon Henderson, Omega Alpha Omicron

1st, Linda Poke, Omega Alpha Omicron

Upper Division:

3rd, Jessica Wisniewski, Lambda
2nd, Sarah Stout, Delta Phi Upsilon
1st, Ashley Smith, Delta Phi Upsilon

Professional Division:

3rd, Warren Mowry, Beta
2nd, Jill Miller, Delta Phi Upsilon
1st, John Wilt, Omega Alpha Omicron

JUVENILE JUSTICE

Lower Division:

3rd, Keisha Costello, Gamma Epsilon Delta
2nd, Neal Oppenheimer, Chi Sigma Iota
1st, Rosa Mercado, Lambda Chi

Upper Division:

3rd, Jennifer Nikstad, Alpha Delta Phi
2nd, Carol Griffen, Gamma Epsilon Delta
1st, Jason Persoon, Gamma Epsilon Delta

Professional Division:

3rd, Andrew Crowther, Gamma Epsilon Delta
2nd, Steve Atchley, Lambda Omega
1st, Ida Flippo, Epsilon Tau Alpha

POLICE ADMINISTRATION

Lower Division:

3rd, Lindsay Lambert, Chi
2nd, Daniel Oswald, Kappa Theta Rho
1st, Daniel Allgeyer, Gamma Epsilon Delta

Upper Division:

3rd, Nicole Simmons, Lambda Omega
2nd, Caleb Enk, Gamma Epsilon Delta
1st, Jason Persoon, Gamma Epsilon Delta

Professional Division:

3rd, Craig Laker, Tau Alpha Omicron
2nd, Roger Pennel, Gamma Epsilon Delta
1st, Robert Austin, Kappa Xi Sigma

CORRECTIONS

Lower Division:

3rd, Daniel Oswald, Kappa Theta Rho
2nd, Jessica Duvall, Gamma Epsilon Delta
1st, Keisha Costello, Gamma Epsilon Delta

Upper Division:

3rd, Terry Miles, Alpha Epsilon
2nd, Tammy Jo Merline, Chi
1st, Jason Persoon, Gamma Epsilon Delta

Professional Division:

3rd, Glenn Schleve, Beta Upsilon Delta
2nd, Andrew Crowther, Gamma Epsilon Delta
1st, Scott Chenault, Chi

CRIMINAL LAW

Lower Division:

3rd, Tristan Allen, Chi Omega Pi
2nd, Keisha Costello, Gamma Epsilon Delta
1st, Daniel Oswald, Kappa Theta Rho

Upper Division:

3rd, Kelsey McCune, Gamma Epsilon Delta
2nd, Kimberly Langdon, Gamma Epsilon Delta
1st, Jason Persoon, Gamma Epsilon Delta

Professional Division:

3rd, David Redford, Beta Alpha Delta
2nd, Scott Chenault, Chi
1st, Roger Pennel, Gamma Epsilon Delta

FIREARMS (Individual)

Lower Division:

3rd, Candace Huckfeldt, Beta Upsilon Delta
2nd, Greg Willis, Epsilon Tau Alpha
1st, Michael Staat, Gamma Epsilon Delta

Upper Division:

3rd, Clint Forward, Member-at-Large
2nd, Caleb Enk, Gamma Epsilon Delta
1st, Mark Huff, Alpha Epsilon Phi

Professional Division:

3rd, Joel Maxwell, Theta Alpha Delta
2nd, Chuck Kenyon, Beta Upsilon Delta
1st, Richard Gillespie, Gamma Epsilon Delta

FIREARMS (Team)

Lower Division:

3rd, David Roberts, Jeremy Cook, Jessica Duvall, Gamma Epsilon Delta
2nd, Jason Fales, Jim Russell, Candace Huckfeldt, Gamma Epsilon Delta
1st, Michael Staat, Brandon Meyer, Daniel Allgeyer, Gamma Epsilon Delta

Upper Division:

3rd, Chad Butrick, Greg Arriola, Jason Gray, Theta Alpha Delta
2nd, Daniel Clymore, Grace Worden, Eric Aguilar, Gamma Epsilon Delta
1st, Mark Miller, Tim Griffith, Joe Carter, Alpha Epsilon Phi

Professional Division:

3rd, Bob Cirtin, Joel Maxwell, Julian Vela, Theta Alpha Delta
2nd, Chuck Kenyon, Lance Petsch, John Wells, Beta Upsilon Delta
1st, Richard Gillespie, Charles Tomlin, Caleb Enk, Gamma Epsilon Delta

CRIME SCENE

Lower Division:

3rd, Kimberly Miller, Kelli Payne, Brittini Harris, Theta Alpha Delta
2nd, Stacia Vaughn, Jamie Steiner, Kellie Kitson, Tau Alpha Omicron
1st, Darrel Short, Chris Brown, Darius Ksenak, Chi Tau Epsilon

Upper Division:

3rd, Candy Buford, Kristi Coleman, Latonia Easley, Lambda Upsilon
2nd, David Clymore, Grace Worden, Jennifer Drumm, Gamma Epsilon Delta
1st, Alyssa Wilson, Leah Wilson, Wes Gideon, Theta Alpha Delta

Professional Division:

3rd, Allen Lanier, Deborah Barnes-Smith, Jerome Gray, Alpha Epsilon Phi
2nd, John Wells, Jeremy Wordell, Glenn Schleve, Beta Upsilon Delta
1st, Roger Pennel, Richard Gillespie, Andrew Crowther, Gamma Epsilon Delta

PHYSICAL AGILITY

Female under 25:

3rd, Nicole Nero, Chi Chi Nu
2nd, Kasey Teter, Gamma Epsilon Delta
1st, Brittini Harris, Theta Alpha Delta

Male under 25:

3rd, John Vance, Beta Upsilon Delta
2nd, Jarid Nacey, Alpha Delta Pi
1st, Ben Reed, Beta

Female 26 to 35:

3rd, Sarah Coriello, Kappa Xi Sigma
2nd, Dawn Solarz, Sigma Delta
1st, Carrie Kielley, Kappa Theta Rho

Male 26 to 35:

3rd, Mike Short, Chi Tau Epsilon
2nd, Ray Rose, Mu Gamma Gamma
1st, Darrel Short, Chi Tau Epsilon

Female 36 and over:

3rd Place, Linda Poke, Omega Alpha Omicron
2nd Place, Dana Reese, Lambda Chi
1st Place, Christy Myers, Sigma Chi Chi

Male 36 and over:

3rd Place, Terry Fairbanks, Sigma Delta
2nd Place, Bob Cirtin, Theta Alpha Delta
1st Place, John Wilt, Omega Alpha Omicron

Top Academic:

Jason Persoon

Top Gun:

Mark Huff

Spirit Award:

Alpha Sigma Phi

Sweepstakes Award:

Gamma Epsilon Delta

Less than Lethal Weapon Use of Force Study

1st Place Winner, Graduate Division, 2005 National Student Paper Competition

By Lawrence F. Thompson

Florida Gulf Coast University, Fort Myers, FL, Tau Omicron Rho, Region 5

Abstract

A Sheriff's Office in central Florida had over 1400 use of force incidents over the course of three years. A random sample of 400 were chosen and data was extracted to determine variables such as suspect use of force level, officer response, type of less lethal weapon used and the weapon's effectiveness. TASER and oleoresin capsicum proved to be the most effective less than lethal weapons in the study, with their deployments and success rate far overshadowing any other weapon.

In recent years, law enforcement agencies have been devoting a great deal of time, money and training to less than lethal weapons systems. Whereas an officer was previously limited to his firearm, a baton, OC spray (oleoresin capsicum), a flashlight and defensive tactics, many new products have come on the market to expand the less than lethal arsenal. Some of the greatest new tools that Law Enforcement Officers have in their arsenal are electro-muscular disruption (EMD) weapons. At the forefront of EMD design is TASER, though competitors are beginning to appear. In this study, TASER and OC spray are examined in their role as part of the less than lethal arsenal and proved to be the most efficient option for LEOs.

Oleoresin Capsicum

Oleoresin capsicum (OC), often referred to as "mace" by the public, is an extract of the cayenne pepper plant. The Federal Bureau of Investigations, in 1973, became the first agency to carry this tool and since then it has been adopted by agencies nation wide. (Chan et. al, 2001) Much like TASER, OC was the cutting edge less than lethal weapon of its time as it seemed to always incapacitate suspects by "causing the eyes to tear and swell shut, mucus to drain profusely from the nasal passages, bronchial passages to constrict and [make] breathing become more labored." (Morabito & Doerner, 1997, p 681). Studies from the early 1990's found OC spray to be effective over 90% of the time (Nowicki, Kingshott) and as a result, many agencies issue this tool. Furthermore, Lumb and Friday (1997), found that issuing OC spray reduced officer threats of deadly force against a suspect with a weapon from 100% prior to OC issuance to 62.5% after it was issued.

As with any less than lethal weapon, fatalities eventually occurred in the course of OC spray usage. In 1993, the American Civil Liberties Union (ACLU) claimed they found 30 deaths that were the direct result of OC deployment. Reviews of the ACLU's claim revealed that

OC was not a direct cause of death in 22 of the cases but the result of cocaine intoxication, cocaine delirium or positional asphyxiation. (Granfield 1994)

Electro-Muscular Disruption Weapon

The TASER electro-muscular disruption weapon (EMD) sends 50,000 volts of 18-26 watts into a suspect, which forces the muscles to contract uncontrollably, forcing the suspect to the ground. (www.taser.com) The TASER can be deployed in two different fashions, either using a cartridge which shoots out two probes, or as a "contact shot" with the weapon being placed against the suspect in the typical stun gun fashion. The probes spread as they move towards the target and an ideal TASER strike will have one probe hit the suspect's center mass and the second probe hitting in the abdomen or legs with the electric shock passing through the body between where the two probes hit.

TASER has become very popular with Law Enforcement agencies since its inception and is deployed by over 6,000 agencies in the US. At the same time, groups such as Amnesty International are calling for a moratorium on the use of TASERs, due to claims on their part of 70 suspect deaths associated with the product. (Dart, 2004) A study conducted by the Air Force disputed the claims by Amnesty International and did not link any deaths to TASER and also found very low probabilities of unintended effects. Despite these findings, there was recent public outcry in Florida over police usage of TASERs after one was used to subdue a six year old boy in a Miami school who had already injured one person and himself with a glass shiv. Lost in the entire furor over the incident was the fact that the boy sustained no injuries from the TASER shock, whereas the boy and the subduing officer most likely would have been injured had the officer been forced to go "hands-on" with the boy and attempt to subdue him physically. (Berenson, 2004).

Quantitative Study

This study focuses on the suspect's resistance level and the level of force used against the suspect and also the type of force used and its effectiveness in subduing the suspect. A large Sheriff's Office in Florida recently provided their entire cache of officer use of force reports from 2001-2003 and data was gathered in pertinent areas such as suspect's resistance level, officer use of force and the success of the force. A sample of 400 cases was randomly chosen from the 1400 cases made available and analyzed for the aforementioned variables. The suspect resistance level and the officer use of force level were recorded in a manner consistent with the Florida Department of Law Enforcement's use of force continuum.

The suspect's resistance levels, which resulted in use of force from a Law Enforcement Officer, are recorded

by increments of increasing force with the following levels corresponding to the type of resistance:

- Level 3 – Passive Physical
- Level 4 – Active Physical
- Level 5 – Aggressive Physical
- Level 6 – Aggravated Physical

Levels 3-4 involve actions such as disobeying an order from an LEO, cursing at an LEO or shrugging off an attempt to grab the individual. Level 5 mainly consists of wrestling and striking at an officer and level 6 is the most serious with aggravated physical force from the suspect, oftentimes involving a weapon. At level 6, all agencies allow the use of deadly force against a suspect.

Of the suspects in the 400 cases, 14% (n=56) displayed passive physical resistance, 69% (n=276) were actively physically resisting, 14.8% (n=59) displayed aggressive physical resistance and 2.3% (n=9) were engaged in aggravated physical resistance. Remember that officers would have been justified to use deadly force against all nine of the aggressively physically resisting suspects, but instead, chose to use a less than lethal option. Table 2 displays the levels of resistance for each of the cases. The most common types of resistance were flight at 32.5% (n=130), wrestling with the officer 27.3% (n=109) and verbal threats and posturing from the suspect 21.5% (n=86). The least common types of resistance were use/threats with a weapon, either impact, edged or a firearm at a total of 2.8% (n=11) and concealment from the officer 1% (n=4). Of the weapon threats, an edged weapon was only used three times, while impact weapons were used four times and a firearm used four times as well. Table 3 breaks down the levels of resistance into the types of resistance in each case.

In the 400 cases analyzed, Officers used TASERs, chemical agents (OC), impact weapons, defensive tactics (DT), shotgun fired bean bag rounds and their firearms in order to subdue a resisting suspect. TASER was the most often used form of controlling a suspect at 71.8% (n=287), then chemical agents at 19.3% (n=77), defensive tactics 6.3% (n=25) and impact weapons 2.3% (n=9) of the time. TASER and OC spray deployment comprised 91% of the officer uses of force. See Table 1.

Of the 287 TASER deployments, it was most often used when a suspect was fleeing from officers 40% (n=109) followed by when a suspect would try to wrestle with an officer at 26% (n=75). Comparatively, OC spray was used the most against wrestling suspects at 29.9% (n=23) then used 24.7% (n=19) against suspects that using verbal threats or posturing. It is difficult to use OC, a baton, or defensive tactics against a fleeing suspect, so TASER was the most often used

Less than Lethal Force Continued

means of subduing the running suspect and proved to be more productive and less strenuous and engaging in a prolonged foot chase.

Effectiveness

The less than lethal option employed by the officer was immediately successful 70.6% (278) of the time and in 73% of the cases, the suspect decided to not continue to resist. More people did not continue to resist than were successful cases of the less than lethal option being effective, so this means that even a “miss” from a less than lethal will still cause some people to quit resisting and surrender. Of the immediate successes stemming from less than lethal force use, TASER deployment resulted in immediate success in only 67.7% (n=191) of the cases. Firearms and bean bag round deployment were the most successful but each was only used a single time with immediate results. Since it is not practical for a patrol officer to use a 12 gauge bean bag round on every noncompliant subject, other uses of force must be examined. Impact weapons (batons, ASP, Monadanock) had the greatest success rate resulting in immediate success 88.9% (n=8) of the time. In our sample, this occurrence should not be given too much credence as only nine impact weapon deployments occurred out of a total of 400. OC spray was the next most effective use of force with 83.1% (n=64) of the uses being immediately successful. The least effective form of controlling a subject proved to be the use of defensive tactics, which had only a 54.2% (n=13) immediate success rate.

TASER was found to be wholly ineffective 22.3% (n=63) of the time and the reason for the ineffective deployment was included in the use of force report for 50 of the cases. The most common reason for the TASER to be ineffective is that the officer missed with the shot 38% (n=19). The next reason is that the suspect's clothes were baggy and the TASER prongs did not penetrate 32% (n=16). Also, in 22% (n=11) of the cases, the TASER probes fell off of the suspect.

The main reason that the officer missed with the TASER shot is that the suspect was too far away when the weapon was deployed for it to work effectively. The TASER cartridges used by the S.O. in this study have a maximum range of 21' yet many officers attempt to deploy the weapon while the suspect is further away than the Seven yard range. Also, due to the construction of the TASER cartridge, there is one foot of spread between the prongs for every seven feet that the prongs travel from the weapon. So, at the maximum range of 21 feet, the probes will be three feet apart, which will almost always result in a missed shot.

When suspects continued to resist and an additional use of force occurred, TASER's success increased dramatically. Of the 62 additional deployments of a TASER on a noncompliant individual, TASER had an immediate success rate of 93.5% (n=58). Of these 62 deployments, the TASER was used in a “contact” manner in ten of the cases, 16.1%. OC success also increased to 93.3% (n=14). One reason for the increased TASER success was that the suspects were closer to the officers, resulting in few missed shots.

Conclusions

Table 4 shows the number of deployments for each type of less than lethal weapon for each year of the study. Notice that even though TASER was not found to be the most immediately effective weapon in our study, by 2003 it was used ten times as often as any other weapon. In 2001, TASER and OC were used in 40.1% and 38.9%, respectively, of the cases and by 2003 TASER was deployed 74.78% of the time and OC usage dropped to only 7.48%.

This table shows that even though TASER was not the most effective, it was still the preferred method of subduing a suspect. As LEOs complete more training with the TASERs and learn that stated effective range of the weapon is not always accurate, the TASER effectiveness will increase significantly as will the percentage of cases in which it is deployed. Other EMD weapons are currently being developed and are about to hit the market and upgrades are being made to existing weapons to make them more usable. TASERs new x26 model, uses “shaped pulse technology” to allow the probes to direct their energy into a suspect, even if the suspect is wearing heavy or baggy clothing. The Stinger Systems (www.stingersystems.com) 4 dart non-lethal weapon acts in the same manner as TASER, but fires four darts instead of two and has a stated range of 31 feet. This weapon will also feature audio and video recording built in to the weapon, which will reduce unjustified complaints and lawsuits against agencies, as they will now have a record of what the suspect was doing before they were taken down.

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Table 4: Types of Less Lethal Used by Year

Weapon Type	2001		2002		2003	
	N	%	N	%	N	%
TASER	228	40.14%	535	71.14%	510	74.78%
OC	221	38.91%	103	13.70%	51	7.48%
Defensive Tactics	52	9.15%	49	6.52%	29	4.25%
Impact Weapon	13	2.29%	8	1.06%	13	1.91%
Firearm	4	0.70%	0	0.00%	9	1.32%
Impact Munition	2	0.35%	0	0.00%	3	0.44%
K9	48	8.45%	57	7.58%	67	9.82%
Total	568	100.00%	752	100.00%	682	100.00%

Table 1: Type of less lethal used

	Frequency	Percent
Taser	287	71.8
Chemical Agent	77	19.3
Impact Weapon	9	2.3
Defensive Tactics	25	6.3
Firearm	1	.3
Bean Bag Round	1	.3
Total	400	100.0

Table 2: Resistance level

	Frequency	Percent
Valid		
Passive physical	56	14.0
Active physical	276	69.0
Aggressive physical	59	14.8
Aggravated physical	9	2.3
Total	400	100.0

Table 3: Resistance type

	Frequency	Percent
Valid		
Flight	130	32.5
Concealment	4	1.0
Verbal threat or posture	86	21.5
Wrestle	109	27.3
Strikes	54	13.5
Use or threaten with impact weapon	4	1.0
Use or threaten with edged weapon	3	.8
Used or threatened with firearm	4	1.0
Other	6	1.5
Total	400	100.0

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The Plight for Women's Rights Internationally

1st Place Winner

Undergraduate Upper Division, 2005 National Student Paper Competition

By Melissa J. Worthen

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Abstract

This paper examines the devaluation of women in the world and how it correlates to crimes being committed against them, despite the fact that there are laws established by the international community to protect them. Globally, women continue to be oppressed, denied basic human rights and treated brutally. The efforts of the United Nations have been aimed at changing the view that women are inferior, yet they have done little to transform the attitudes and actions in many male dominated cultures. Patriarchal traditions and honor codes exacerbate the situation. Hate, violence, fear, exploitation, rape, torture, imprisonment and death are too often hid behind the mask of customs or religious zeal. The international community can no longer afford to treat the issue of gender inequality with half-hearted concern so possible solutions are investigated and disclosed.

THE DEVALUATION OF WOMEN

The dreams of many women worldwide are being shattered. In many cultures, women are considered weak and substandard to men and as such, suffer devastating consequences. For some girls, the only thing they have to look forward to in life is having children until they die in childbirth. When reporting on maternal mortality, Adam Jones states, "some six hundred thousand die in agony every year." Jones (2002, p. 1)

Some say the problem of gender inequality exists because those in power deny women resources like medical care, education, adequate nutrition and legal justice. Hussein (2003, p. 7) Strong social pressure is also at work to keep women illiterate, impoverished and suffering. Jones (2002, p. 4)

INTERNATIONAL LAW

The international community has long been discussing the issue of equality of rights for women. In 1948, the General Assembly of the United Nations adopted a Universal Declaration of Human Rights, which acknowledged the right of every individual regardless of gender to enjoy human rights and fundamental freedoms. Shortly thereafter, work began to codify the proclamation into a form of international law and resulted in two covenants, the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political rights. Each guarantees a distinct set of human rights that comprehensively reveals how civil and political rights impacts the economic, social and cultural welfare of people. In 1966, a unanimous vote by the U.N. General Assembly adopted the documents as legal instruments, however, they were not put into force for another ten years. This international law advocates to every nation the duty to adhere to the universal principles set forth, despite any of the traditions

or politics that they might hold. This continued to be affirmed by the Vienna Declaration and Program Action of the World Conference on Human Rights in 1993. Office of the High Commissioner for Human Rights (2004, p. 3)

The fact that prejudice, stereotypes and discrimination continue to exist in every society led the U.N. General Assembly to adopt the Convention on the Elimination of All Forms of Discrimination against Women. A few years later, the Convention was enforced and a Committee established to give oversight to the goals and ensure implementation by all nations. By the time the early 1990's rolled around, the Committee saw a need to call for an end to all gender-based violence and gender discrimination. Despite all the efforts of the international community to recognize and educate countries on behalf of the rights of women, full equality between men and women has not yet been realized. Office of the High Commissioner for Human Rights (2004, p. 4) The devaluation of women continues and leads to many different types of crimes being committed against them.

WARTIME INFRACTIONS

Women began to speak out near the end of the twentieth century about the crimes committed against them fifty years earlier during World War II. Japan had trafficked South Asian women into Japan to use as sex slaves for their soldiers. The Japanese had long omitted that fact from their history books. When the women finally spoke out about the abuse and the toll it took on their lives and health, some Japanese leaders further violated them by making the accusation that they really had been prostitutes. Eventually, Japan admitted to the crime, however, the women received only an apology. Lee (1997, p. 1)

It became known in the nineteen-nineties that Rwandan soldiers were raping and sexually mutilating women from a rival tribe during an African civil war. The brutality committed against the women was an attempt to destroy the enemy. Many women died or could not have children as a result of their injuries. A decade later HIV/AIDS is ravaging the country of Rwanda and forcing an overwhelming number of children to have to fend for themselves. Schoop (2004, p. 1)

Women in war torn countries continue to suffer oppression and violence. Take for instance present day Afghanistan. The international community's attempts to stabilize the country have been half-hearted and thus not very successful. Previously, they pressured the Soviets to leave Afghanistan, however, they never followed through and helped establish a stable Afghan government. Religious extremists, many from the Pashtun tribe, violently seized power in Afghanistan. Their

regime became known as the Taliban and proved to be very oppressive, especially to women. The international community allowed the situation to occur until recently. However, even though the Taliban are no longer in power, violence in the country continues, especially against women. Men from ethnic groups other than Pashtun are bent on avenging their honor for the oppression they experienced during the Taliban's reign and have been raping and abusing innocent women of Pashtun ethnicity. Human Rights Watch (2002, p. 1)

The efforts of global politics have never been persistent enough to really change the suffering of Afghan women. Afghan women have little hope that the efforts of the international community's will ever do them any good. Amri (2002, p. 1) Sadly, war is not the only culprit. There are other types of violence against women.

GENDER APARTHEID

Recent world events have cast a light on the discrimination and abuse many women face because of radical Muslim beliefs. Yet, few realize how brutally enforced gender-based segregation is in many cultures. Bureau of Democracy and Human Rights and Labor (2000 p. 1)

In many Mid-Eastern countries, women are virtually prisoners in their homes and are prohibited from an education, career and adequate health care. They are not allowed outside the home unless completely covered with a tent-like garment called a Burka. Any infraction of the gender-based rules is cause for public beatings or imprisonment. Human Rights Watch, Women's Division (2002 p.1) In such cultures, women are viewed as property and denied basic opportunities that the male population enjoys, such as voting, an inheritance and property rights. Human Rights Watch, Women's Division (2002 p.2) The culture into which women are born in many ways determines the amount of human rights they will experience. Unfortunately, too many societies place little to no value on women.

FEMALE INFANTICIDE AND BRIDE BURNING

It is common in China and India to kill a female child shortly after birth. Tell Me So (2002, p. 4) Females are viewed as a burden to the family. It is also feared they will bring the family dishonor, so they are considered to have no worth. Muslim Women's League USA (n.d., p. 4) Unfortunately, this view of females being inferior is so widespread that history bears witness of it. According to Glen Hausfater, "female infanticide is the most common form of birth control in recorded history showing up extensively in many different cultures". Hausfater et al. (1984, p. 440)

Female infanticide is related to another form of violence against women, bride-burning. Expensive

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dowries are required in some cultures in order to marry off a daughter. Female infanticide may occur to avoid the custom. However, females who live and get married often find that an early death by fire awaits them at the hands of their husband and in-laws. Tell Me So (2002, p. 3) The cause of death is related to the kerosene stoves used for cooking, which makes proving the crime difficult. Mandelbaum (2002, p. 1) Bride burning accounts for tens of thousands of deaths per year. Yet, there are even more horrors that some women in the world must face.

FEMALE GENITAL MUTILATION

According to 2nd Sight Magazine, "the barbaric practice of removing a girl's clitoris began during the Middle Ages". 2nd Sight Magazine (2004 p.1) Today, the custom continues in many countries including Africa, the Middle East, Asia and Latin America effecting girls as young as four to eight years of age. Amnesty International (2004 p.1) Over one hundred million women have undergone such a mutilation and each year a couple more million girls face undergoing such an ordeal. World Health Organization (2000 p.1)

The operation is often done under unsanitary conditions with crude instruments in the hands of non-professionals. The procedure may include scraping the labia and then sewing the vulva across the vagina leaving only a small opening for the flow of urine. Amnesty International (2004 p.1) Women experience a variety of negative physical and mental health issues as a result of undergoing such a procedure. Their suffering may include pain, infection, hemorrhaging, potential spread of HIV, cysts, scarring, sexual dysfunction and depression. Amnesty International (2004 p.1)

The barbaric practice continues mainly because of superstitions such as the idea that female genitalia can grow enormously and contaminate the community, or if the female genitalia come in contact with a male it, will cause his death. Amnesty International (2004 p. 13)

HUMAN TRAFFICKING, SEX TOURISM and PROSTITUTION

Another horror that women in the world must contend with is sexual exploitation. Over half a million people are forced to work as prostitutes or slaves, either in their own countries or across international borders. Many of them are women and children. U.S. Department of State (2004 p.1)

Children are kidnapped or young women lured with the promise of lucrative jobs in foreign countries. Their submission is gained through confiscated passports or threats and intimidation. Many are repeatedly drugged and beaten, while they are forced to exist for the pleasure of others. U.S. Department of State (2004 p.3)

Ten per cent of the people traveling the world, do so in order to gratify their desire for sex with children and young women. Countries like Sri Lanka are often the choice of destination for such sexual activity. The government there complains of their inability to stop such activity because of the high volume of travelers. Samath (2004, p. 1)

Those sexually exploited suffer constant physical abuse, emotional abuse, sexual abuse and brutality resulting in a variety of health concerns. The sex trade

also furthers the spread of HIV/AIDS in the world. U.S. Department of State (2004 p.5)

In some countries known for repressing females, sexual crimes also abound. Iran, a Muslim country, has a legalized form of prostitution under the name of "chastity house". These brothels are an attempt to provide a healthy environment for illicit sexual encounters and thus keep prostitution from causing the spread of disease among the population. Iran's Shiite Islamic faith allows for "temporary marriages" called sighehs. The practice only requires a verbal contract and the reading of a verse from the Koran. The female participant may receive money for her work. Shiite religious leaders see it as a way to provide male sexual needs, especially when traveling on a pilgrimage. Fathi (2002 p.2)

RAPE AND DOMESTIC VIOLENCE

In the nineties, it was estimated that violence against women resulted in more deaths globally than what was caused by malaria and car accidents combined. Yet, many governments are still treating domestic violence and rape as crimes of little importance. UN Wire (1999, p. 2)

In Africa, rape is decimating the population, yet few predators are ever brought to justice. The victims are mostly female infants and young girls. Baido (2001, p. 1) Female babies who have been gang raped and survive must undergo massive surgery that includes a hysterectomy, intestinal repair and reconstruction of the anus. Vaginal damage results not only from penetration by male genitalia but also by foreign objects and corrosive substances. Baido (2001, p.1)

In Europe, the number of women who are victims of domestic violence is in the millions. Their related deaths are often at the hands of a spouse or life partner. Gender Equality (1999, p. 1)

In America, about four women die daily as a result of family violence. There are over a half million reported cases of domestic violence a year and over one million rapes known to have been committed. These statistics negatively impact the women's physical and mental health as well as the well being of any children in the home. US Department of Justice (1994 p.1) The cause for such violence may be debatable, yet there are things that clearly exacerbate the problem.

INDIFFERENCE CAUSED BY TRADITION AND THE SHAME AND HONOR CODE

Since the dawn of civilization, most societies have been patriarchal. Men, husbands or fathers, made the major decisions for the family. They also had control of the inheritance and property rights. Women had to learn their place. Stearns (1992, p. 1)

Child rearing in patriarchal families clearly delineates expectations in regards to gender. Girls quickly learn their role in the group. The community also sends a strong message to the females that they were not worth much. Anytime the population's survival is threatened, girls or women are the ones killed. Stearns (1992, p. 3)

Patriarchal pressure forces many women in China to deliver children alone for fear of being considered weak and inferior. In Ghana, traditions teach that childbirth difficulties prove a wife's unfaithfulness. Women would rather die alone while giving birth rather than risk being condemned of adultery by a midwife. Jones (2002, p. 4) Conformity dominates such cultures.

Many patriarchal societies also hold to a shame and honor code. In such a system, there is a hierarchy and males are considered to have superiority over females. Each male insists on receiving the honor due his position and any cause for humiliation is quickly avenged. Since no one is allowed to shame a superior, innocent people lower in the hierarchy often suffer some form of revenge so that a shamed person may feel better. Women are greatly oppressed under such a system. Lewin (2003, p. 1)

Women are the recipients of a lot of violence by angry males who are higher in rank. Lewin (2003 p.2) For instance, when a sixteen year old Jordanian girl was raped by an older man she was the one who was punished. The girl's brother tied her to a chair and slit her throat for bringing shame to the family. Afterward, he ran into the street with the bloody knife. According to Yotam Feldner of the Middle East Media and Research Institute, the boy exclaimed, "I have killed to cleanse my honor". Schvindlerman (2003, p. 1) People who are dependant upon a feeling of superiority in order to have any self-respect will tend to be violent.

In the patriarchy, there is also a strong tribal loyalty and the idea that moral standards apply only within the tribe. Miriam Lewan says,

"Children raised in such a culture have strong loyalties to the ruler and view anyone outside their group as less human. Therefore, if called on by their leader to kill someone outside their tribe, they would have no problem. Leaders who follow the shame and honor code often kill their own family members without remorse if they feel their power is challenged." Lewin (2003, p.1)

It is no wonder that women are forced to dress repressively in such a culture and that the men often take their rage out upon them. The male's violence is viewed as some badge of honor that demonstrates to others that he is a person worthy of respect. Women in such a culture face intense discrimination and injustice. A midwife stated,

"if hundreds of thousands of men were suffering and dying every year, alone and in fear and agony, or if millions upon millions of men were being injured and disabled and humiliated, sustaining massive and untreated injuries and wounds to their genitalia, leaving them in constant pain, infertile and incontinent and in dread of having sex, then we would all have heard about this issue long ago and something would have been done." Jones (2002 p. 4)

FAILURE TO HOLD NATIONS ACCOUNTABLE

The International Community has universal codes in place to protect human rights. For instance, Article Five of the Convention on the Elimination of All Forms of Discrimination Against Women states that nations should examine their traditions and culture for discrimination against women and work to create a society where women can receive equality. Office of the High Commissioner for Human Rights (2004, p. 9)

The same document, in Article Six, urges all nations to fight the exploitation of women that occurs through human trafficking and prostitution. Education on how such activities tend to keep people impoverished or lead to substance abuse problems is given. Nations are encouraged to develop opportunities through job training and rehabilitation. Office of the High Commissioner for

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Human Rights (2004, p. 10)

Article nine grants women equal rights regarding their nationality and states that a woman cannot be forced to change her nationality if she chooses to marry a person of another nationality. It also states that children from such a marriage have the right to retain their nationality automatically. Office of the High Commissioner for Human Rights (2004, p. 12)

Women are granted the right to an education in Article Ten of the Convention so that they can contribute and work outside of the home if they wish. Office of the High Commissioner for Human Rights (2004, p. 13) And, women are given the same employment opportunities as men in Article Eleven. Office of the High Commissioner for Human Rights (2004, p. 14)

The Committee recognized the need to alert nations to the harmful practices concerning health care for women so in Article Twelve the issue of access to health care, family planning and care during pregnancy and delivery is addressed. Nations are especially alerted to the dangers that cultural practices such as female mutilation, son preference and dangerous birth practices pose to women. Office of the High Commissioner for Human Rights (2004, p. 17)

It appears that steps have been taken to eradicate all forms of violence against women that may occur in public or private life. The Convention on the Elimination of all forms of Discrimination Against Women has been made a fundamental rule of international law between nations and reservations to it are not to be permitted. However, women continue to suffer discrimination, exploitation and violence.

The international community must move beyond rhetoric and bureaucracy. The Vienna Convention on the Law of Treaties of 1969 set up a formal procedure to deal with a nation's reservations to the international law on the issue of women's equality. Although the Committee on the Elimination of all Forms of Discrimination Against Women can only encourage reservations to be withdrawn, a Court of Justice is in place that can act to enforce the law. However, no one has ever challenged a nation's reservations or sought to have the law enforced so that a ruling can be made. Office of the High Commissioner for Human Rights (2004, p. 24) Guidelines that are vague and a reporting process that is too tedious to be effective must be changed if the plight of women in the world is to improve. Laws unanimously agreed upon must be followed up by actions that will enforce it.

SOCIAL CHANGE

The environment one grows up in shapes one's identity and worldview. When traditional ideals are found to segregate people in that culture, those traditions must be looked at as something that needs to evolve. Gender must not be viewed as a reason for prejudice and oppression. The tradition that female's are inferior must be recognized as a barrier to progress. Durrani (2004, p. 3)

Social change regarding the plight of women is too often a dream that is shattered because of a government's pitiable actions. According to the Human Rights Watch, "the staggering number of women in the world who are denied basic human rights is so great that this

issue must be a continuing part of any human rights efforts." Human Rights Watch, Women's Division (2002 p.1) Violence against women is universal and requires a combination of global politics and legal standards to stop it.

Efforts to advance the cause of women's human rights remains non-existent in too many countries or the laws created to protect women are too often inconsistently followed. The Women's Caucus for Gender Justice was formed to make known the many violations that are occurring against women in the world and reveal what their needs are in the criminal justice system. The formation of an International Criminal Court is a hopeful sign. However, crimes against women must be clearly defined along with the punishments for them. Then, legal sanctions must be consistently enforced around the globe. Women's Caucus for Gender Justice (1999 p.1)

The fear and ignorance that hides behind traditions or religion must not be allowed to hinder the evolution necessary to ensure that people have equality and freedom regardless of their gender. Although a wealth of information exists, few people really know about the suffering of women in the world. Public awareness needs to occur. When more people become educated toward this problem, it will translate into more pressure placed on governments to do something about it. Gaining information from non-government organizations such as Amnesty International, Women's Alliance for Peace and Human Rights in Afghanistan, Gender Equality, Peace Women, or a host of others will allow one to be armed with the facts when they write their legislators to demand action that will ensure women are treated equally and have the health and medical attention as well as the freedom they need and deserve.

The silenced cry of women suffering throughout the world deserves to be heard until their screams cause the persistent international pressure required to stop the injustices being committed against them. They must have the right to accomplish their dreams. Women must be considered worthy to be treated with the respect, dignity and equality that is the birthright of every human being on the planet.

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ew Generation Jails and the Nine Principles of Direct Supervision Established by the National Institute of Corrections

1st Place Winner

Undergraduate Lower Division, 2005 National Student Paper Competition

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A close look at two American Jails articles published in 2002 and 2003

In 1983, the National Institute of Corrections (NIC) abandoned 200 years of jail design philosophy and started to recognize the new concept of direct supervision. The concept gained popularity quickly, receiving support from the American Jail Association (AJA), the American Correctional Association (ACA) and the Committee on Architecture for Justice of the American Institute of Architects (Beck, 1999). Jail construction and renovation began popping up all over the country. In the 1970's, the first new generation jail was built in Contra Costa County, California, followed by the construction of new jails in Tucson, Arizona; Portland, Oregon; and Las Vegas, Nevada (Reichel, 2001). By the year 2000, there were almost 300 new generation jails in the United States (Harding et al. 2001)

Prior to the 1970's, jail design was based on linear intermittent supervision. Linear intermittent supervision includes a rectangular design with hallways of either single-person or multiple-person cells lined against the walls, often more than one story high (Tartaro, 2003). This design would normally be the type of jail depicted in movies. The officer on duty must walk up and down the hallways to conduct his supervision. The linear design does not allow for constant supervision because the officer on duty cannot see inside all of the

cells at the same time, hence the name intermittent.

Starting in the 1970's and following the NIC's move toward a new generation of jail philosophy in 1983, direct supervision became the basis for jail design. Direct supervision includes a podular design in which cells are built around a central room from which the officer on duty conducts their supervision. The cells generally hold one to two inmates with 15-30 cells per pod (Tartaro, 2003). A single jail can have many different pods based on level of supervision, gender or other classifications. Different pods do not interact with each other for any reason. The inmates of each pod are a self-contained social unit, spending mealtime and recreation time together. At the discretion of the officer, inmates are allowed to come out of their cells into the central common area for short periods of interaction each day. However, the officer on duty can take away this privilege for misbehavior. The goal of direct supervision is to reduce inmate misbehavior by increasing the amount of interaction between the inmates and staff, hence the name direct. With direct supervision, came a new architectural design; the new generation jail.

The National Institute of Corrections (NIC) developed its new philosophy based on nine underlying principles. The principles of direct supervision include: competent staff, classification and orientation, effective communication, effective supervision, justice and fairness,

effective control, safety of staff and inmates, manageable and cost-effective operation and ownership (Perroncello, 2002). As the philosophy became known and established, new generation facilities began opening around the United States.

In 1991, Gwinnett County opened a multimillion dollar new generation facility. Dillard Hughes, an experienced law enforcement officer who had previously worked for the Athens, Georgia Police Department, began working as an officer at the facility, overseeing a pod of 30 inmates. After a year, he was transferred to an administrative position. Six months later, Hughes was promoted to lieutenant under Sheriff Butch Conway. He was in charge of morning watch at the Gwinnett County Jail. Hughes published an article in the May/June 2003 issue of *American Jails* entitled, "The New Generation Jail: Ten Years After."

Another new generation facility was opened in North Dartmouth, Massachusetts. Peter Perroncello is the Assistant Superintendent of Bristol County Sheriff's Department in North Dartmouth. He is also 1st Vice President of the American Jail Association (AJA). He has assisted in training over 5,000 jail employees in the area of direct supervision in the past ten years. Perroncello published an article in the January/February issue of *American Jails* entitled, "Direct Supervision: A 2001 Odyssey." I will frequently refer to the articles of Officer

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Hughes and Officer Perroncello because they are both extremely knowledgeable in the field of direct supervision.

The first principle of direct supervision is competent staff. The American Heritage Dictionary defines competent as, “properly or well qualified; capable; adequate for the purpose” (Berube, 1991). In order for direct supervision to succeed, the staff must be well qualified and highly trained. Normally, there is only one officer per pod, subjecting that officer to as many as 60 inmates at one time. An officer must be sufficiently trained to maintain order within each pod. Jails require their officers to attend two-day training sessions, commonly referred to as FTO (Field Training Officer) programs. The first day is conducted solely in the classroom and focuses on the principles of direct supervision. The second day consists of emergency role play scenarios to prepare the officers for crisis situations (Hughes, 2003).

Officer burnout is a big area of concern for jails in the United States (Hughes, 2003). The administration must help their officers maintain a sense of pride and interest in their profession. If you leave an officer on duty in the same pod five days a week, gradually they will lose interest in their duties. Over time, some may even establish relationships with the inmates. This can lead to a lot of negative drawbacks including a high turnover rate. The jail administration should rotate officers on duty to different areas of the jail. For example, an officer may supervise a women’s pod one day, a men’s pod the next, the recreation area the following day, etc. The rotation of staff will help officers to realize that they are an important facet to the success of jails (Hughes, 2003). Officer Dillard Hughes, the lieutenant of Gwinnett County Jail mentioned previously, after observing the officers assigned to supervision under his control, tried rotating his officer’s shifts in hopes of combating the issue of officer burnout. This quote comes from his 2003 article in American Jails.

It was with my new command that I was able to implement a three-month rotation on shift. I found that the rotation accomplished several tasks very efficiently. It cross-trained the officers and gave the supervisors a better mix of choices for assignments. It reduced burnout among the housing officers by giving them a mental and physical break from housing management. And it greatly reduced problems within the housing units, which often arise when officers are not paying close attention to their inmates (Hughes, 2003, pg. 42).

The second NIC principle of direct supervision is classification and orientation. Classification is defined as the grouping of inmates based on shared characteristics or traits (Berube, 1991). It helps the officers on duty to know who they are dealing with. New generation jails frequently separate inmates into pods based on classification. One pod may be high security violent offenders, one may be only pre-trial detainees, one may be a 24 hour hold for drunks and vagrants, one may be only women etc. The jail may also have an isolation area for inmates who can’t behave or follow the rules. By using a system of classification, an officer coming on duty

knows what type of crowd he is dealing with before he even enters the central common room. Breakdown of classification and orientation may occur with overcrowding. Inmates are placed together, with no classification, due to limited space and time. Overcrowding will cause problems within the facility because security officers will know less about their inmates. Officer Perroncello, the Assistant Superintendent and experienced FTO program trainer, highlights the principle of classification and orientation in his article published in American Jails. “Crowding dilutes the use of orientation housing modules. These housing areas become ‘just another place to put inmates.’ With the breakdown of orientation comes ignorant inmates and staff, because we really don’t know with whom we are dealing” (2002).

The third NIC principle of direct supervision is effective communication. Effective communication refers to inmate and staff communication as well as that between administration and staff. If an officer is not stern with an inmate, he can easily be taken advantage of. Likewise, administration must be stern with their officers to maintain order inside the facility. This communication must work in both directions. Officers must keep extensive log books to inform their supervisors of the important details of each shift. Supervisors must conduct walk-arounds periodically throughout the shifts to make sure the officers are doing their job. It is also important for the supervisor to hire officers based on their capabilities and levels of experience. Extensive training in communication is essential. Officers are taught communication skills during the FTO programs. Supervisors and staff both attend in-service training periodically throughout the year to practice effective communication skills. Sergeant Andrew Peralta works for the Las Vegas Metropolitan Police Department. Peralta discusses training practices at the department as follows:

We do require our civilian staff to take the direct supervision class with the officers. We also mix supervisory staff in our classes. This has given our supervisors a good insight as to what the officer’s concerns are during this transition...In this field we’re in, it is important to have your officers understand that they are also supervisors, supervisors of people with the current title of inmate (Peralta, 2002, p. 52).

Not only classification suffers with overcrowding, communication suffers as well. Perroncello highlights the effect of overcrowding on communication, “In the crowded jail, interpersonal skills among officers and inmates, between officers and supervisors and between programs staff and officers get tossed aside in the interest of ‘getting through the day.’” (2002).

The fourth NIC principle of direct supervision is effective supervision. Effective supervision refers to performance of the officers on duty. Officer performance can be influenced by many things. The most important influence on effective supervision in new generation jails is architecture. The podular architectural design of new generation jails allows for constant, direct supervision as opposed to intermittent supervision. The officer on duty can see into every cell at once, increasing and enhancing supervision. Overcrowding also influences effective supervision. As the number of inmates per pod increases, the amount of supervision per inmate decreases. In order for a new generation jail to prosper,

overcrowding must not occur. Placing two officers on duty in the same pod has also been proven to decrease effective supervision. Officer Hughes experimented with placing two officers on duty in a single pod in Gwinnett County Jail. His observations concluded, “They tended to stick together and entertain themselves rather than properly interact with the population. When given the choice, the officers preferred each other’s company to that of the inmates in the housing unit” (2003).

The fifth NIC principle of direct supervision is justice and fairness. Justice and fairness refers to the rights of the inmate population. The jail administration cannot enforce a policy that is cruel and unusual. The architecture of new generation jails is designed specifically for security, however comfort is part of the overall design. Each pod’s central room is normally carpeted with furniture, creating a more inviting, less stressful atmosphere. By creating a more comfortable space, the jail is offering their inmates the best physical conditions possible during incarceration. Inmates have a right to the least restrictive circumstances necessary while in jail. Along with comfort, the architecture allows the inmates to interact socially, in a limited way, but more so than the older system of linear supervision. I interviewed a jail guard at the Adair County Detention Center, who wishes to remain anonymous and he briefly touched on the subject of inmate’s social interactions. “They [the inmates] are allowed to be in what we call their ‘day room’ from 9 o’clock in the morning until 1 o’clock. Then they go into quiet time for one hour. They come back out at 7 o’clock for dinner. They always want to come out when its not quiet time” (Anonymous, personal communication, November 17, 2004).

Fairness and consideration for basic rights includes giving inmates a system of responsibility and an opportunity for awards. One of the biggest privileges of new generation jails is the inmate industries program. A large majority of the jail population is pretrial detainees. If those inmates were not considered a risk of flight prior to trial, they would still be out in public working for a living. In some jails, inmates are allowed to work in the jail industries for minimal pay. These industries may include, the jail’s laundry facility, parks and recreation work, water, streets and sewer work, etc. They fill out applications and compete for available positions just as they would in the outside world (Dowd and Pinson, 2001). Inmate industries help educate the jail population by providing skills training and offer a financial incentive. The principle of justice and fairness emphasizes the importance of the inmate. Perroncello claims:

“Our inmates are still not stripped the protection of the Constitution upon incarceration” (2003). Inmates have rights too, although they are more limited than those of the population at large and new generation jails focus on preserving those rights in a jail environment.

The sixth NIC principle of direct supervision is effective control. Effective control is defined by exercising authority or dominating influence over the inmate population (Berube, 1991). Effective control depends on the number of inmates and can be seriously affected when overcrowding occurs. A pod normally consists of 30-60 inmates (Tartaro, 2003). When overcrowding begins to occur, an officer’s inmate load per pod increases.

New Generation Jails, Continued

A new officer is trained to handle up to 60 inmates, but after 60 inmates, control is questionable. The number of inmates cannot exceed the officer's level of experience. Officer Peter Perroncello has toured over 50 direct supervision facilities, discovering that some of the larger new generation jails also address the problem of control by providing separate facilities in each individual pod for showering, eating, exercising and receiving medical attention. The separate facilities for each individual pod help to better control the different populations so that conflict with another pod will not be a possibility (Perroncello, 2002).

The seventh NIC principle is the safety of staff and inmates. New generation jails enforce the safety of staff and inmates through many different policies. The architecture of new generation jails allows for separate pods that never interact with each other. This prevents two people, who may have been placed in separate pods for security reasons, from hurting each other. The jail must also be kept clean in order to preserve safety. If officers do not enforce practices of hygiene, the facility risks epidemics or infections. Physical deterioration of a facility leads to many problems, including health risks and risks of flight. It is said that for every single year a jail lives, it ages 3.5 years (Perroncello, 2002). New generation jails attempt to give inmates the opportunity and incentive to maintain cleanliness of themselves and the facility. At Gwinnett County Jail, inmates are directed to keep their pods clean throughout the week. Whichever pod is the cleanest upon weekly inspection receives the privilege of a TV/VCR cart with movies to watch (Hughes, 2003).

The eighth NIC principle of direct supervision is manageable and cost effective operations. Manageable and cost-effective operations refers to the jail functioning the way the administration would ideally want it to function. Administration must maintain salaries at a sufficient level so that employees remain committed to their positions as law enforcement officers. However, the pay cannot be excessive because most jails are operated on a constrained budget and do not receive enough funding. One solution for cost-effectiveness that new generation jails have instituted is offender responsibility. Inmates are responsible for pickup and drop-off of mail, commissary orders (food) and laundry at designated times. This allows the administration to cut staff and reduce costs. Offender responsibility means decreased staff responsibility. This increases the manageability of the facility and at the same time attempts to teach inmates self determination. If they don't take their laundry and linens to be cleaned at the designated time, they will not have clean clothes. Dennis McCave, a 24-year member of the Yellowstone County Sheriff's Department in Montana has served the past 20 years working at Montana's Law Enforcement Academy as an instructor in the Correction/Detention Officer Basic Certification Course. Throughout his career he has realized that commitment is a huge part of operating a jail facility. He published an article in *American Jails* March/April 2002 issue in which he said:

There are responsibilities at every level to make it successful. Elected officials must support the funding,

the administration must provide adequate staffing, the supervisors must be committed to the proper training and supervision and staff must be empowered to make it work. Even under the best conditions, a breakdown at any level can jeopardize the operations of the facility (McCave, 2002, p. 53).

The ninth and final, NIC principle of direct supervision is ownership. Ownership refers to the competency of administration. The jail administration must provide the right programs in order to train their officers in the appropriate areas of law enforcement. The right person has to be in charge who will be experienced and able to understand the principles of direct supervision and enforce them accordingly. Officer Dillard Hughes speaks highly of the administration at Gwinnett County. "What we have learned at Gwinnett County Detention Center is that the concept of direct supervision is only as good as the people who actually put it to use. And that is the reason that we have been as successful as we have...which speaks to the type of people employed by the sheriff's department" (2003).

As with any new philosophy, criticisms of the new generation jail exist. One issue involves the issue of cross-gender supervision. When a female officer is on duty supervising a male pod, if a crisis were to occur (even with the officer being extensively trained), would she be able to control 30-60 male inmates? Vice versa, when a male officer is on duty supervising a female pod, if women were to be seductive and try to coerce a male into letting them have freedoms they normally wouldn't receive, do you think a male would be able to refuse 30-60 female inmates? The answer depends on the officer and goes back to one of the most important aspects of direct supervision: sufficient training. Another issue of criticism involves the election of sheriffs, the head supervisor of local jails. Elections occur every four years and once a sheriff is elected, he/she is entitled to choose the jail administrators. This means that any employee that remains at the facility during a term of two different sheriffs might not be operating under the same philosophy because different sheriffs may have different ideas as to what is most important. Perroncello explains this well, "Without consistent leadership and an understanding of the principles, ownership becomes nothing more than a butterfly, fluttering about from flower to flower" (2002). A third criticism of new generation jails involves the issue of overcrowding. A new generation jail cannot function optimally if overcrowding occurs. The aspect of direct supervision is lost. A fourth criticism of new generation jails is the insufficient training of officers. The ideal training program exists, however, it is up to each sheriff's department to develop and institute their own workable program. Some departments simply won't have the time, money, or knowledge to provide adequate training for their officers, creating a dangerous environment in which the officer can easily be overpowered.

In conclusion, with the new philosophy of direct supervision, came a new podular design for local jails. The design and philosophy of new generation jails were developed together, based on the nine principles, to provide a safer, more controlled environment for inmates and staff in which poor inmate behavior is combated by constant supervision. Overcrowding is one of the biggest problems in corrections. New generation jails provide

a better model for corrections than the older indirect supervision model, particularly when considering the problems presented by overcrowded jails. Dennis McCave, the Yellowstone sheriff mentioned previously, argues for the new philosophy and design:

I have visited overcrowded, indirect supervision jails and it is clear to me that the direct supervision jail is superior when it comes to safety, security and overall operations in overcrowded conditions. It is clear that those who maintain their commitment to the direct supervision principles will maintain better control and ownership of their facilities. With the current or future reality of overcrowding in our facilities, it is difficult for me to understand why anyone would choose lack of control over more control (McCave, 2002, p. 56).

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C

Cadaver Dogs: A Meta-Review of Literature and Research Findings

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Abstract

Domestic dogs, or Canis familiaris, have served in a variety of beneficial roles to people and organizations. Cadaver dogs, or dogs used in the detection of postmortem human remains, provide another example of the versatility of canine service to mankind. Issues researched within this paper included general background information of ownership of dogs, legal implications from the use of dogs in locating cadavers and research findings concerning the scent detection capability of dogs in locating postmortem human remains. Selection, training, evaluation and use of cadaver dogs in detection of the odors associated with postmortem human remains and recent events involving cadaver dogs and their handlers were also examined.

Introduction

The overall goal of this review was to present findings about dogs and their ability through their sense of smell to locate cadavers or postmortem human remains. The superior olfactory capability of dogs via air scenting, trailing and tracking has been documented by numerous sources and proved that the dogs' superior ability of scent or odor detection made them a likely candidate for use in the detection of postmortem human remains, or as a cadaver dog. Cadaver dogs are used by law enforcement agencies, government agencies, forensic teams, anthropologists, archaeologists, osteologists and private individuals in the search for postmortem human remains. Selection, training, evaluation, current events and legal issues concerning use of cadaver dogs have surfaced within the past thirty years. Information revealed many canines currently classified as cadaver dogs served in dual purpose capacities; they were trained as search and rescue dogs, in obedience training, wilderness training, as other types of detector dogs, or were utilized by a police or government agency. Explanation of the sources and entities associated with dog use, ownership and handling allowed the researcher to better understand the extent of dog distribution and specifically cadaver dogs throughout the United States. All entities reviewed by this researcher promoted professional use or personal ownership of dogs with guidelines concerning at least one of the following elements: humane ownership, training, evaluation or registration of dogs.

Background on canine ownership and organizations

According to the *American Pet Products Manufacturers Association (APPMA) 2003-2004 National Pet Owners Survey* (2005), there are approximately 65 million dogs in the United States. The American Kennel Club (2005) registration of purebred breeds of dogs numbered over 1.2 million dogs. The AKC recognized

147 breeds of dogs (Rebmann et al, 2000). However, only a small percentage of dogs will ever be pressed into service in the detection of cadavers or postmortem human remains for use in the various fields affiliated with forensic science, law enforcement entities, military organizations or private organizations. According to Rebmann, David and Sorg, (2000) and information provided at DisasterDog.com (2005), there are over 100 volunteer search units in the United States. Numerous local volunteers and their organizations support the missions of other organizations by training their personally owned cadaver dogs and deploying the dog handler team when requested by another entity. The National Association of Search and Rescue (NASAR) lists over 50 organizations on their website, many of which reflected the use of their handlers and dogs in postmortem human remains detection. In an interview with Ellen Ponall, president of the North American Search Dog Network, Ms. Ponall advised her organization was comprised of volunteer canine handlers and their canines who assist other organizations in search and rescue of people and in location of postmortem human remains. Ms. Ponall estimated there were close to 60 dogs alone certified in cadaver or postmortem human remains detection (Ponall, 2005) which are owned by members of NASDN. Law enforcement organizations focused on canine deployment included the North American Police Working Dog Association (NAPWDA), the United States Police Dog Association (USPCA), National Police Bloodhound Association (NPBA), Law Enforcement Bloodhound Association (LEBA) and the National Narcotic Dog Detection Association (NNDDA). Some of these organizations have members who train dogs in cadaver and postmortem human remains location, depending on individual philosophy, need and organizational constraints. However, there is no central registry for cadaver dogs and their handlers, which has created a significant gap of knowledge concerning the communication channels between agencies which request the use of these dog-handler teams. Many operate as part of local volunteer organizations that support law enforcement agencies, yet no formal national structure has been adopted by cadaver dog owners.

The ownership and use of post mortem human remains detection dogs for purposes such as search and rescue, law enforcement and by the military has become more commonplace (Rebmann et al, 2000) in the United States within the last thirty years. However, in comparison to total numbers of trained service dogs, there appeared to be relatively few dogs trained in cadaver and post mortem human remains detection.

Literature Review

The practical elements of dog selection, handling and use were reviewed, as were the current research findings concerning the use of dogs in location of postmortem human remains. While research conducted on cadaver dogs and their abilities has progressed over the past ten years, much of the research concerning canines and their ability to utilize their sense of smell reflected proof that the ability of a dog to detect certain scents is very possible, especially in mortem human remains detection. This researcher specifically reviewed information associated with the selection, training and reinforcement methods utilized in training of a dog (Bulanda, 1994, Button, 1990; Johnson, 2003; Pearsall, M.D. & Verbruggen, 1982; Rebmann & David & Sorg, 2000), search and rescue dog use and selection (ARDA, 2002; Bulanda, 1994, 2001; Snovak, 2004) postmortem remains location by cadaver dogs (Haglund & Sorg, 1997, Rebmann & David & Sorg, 2000) and the specific to of cadaver dog use in forensic science (Rebmann & David & Sorg, 2000). Rooney, Bradshaw and Almey (2004) completed research on the desired attributes of specialist search dogs. A study conducted at the University of Tennessee's Anthropological Research Facility (ARF) in Knoxville, Tennessee, by Vass, Smith, Thompson, Burnett, Wolf, Synsteliem, Dulgerian and Eckenrode (2004), focused on the establishment of a Decompositional Odor Analysis (DOA) database, which would be used to develop a portable chemical sensor capable of detecting burial sites and serve as a training aid for canines in post mortem human remains detection. Lasseter, Jacobi, Farley, R. and Hensel, L. (2003) conducted studies which involved cadaver dogs and their ability to detect human remains in Tuscaloosa, Alabama. Killam (1990) reflected the success of cadaver dogs in location of decomposition of human bodies. Komar (1999) presented findings on the research of the use of cadaver dogs in detection of scattered human remains. Johnston (1999) completed further studies which summarized various scent detection studies in general and suggested how organizational operations could be evaluated using these results. Review of literature also revealed the abilities of the canine handler significantly influenced the probability of success for a dog undergoing postmortem human remains detection training.

Proof of a dog's detection capability via scenting

Scent or odors are detected at many different concentrations and under different conditions (Vroon & Vincent, 1994). The dog's superior sense of smell (Syrotuck, 2000), has endeared them to use by humans for detection of a variety of odors. That sense, as reflected

Cadaver Dogs, Continued

by Rebmann et al (2000), is due to dogs possibly having up to 200 million olfactory receptor cells, dependant on breed of the canine, as compared to the 5 million olfactory cells humans possess. In order for a dog to be successful in locating odor or scent, its sense of smell must be functional. Dogs with colds or nasal cavity infections can be affected in their ability to detect certain odors. Additionally, exposure to high concentrations of other odors, such as carbon monoxide or other chemical agents, affect a dog's ability to detect odors or scent.

While not solely specific to cadaver dogs, the ability of a dog's sense of smell or ability to detect scent or odor is well documented. Johnston (1999) described the dog's ability to detect certain compounds at levels as high as 500 parts per trillion and analyzed dog scent detection capability in other substances. Johnston (1999) focused on the olfactory capability of dogs in general and the assimilation or lack thereof of impact on information being transferred to operation and deployment protocols. Johnston (1999) also presented findings which reflected that dogs could discriminate up to ten different odors without difficulty. Findings of this study summarized information in these categories: Olfactory sensitivity, odor discrimination, generalization from training to non-training, dog detection odor signatures, learning multiple odor discriminations and durability of odor discriminations. While not specifically focused on cadaver scent alert, this study provided valuable insight into understanding the olfactory capabilities of dogs, which in concert with other studies, provided the researcher with a better prospective of the ability of dogs and their ability to perceive scent or be trained in discrimination of scents. Dogs have been trained to detect numerous scents, including but not limited to, certain narcotic compounds (Fleck, 2005), compounds used in construction of a bomb (Jerone, 2002), natural gas (Johnson, 1975), accelerants used in fires (Tindall & Lothridge, 1995) (Kurz, Schultz, Griffith, Broadus, Sparks and Dabdound, 1996), cancer (Willis, Church, Guest, Cook, McCarthy, Bransbury, Cook, Church and Church, 204), household mold (Lorenz & Diederich, 2004), living or lost people and victims of natural and man made disasters (ARDA, 2001; Bulanda, 1994, 1999, 2001; Snovak, 2004), mass gravesites and deceased victims and postmortem human remains (Haglund & Sorg, 1997; Komar, 1999; Rebmann & David & Sorg, 2000). Killam (1990), presented research on the use of cadaver dogs and their sense of smell during the decomposition process.

Syrotuck (2000) defined scent as "raft" or debris, which consisted primarily of dead or dying skin cells emanating from a human, which the body sheds at a rate of 40,000 per minute. Rebmann et al (2000), further described scent as the production of molecules dispersed into the air and which register a sensory reaction in the brain. Cadaver or post mortem human remains produce a stronger concentration of scent in relation to proximity to the source. Furthermore, the chemical reactions which took place in a deceased body create a "spectrum of scent" which the cadaver dog must be trained to recognize. Rebmann et al (2000) discussed this concentration of scent as a "scent cone", or the distribution and shape of the scent from the source.

This scent cone is affected by a multitude of factors, such as climate, location, burial depth, height (hanging) or water in which the source of the scent is located.

Dogs and their handlers must be trained to understand the conditions surrounding the scent cones in order to better understand and interpret the fluctuation of scent cones dependent on these various environmental conditions.

Legal Issues Concerning Cadaver Dogs and Scent

There are numerous legal issues surrounding the ownership and use of a cadaver dog and specifically one utilized as an agent of a government entity. Proper licensure, registration, training and evaluation or certification of the dog, along with the certification or evaluation of the competency of the handler, are all issues which concern both the individual and any agency employing the use of the animal. Fourth Amendment issues, such as search and seizure (Plain view, consent searches, exigent circumstances and warrants) incidents which utilize cadaver dogs and their handlers as an agent of a law enforcement entity should be thoroughly researched, addressed and placed into organizational policies of the agency. Case and statutory law should be annually reviewed at a minimum and organizational policies updated to reflect any changes which might affect the deployment of such units. Rebmann et al (2000) addressed due care concerns, strict liability and other legal implications surrounding the use of cadaver dogs and their handlers.

Concerning scent evidence, a number of considerations must be taken into account should a law enforcement agency desire to utilize such scent evidence in court. According to Hunt (1999) among those considerations were the experience and qualification of the handler and the dog, admissibility of scent evidence in that jurisdiction, sufficient documentation of the handler and the dog's training, skill sets, experiences and reputation in processing crime scenes. Katz and Midkiff (1998) detailed concerns with canines' detection abilities which should be noted. Wojcikiewicz (1999) presented information which addressed the use of dogs in the detection of scent evidence via lineups and issues surrounding scientific acceptance of such evidence via Daubert (1993). The method used to train dogs, peer review of such methods, publication, error rates, insuring the method is standardized for trainers and agency using dogs in such tests and finally acceptance of such methods and practices by the scientific community are all elements which Wojcikiewicz (1999) addressed. While not specific to cadaver dogs, the same scientific processes should be used when attempting to gain more credibility for the presentation in court of use of scent evidence detected by cadaver dogs. Burne (2004) addressed the numerous legalities of use of cadaver dogs and the arrest of a prominent cadaver dog handler in an overall assessment of the case against Sandra M. Anderson.

On an employer-employee basis, law enforcement agencies should consider the utilization of separate employment agreements for canine handlers to protect the interests of both parties involved. Training of private individuals acting in the role of an agent for a law enforcement agency should include knowledge of and adherence to policies of that particular organization and such agents should be adequately supervised

when acting on behalf of such an agency. Background investigations of non sworn individuals who assist law enforcement should be mandatory.

Selection of the Cadaver Dog

The dog selected to be trained in the location of post-mortem remains (cadaver dog) should possess a wide variety of characteristics to be successful. Some dogs are cross trained (Koenig, 2005) in a variety of functions, especially those dogs involved in search and rescue, obedience training or wilderness training. In fact, it is necessary to insure a dog has basic obedience training and can follow commands from its handler. However, it is also relevant a dog trained in the detection of any odor must be accompanied by a competent canine handler.

The overriding factors involved in selection of a cadaver dog appeared to be the ability of the animal to detect odor, social (temperament) and physical and hunt/prey drive characteristics of the dog as most critical in selection of a dog for this duty (Bulanda 1994, 2001; Rebmann et al, 2000; Snovak, 2004). Many of the techniques utilized in selection of the cadaver dog concur with requirements for selection of dogs in other types of functions, especially search and rescue. According to Rebmann et al (2000), qualities necessary for selection of a successful cadaver dog included "structural soundness", good socialization skills, endurance, independent work ethic; however, controllability by their handler, a "strong reward system response" and a "strong hunt/prey drive." Bulanda (1994, 2001), addressed the characteristics necessary of a successful search and rescue dog (SAR), as those of a strong play-prey drive and socialization skills, which mirror those necessary in cadaver dog selection.

Snovak (2004) presented information on a selection test designed by David Brownell and Mark Marsolais termed "*The Brownell-Marsolais Scale: A Proposal for the Quantitative Evaluation of SAR/Disaster K9 Candidates*", which was designed to measure the suitability of a dog for SAR and disaster work. This scale was designed to assess six drives of dogs: social drive, hunt drive, play drive, hunger drive, defense drive and victim loyalty drive. The test was also designed to measure nerve strength or the ability of dogs to adapt to stimuli within an environment which could stress them. Measures of nerve strength incorporated into this test included dog responses to tactile, aural and visual stimuli. While specifically utilized for selection of dogs in the search and rescue function, the results measure many of the elements necessary for the selection of a dog for cadaver and postmortem human remains detection.

Rooney, Bradshaw and Almey (2004) surveyed dog handlers in the United Kingdom to ascertain what attributes desirable in selection of specialist search dogs were according to their handlers. The most desirable characteristics included a high sense of smell, good health, incentive to find a hidden object, ability to learn from rewards, stamina and the tendency to hunt by smell alone.

Research reviewed (Rebmann et al, 2000; Bulanda, 1994, 2001; Johnson, 1975; Snovak, 2004) reflected no singular breed of dog as more successful than another for selection as a cadaver or search and rescue dog. Certain organizations, such as the ARDA, NAPWDA, USPCA, NPBA and LEBA, have members who prefer a

Cadaver Dogs, Continued

distinct breed of dog, such as Bloodhounds, German Shepherds or a type of retriever. However, the vast majority of dogs utilized in cadaver and postmortem human remains detection varied as to breed both in scientific research, field trials and field application as reviewed by this author. Ponall (2005) advised of a Dachshund, Schipperke and a Fox Terrier that were being trained as cadaver dogs. A review of numerous websites concerning canines trained in the detection of post mortem human remains reflected a wide variety of breeds and crossbreeds of dogs used for the purpose.

Training of the Cadaver Dog and their Handler

According to Rebmann et al (2000), the training of cadaver dogs required a variety of factors. Among those listed along with the proper selection of the dog, were key characteristics attributed to the handler, which, at a minimum, included; a level of handler fitness commensurate with the requirements of training, psychological preparedness when a search culminates in location of a remains, an understanding of dog training principles, establishment of a bond with the dog performing the search, the ability to communicate and cooperate with persons associated with the search and ability to record and produce reports associated with actions taken during a search. Other training aspects of cadaver dogs focused critically on the ability of a handler to work with their dog, the ability of the handler to interpret the actions or reactions of the dog, such as head position, ears, eyes, tails, hackles, circling, breathing or overall attitude change of the dog (Rebmann et al, 2000) during a search or upon discovery of remains, the presence of past obedience training (ARDA, 2002), fine area and wilderness training (Bulanda, 1994) or prior training in air scent and trailing training (Rebmann et al 2000).

There are a variety of means in which a dog may be trained to locate a scent or odor, regardless whether the source is alive or dead and/or animate or inanimate. Past methods of accomplishing training in dogs has included focusing on utilization of tracking, trailing or air scenting methods (Button, 1990; Syrotuck, 2000; Pearsall & Verbruggen, 1982). Cadaver dogs, normally are primarily trained via the use of air scent training (Bulanda, 1994; Rebmann et al, 2000; Snovak, 2004) due to the lack of a trail or track of the victim. Specifically, cadaver dogs are trained to recognize the scent of a cadaver during the fresh, bloated, decay, liquefaction and dry stages of the cadaver as portrayed by Rebmann et al (2000). These scent or odor development stages are affected by the levels of microorganisms, warmth, air and moisture (Rebmann et al 2000) present at the site which effect decomposition of the cadaver.

Successful cadaver dog training relies on the use of cadaver scent, human remains, blood, urine, or another alternative. Due to strict state and federal regulations concerning the use of human corpses, cadaver dog trainers have utilized a variety of sources to mimic the correct scent produced by decomposing human remains when training cadaver dogs. Bulanda (1994), suggested retrieval of soil from a grave site where wooden coffins were used, soil where a human had died and contains "body burn" or decomposition from the body, parts from a vehicle in which a human

had died, or use of an artificially manufactured false cadaver scent, such as Sigma Pseudo corpse, which was manufactured by a commercial vendor. Rebmann et al (2000) suggested certain items which would produce the appropriate scent, such as human flesh, human blood, soil samples, adipocere scent, chemicals such as Putrescine or Cadaverine, Sigma Pseudo Corpse, Pseudo Corpse II and Sigma Pseudo Distressed Body with qualifications, concerns and conditions for the use of each scent source. A capped pvc pipe with holes drilled in it, a cinder block or a kong, which is a secure rubber dog toy, all of which can satisfactorily hold the scent, allow it to emanate from the source and not directly expose the dog to the source of the scent, can be utilized as the carrying device for the scent in which cadaver dogs will be trained.

Methodology to train dogs focused on a step by step process with emphasis on fluency through practice, automatic response of the dog and how to address problems with training dogs. Rebmann et al (2000) presented information which concerned the use of positive reinforcement and conditioned reinforcement in the training of cadaver dogs, including the use of a device called a "clicker", which signaled to the dog that a reward was forthcoming for completing a task satisfactorily. Cadaver dogs are trained on a leash or lead until the handler feels comfortable with the dog response to the search, at which time certain handlers may allow the dog to work off leash. However, the handling of dogs at search sites was dependant on the particular needs of the search and whether a "fine search" (Rebmann et al, 2000), which requires close scrutiny of an area by a dog and required leash handling, was necessary. Cadaver dogs and their handlers work designated periods of time followed by breaks, dependant upon the circumstances which are present. According to Snovak, (2004) or Rebmann et al (2000), these periods fluctuated between 20-30 minutes of work, followed by ten minute rest periods to keep the dogs alert and interested in the task at hand.

Dogs were trained to give active or passive indicators or alerts when they locate a scent. Examples of a dog trained as an active indicator might include the dog scratching or digging at a suspected location of a source of the scent, while a passively trained dog sits or lies down by the location of the scent (Bulanda, 1994; Koenig, 2000).

As outlined in Rebmann et al (2000), the nine stages of cadaver dog training included imprinting small area search with a hidden source, small area search for a buried source, small area search for a hanging subject, large area search for an above surface source, large area search for a buried source, negative area search, blind area search and an evaluation methodology. These stages afforded the dog and handler the ability to be measured for proficiency in postmortem human remains detection.

Terrain or areas where a cadaver dog may search included a wide array of environmental conditions. Land, water, avalanche, landfills, roadsides, vehicles, housing and swamps are all areas a cadaver dog and handler may be called upon to search. Methods used to search may include grid or corridor searches (Bulanda, 1994; Rebmann et al, 2000), hasty searches (Rebmann et al, 2000), or spot searches (Rebmann et al, 2000). ARDA

(2005) assessed water searches as dependant upon partial or full submersion of the body of the victim. All searches present certain obstacles the dog and the handler must overcome. Canine handlers must be properly prepared to complete the search and wear adequate clothing and utilize maps and possibly GPS systems to assist the canine in locating remains.

Training for cadaver dogs is not strictly limited to searching for cadavers or postmortem human remains. Line ups, (Rebmann et al, 2000; Schoon, 1996, 1998) or situations specifically designed to check for the presence of decomposition of scent on clothing, vehicle searches and training with distracters such as dead animals, assist the dog in progressive skill development in location of cadaver scent.

Significant Research Findings Concerning Cadaver Dogs

The University of Tennessee, Oak Ridge National Laboratory (2004) was reviewed for research concerning the canine sense of smell. A study conducted at the University of Tennessee's Anthropological Research Facility (ARF) in Knoxville, Tennessee, by Vass, Smith, Thompson, Burnett, Wolf, Synstelien, Dulgerian and Eckenrode (2004), focused on the establishment of a Decompositional Odor Analysis (DOA) database, which would be used to develop a portable chemical sensor capable of detecting burial sites. Human bodies were buried at the site and during the subsequent decomposition process levels of approximately 424 volatile chemicals were recorded, along with the effects of barometric pressure, air temperature and rainfall on the body during the decomposition process. The study concluded with indication of a chemical fingerprint being developed which reflected those chemicals liberated during the human decompositional process and the possibility of using such information to development training aids for cadaver dogs and a device which could specifically measure the levels of those chemicals.

Laseter, Jacobi, Farley, R. and Hensel, L. (2003) conducted studies in 2001 which involved cadaver dogs and their ability to detect human remains in Tuscaloosa, Alabama. This study focused on the ability of cadaver dogs to detect human cadaver scent at the different stages of decomposition, cadaver dog ability to detect human scent at both different burial depths and stages of decomposition and cadaver dog ability to distinguish between animal decomposition stages and human decomposition stages. Breeds of dogs included in this research were a Rottweiler, German Shepard, Labrador and another German Shepard. The dogs were certified in a variety of training styles, including cadaver training, wilderness training, water training, search and rescue training and disaster training. The findings included reliability of cadaver dogs locating fresh and skeletonized remains, however, the reliability of results were affected by the ability of the specific dog's handler.

Rebmann et al (2000) presented findings from the documented work load of an experienced cadaver dog handler in the Northeastern United States. While the numbers or percentages of finds were significantly lower than actual controlled research, the handler also encountered many unknown or only suspected locations of human remains, which included the possibility there were no decompositional processes involving human body parts taking place in those areas searched.

Komar (1999), specifically focused on the location of

scattered or scavenged human remains by cadaver dogs in Edmonton, Alberta, Canada. Eight dogs, including a Standard Poodle, 3 German Shepherds, a Yellow Labrador, a Doberman, a Malinois and a Border Collie and their handlers participated in these field trials. Results for recovery of remains vacillated from a recovery rate of 55% for the Standard Poodle, to 93% for the Border Collie and 95% for one of the German Shepherds. The dogs were required to search in a variety of environments, weather conditions and with an assortment of scent sources. The overall recovery rate for the field trials completed was 81%. The results of this research found that properly trained cadaver dogs could quickly and efficiently search large areas and assisted in reducing the factors of time and manpower in the search for human remains. This study also presented information that handler error affected the overall recovery rate by the dog and the handler. Specifically, the handler would bypass an area the dog alerted to due to no visible evidence being present for the handler to see.

Haglund & Sorg, (1997) presented information concerning NecroSearch International (2005), which is an interdisciplinary project between members of the scientific community, law enforcement organizations, private businesses and individuals who contribute to the study of techniques and research of information concerning clandestine grave sites via a dedicated facility. The members of this organization studied the decompositional processes associated with a cadaver or decaying corpse and the use of cadaver or decomposition dogs as termed by Necrosearch, at a research facility in Douglas, Colorado. NecroSearch utilized the term decomposition dogs due to dog ability to alert on human body fluids or clothes worn by or objects handled by humans, instead of dogs alerting solely on cadavers. The primary carcass used in these field tests and research was that of a pig, due to its similarity to certain aspects of humans (hairlessness, fat to muscle ratio) as reflected in Haglund & Sorg, 1997. Among the findings presented concerning NecroSearch by Haglund and Sorg (1997) was the higher likelihood of success in location of a carcass by decomposition dogs when the air and ground were moist, temperature was between 40 and 60°F and a wind speed of at least 5 miles per hour was present. Other factors cited from Haglund and Sorg (1997) which affected the use of the decomposition dogs included temperatures over 85°F, which appeared to affect the ability of dog's ability to locate scent, especially if the source of the scent was more than one meter from the dog. Burial of the source in snow also affected the dog's ability to locate the scent. Concerns of false negative alerts and false positive alerts by dogs were also presented. The nondestructive nature of the decomposition dog, which is critical during the evidentiary location and collection process, their effectiveness over water and detection of older burial sites all positive aspects of decomposition dog use were all positive aspects of the uses of these dogs for cadaver and postmortem human remains detection. Limitations noted by Haglund & Sorg (1997) were the improper training of dogs in cadaver detection training and handler overstatement of qualifications.

Certification or Evaluation of Service Dogs and Specifically Cadaver Dogs

Many professional organizations certify or evaluate dogs and their handlers in a wide variety of odor detection. ARDA, LEBA, NAPWDA, NASAR, NPBA, NNDDA and USPCA all have certain requirements for dogs and their handlers in different disciplines, such as search and rescue, narcotics, arson, etc. Some dogs, such as those certified in bomb detection, may be solely trained in that form of detection. FEMA (2005) required an extensive certification process for handlers and their dogs in the Urban Search and Rescue (FEMA, 1995) program, consisting of two levels of certification for handlers and their dogs, with individual requirements within each level. Additionally, FEMA recertification for teams of dogs and their handlers is required every two years. FEMA (2005) also has many handlers listed on their website that includes dogs trained in cadaver detection, however, their primary purpose of these handlers is in detection of live people at urban search and rescue functions. Certifications or evaluations were normally focused on a specific area of detection. Cadaver or post mortem human remains detection is also one of those areas for many organizations. Fleck (2005) advised the State of California has specific standards for cadaver dogs. Koenig (2005) advised NASAR has started evaluation processes for cadaver dogs. NNDDA (2005) also offers standards for canines and handlers in cadaver detection. Additionally, Fleck (2004) noted the importance in court of a service dog being trained, certifiable and reliable in order for evidence discovered by the dog to be accepted in court. Fleck presented information constituting what amounted to the difference between reasonable suspicion versus probable cause when using a canine for search purposes. Many of the other aforementioned organizations or private individuals owned and trained dogs in the detection of postmortem human remains, however, no clearly definable national standards were noted. Achieving consistency for clarification of what constituted the requirements of a "certified" cadaver dog and the training considered universally needed to be successful appeared dependent on the individual or organization. However, the legal implications of failure to adequately train and certify both handlers and their dogs are well documented (Rebmann et al, 2004; Fleck, 2004; Burne, 2004).

Cadaver Dogs and their Handlers in the Media

Nationally and worldwide, dogs which are certified or evaluated in cadaver or postmortem human remains detection have been used to assist in the location of postmortem human remains. A query using the search tool Thomson Info-Trac revealed 25 news stories within the past two years which publicized the use of cadaver dogs in cases of suspected missing persons. Among those results were cases which have generated a large amount of publicity, such as the disappearances of Chandra Levy, Laci Petersen, Lori Hacking and others of less notoriety. Bulanda (1994,1999), Haglund & Sorg (1997), Johnson (1975), Rebmann et al (2000) and Snovak(2004) all presented actual experiences or findings from practice in the field which reflected the value of dogs and specifically, cadaver dogs to humans and the organizations they served. While many volunteers own and deploy their cadaver dogs to assist law enforcement, the relationship between law enforcement

and volunteers who use their canines to assist them was somewhat tarnished by the arrest, conviction and sentencing of Sandra M. Anderson, a nationally known cadaver dog handler who worked with law enforcement agencies in detection searches for human remains. Anderson admitted to planting false evidence at such scenes (Shepardson, 2004) and the case was well documented by Burne (2004).

Summary

Dogs and specifically cadaver dogs, serve a viable purpose to law enforcement, forensic science, public and private organizations and individuals. Through their keen sense of smell, dogs have proven invaluable to these organizations. Review of literature and interviews with owners of cadaver dogs revealed some confusion and fundamental disagreements by owners of cadaver dogs over what constituted an acceptable cadaver dog and whether animals could be successfully cross trained in the detection of human remains along with other types of scent detection. Dogs labeled as "cadaver" dogs often have prior training in obedience, or some other function and occasionally, may serve also in the role of police canines. Many facets of the selection, training and care of cadaver dogs, their handlers' training and the use of these animals and agencies involved with post-mortem human remains detection revealed a cadaver dog is trained in methods similar to those employed in training other dogs, especially air scenting dogs, with the exception of what constituted the source of the scent. Many of the canines are owned by private individuals affiliated with search and rescue organizations. These individuals provide their time and energy training their dogs to assist law enforcement agencies, government agencies such as FEMA and private organizations or individuals. Many of the training methods reviewed were similar, yet each organization or person relied upon personal preference and methodology to train the dogs. Organizations also evaluated or certified the dogs and their handlers differently. Many dogs trained in search and rescue are also trained to locate postmortem human remains and this may affect the consistency of training, as search and rescue dogs easily could serve as dual purpose dogs for alive and deceased victims. Rebmann, David and Sorg, (2000) have provided both theoretical and practical aspects of the use of cadaver dogs in the text, *Cadaver Dog Handbook*. While many private organizations have established certain processes, procedures and evaluation processes for cadaver dogs, there is no singular federal standard that is universally accepted. One need only look at the 2001 bombing of the World Trade Centers to validate the role of cadaver dogs in detecting postmortem human remains. There lies a possible significant inroad to a national certification program and establishment of a national database, utilizing the talents of search and rescue organizations and their animals and solidifying a national pool of dedicated volunteers in the deployment of their dogs and their skills. Future research should include a standardized national assessment tool of the ability and value of these canines, establishment of a national database and registry of these dogs and their handlers for public and private use and field trials and practical research reflecting the documentation of the use of cadaver dogs

Cadaver Dogs, Continued

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B

roken Windows: No One Cares, or Do They?

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Abstract

Determined to combat high levels of crime in two neighborhoods, a southern city implemented the Neighborhood Enhancement Team (NET) to focus on gang and drug activity through a combination of foot and bicycle patrol. With the support and assistance of the community and its various agencies, the program's initiatives and outcomes have been successful. Compared to arrest rates before the implementation of NET, the communities experienced declining arrest numbers far surpassing those of national trends. The total number of arrests for these two communities over the first five years of NET implementation declined by 40%. Furthermore, the annual arrest numbers are continuing their downward trend. Since the inception of the NET program, many youths are now choosing alternatives to gang affiliations and as a result, social order is returning to the communities. It is the purpose of this article to delineate those initiatives and present findings of the outcomes.

The concept is known as community-oriented policing or problem-solving policing or by any number of similar catch phrases. The operating details vary from place to place, but the philosophy is the same – law enforcement officers can do a better job with the trust and help of the public.

In 1994, Congress passed one of the more substantial criminal justice funding measures in history. Allocating approximately \$11 billion for law enforcement efforts (Wroblewski & Hess, 2000), the crime bill solidified support for community-oriented policing as the primary modality for dealing with community crime. Funding to state and local law enforcement agencies was predicated on the adoption of community policing and governmental leaders from President Clinton to mayors and city managers throughout the United States voiced widespread support for the policing initiative believed to be the solution to a wide variety of social problems (Cordner, 1995).

Compared to more traditional policing approaches, the face of policing has changed dramatically. In fact, modern community-oriented policing programs entail strategies and tactics adapted to the needs and requirements of differing communities (Reiss, 1985). Community-oriented policing is premised on the idea that the community should be an active police partner in addressing crime problems and its underlying social inadequacies, rather than merely responding to criminal incidents. It seeks to replace traditional policing methods with more pro-active efforts in search of

solutions to community disorder. By 1998, community-oriented policing celebrated a decade of practice and has proven to be popular with most citizens, academicians, politicians and police chiefs (Rosenbaum, 1994). Proponents claim that a community orientation reduces crime and improves police and community relations (Travis, 1997), thereby, creating more livable neighborhoods. Many areas have reported significant declines in crime rates as a result of implementing these community policing philosophies. Furthermore, citizens report enhanced feelings of safety that has resulted in a better quality of life. As a result of its successes, it is routinely praised as the future of policing, but without active community involvement forming strong partnerships with the police, the success of community-oriented policing is limited (Moore & Trojanowicz, 1988).

Origins and Evolution of Community-Oriented Policing

Although community-oriented policing is as old as policing itself, its basic principles continue to influence policing in the United States today. Tracing its origins to Sir Robert Peel (1829), the “beat system” provided for the continuous presence of a police officer in communities and neighborhoods. Peel reasoned that officers familiar to the public would be more likely to receive information about potential criminality from citizens and although, not all of his goals for police reform have been achieved, collective efforts have had a profound effect on police professionalism and positive social change in the United States (Kelling, 1988). Crime increases, technological advances and police management changes of the 1960s led to the abandonment of foot patrol and its intimate ties to the community. Replaced by mobile police departments able to respond more efficiently to criminal incidents in patrol cars, the police slowly became distanced from the public they served (Bureau of Justice, 1994). The police began to treat symptoms rather than problems and the ensuring communications gap often led to mistrust of the police and their activities (Gaines & Cordner, 1999). The police ceased to be viewed as members of the community and instead were perceived as an occupational army. As a result of the growing need to eliminate the communications gap and to decrease rising crime fear levels, policing initiatives once again became the focus of public policy in the 1980s (Green, 1987, Walker, 1993), from which the philosophy and practice of community-oriented policing emerged.

Although the concept of community-oriented policing was first articulated in the late 1970s (Goldstein, 1979), the modern era of community-oriented policing focusing on community service and order maintenance arguably began in the early 1980s. Wilson and Kelling's (1982) “Broken Window: The Police and Neighborhood

Safety” addressed three major points supporting the fundamental necessity for community-oriented policing programs. Considered precursors to criminal activity, neighborhood neglect and disorder were identified as crime-inducing attractions. It was reasoned, then, that elimination of minor problems would likely preclude the formulation of larger problems. Two, it was determined that certain neighborhoods send out “signals” that disorderly behavior is tolerated, thereby, encouraging crime. And three, community-oriented policing is essential for fostering trust between the police and the citizenry. If police are to reduce fear and combat crime, they must have the support and assistance of citizens.

Community-oriented policing offers contemporary society and police agencies many benefits such as: (1) a more realistic acknowledgment of police functions; (2) a better understanding of the limited capacity of the police to accomplish their jobs on their own and of the importance of an alliance between the police and the public; (3) less dependence on the criminal justice system and more emphasis on new problem-solving methods; (4) more effective use of personnel; and (5) an increased awareness of community problems as a basis for designing more effective police response (Goldstein, 1987). Contemporary police are willing to accept community help in both setting priorities and carrying out operations in the best interest of the people (Sparrow, Moore & Kennedy, 1990); and with its openness and orientation toward partnership formations, community-oriented policing has broadened police awareness and extended police capabilities.

The Current Study

This study reviews the outcomes of community-oriented policing initiatives introduced into one southern Mississippi municipality -- population 50,000 plus.

On May 6, 1994, an innovative approach to community-oriented policing was put into practice as part of a \$496,000 three-year federal grant. Established in response to concerns expressed by members of a citizen's task force, the Neighborhood Enhancement Team (NET) was created as a special squad of community-oriented police officers assigned to reduce crime, primarily drug and gang related, in the city's two highest crime areas. Officers with a history and previous work experience in dealing with people in those target areas were selected and assigned to serve the North and South areas of the city. Patrol strategies used by NET included high visibility saturation patrols, bicycle and foot patrols and surveillance. The mission of the NET program was, “. . . to work cooperatively with the community and other agencies to improve the quality of life for the law-abiding citizens of the high crime areas in a manner deemed appropriate.” The

Broken Windows Continued

goals and objectives of the program were: (1) to solicit and gain the support and cooperation of the law-abiding citizens in the target areas; (2) to determine what the law-abiding in the target areas perceived as problems and work to eliminate the problems and (3) to return the neighborhoods to the law-abiding citizens and to provide continued assistance for the maintenance of a lawful community.

The purpose of this article is two-fold. One, the activities of NET will be outlined. And two, the outcomes of their efforts will be evaluated by assessing the extent of neighborhood arrests (felony and misdemeanor) prior to and after the implementation and continued maintenance of the NET policing program.

Community Problems

Street by street interviews were conducted with all participating residents to identify the most problematic community activities and consistent with commonly identified national threats (Wroblewski & Hess, 2000), drugs and gang activity were identified as the most widespread problems in the target areas. Efforts to ascertain those activities serving to sustain the problems and to formulate a list of priorities to address those social ills were then made. In response to community surveys, the NET identified several different gangs operating in the city. Major gang activities found to contribute significantly to the deterioration of the community were identified as the selling of drugs and violence (to include intimidation, assault, homicide and drive-by shootings). Drugs causing the most serious problems were identified as marijuana, crack-cocaine and methamphetamine products. Furthermore, late night loitering by juveniles participating in the aforementioned activities was also identified as a contributing factor.

Gang Activities

To combat the increasing crime problems plaguing the two target areas, the NET program set into motion a series of actions designed to confront the gang problem. These programs relied on community partnerships detailed in the next section. The two major focal points, however, were on changing youths' perception of the "coolness" of gang affiliation, especially for those not yet in a gang and on making gang membership uncomfortable. By gaining support from local judges, gang members could be reasonably sure that arrest and conviction would result in the issuance of maximum sentences. In addition, the city council extended legislative support by passing several ordinances: (1) a curfew for juveniles to be strictly enforced by the police; (2) a prohibition against loitering in high crime areas; and (3) a prohibition against the flying of gang colors and the display of gang graffiti. The third focal point involved strict enforcement of all local, state and federal laws relating to gang members and their unlawful activities.

Drug Problems and Initiatives

NET strategies for dealing with drug problems focused on attacking each leg of a drug triangle: the dealer, the user and the environment. With community assistance, the NET began to identify crack houses and dope dealers so that search warrants and arrest warrants could be acquired and executed. The NET

then solicited the city council to pass a loitering law in the high crime areas and to pass a nuisance abatement law calling for the removal, stoppage, prostration or destruction of that which causes a nuisance, to include abandoned houses, automobiles, lots, etc. In further support of the NET program, the District Attorney sought maximum sentences in all drug cases. The users of illicit drugs were targets for street inquiries, especially those out in the streets late at night and lawful searches of persons and vehicles were conducted. The final leg of the triangle, the drug environment, was successfully handled by working closely with other agencies, such as the Housing Authority, in order to close down residential and commercial establishments which were being used to facilitate the sale of illicit drugs.

Community Partnerships

The immediate solution to community crime problems has traditionally been aggressive law enforcement strategies; and these strategies were somewhat successful in the present case. However, once it became evident that law enforcement alone could not remedy all of the communities' ills, community partnerships were formed to address the many problems that were perceived to perpetuate criminal activities in the two target neighborhoods under examination. The keys to effective partnerships within community-oriented policing include decentralization of authority and structure, whereby the police and citizens share power and are empowered to address community problems together (Cordner, 1999).

Family Network Partnership

In conjunction with a nearby university, social workers and student interns under the direction of a NET/University liaison, volunteered to provide services aimed at preventing further penetration of at-risk youth into the criminal justice system. Focusing on the importance of community involvement in the lives of its youth, the Family Network Partnership handled police department and youth court referrals. The offered services included such things as school tutoring, peer-group counseling, recreational programs, mentor programs, life skills interaction, individual and family counseling, crisis intervention, youth transportation, parenting skills, apprentice programs and an assortment of other rehabilitative programs. By reducing the attraction of gang membership and drug use, the partnership provided stability to an area that once felt helpless and overrun with gang and drug activity. The Family Network Program has become a strong pro-social force in the community and residents overwhelmingly support the endeavors and success of this partnership.

Housing Authority

Housing Authority involvement resulted in programs aimed at improving the neighborhoods through such measures as: (1) the cleaning of vacant lots, (2) the removal of unused or abandoned vehicles and (3) the removal of tenants involved in criminal activities. This partnership also established a "token system" whereby officers and program volunteers handed out tokens to area children participating in constructive neighborhood activities. These tokens could be redeemed for incentives such as recreational equipment, toys, electronics and even bicycles – all donated by area businesses committed to the program. This partnership has

proven to be very effective in decreasing interest in gang membership.

Other Partnerships

A host of other social and governmental service agencies were also instrumental in the NET program. First, the Adolescent Offender Program offered through a local mental health agency, provided counseling and educational instruction to juvenile offenders and rehabilitative services to drug addicts and to those struggling with gang affiliations and family crisis situations. Second, the Christian Services Center provided food and shelter to the less-fortunate poor and homeless and area churches provided additional necessities and religious direction. Third, the City Park and Recreational Services provided ball fields, facilities and equipment to occupy youth during critical "down times" during which most delinquent offenses were committed. Fourth, the city police, fire department and school system arranged apprenticeship programs with area businesses for youth interested in public service. Partnerships with local businesses and private agencies are useful in combating community problems, but the most difficult issue revolving around their uses as resources is "asking" (Abshire, 1998).

Commonly used to explain the relationship between the police and the community partnerships are the focal point of the "public health model." With physicians' supervision and advice, citizens are primarily responsible for their own health. They are instructed on how to lead healthy lifestyles and assist the physician when health problems arise. So, too, are community citizens responsible for public safety. They cannot expect the police to take sole responsibility for their safety and well-being. The "public health model" emphasizes prevention instead of cure, on being "proactive" rather than "reactive," and on treating "causes" rather than "symptoms." For too long the police have accepted sole responsibility for combating crime and the fear of crime (Murphy, 1997). Community wellness is equally responsible for crime causation.

Program Evaluation

Prior to 1995, dealers openly peddled drugs in what are known as "open-air drug markets," and gang members peppered the target neighborhoods with gunshots. The result was that parents kept their children inside and rarely ventured outside themselves, but this began to change in August 1994 when crime slowly began to lose its hold on the streets following the formation and implementation of the Neighborhood Enhancement Team.

As presented in Table 1, the five-year period (1990-1994) prior to NET inauguration realized 6602 arrests (630 felonies and 5972 misdemeanors), whereas, the five-year period (1995-1999) following implementation of the NET program experienced 3932 arrests (317 felonies and 3615 misdemeanors). On average, these two communities experienced a significant 40% reduction in the average number of total arrests (50% felony reduction and 39% misdemeanor reduction (see Table 2) at a time when the FBI Uniform Crime Reports estimated only a 5% decline.

It is also noteworthy that the number of arrests has continued to decrease on an annual basis (see Table 3). In fact, at a time when the nation experienced a slight increase in total arrests, NET's first year in the com-

munity saw felony and misdemeanor arrest decline by 9% and 12% respectively. Furthermore, at a time when many would expect to see little additional gain, felony and misdemeanor arrest over the four years (1996-

1999) declined another 80% and 49%.

Conclusion

Among the world's industrial democracies, community-oriented policing has come to represent that which is progressive and innovative in policing. The secret to reducing crime in neighborhoods appears to

be community involvement. Law enforcement gains an invaluable weapon against crime through police-citizen partnerships. The concept of community-oriented policing, after all, is defined by its partnership with the community and the true measure of its success can be found in the social order that permeates the neighborhood. Another measure, however, is the direct contact and interaction that the police officer has with law-abiding citizens – a concept purported by Sir Robert Peel in 1829 (Murphy, 1997).

The Neighborhood Enhancement Team appears to be a success theme on the community-oriented policing model. NET defines the very essence of community-oriented policing and provides an excellent blueprint for the implementation of its practice. To recognize its efforts and achievements, the Neighborhood Enhancement Team was awarded the (1997) "Innovations in Municipal Government Protective Services Award" for exemplary achievement in (Mississippi) community problem solving. The city has been nationally recognized as one of the safest and most congenial communities in the South and as a result of NET's successes, the city recently expanded the program to other areas of the city – one might say that a wider NET has been cast over the city.

Community-oriented policing is not a program or a series of programs, it is a philosophy, an unfettered belief that the police and community together can accomplish what neither can accomplish alone (Heidingsfield, 1997, Miller & Hess, 1998). NET exemplifies this crime control strategy and meets its goal through intensifying police presence in neighborhoods. Its objective is increased citizen involvement, to empower them to take control of their neighborhoods and be active in their communities and as shown in this study, a pro-active team approach by the police and citizens can foster social order resulting in a reduction of crime and fear of crime (Paruch, 1998).

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Table 1. Number of Annual Arrests in Target Neighborhoods

	Felony Arrests	Misdemeanor Arrests	Total Arrests
Pre-NET			
1990	146	1396	1542
1991	126	1382	1508
1992	114	1023	1137
1993	116	1072	1188
1994	128	1099	1227
Total	630	5972	6602
Post-NET			
1995	117	967	1084
1996	95	777	872
1997	50	723	773
1998	32	658	690
1999	23	490	513
Total	317	3615	3932

While keeping in mind that there may be other plausible explanations for the reduction of arrest rates in this study, it is important to note that the decrease in criminal arrest from 1995 to 1999 in the two target areas under the jurisdiction of the Neighborhood Enhancement Team far exceeded comparable national arrest declines.

The differences between pre-NET and post-NET eras were found to be statistically significant using a single sample chi square analysis (see Table 2).

Table 2. Average Number of Pre-NET and post-NET Arrests in Target Areas

	O	E	df	x2	Percent Change
Felonies:					
Pre-NET	630	473.5	1	103.45*	-49.7
Post-NET	317	473.5			
Misdemeanors:					
Pre-NET	5972	4793.5	1	579.48*	-39.5
Post-NET	3615	4793.5			
Total Arrests:					
Pre-NET	6602	5267.0	1	676.75*	-40.4

* Indicates a significant relationship at the .01 alpha level.

Table 3. Number of Arrests by Year Following NET Implementation

	O	E	df	x2	Percent Change
Felonies:					
1995	117	63.4	3	105.19*	-80.3
1996	95	63.4			
1997	50	63.4			
1998	32	63.4			
1999	23	63.4			
Misdemeanors:					
1995	967	723.0	3	167.31*	-49.3
1996	777	723.0			
1997	723	723.0			
1998	658	723.0			
1999	490	723.0			

* Indicates a significant relationship at the .01 level of analysis

Broken Windows Continued

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The Rhetorical Jack the Ripper

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Abstract

The present study examined the infamous Jack the Ripper crimes from an entirely novel vantage point, that of a rhetorical campaign. Initially, the significance of these crimes was documented. Next, five then-contemporary social movements operant in Great Britain in the 1880s were briefly described, any one of which may have motivated the Ripper crimes as consciousness-raising tactics. These movements included social reform, anti-Semitism, anti-police, anti-Crown and anti-prostitution campaigns. The focus of the present study described the five main Ripper rhetorical tactics used in the campaign, which included special events, news releases, outdoor, specialty advertising/promotional products and media relations.

The Rhetorical Jack the Ripper: Social Movements & Serial Murder

There was a series of brutal crimes against prostitutes in London, England, in the late 1880s and early 1890s, climaxed by a series of more than a half-dozen heinous murders in the late summer of 1888 through the next fall known to history as the Jack the Ripper murders. These crimes were characterized by almost supernaturally stealthy murders and horrible mutilations, including removal of body parts. The offender was never apprehended and the crimes ceased as suddenly as they began.

The present study posits a radical new explanation for the Ripper crimes, a rhetorical one. The Ripper crimes essentially comprised a complete pre-modern communication campaign. This multi-media, pre-electronic media era-campaign was a deliberate rhetorical effort designed to produce affective, cognitive and behavioral changes in a specific target audience.

Using primarily historical/critical methods, the Ripper crimes are shown to be part of a persuasive campaign designed to facilitate a contemporary British social movement. The present study will be shown to be an important research effort. After that we will consider the confluence of social movements operant at the time of the Ripper crimes. The Ripper rhetorical campaign will be described in detail. Five prominent rhetorical campaign tactics will be identified and exemplified; special events, news releases, outdoor messages, promotional/specialty advertising and media relations.

The Significance of the Ripper Crimes

It is relatively easy to document the significance of the Ripper crimes. The unsolved nature of the crimes seems to warrant on-going public and investigative interest, as does the Ripper's alleged status as the first modern serial killer. We will note the significant continuing interest in this case, as well as the Ripper's effect on the codes of amity and enmity in Great Britain.

The Unsolved Case

It is hypothesized by historians and popular culture scholars that the reason for the on-going interest in the Ripper crimes is the fact that the culprit escaped Scott-free. That was claimed by Whittington-Egan, "It is, surely, the Phantasmagoric quality of the creature who, lacking a known patronym, has been allocated the adjectival substantive Jack the Ripper, that compels the unabated and perfervid interest" (1975, xi). Jakubowski and Braund (1999) confirmed Whittington-Egan's assertion, "I am not surprised that people find the Ripper crimes fascinating, since they were unsolved at the time, had London's press in its grip and caused widespread alarm throughout the city" (2).

First Modern Serial Killer

"Until Jack the Ripper, nearly all crime had been economic in origin," declared British ex-policeman and writer Donald Rumbelow. He added, "Then came the Ripper, first in a long line of maniac killers" (1975, vii). Sugden (1994) agreed with Rumbelow's assessment, "The Ripper heralded the rise of the modern serial killer. He was not the earliest such offender. But he was the first of international repute and the one that first burned the problem of the random killer into police and popular consciousness" (2). This fact was at least partially realized at the time of the Ripper crimes. Sir Charles Warren as Metropolitan Police Commissioner led the effort to catch the Ripper and he stated that "I look upon this series of murders as unique in the history of our country" (Sugden, 1994, 2). George Lusk, a London builder and leader of a vigilante group set up to apprehend the Ripper, agreed with Warren, "The present series of murders is absolutely unique in the annals of crime . . . and all ordinary means of detection have failed" (Sugden, 1994, 2).

Significant Continuing Interest in the Ripper

The Sunday Times of November 1, 1970, included an article speculating that the Ripper was the Duke of Clarence, a member of the Royal Family. The Associated Press picked up the story and telegraphed it world-wide, resulting in an estimated two thousand front-page newspaper stories (Wilson and O'Dell, 1987, 197). This was a major news story of the day.

More than thirty years ago, Farson observed that "Nearly a hundred years after the events, the name of Jack the Ripper provokes the imagination like no other criminal, not even Christie or the Boston Strangler. New Scotland Yard receives an average of three letters a day about Jack the Ripper . . . The British seem obsessed . . . Probably no other crime has attracted so many amateur criminologists with unlikely if colorful theories of their own" (1972, 15). Writing at about the same time, Cullen (1965) added, "The years have brought no abatement of interest in Jack the Ripper, as far as Londoners are con-

cerned. In fact, he has become a figure of folklore" (8).

The Ripper Changed the Prevailing Social Code

Ancient man could choose between two basic social codes, those of amity (friendship) between group members and enmity (hatred) between different groups. According to Sir Arthur Keith, in *A New Theory of Human Evolution*, this resulted in relatively homogenous societies, as there was amity between group members but enmity against outsiders (Rumbelow, 1975, xi).

The Ripper ushered in a change in the prevailing British social code, "Up to the time of the Ripper, the code of amity prevailed in British society--the code symbolized by the music-hall comedian with the battered top hat, pretending to be a 'toff' (Burlingame Bertie from Bow, etc). With Jack the Ripper, the code of enmity had suddenly arrived with a vengeance" (Rumbelow, 1975, xi).

A Confluence of Social Movements

The Ripper crimes were situated in a very eventful period of British history. The end of the Victorian era witnessed a changing England. Socialism was an attractive alternative political ideology and talk of revolution and reform was everywhere in England and on the European continent. Social mores were changing, as was the demographic composition of parts of London. The imperial age was in decline and the greatest imperial power felt the ramifications of these changes more than most.

Five social movements were especially manifest in London in 1888 and they will be described as possible 'hosts' for the Ripper crimes; 1) Social reform movement, 2) Anti-Semitism, 3) Anti-police advocacy, 4) Anti-Crown movement and 5) Anti-prostitution crusades. It is ironic that any of these five social phenomenon could have spawned the Ripper crimes.

Social Reform Movements

London was the self-proclaimed 'most-civilized city' in the world of 1888. Many Londoners lived in relative opulence and splendor in the West End, while not far away in the East End, the world of Jack London's *People of the Abyss*, it was a far different and typically tragic story. Chronic unemployment and underemployment, unsanitary working and living conditions, poverty, child delinquency, prostitution, substandard housing and homelessness characterized the lot in life of the underclass.

Coroner Wynne Baxter commented on the link between the Ripper and social reform at the Alice McKenzie Inquest, "If no other advantage came from these mysterious murders, they would probably wake up the Church and others to the fact that it was the duty of every parish in the West to have a mission and localise work in the East-end, otherwise it would be impossible

Jack the Ripper, Continued

to stop these awful cases of crime" ("The Whitechapel Murders, Resumed Inquest," 1889, 1). A similar contemporary theme was sounded by the *Weekly Herald*, "These murders have drawn men's minds with peculiar intensity to a consideration of the conditions under which so many people exist, not only in the East End of the huge metropolis, but in all the large towns of the country." The *Herald* castigated "the horrible dens of vice and crime that blot the fair face of our most thriving communities" ("London's Horrors," 1888, 1). The *Daily Telegraph* editorialized:

Dark Annie's spirit still walks in Whitechapel . . . and yet even this forlorn, despised citizen of London cannot be said to have suffered in vain. On the contrary, she has effected more by her death than many long speeches in Parliament and countless columns of letters to newspapers could have brought about. She has forced innumerable people to realize how it is and where it is that our vast floating population--the waifs and strays of our thoroughfares--live and sleep at night and what sort of accommodation our rich and enlightened capital provides for them, after so many Acts of Parliament passed to improve the dwellings of the poor (Cullen, 1965, 282).

The *Morning Post*, considered at the time to be a conservative paper, reported, "The veil has been drawn aside that covered up the hideous condition in which thousands, tens of thousands, of our fellow creatures live." Farson (1972) reached the same conclusion from a later vantage point, "Another theory presents the Ripper as a public benefactor. The glare of publicity caused by the murders made people outside the East End aware of the conditions which flourished there" (98). McCormick added that "The crimes spotlighted the appalling conditions of poverty and vice which abounded in the East End of that period; they touched the social conscience and resulted in genuine attempts to clean up what had become a district of degradation and hopelessness" (1959, 7).

We conclude this consideration of the Ripper's possible role in social reform with part of the George Bernard Shaw letter. The *Star* of September 24, 1888, carried Shaw's contribution to this issue:

Sir, Will you allow me to make a comment on the success of the Whitechapel murderer in calling attention for a moment to the social question? Less than a year ago the West End press was literally clamoring for the blood of the people--hounding-on Sir Charles Warren to thrash and muzzle the scum who dared to complain that they were starving . . . Now all is changed. Private enterprise has succeeded where Socialism failed. Whilst we conventional Social Democrats were wasting our time on education, agitation and organization, some independent genius has taken the matter in hand and by simply murdering and disemboweling four women, converted the proprietary press to an inept sort of Communism (Sharkey, 1987, 69-70).

Anti-Semitism

Were the Ripper crimes an attempt to incriminate and endanger the East End's Jewish population? There were contemporary indications of anti-Semitic sentiment surrounding the Ripper crimes. Aspects of the police investigation were troubling.

"No Englishman could have perpetrated such a horrible crime and it must have been done by a Jew," trumpeted the *East London Observer* (Gordon, 2001, 63). On December 7, 1888, the headline of the *Northern Daily Telegraph* declared, "The London Horrors. A Big Thing At Last. Arrest of a Polish Jew." According to the second sentence of the article, "It appears that during the afternoon a man, described as a Polish Jew, was arrested near Drury-lane, but for what offence is not quite clear" ("The London Horrors. A Big. . .," 1888, 1).

Two days later, the *Manchester Evening News* contained an article, headlined, "The Whitechapel Murder. The Polish Jew Suspect." The article began, "The police are continuing their inquiries into the antecedents of Joseph Isaacs, said to be a Polish Jew, who is now in custody on a charge of watch stealing" (1888, 1). No wonder the *Jewish Chronicle* of September 14, 1888, claimed that "Without doubt the foreign Jews in the East End have been in some peril during the past few weeks owing to the sensationalism of which the district has been a centre" (1).

The Anti-Police Movement

The police in London were repeatedly and vehemently criticized during the Ripper crime period. In the year before the Ripper crimes, on November 13, 1887, 4300 Metropolitan Police backed by armed cavalry and foot soldiers broke up a demonstration in Trafalgar Square resulting in one death and about 300 injuries and the legend of 'Bloody Sunday' was born as an anti-police symbol (Harris, 1994, 2). Harris added, "The Whitechapel murders came at a time when popular discontent with the Metropolitan Police was at a peak" (1994, 2).

Contemporary press accounts manifested this anti-police sentiment. The *Pall Mall Gazette* offered an opinion, on October 8, 1888:

The eyes of the world are upon London. There is not a capital in the civilized world where men do not read every morning in the papers about 'the London murders'--they do not understand Whitechapel abroad and every day, all around this planet, when the sun wakes up people in the morning, one of the first things they ask is whether or not the police have caught the London murderer. All kinds of explanations, excuses, apologies, are made for the failure--a failure which seems to some extent to reflect upon civilization itself, of the London police to discover the mysterious murderer, who seems to come and go and murder as he pleases, with an impunity only less marvelous than the uninterrupted leisure he possesses for the mutilation of his victims. London is the greatest city in the world. Yet her detectives are at fault, utterly and apparently, hopelessly, at fault ("The Headless CID," 1888, 4).

The consequences of this perceived police ineffectiveness were specified by the same newspaper, "The state of London is becoming serious and the condition of the police is little less than alarming. There seems to be considerable reason to believe that unless a change is made and that speedily, we may expect to suffer, first from a widespread panic as to the growing insecurity of life and property in the metropolis and secondly from a strike in the ranks of the metropolitan police" ("The Headless CID," 1888, 4).

The Anti-Crown Movement

Challenges were arising to the British monarchy at

the time the Ripper crimes were unfolding. According to Colby-Newton, "Queen Victoria's government was in a fragile position . . . Her country experienced neglect. The poor suffered and the rich profited. Some experts thought Victoria would be the last monarch. Socialism was becoming widely popular. Republicans and social reformers began to cry out for a change" (1990, 75).

The Ripper crimes might have been part of an attempt to foment revolution and tear down the British monarchy. Douglas recalled, "Jack the Ripper fluxed his unique talent with rare timing; the workless very poor were becoming restless, the reforming, not to say revolutionary, zeal of crusading Socialism was disturbing the *status quo*; already there had been riots and near-riots and if the Ripper's actions should cause these subversive elements to polarize, then the survival of the State itself--the monarchy, even--might be at risk" (1976, 6).

Similarly, Howells and Skinner connected the Ripper crimes to the contemporary political intrigue:

It has to be remembered that Jack's subversive activities were politically as explosive as any terrorist bomb. Even before the murders, Sir Charles Warren had become almost paranoid about the possibility of a socialist uprising and he was by no means alone in his anxiety. Bernard Shaw's letter to the *Star* only served to remind a nervous government about the potential side-effects of Jack's campaign of terror and some newspapers had even picked up on the possibility of a more direct political motive. (1987, 97).

The Anti-Prostitution Campaign

Prostitution was thriving in London in the 1880s. It has been suggested that since all of the Ripper's victims were prostitutes, this common factor might have greater significance than previously realized. We will first document the then-contemporary significance of prostitution in the East End and then see if there was a link between the crimes and the victims' profession.

East End prostitution was not a glamorous profession, but rather a matter of survival. Graham and Emmaus (1999) recalled, "Women sold their bodies through economic necessity; in some cases it was looked on as akin to having a part-time job to supplement low-paid work in sweatshops or when the market for casual labor was flooded; for others it was their primary occupation" (57).

One house in every 60 in London in 1880 was a brothel and one woman in 16 was occupied in the sex trade, according to a contemporary estimate by *The Lancet* (Rumbelow, 1975, 10). The Bishop of London estimated that there were 80,000 prostitutes in London (Beadle, 1995, 6). Henry Mayhew, who conducted pioneering analyses of London's poor and working class, contended that one in four employees in "the sweated trades" also worked as a prostitute (Jakubowski and Braund, 1999, 230). William Booth, founder of the Salvation Army, decided that there were between 60,000-80,000 part or full-time prostitutes in London in the 1880s (Jakubowski and Braund, 1999, 230).

During the Whitechapel crimes, Home Secretary Henry Mathews asked the police for the number of prostitutes and brothels in the East End. The response: There were 62 known brothels, "and probably a great number of other houses which are more or less intermitently (sic) used for such purpose." While the precise number of prostitutes was uncertain, "There is an im-

Jack the Ripper, Continued

pression that there are about 1200 prostitutes, mostly of a very low condition" (Connell and Evans, 1999, 53-4).

Were prostitutes especially targeted? One police official thought so and declared the fact in his memoirs, "No amount of hysteria could alter the fact that these crimes were a cause of danger only to a particular section of a small and definite class of women in a limited district of the East End" (Whittington-Egan, 1975, 4).

The Ripper Rhetorical Campaign

Unlike most criminals and murderers in particular, who try and limit knowledge of their crimes, the Ripper crimes were heavily publicized by the criminal. While he may not have wanted to be caught, he delighted in taunting the police and communicating with the press. Cullen observed this fact, "The inescapable conclusion is that the Ripper deliberately sought to make these murders as public as possible. Far from trying to cover up his deeds he signposted them, hung red flags around them so to speak" (1965, 14).

At this point, we will consider the five main tactics used in the Ripper campaign. It is my claim that, instead of being merely murders, these crimes were the foundation of a persuasive campaign, using: 1) special events, 2) news releases, 3) outdoor, 4) specialty/promotional advertising and 5) media relations. This was essentially a social movement campaign, relying upon basic rhetorical tactics with some advertising elements as well.

Special Events

The murders, mutilations and body displays perpetrated by the Ripper were, in a sense, special events. In contemporary communication, special events are designed to attract attention and create awareness of something. A better term might be media events, which returns us to a recognition of a suasive rationale behind these acts.

The Ripper crimes were definitely successful media events. The Ripper victims were not merely murdered; they were tortured, disemboweled, nearly decapitated and they suffered numerous other facial and body desecrations, including the removal of organs. Their bodies were then posed in a staged manner by the offender. All to attract attention and it worked.

Martha Tabram. One victim, Martha Tabram, was an early Ripper victim. According to Beadle, "She had been stabbed thirty nine times, nine wounds in the throat, seventeen in the breast and thirteen in the abdomen and vaginal area. Both lungs, her heart, liver, spleen and sternum had been punctured" (1995, 12). A September 1888 report by Chief Inspector Donald Swanson noted that she had been cut "on body, neck and private parts with a knife or dagger" (Sugden, 1994, 28).

The *Illustrated Police News* reported on August 18, 1888, "The wound over the heart alone was sufficient to kill and death must have occurred as soon as that was inflicted. Unless the perpetrator was a madman, or suffering to an unusual extent from drink delirium, no tangible explanation can be given of the reason for inflicting the other thirty-eight stab wounds" (Evans and Gainey, 1995, 22).

Not only was she murdered and mutilated, but there was evidence of primitive body staging. Sugden

observed, "She was fully clothed but her dark-green skirt and brown petticoat had been thrown up to expose her legs and upper torso" (Sugden, 1996, 8).

Polly Nichols. The next Ripper victim was Polly Nichols. A graphic description of her mutilations was provided by the *Illustrated Police News*, on September 8, 1888, "In addition to the gash in her throat, which had nearly severed the head from the body, the lower part of the abdomen had been ripped up and the bowels were protruding. The abdominal wall, the whole length of the body, had been cut open and on either side were two incised wounds almost as severe as the central one. This reached from the lower part of the abdomen to the breast-bone" ("The Murder in . . .," 1888, 1).

Annie Chapman. The Ripper was just getting 'warmed up' with his first two victims. The next, Annie Chapman, suffered extensively at the hands of her killer. The *Star* of September 8, 1888, described part of the mutilations, "Her stomach had been completely ripped open and her bowels, heart and other entrails were lying at her side. The fiendish work was completed by the murderer tying part of the entrails round the poor woman's neck and head." An attending physician at the crime scene noted, "The small intestines and a flap of the wall of the belly, together with the cover of the intestines, were lying on the right side of the body, on the ground above the right shoulder, attached to the remaining portion of the intestines inside the body by a coil of intestines. Two flaps of the wall of the belly were lying in a quantity of blood above the left shoulder." In addition, "I noticed that the throat was dis severed deeply and that the incision through the skin was jagged and reached right round the neck" (1).

Chapman's mutilated body was clearly intentionally displayed. Gordon suggested that "As with many modern day serial killers, the Ripper seemed to have wanted his work displayed even as he was doing everything he could to avoid capture. The arrangement of Annie Chapman's property is an excellent example. After the brutal murder and mutilations, he calmly laid out her property. He cut open her pocket and arranged her two combs and a piece of coarse muslin just beyond her feet" (2001, 71). Dr. George Baxter Phillips told the Chapman Inquest of his crime scene observation, "I searched the yard and found a coarse piece of muslin, a small-tooth comb and a pocket-comb in a paper case near a railing. They had apparently been arranged there" ("Chapman Inquest," 1888, 4).

Elizabeth Stride. On the night of September 30, 1888, two murders were linked to the Ripper. The first victim was Elizabeth Stride who was killed but not mutilated. It is believed that the arrival of a horse-drawn cart at the murder scene interrupted the assailant before mutilations could occur, but there was nevertheless evidence of attempted mutilation.

Dr. Phillips, who attended Polly Nichols, noted that "The throat was deeply gashed and there was an abrasion of the skin about 1 1/4 in. in diameter, apparently stained with blood under her right brow" ("East End Murder," 1888, 2). Another physician who saw Stride's wounds declared, "Her head had almost been severed from the body" ("More Murders," 1888, 3). The *Illustrated Police News* asserted that her assailant "with one gash severed her neck from ear to ear," and noted in addition "there are several bruises on her left temple

and left cheek" ("The Whitechapel Murders. More Atrocities," 1888, 1).

Catherine Eddowes. Later that same night, Catherine Eddowes encountered the Ripper and received the worst of the exchange. Her mutilations were described by the *East London Advertiser* a week after the crime, "The throat was cut across . . . The intestines were drawn out to a large extent and placed over the right shoulder and a piece of them about two feet in length was placed between the left arm and the body, apparently by design. The lobe of the left ear was cut completely through" ("Mysterious Atrocities," 1888, 4). The account continued, "With regard to the injuries to the abdomen, the front wall was laid open from the breast downwards. There were two incisions into the liver and the left lobe of the liver was slit through for three or four inches by a vertical cut . . . The same organs had been removed as in former cases" ("Mysterious Atrocities," 1888, 4).

There was extensive facial mutilation in the Eddowes case. There was a deep cut through the lower left eyelid and a similar cut on the right side of her face. There was a deep gash starting across the bridge of her nose and extending to her jaw. The tip of her nose was cut off.

Triangular flaps were cut in both cheeks and there were additional cuts to her lower face ("Mysterious Atrocities," 1888, 4).

Eddowes' body was displayed. In an interchange between the Coroner and Dr. Frederick George Brown, Brown mentioned that "a piece of the intestines was quite detached from the body and placed between the left arm and body." Coroner Crawford queried, "By 'placed,' do you mean put there by design?" When Brown answered in the affirmative, the Coroner asked, "Would that also apply to the intestines that were over the right shoulder?" Again, Brown assented ("East End Murders," 1888, 3).

Mary Kelly. The only victim discovered indoors, hers were the most severe mutilations. A synopsis of her wounds was conveyed by the *East London Observer*, which reported that "The head, as in the Mitre-square victim, is nearly, if not entirely, severed from the body and the abdominal wounds correspond in nearly all their details to those inflicted upon previous victims" ("The Whitechapel Horrors. Another Horrible Tragedy," 1888, 1).

An extended but still incomplete description of the carnage was offered by the *Illustrated Police News*:

The throat had been cut right across with a knife, nearly severing the head from the body. The abdomen had been ripped partially open and both of the breasts had been cut from the body. The left arm, like the head, hung to the body by the skin only. The nose had been cut off, the forehead skinned and the thighs, down to the feet, stripped of the flesh. The abdomen had been slashed with a knife across and downwards and the liver and entrails wrenched away. The entrails and other portions of the frame were missing, but the liver, etc., it is said, were found placed between the feet of the victim. The flesh from the thighs and legs, together with the breasts and nose, had been placed by the murderer on the table and one of the hands of the dead woman had been pushed into her stomach ("Another Whitechapel Horror. More Revolting . . .," 1888, 2).

Beyond mere mutilation, Kelly's body was posed and displayed like the others. Howells and Skinner noted

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the fact just described by the *Illustrated Police News*: “one hand had been thrust into her stomach cavity” (Howells and Skinner, 1987, 27). Lewis referred to “the positioning of the limbs” as having potential symbolic significance (1988, 146).

Alice McKenzie. Like Tabram, McKenzie is not generally considered to be a Ripper victim. However, considerable evidence links her slaying to the Ripper crimes, including modus operandi and the Jack the Ripper letters. At this point, we will consider the similarity of her murder and mutilation to the other Ripper cases.

Dr. Phillips was present at the crime scene and the autopsy. He described what he saw, “Left side of neck incised, wound jagged and exposed . . . clothes turned up exposing genitals . . . The throat had been stabbed rather than cut. There were two wounds each about two inches deep” (Wilson and O’Dell, 1987, 68). There were other wounds, as well, “A jagged incision in the abdomen extended down the right side from the chest to the navel. This wound, which pierced the skin and subcutaneous tissues without opening the abdominal cavity, had been made by a series of cuts. There were other superficial cuts around the genital region” (Wilson and O’Dell, 1987, 68). According to Gordon (2001), the long vertical incision was seven inches in length (193).

News Releases

Releases to newspapers are a basic, commonplace tactic of modern persuasive campaigns. The Ripper frequently wrote to the Central News Office, an English news service like the American Associated Press and he also wrote to individual newspapers and a variety of other recipients.

Perhaps the most famous single Ripper letter is the September 25 “Dear Boss” letter, which coined the culprit’s nom de plume, Jack the Ripper. This letter was mailed to the Central News Office and was forwarded to the police (Jack the Ripper, personal communication, September 23, 1888).

On October 1, 1888, a letter was received by the *Daily News*. This letter began, “I am so pleased to see another chance of ripping up a dear creature.” In an apparent attempt to throw law enforcement off his track, the letter ended, “I’ve got someone to write this for me. Yours truly Boss, Ripper” (Jack the Ripper, personal communication).

A letter embellished with a drawing of a skull and crossbones was sent to the Press Association on November 11, 1888. This letter, sent from Hull, began with this taunt, “I am not afraid of letting you know my whereabouts I am I can’t help but laugh at the idea of Sir C. Warren and his blood hounds” (Jack the Ripper, personal communication). “dear Boss, Next week we polish of (sic) another maiden. Yours truly, Jack the Ripper.” This letter was addressed to the London News Agency and received on November 23, 1888 (Jack the Ripper, personal communication).

Outdoor

Known as ‘billboards’ to many, outdoor messages include billboards and much more. In the Ripper crimes, it is believed that Jack left a message written in chalk on the outside wall of a Jewish tenement building. On the night of the ‘Double Event,’ when both Stride

and Eddowes were killed, another rhetorical dimension of the Ripper crimes was discovered. Someone scrawled a provocative message on a wall in the East End and left part of Eddowes’ apron as a marker for the outdoor message.

Alfred Long, 254A, Metropolitan Police Force, told the Eddowes Inquest that “I was on duty in Goulston Street, Whitechapel on the 30th September, about 2.55 AM. I found a portion of a woman’s apron which I produce. There appeared blood stains on it, one portion was wet, lying in a passage leading to the staircase of 108 to 119 Model Dwelling House. Above it on the wall was written in chalk—The Jews are the men that will not be blamed for nothing” (Evans and Skinner, 1999, 213). Long made an almost identical statement in his police report, dated November 6, 1888, “I found a portion of an apron covered in blood. Above it on the wall was written in chalk, `The Jewes are the men that will not be blamed for nothing” (Home Office, November 6, 1888, 1).

Inspector Swanson’s report to the Home Office also described this incident, “At 2.55 a.m. he found in the bottom of a common stairs leading to No. 108 to 119 Goldston (sic) Street Buildings a piece of a bloodstained apron and above it written in chalk the words, `The Jewes are the men who will not be blamed for nothing’.” The critical link between the graffiti, the apron and the Ripper was supplied by Swanson, “It was found that beyond doubt the piece of apron found corresponded exactly with the part missing from the body of the murdered woman” (Home Office, November 6, 1888, 1).

Was the Ripper responsible for this outdoor message? McCormick concluded that he was:

PC Alfred Long, who made the discovery, went inside the doorway and noticed on the wall of the passage leading to a staircase the following words hastily scrawled in white chalk: “The Jewes are not the men to be blamed for nothing.” An ambiguous statement and it is conceivable that it did not refer to the murders. But as the writing on the wall had not been there at midnight and as fragments of Eddowes’ apron was found nearby, the police were convinced that the killer had done this, especially as some of the words appeared to be slightly smudged by bloodstains (1959, 75).

Sugden (1994) declared, “The writing in Goulston Street was probably the only tangible clue ever left by Jack the Ripper” (505). Connell and Evans (1999), using very similar language, referred to the wall writing as “the only tangible clue in this baffling case” (46). Wallace (1996) added that it was “a message which could only have been placed there recently as tenants would have accidentally scuffed or intentionally removed it in passing” (37). Underwood (1987) noted, “The piece of material was lying in a passage leading to a staircase that led to some flats and it had not been there five minutes earlier, according to testimony” (20).

Specialty Advertising/Promotional Products

Specialty or promotional products advertising is a popular way of communicating with targeted individuals, by giving them something related to the to of the communication. This memento or object is supposed to remind the recipient of the giver and the campaign theme or message. George Lusk was a London builder and Chairman of the Mile End Vigilance Committee, which was formed to assist the police in catching the Ripper.

On October 16, 1888, Lusk received a three inch-square cardboard box wrapped in brown paper in the afternoon mail (Begg, Fido and Skinner, 1991, 259). Inside were half of a human kidney, with an inch of renal artery still attached and a letter (Beadle, 1995, 62; Begg, Fido and Skinner, 1991, 259). The letter read, “From Hell Mr. Lusk, Sor (sic) I send you half the kidne (sic) I took from one woman prasarved (sic) it for you tother (sic) piece I fried and ate it was very nise (sic) I may send you the bloody knife (sic) that took it out if you only wate (sic) a whil (sic) longer signed Catch me when you can Mishter (sic) Lusk” (Fairclough, 1991, 39).

A contemporary report of this incident was offered by the *Eastern Post & City Chronicle*:

A letter, delivered shortly after five o’clock on Tuesday evening, was accompanied by a cardboard box containing what appeared to be a portion of a kidney... The receiver was at first disposed to think that a hoax had been perpetrated... but in order to remove any reason for doubt, he conveyed it to Dr. Openshaw, who is Pathological Curator of the London Hospital Museum. The doctor examined it and pronounced it to be a portion of a human kidney--a ‘ginny’ kidney--that is to say, one that had belonged to a woman who drank heavily. He was further of the opinion that it was the organ of a woman of about 45 years of age and that it had been taken from the body within the last three weeks (“The East End Murders. Supposed Important Arrest,” 1888, 1).

Eddowes was suffering from Bright’s Disease, commonly known as ‘ginny kidney,’ which would have killed her within a short time if the Ripper hadn’t murdered her. Sharkey (1987) explained that “Lusk forwarded the revolting object to Major Smith, who had it examined by two pathologists. Dr. Openshaw . . . proclaimed the kidney to be that of a woman of about 45 in an advanced state of Bright’s Disease. The kidney had been placed in spirits shortly after its removal. Another independent examination by Dr. Reed produced the same findings” (48). Sharkey (1987) added, “Newspapers scoffed at what was seen as a hoax, but the public laughter petered out when Major Smith revealed that the posted kidney had one inch of renal artery attached. A female human renal artery is about three inches long. Two inches had been found in the corpse” (48). Cullen (1965) added that “As a clincher, Major Smith pointed out that the renal artery is three inches long. Two inches of renal artery were discovered in the corpse of Catherine Eddowes; one inch was attached to the kidney portion mailed to Mr. Lusk. Major Smith added, `The kidney left in the corpse was in an advanced stage of Bright’s disease. The kidney sent to me was in an exactly similar state” (162-3).

The Star of the East published an interview with Dr. Gordon Brown, a City Police consulting physician, on October 22, 1888. Brown corroborated the previously-considered medical opinions of Dr. Openshaw and Dr. Reed, “So far as I can form an opinion, I do not see any reason why this portion of kidney should not be from the murdered woman” (Evans and Gainey, 1999, 111).

Media Relations

The Ripper letters were disbelieved by many, in part because of the in-depth knowledge of the newspaper business they revealed. For instance, the important September 25 “Dear Boss” letter and several others, were directed not to individual newspapers but to news

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bureaus. In addition, at least three requested that the recipient embargo or delay releasing the information for a specified interval. In the September 25 letter, in the last paragraph, the writer concluded, "Keep this letter back till I do a bit more work then give it out straight. My knife's so nice and sharp I want to get to work right away if I get the chance, good luck" (Jack the Ripper, personal communication).

A week and a half later, another letter requested an embargo. This letter, received on October 5, ended with these words, "The police now reckon my work a practical joke, well well Jacky's a very practical joker ha ha ha Keep this back till three are wiped out and you can show the cold meat" (Jack the Ripper, personal communication). On November 9, 1888, a letter signed "Jack the Ripper and the Beester," again requested an embargo, "Now then Boss just keep this letter a bit quiet (sic) till you hear of me again I tell you that I don't like to be made so publick (sic)" (Jack the Ripper, personal communication).

Conclusion

The Ripper crimes were not sex crimes or the work of a demented maniac motivated only by a sick desire to inflict pain and kill. Instead, I propose an admittedly radical alternative theory, that the Ripper crimes were a calculated communication campaign designed to advance the agenda of a social movement. Five potential hosts for such an advocacy campaign were identified.

The present study, after summarizing the possible motives behind the Ripper's campaign, next described that campaign in detail. It was demonstrated how the Ripper campaign approximated a contemporary persuasive campaign, including special events, news releases, outdoor, promotional products/specialty advertising and media relations.

This essay tried to initiate a meaningful discussion of rhetorical campaigns from earlier eras of history. This might provide new, valid paradigms useful in understanding both past and present rhetorical challenges grounded in social reactions and attitudes. Interestingly, the Ripper crime spree seemed to manifest several dimensions of rhetorical social movement campaigns.

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