Proposal for an Animal Crimes Unit within the Milwaukee Police Department

Caroline Knitter
Marquette University

Follow this and additional works at: http://epublications.marquette.edu/cps_professional

Recommended Citation
PROPOSAL FOR AN ANIMAL CRIMES UNIT WITHIN THE MILWAUKEE POLICE DEPARTMENT

By

Caroline Knitter, B.A.

A Professional Project submitted to the Faculty of the Graduate School, Marquette University, in Partial Fulfillment of the Requirements for the Degree of Master in Public Service Specialization in Criminal Justice Administration

Milwaukee, Wisconsin

August 2013
The incidence of animal abuse continues to rise in communities across this nation. The range of animal abuse crimes includes starvation and neglect, dog fighting, sexual abuse to malicious killing. Research indicates that crime against or involving animals often leads to crime against humans, interpersonal violence. Many animal abuse crimes go unreported, and the human victims involved are unidentified. Overburdened with crimes against humans, many police departments do not have the resources available to focus on animal abuse. To address this issue, animal crimes units are being initiated in police departments in some major cities.

The purpose of this research study is to determine if the development of an animal crimes unit would be beneficial to the community to break the cycle of violence that often starts with crimes against or involving animals. This research also seeks to determine if there is a positive or negative correlation between the investigation of animal cruelty and the identification of interpersonal crimes and future offenders by animal crimes units. The study also serves as a proposal to the Milwaukee Police Department to support the addition of an animal crimes unit to their organization. This qualitative study surveys members and former members of the Chicago Police Department’s Animal Crimes Team to identify the strengths and weaknesses of having an animal crimes unit as an arm of the police department. Findings indicate that animal crimes unit investigations of animal cruelty aid in the identification of interpersonal crimes and future offenders. Research limitations include low sample size and the lack of research on the effectiveness of animal crimes unit.

*Keywords:* animal abuse, animal cruelty, animal violence
I would like to take this opportunity to express my deepest appreciation to all those who have been instrumental in providing me the possibility to complete this report. The guidance and support received from all the people who contributed to this project were vital for the success of the project. I am grateful for their constant support and help. A special gratitude to my professional project advisor, Leslee Ruscitti, whose contribution in stimulating suggestions and encouragement helped me to coordinate my project especially in writing this report. I would like to thank the faculty members from Marquette University; John McDowell, Milwaukee Area Domestic Animal Control Commission Field Supervisor; Donald Schaewe Jr., Environmental Code Manager; and the participating members of the Chicago Police Department Animal Crimes Team for their tremendous support. Without their support, the research and its findings would not have been possible. Finally, an honorable mention goes to my husband, Joseph, for his understanding, encouragement, guidance, and support.
LIST OF TABLES

Table 1: Responses to Survey Questions ......................................................... 53
Proposal for an Animal Crimes Unit within the Milwaukee Police Department

Brutality to an animal is cruelty to mankind –

It is only the difference in the victims. Alphonse de Lamartine

Across America, animal cruelty is prevalent in our society. Current headlines from the Humane Society News include: a) Reward offered in Virginia Pit Bull Slashings, b) Dozens of Dogs Rescued from Suspected Dogfighting Operation, and c) Reward offered in Kensington Kitten Burning Case (Humane Society, 2013a, p. 1-3). These headlines are only representative of the types of animal cruelty that happen every day in this country. “Animal cruelty encompasses a range of behaviors harmful to animals, from neglect to malicious killing” (Humane Society, 2011, p. 1). Dogs, cats, horses, livestock, and other animals suffer and often die at the hands of human beings through the deprivation of “food, water, shelter, socialization, or veterinary care to maliciously torturing, maiming, mutilating, or killing” (Humane Society, 2011, p. 1). Current research suggests that the link between animal abuse and interpersonal violence often takes root in the early developmental lives of children that may expand into their adulthood, which could lead into violent assaults on society (Jory & Randour, 1999). Further, it has been demonstrated that crimes against or involving animals often lead to crimes against humans (Flynn, 2011).

Law enforcement agencies often see animal cruelty complaints as a low-priority call, regardless of whether they are in progress or not (Schlueter, 2010); however, many times during investigations into crimes involving animal cruelty, human-related crimes are uncovered. When officers investigate animal cruelty issues, they often find evidence of domestic abuse, child neglect, drugs, and other dangerous situations (Arkow, 2003). Unfortunately, the Milwaukee Police Department, like many police departments throughout the country, does not currently have the resources allocated to investigate crimes against or involving animals effectively.
Therefore, these crimes often go unreported, and human victims that are involved are unidentified. Dealing with the issues of animal abuse may be an important step toward reducing violence against humans.

**Purpose**

The purpose of this research study is to determine if the development of an animal crimes unit would be beneficial to the community and if a formal animal crimes investigation unit might serve to break the cycle of violence that often starts with crimes against or involving animals. This research study serves as a proposal to support the initiation of an animal crimes unit for the Milwaukee Police Department.

**Research Question and Hypothesis**

Will the development of an animal crimes unit reduce animal cruelty in the community, aid in the identification of interpersonal crimes, and increase police awareness of potential human-to-human offenders in the future?

**Hypothesis:**

H₀: There is a negative correlation between the investigation of animal cruelty and the identification of interpersonal crimes and future offenders by animal crimes units.

H₁: There is a positive correlation between the investigation of animal cruelty and the identification of interpersonal crimes and future offenders by animal crimes units.

**Literature Review**

**Overview**

The abuse of animals is a tragic reality, and all but two states have laws and regulations in place for animal protection. Illinois ranks first for having the strongest regulations for animal
protection; Wisconsin ranks 30th, and Kentucky ranks 50th (Animal Defense Fund, 2012, pp. 3-7). Animal cruelty is a complex issue, and it appears in many forms including starvation and neglect, dog fighting, and animal sexual assault. In addition, research indicates that animal cruelty often signifies deeper issues exhibited through interpersonal violence. Interpersonal violence includes domestic abuse, child abuse, and serial killing. This section examines these issues along with the challenges that the Milwaukee Police Department (MPD) faces regarding animal protection. Please note: Photographic examples of animal abuse have been included in Appendix F. These photos are very graphic, and for those sensitive to this type of image, review of Appendix F should be avoided.

Forms of Animal Cruelty

**Starvation and neglect.** The most common forms of animal cruelty are starvation and neglect. Dogs are the most likely victims of starvation, because they are more apt to be confined than other animals, such as cats. The animal may be confined inside the house or tied to a car, a tree, or a rundown doghouse and is unable to forage for a food source (Sinclair, Merek, & Lockwood, 2006).

Sometimes, starvation is just a lack of the owner’s knowledge of proper nutrition for the dog. By providing some education and resources to the owner, a better situation for the animal will follow. Nonetheless, there is a distinct difference between a lack of knowledge of proper care and the intentional withholding of food, water, and adequate shelter. Intentional neglect is inhumane and criminal. An animal that starves to death experiences a number of painful symptoms throughout each stage of its physical deterioration (Humane Society, 2013b). Initially, external body fat is depleted (i.e., muscle loss) followed by vital organ failure (i.e., kidney, heart). The last area that the body exhausts is the bone marrow cavity (Sinclair et al., 2006).
Long-term starvation may cause degeneration of the liver, cardiac changes, anemia, and skin lesions (Humane Society, 2013b). Each year, thousands of animals suffer and often die from starvation and neglect.

The economy and the loss of homes due to foreclosure have dramatically increased the number of animals being abandoned (Johnson, 2008). Left to fend for their selves for food, water, and shelter; abandoned pets often die a tragic death. Many people falsely believe that cats left to their own devices can survive; they cannot. In addition to abandonment, starvation of cats is often associated with hoarding or similar circumstances of confinement (Sinclair et al., 2006). Due to the inundation of people abandoning their pets, authorities in Newberry, S.C. have begun cracking down on owners who abandon their pets. “The Newberry County Animal Care and Control office, which estimates that one in five animals in its main shelter were left behind by owners who moved out of their homes, is pursuing criminal charges against several owners who have left pets behind” (Johnson, 2008, p. 2). Starvation, neglect, and abandonment just scratch the surface of animal cruelty. Dog fighting is another severe cause of animal abuse.

Dog fighting. This form of abuse has long been associated with illegal gambling, weapon violations, money laundering, and other related criminal activities (Lockwood, 2011). For example, the ex-NFL player, Michael Vick, pled guilty to dog-fighting charges. He admitted to authorizing the killing of six to eight dogs that did not perform well in the rolling or testing sessions (Schmidt, 2007). Rolling or testing a fighting dog means placing the dog in a short fighting match to determine how well the animal fights (Lockwood, 2011). If dogs do not perform to the trainers’ standards, they are killed by various methods including: hanging, drowning, and electrocution (Schmidt, 2007). Dogs are often stolen or purchased for fighting, and they are often neglected and abused from the start (Gibson, 2005). Most fighting dogs spend
their entire lives on short heavy chains, often just out-of-reach of other dogs, without adequate food, water, or shelter (Lockwood, 2011).

According to Hanna Gibson (2005), most of the training methods used in dog fighting involve torturing and killing of other innocent animals. She states that pets, such as cats and puppies, are often stolen or otherwise obtained through free to a good home advertisements. These animals are then used as live bait in the training exercises to help improve the fighting dogs' endurance, strength, or fighting ability. If the bait animal is still alive after the training sessions, it is usually given to the fighting dog(s) as a reward, and then the bait dog or cat is mauled to death (Gibson, 2005).

After a dog-fighting event, both dogs are often critically wounded, with profuse bleeding, ruptured lungs, broken bones, and other life threatening injuries. Normally, the loser of the match dies or is killed (Gibson, 2005). According to an animal fighting expert for the Animal Society for the Prevention of Cruelty to Animals (ASPCA), dogs that are killed after a match are not humanely euthanatized, but often die from their injuries or are shot, tortured, set on fire, or electrocuted. He further stated that these animals rarely see a veterinarian, regardless of their injuries or the amount of suffering that they endure (personal communication, 2012). Many dog fighters in Wisconsin fail to take their fighting dogs to a veterinarian, because it might lead to a criminal referral much like child abuse. Wisconsin mandates that veterinarians report suspected instances of dog fighting. According to Wisconsin State Statute 173.12 (1), any veterinarian who has reason to believe that an animal has been in a fight shall report the matter to the local humane officer or to a local law enforcement agency. The report shall be in writing and shall include a description and the location of the animal, any injuries suffered by the animal, and the
name and address of the owner or person in charge of the animal, if known (Animal Fighting: Seizure, 2011-2012).

Dog fighting can range from low-level backyard fights to high-dollar events that are extremely well organized. The low-level backyard trainer is involved in street fighting, which is often unplanned, and the fight takes place anywhere. Street fighters are frequently associated with gang activities, and they will fight their dogs for bragging rights. These backyard trainers usually do not care for the injured dog, and the police or animal control officers usually find the animal dead or dying in garbage carts, in alleys, or in abandoned dwellings (Lockwood, 2011).

Throughout the city of Milwaukee, MPD officers have responded to calls about dogs that are victims of dog-fighting crimes, which are found hung from trees; found beaten, shot, and dumped in a garbage can; or found dead on public property or in abandoned homes. These dogs have not only been forced to fight, but have been cruelly killed when they refused to fight or lost the fight. Unfortunately, most officers have given a disposition code that the assignment was completed with no further investigation (personal communication, 2008).

Hobbyist fighters are organized and have more dogs participating in organized fights. This level of fighters pays more attention to the care and breeding of their dogs than street fighters do, and they are willing to travel across state lines for dog fighting events. Professional fighters have a larger number of animals, and their goal is to establish winning bloodlines. Professional fighters pride themselves in having knowledge about animal nutrition, genetics, and veterinary care and may try to profit by selling their knowledge to hobbyist fighters (Lockwood, 2011).

Dog fighting is one of the most serious forms of animal abuse, not only for the heinous acts of violence that the dogs endure, but because these animals are likely to suffer for their
entire lives (Gibson, 2005). There are many reasons people are attracted to dog fighting; the most basic reason is greed (Gibson, 2005). Major dog fighting raids have resulted in seizures of more than $500,000. It is not unusual for $20,000 to $30,000 to change hands in a single fight (Lockwood, 2011). Although dog fighting is a violent and highly secretive enterprise, it is no different from an undercover narcotics investigation, which challenges the resources of any department (personal communication, 2013).

When children are forced to watch animal blood sports, they are forced to accept the violence as a normal way of living (Gibson, 2005). These children often become desensitized to violence and death and are often a menace to society (Kalof & Taylor, 2007). How can a child possibly learn or understand what empathy and compassion are for a human being when they are exposed to the suffering of animals in a dogfight? The child hears an animal’s bones being broken, observes two dogs ripping the flesh off of one another while onlookers cheer, watches blood splatter from the animals, hears the animal cry from its injuries, and then after the fight, watches the animal being tossed away like it was garbage (personal communication, 2011). Research conducted at a public high school in Pontiac, Michigan found that ninth grade children admitted to personally witnessing a dogfight, and they did not think that there was anything wrong with dog fighting (Kalof & Taylor, 2007). Studies indicate that children and adolescents exposed to violence often are criminalized, and the cycle of violence is perpetuated (Wright & Hensley, 2003).

In Wisconsin, dog fighting is a Class I felony for the first violation and a Class H felony for the second or subsequent violation if the subjects are in control of the dog fight itself. It is a Class A misdemeanor if they are spectators. A person convicted of dog fighting may not own,
possess, keep, or train any animal for a period of five years after the conviction (Crimes Against Animals, 2011-2012).

In 2007, President George W. Bush signed H.R. 137, the Animal Fighting Prohibition Enforcement Act, which prohibits movement of animals from state to state for a dog-fighting venture, and thus constitutes interstate commerce. A violation of this law would be a federal offense punishable a fine or federal imprisonment for up to three years (White House News, 2007). Dog fighting is only one of the three forms of animal abuse. The third type of abuse is sexual assault.

**Animal sexual assault.** Sexual assault of animals includes a wide range of behaviors, such as anal penetration using an object and killing or injuring an animal for sexual gratification (Sinclair et al., 2006). For example, a MPD Officer, while working late shift, received a phone call from a veterinarian requesting her to respond to the clinic right away, because someone had dropped off a dog with an object penetrated into its anus (personal communication, 2009). The dog needed immediate surgery. There have been several calls requesting police service for people having sex with animals. In 2012, a Milwaukee man was taken into custody for raping his neighbor’s 1-year-old German shepherd. The owner of the dog had observed the suspect from an indoor monitor having sex with her dog through live stream video camera in her garage. The owner confronted the suspect inside her garage, and he denied having sex with the dog. However, he later admitted to police that he had raped the dog (Vielmetti, 2012).

Animal sexual abuse may or may not include physical violence, physical injury, or death to the animal. However, animal sexual abuse, like rape, is the eroticization of violence, control, and exploitation (Sinclair et al., 2006). Animal sexual abuse is a problem and is relatively common. This problem is difficult to quantify, because most of the abuse occurs in secret, and
the victims cannot talk. In a case study conducted by Wiegand, Schmidt, and Kleiber (1999), an 11-year-old boy had been hospitalized with anal injuries. Two of the boy’s relatives were suspected of assaulting him; however, the boy eventually admitted that he aroused the dog, which caused the dog to penetrate him. His admission was confirmed by lab tests conducted at the hospital as well as veterinary tests conducted on the dog (Wiegand et al., 1999).

Sexual abuse of an animal is often linked to sexual abuse of women and children. According to Lenore Walker (1984), who interviewed battered women, bestiality was mentioned as one of the unusual sex acts desired by their partners. In a test group made up of women who had a past relationship with battering and non-battering partners, it was found that this experience occurred with 41% of the battering partners and 5% of the non-battering partners (Ascione, 2005). As shown in the above example, animal abuse, whether it is starvation and neglect, dog fighting, or sexual assault, may also be an indicator for interpersonal violence.

**Forms of Interpersonal Violence**

Studies have shown that there is a strong connection between animal cruelty and interpersonal violence, which can be directly associated to domestic violence and other violent crimes against both people and animals (Lockwood & Ascione, 1998). People who abuse animals are not only dangerous to their animal victims but may also be dangerous to people (Humane Society, 2008). To dismiss cruelty to animals as incidental acts committed by troubled individuals is to dismiss an opportunity to identify behavior that might be a precursor of violence against humans. According to a study conducted by the Massachusetts Society for the Prevention of Cruelty to Animals and Northeastern University (1997),

Those who abuse animals are five times more likely to commit violent crimes against people, four times more likely to commit property crimes, and three times more likely to
commit drug or disorderly conduct offenses than individuals without a history of animal abuse. (Luke, Arluke, & Levin, 1997, p. 8)

In a separate study, it was found that “70% of the animal abusers also had criminal records, and of these, 40% had been convicted of violent crimes” (Hodges, 2007, p. 5). Related research has demonstrated that dog-fighting crimes can be related to criminal acts involving gangs, guns, drugs, and other organized crimes (Humane Society, 2009). Domestic abuse and animal cruelty often are interrelated.

**Domestic abuse.** This type of abuse is often directed toward the powerless. Animals have become another tool for the batterer to reinforce their power and control over another (Mead, Heide, & Silverman, 2001). Researchers have found that a batterer’s first target is often an animal living in the home (Battle, 2006). Often, batterers are able to control their victims by threatening, torturing, and/or killing the victim’s animal companion (Ascione & Arkow, 1999). For example, in West Bend, Wisconsin, Leonard Kritz killed his wife’s pets and made her watch after she told him she had an abortion. He cut the heads off eight animals with a World War II bayonet (Milwaukee Journal Sentinel, 1999).

A former member of the Milwaukee Police Department’s Sensitive Crimes Division provided another example of animal cruelty related to domestic abuse. She described a case in which the live-in boyfriend put his girlfriend’s cat in the microwave and cooked it, because she threatened to leave him (personal communications, 2008). Research has shown that one in four victims stayed with their abuser, because they feared leaving their pet(s) behind. Arkow (1996) found that 40% of women have delayed seeking safety from their batterers because of concern for their companion animals. A 1995 study of 72 women seeking refuge in domestic abuse shelters in Wisconsin found that 86% had pets. In 80% of those cases, the batterer had abused the
pet (SAAV, 2008). Most domestic abuse shelters are unable to house pets, resulting in many domestic abuse victims staying in violent relationships to protect their pet. Eighteen to forty percent of domestic abuse victims delay escaping abusive relationships because they had concern for the safety their pets (SAAV, 2008). The ASPCA recommends that advocates for battered women include planning for a safe haven for their pets (ASPCA, 2013).

**Child Abuse.** Animal abuse often goes hand-in-hand with child abuse. Animals have often suffered alongside humans in neglectful homes (Ascione & Arkow, 1999). Rebecca M. Byrd, from Brunswick, Maine, was charged with beating her two children, breaking nine bones in her 4-month old daughter’s body, and punching her son’s head. Shortly after her arrest for these crimes, her dog was found dead at the end of a chain tied to an oil tank, left to starve to death with no protection from the elements (Portland Press Herald, 2000).

Parents who neglect or abuse an animal frequently subject their own children to similar experiences. In a national survey of over 6,000 U.S. families, researchers found that half of the men who frequently assaulted their wives also frequently abused their children. Children that grow up exposed to animal abuse are conditioned to believe that the violence is normal (Ascione & Arkow, 1999). These children are systematically desensitized to the suffering and the cycle of violence continues (Johnston, 2011). For example, prior to the shootings at Columbine High School in Littleton, Colorado, Eric Harris and Dylan Klebold bragged about mutilating animals (SPCALA, 2013).

While animal abuse can be a critical indicator of child abuse, the parent is not always the one harming the animal. Children who abuse animals may be repeating a lesson learned at home. Children’s violence may be directed at the only individuals in the family more vulnerable than themselves - animals (Merz-Perz & Heide, 2004). A survivor in California stated that as a child
she had abused dogs and cats, because she was beaten and sexually assaulted by her father on a regular basis from the age of four until she was a young teenager. The survivor “warns people not to just look at the child who is abusing the animal, but to look at who could possibly be abusing the child” (Van Buren, 2000, p. 1). The survivor admits to still being haunted by what she had done to those animals (Van Buren, 2000). Law enforcement officers rarely ask children who were victims of abuse if they abused an animal. However, MPD officers do ask domestic violence victims and witnesses if the victim or the abuser has a history of animal abuse (personal communications, 2013). It should be noted that not every child who abuses an animal grows up to be violent against people, but there appears to be a strong correlation between animal cruelty and other antisocial behavior, which could include violence (Merz-Perez & Heide, 2004).

Animal cruelty may be a precursor to serial killing.

**Serial Killing.** According to an article by Cynthia Hodges (2007), in the 1970’s, the Federal Bureau of Investigation (FBI) recognized that there is a connection between animal abuse and serial killers. The report indicated that the FBI analyzed the lives of serial killers and suggested that most serial killers had killed or tortured animals during their childhood or adolescence. According to Lockwood and Church (1996), a survey of psychiatric patients who had repeatedly tortured dogs and cats found that they had high levels of aggression towards people (Hodges, 2007).

Serial killers have long been recognized as dangerous psychopaths that do not confine themselves to animals (Merz-Perez & Heide, 2004). Jeffrey Dahmer, a serial killer, impaled frogs, dogs, and the heads of cats on sticks before committing crimes against humans (Wright & Hensley, 2003). Dennis Rader, known as the BTK killer, terrorized people in Kansas as an adult and admitted to hanging dogs and cats during his childhood (Dennis Rader, 2013). In the largest
single survey to date, Wright and Hensley (2003) found that 36% of serial killers admitted to committing animal cruelty as children, 46% as adolescents and 36% as adults.

There are numerous case studies illustrating the link between homicidal psychopathology and animal cruelty. According to a study conducted by Wright and Hensley (2003), Arthur Shawcross came from an abusive family. He asserted that he was sexually assaulted at the age of nine by his aunt. At the age of 11, he was experimenting with homosexuality, which was followed by experimentation with bestiality. Shawcross’ sex with animals eventually turned into beating and torturing them to death. His behavior was later inflicted upon humans, and he was eventually charged with 11 homicides.

Henry Lee Lucas, who came from a dysfunctional family, was introduced to animal cruelty and bestiality by his mother’s boyfriend at the age of 10. At the age of 13, arrangements were made for Lucas to have sex with a 20-year-old woman; however, just as he was ready to ejaculate his mother stopped him and laughed. Subsequently, Henry focused his sexual attention back to animals. He found killing animals for sex was relatively easy and enjoyable. Lucas began to enjoy the act of killing as much as the sexual act. He eventually began catching small animals and skinning them alive for fun. After some time, his sexual gratification moved to motiveless murder. As Lucas became more obsessed with death, he moved on to killing humans as an increasing challenge. Although he was charged with 69 homicides, the true number of his victims is unknown (Wright & Hensley, 2003).

The lesson is that many potential killers can be recognized in their youth. Boys who torture and kill animals are not just “boys being boys” or “they’re just going through a phase;” instead animal abuse should be a warning to all law enforcement agencies, and those types of children should be closely monitored (Henry, 2004). The late, anthropologist Margaret Mead
once said, “One of the most dangerous things that can happen to a child is to kill or torture an animal and get away with it” (Merz-Perez & Heide, 2004, p. 35).

**Challenges of Animal Protection for Milwaukee Police Department**

During 2008, the Milwaukee Police Department (MPD) received approximately 1,292 reports of animal cruelty, 3,163 reports of loose animals, and 542 reported animal bites (Milwaukee Police Department’s Computer Aided Dispatch System, personal communication, 2008). Theft of animals and dog-fighting cases were more difficult to identify, because MPD did not categorize those types of offenses separately. Anecdotal reports, from both law enforcement and the community, give some insight into the reasons underlying the high number of “loose animal” calls reported in the city. Abused animals may be trying to escape from harm, mistreated animals may be looking for shelter – escaping the bitter cold winter, or looking for proper food and water. Pet owners, no longer wanting their pets, may have set them loose into the community, allowing them to fend for themselves instead of taking them to the humane society for proper care. In addition, pet owners may allow their animals to run loose in their neighborhoods as a sign of a lack of concern for compliance with city ordinances and care for their surroundings.

To date, the volume of calls received for animal cruelty, loose animals, and animal bites has remained relatively consistent for the past four years. Not all of the reported cases are investigated by law enforcement, because MPD’s call center may refer calls related to animal cruelty, to the Department of Neighborhood Services (DNS), or to the Milwaukee Area Domestic Animal Center Commission (MADACC) (personal communication, 2008).

Every year, the City of Milwaukee has countless animals that are victims of malicious cruelty. If these crimes were against human victims, the offenders would face jail time.
Unfortunately, most animal offenders are not arrested, because the court system is flooded with serious crimes against people, and crimes against animals are perceived as less significant (Luke, Arluke, & Levin, 1997). Some police officers do not take animal cruelty seriously, because they are overburdened with interpersonal violence crimes and other offenses. However, holding animal abusers accountable and restricting their contact with animals could protect potential future victims. As a result, each act of cruelty to animals should be investigated thoroughly (Luke, Arluke, & Levin, 1997).

Some cities have begun to see the connection between animal cruelty and human violence and have created special police units that are devoted to investigating cases of abuse. For example, Los Angeles has an anti-cruelty task force that has two Los Angeles police officers and two detectives that work with their animal control officers. They also work closely with animal protection units of both the City Attorney’s office and the L.A. County District Attorney’s office to combat all forms of animal cruelty (Los Angeles Police Department, 2013). Broward County Sheriff’s Department incorporated animal cruelty crimes into their major crimes section (Broward County Sheriff’s Office, 2013). Chicago has created a special unit devoted to investigating animal cruelty, which now falls under their Gang Investigation Unit (Chicago Police Department, 2008). By having a designated unit to focus on animal abuse, the police departments are able to reduce the number of violent crimes to animals and to aid in the identification of interpersonal crimes, such as child abuse and domestic violence. They are also able to increase police awareness of potential human-to-human offenders in the future, and to work with other agencies to provide animal protection education to the community. At this time, the Milwaukee Police Department is challenged with providing animal protection without a designated animal crimes unit. This research investigates the value of a specialized animal
crimes unit within a police department and serves as a proposal for the addition of an animal crimes unit to the Milwaukee Police Department.

Methodology

Overview

This qualitative research is based on the specific nature of the subject matter and the limited participant base. The research strives to understand if there is a need for the development and implementation of an animal crimes unit within the Milwaukee Police Department. The method of inquiry was to gather data from an elite group of trained investigators, who are experienced in animal control, in order to determine whether this community would benefit from the development of an animal crimes unit. This researcher hopes to shed light on the following question: Will the development of an animal crimes unit reduce animal cruelty in the community, aid in the identification of interpersonal crimes, and increase police awareness of potential human-to-human offenders in the future?

Sampling

The seven participants chosen for this research were selected based on criterion sampling. For this type of sampling, the researcher predetermines a specific set of criteria for participant selection. Creswell (2007) notes that this type of sample allows the selection of interviewees that can "purposefully inform an understanding of the research problems and central phenomenon in the study" (p. 125). The researcher purposefully selected participants that were current or former members of the Chicago Police Department's Animal Crimes Team (ACT).

The City of Chicago was selected for criterion sampling based on several factors, including its' geographic setting as a major metropolitan city surrounded by smaller, suburban
PROPOSAL FOR AN ANIMAL CRIMES UNIT WITHIN MPD

communities, similar to the City of Milwaukee. In addition, its’ location, a mere 90 miles from Milwaukee along the Interstate 94 corridor, provides for ease in movement of the criminal element between the two cities. Finally, Chicago and Milwaukee share demographic similarities as Midwestern cities that are defined by their industrial and immigration development. Although the population of Milwaukee is slightly over one-fifth that of Chicago, the frequency of animal-cruelty related crimes is approximately one-third that experienced by the larger city. For these reasons, the researcher suggests that the data obtained from the Chicago Police Department (CPD), regarding the efforts of their Animal Crimes Team, would be applicable to the Milwaukee Police Department (MPD) for consideration of developing an Animal Crimes Team. The rewards/benefits of the CPD’s Animal Crimes Team should be applicable to the MPD’s Animal Crimes Unit.

Consents, Survey Tool, and Data Collection

Marquette University’s Institutional Review Board granted permission to conduct the study before participants were contacted. Prior to recruitment, the researcher obtained organizational approval from the Commanding Officer of the Chicago Police Department Animal Crimes Team (see Appendix A). The researcher chose an email format for the questionnaire with the option of a face-to-face interview due to time and distance. In addition, an email solicitation gave the participants the ability to take their time answering the questionnaire more thoroughly and to the best of their abilities without feeling rushed. Additionally, there were no guarantees that the participants would be available to participate in a scheduled face-to-face interview, because as law enforcement officers their work schedules are unpredictable. For example, participants could be subpoenaed to court at the last minute, tied up on an assignment, or executing a search warrant at the last minute. There was also the possibility that the
participants would have to leave during a face-to-face interview due to an emergency call for service.

Once permission was granted, the supervisor in charge of the Animal Crimes Teams sent the researcher the email addresses of the seven potential participants. The researcher contacted all seven potential participants via email asking them if they would be willing to participate in the research study (see Appendix B). Participants were advised of the purpose of the study. It was emphasized that they should read and understand the consent document prior to completing the questionnaire. Participation was voluntary, and the participant could withdraw from the study at any time. The researcher’s contact information was provided. As an attachment to the email, the participant received a voluntary consent document (see Appendix C) immediately preceding the questionnaire (see Appendix D). The consent document explained the purpose of the study and the confidential nature of their responses. A waiver of documentation of consent was requested. By completing the questionnaire, the participants acknowledged that they had an opportunity to review the consent form and understand its contents. Participants were advised that if they had any questions concerning the nature of the research or were unclear about a question, they were to contact the researcher. Participants were informed that the study results would be available to the Chicago Police Department, as the information obtained through the research could be helpful in examining animal crime issues.

Seven personnel from ACT were asked to respond electronically to 21 survey questions. All of the individuals contacted agreed to participate. The researcher estimates that the survey questions took 30-40 minutes to complete. Participants faxed their completed questionnaires to the researcher without identifiers. The researcher coded the participants as CPD1, CPD2, CPD3, CPD4, CPD5, CPD6, and CPD7. Once the participants’ responses were coded, the responses
were summarized into a narrative format found in the Results section, and a table was developed to display the responses to each individual question (see Appendix E).

Findings

Overview

The purpose of this survey is to determine the responsibilities of the Animal Crimes Team, the animal abuse cases related to interpersonal violence and gang violence handled by ACT, and the education provided to police officers on animal abuse and the relationship of animal abuse to interpersonal violence and to gang violence.

Results

The Chicago Police Department responds to nearly 3,000 animal cases per year with approximately 800 of them handled by the Animal Crimes Team (ACT). ACT investigates animal abuse, cruelty, neglect, animal fighting, and the possession of unsterilized or vicious dogs by a felon. However, ACT is not the only unit that responds to animal cruelty calls; 911 complaints are investigated by patrol officers, and a number of cruelty cases are handled by the city’s Animal Care and Control (ACC) officers. ACC officers do not have arrest powers; however, the ACT officers can arrest offenders. The Animal Care and Control officers can issue citations, but they refer potential criminal offenses to ACT. The Animal Crimes Team is advised of all animal abuse and neglect cases and provides follow-up as needed. In addition, ACT works with the Federal Bureau of Investigation (FBI) on multi-jurisdictional dog fighting investigations and raids.

ACT works closely with ACC personnel to ensure the preservation of evidence during their investigations. The animals, which are first considered evidence in the cases, are processed
PROPOSAL FOR AN ANIMAL CRIMES UNIT WITHIN MPD

by ACC. This processing includes initial scene reports, ACC in-take reports, and veterinarian reports. The cases are disseminated to the State Attorney’s Office (SAO) to be reviewed for potential criminal prosecution. If the owner of an animal involved in a cruelty case does not relinquish ownership, the SAO files a petition for permanent forfeiture of the animal. Once an animal is relinquished and deemed city property, the Director of ACC determines whether the animal should be euthanized, turned over to a rescue group, or offered for adoption.

Each animal cruelty case is handled through the court system with varying degrees of criminal sanctions, depending on the severity of the crime. Repeat animal abuse offenders are often sanctioned with incarceration, court ordered psychological treatment, and/or conditions that they can no longer own, possess, or cohabitate with any animals. The outcomes of cases involving violent crimes against persons are more severe than those who commit crimes against animals; however, ACT has a conviction rate of 85% for animal cruelty. The high rate of conviction appears to be related to the empathy towards animals by the public, jurors, some judges, and prosecutors.

Many of the animal abusers that ACT encounters have a history of violence in their background, especially domestic violence. Some abusers are juveniles acting in concert with an adult counterpart; therefore, it is important to arrest any juvenile who abused animals. If mentally capable, the juvenile offenders stand trial. If a juvenile is not fully able to understand his/her violent actions, counseling is compelled. Cruel acts against animals are “a prelude to violent acts on humans” (CPD 1). Street gangs and street gang violence are examples of a connection between animal cruelty and interpersonal violence. Gangs are often involved in dog fighting, and they use their dogs to protect their drug houses. Gangs commit violent crimes on people; therefore, “to commit a crime of violence against an animal is nothing to them” (CPD 6).
According to several of the respondents, most offenders felt that harming an animal was no big deal, because it was just an animal.

Prior to working on the Animal Crimes Team, there was low understanding of how to investigate animal crimes and of how animal cruelty leads to other violent crimes in the future. The focus was investigating and solving crimes against people rather than against animals. Most police officers are uninformed about animal crime laws; therefore, these types of crimes are not taken seriously. In response to this lack of understanding, the Chicago Police Department (CPD) developed several training videos on animal offenses that are presented during roll calls. CPD also issued a Department Special Order on how to deal with animal issues and offenses. Members of ACT received expert training from the American Society for the Prevention of Cruelty to Animals (ASPCA) on how to deal with animals at crime scenes and during investigations of animal cruelty situations. In return, ACT continues to educate district officers on how to identify the signs of animal cruelty and how patrol officer can deal with animal crimes.

Members of ACT have made an impact in several communities within the city. They identified offenders in different communities and found drug houses or weapons in homes while investigating animal cruelty cases. With the help of the city, they were able to get many of the drug and gang houses torn down. Arrests that ACT made for animal crimes have also had a positive impact on quality of life issues; paying attention to the victimization of animals often leads to the discovery of other criminal activities. Increased education and training on animal cruelty, by ACT for police officers, has increased public awareness on animal cruelty. The Animal Crimes Team often serves as a bridge between the community and the police.
department. During the history of this unit, many notable investigations have resulted in arrests; some of their cases have received local, state, and national attention.

Implications of Findings

This study was performed to answer the question: Will the development of an animal crimes unit reduce animal cruelty in the community, aid in the identification of interpersonal crimes, and increase police awareness of potential human-to-human offenders in the future? Though the number of cases for animal cruelty remains high, the Animal Crimes Team responded to 26% of the cases, taking the burden from other police units. ACT has a very high conviction rate of 85%. The Animal Crimes Team investigates animal abuse, cruelty, neglect, animal fighting, and the possession of unsterilized or vicious dogs by a felon. ACT also aids in the investigation of gang related crimes, which involves animal abuse and interpersonal crimes. The Animal Crimes Team serves in a training capacity for police officers on animal abuse and the relationship of this offense to interpersonal crimes. By increasing the police officers’ understanding of the link between interpersonal violence and animal abuse, they are more aware of the potential for animal abusers to escalate their violence towards humans. For the Chicago Police Department, the Animal Crimes Team has proven to be an effective part of the organization and serves as a connection between the community and the police department.

This study sought to test the following hypothesis:

\[ H_0: \] There is a negative correlation between the investigation of animal cruelty and the identification of interpersonal crimes and future offenders by animal crimes units.

\[ H_A: \] There is a positive correlation between the investigation of animal cruelty and the identification of interpersonal crimes and future offenders by animal crimes units.
The data from the survey support the alternative hypothesis (H\textsubscript{A}). Police officer respondents identified that many of the animal abusers that ACT encounters have a history of violence in their background, especially domestic violence. In addition, the respondents indicated that animal abuse is "a prelude to violent acts on humans." Street gangs not only commit animal abuse, through dog fighting and use of dogs to protect drug houses, but they also commit crimes of interpersonal violence. By identifying animal abuse offenders early, intervention may prevent the offenders from escalating to interpersonal crimes.

Discussion

Overview

The results of the present study demonstrate that the Chicago Police Department’s Animal Crimes Team is making an impact on animal cruelty issues and serves to help educate the community. If this is effective for the City of Chicago, it may also prove valuable for other cities, such as Milwaukee. Questions that cities need to ask are - Who is responsible for the investigation of animal cruelty complaints? Are police officers expected or required to perform this task? If so, why is it so hard for the officers to do it? If it is not a police function, then who should a citizens call? What agencies are able to assist in the fight of animal cruelty, and what do they offer? Each city, town, village, or county is different, so each jurisdiction needs to identify what its agencies offer.

Milwaukee Agencies Supporting Animal Protection

In the City of Milwaukee, there are three resources for citizens to call regarding animal abuse, a) Milwaukee Area Domestic Animal Commission, b) Department of Neighborhood Services, and c) Milwaukee Police Department. The Milwaukee Area Domestic Animal Control
Commission (MADACC) is an intergovernmental entity consisting of 19 municipalities throughout Milwaukee County. MADACC’s purpose is to provide:

- Shelter, care, and disposition of running-at-large vicious dogs, cats and other domestic animals
- Quarantine of animals that have bitten
- Coordination with animal adoption and wildlife agencies
- Holds on dogs for 7 days, and cats for 3 days
- Euthanasia and disposal of carcasses
- Drop off kennels available after hours
- Response to calls for pickup and capture
- Licensing programs
- Removal of house animals due to cruelty and neglect
- Referral services to other providers: cruelty investigations, veterinary, treatment, advocacy and legislative lobbying, outreach, search and recovery, and computer chip implantation
- Education, licensing, and marketing of animals. (Milwaukee Area Domestic Animal Control Commission, 2013, p. 1)

On February 20, 2009, the researcher spoke to Melanie Sobel, Director of MADACC, and John McDowell, MADACC Field Supervisor, and confirmed that the Milwaukee Area Domestic Animal Control Commission does not investigate animal cruelty cases, because animal cruelty is considered a crime. The organization also does not investigate animal abandonment cases. For example, they do not respond to calls indicating that a tenant has vacated his/her residence, leaving the animal behind. They will assist the police and take control of the animal.
MADACC agents cannot enter a home, because they do not have police powers, and their entry would be a crime (M. Sobel & J. McDowell, personal communication, February 20, 2009).

The Department of Neighborhood Services (DNS) enforces a variety of domestic animal control ordinances. According to Donald Schaewe Jr., Code Manager (2013), DNS’ jurisdiction and responsibilities include:

- Care of an animal to prevent it from injuring a person or other animals
- Type of animals that may be kept in the City
- Number of animals permitted in one household
- Standards and permits for kennels and horse stables
- Animal fancier permits, which may allow one household to have up to a fifth domestic dog or cat
- Standards and permits for pet shops, grooming establishments, and other commercial animal establishments
- Dog barking complaints
- Animals at large. (D. Schaewé, personal communication, February 20, 2009)

DNS does not respond calls about stray dogs or cats. This type of call is referred to MADACC. In 2008, the Milwaukee Police Department (MPD) responded to 3,128 loose animal cases. In most instances, the callers did not know who owned the animal.

Some animal issues are handled by DNS, MADACC and/or MPD. For the impoundment of animals, DNS will investigate if they receive a call and the animal has been out in the cold too long. DNS will post a notice on the house and come back after an hour to see if the animal is still outside, and if so, they will take the dog for safekeeping. This action forces the owner to talk to DNS before they are able to reclaim their animal. DNS only enforces impoundment during
working hours. The Milwaukee Police Department receives and responds to this type of call on a regular basis. Pit-bull and Rottweiler ordinances are enforced by both DNS and MPD. During business hours, DNS enforces issues related to disturbance of the peace by animals; however, MPD enforces this ordinance 24 hours a day.

DNS investigates animal cruelty issues if the animal does not have shelter or water, if the leash is too short, or if the cage is too small. However, they do not investigate animal cruelty cases in which the dog does not have food, because DNS cannot prove if the animal had just eaten. MADACC and DNS do not investigate any animal cruelty cases if there is a chance that the crime will escalate, such as dog fighting and cock fighting, because these types of crimes often involve guns and gang activity. DNS stated they do not have the manpower to investigate this type of crime, do not have police powers, and do not want to place their officers in potential violent situations (D. Schaewe, personal communication, February 20, 2009). MADACC does not write citations nor do they have police powers; investigations of animal abuse, with possible ties to illegal gang activity or have the potential for violence, are handled by the Milwaukee Police Department.

**Ellen Clark,** Interim Executive Director of the Wisconsin Humane Society, stated that the Humane Society does not investigate any animal cruelty complaints (E. Clark, personal communication, April 22, 2009). The Humane Society receives a significant number of calls regarding acts of animal cruelty, and these complaints are forwarded to the MPD. Ms. Clark added that some officers are good at investigating these types of complaints, while others are not. She believes that the police officers are not comfortable investigating animal cruelty cases because of a lack of knowledge and/or lack of experience with this type of case.
Ms. Clark stated that she thought having a specialized animal crimes unit would be an asset to the Milwaukee Police Department, especially since there is a strong link between domestic violence and animal cruelty. She added that the Humane Society would be willing to work directly with an animal crimes unit and to send all their animal cruelty complaints directly to this specialized unit, knowing that it would be properly investigated. The specialized unit would potentially allow for more in-depth follow-up, by providing the Humane Society with the end-results of the complaint. In addition, Ms. Clark stated that the Humane Society has a great team of trainers, who would be willing to provide specialized training to unit officers on how to read and understand an animal’s body language. For example, does the bark mean that the animal is going to attack or is the animal just frightened, does the animal just want to play, or is the animal just protecting its owner? This type of training can make a significant difference, because it can reduce the fear of approaching an animal. With a trained eye, officers may experience fewer injuries (E. Clark, personal communication, April 22, 2009).

Although these agencies aid in responding to animal neglect and some forms of animal abuse, the heavy burden falls upon the Milwaukee Police Department. Other communities have created animal crimes units in their police departments to focus on animal abuse.

Animal Crimes Units

On October 1, 2005, the City Council of Los Angeles established a Task Force, which consisted of a partnership encompassing the Los Angeles Police Department (LAPD), Department of Animal Services, and the City Attorney’s Office. The Cruelty Task Force is comprised of LAPD officers and Animal Control officers. They can arrest offenders, seize animals, and enforce cruelty/animal-related laws. This task force is the first of its kind for the Los Angeles area (Protecting California’s Animals, n.d.). When speaking to an LAPD officer, he
indicated that the task force was formed, because the regular patrol officers do not have the time to investigate certain types of calls. He stated that a dog fighting complaint could take months to investigate; few patrol officers would be allowed to spend that much time on one case. The officer further added hesitantly that some officers will tell you – “It’s just a dog or cat, so what’s the big deal.” He has also heard officers saying, “Boys will be boys” (LAPD officer, personal communication, March 2011). The Los Angeles Police Department, the Chicago Police Department, and the Broward County Sheriff’s Department view animal abuse as the tip of the iceberg, and often, the first sign of other family and community violence. These organizations knew that they had to be more active about animal abuse cases (Broward County Sheriff’s Department, personal communication, April, 2011, & LAPD Officer, personal communication, March 2011).

LAPD’s animal task force works seven days a week; however, they do not take all animal cruelty calls. When patrol officers are unsure of how to handle a cruelty call, they have the option of calling the task force to assist them. If the patrol officer receives information about animal fighting, those calls are generally referred to the task force, because they specialize in investigating this type of criminal allegations. Broward County Sheriff’s Department stated their unit deals more with domestic violence and animal cruelty calls, because they are often linked together (personal communication, April 2011). Chicago’s Animal Crimes Team assists patrol officers; however, they generally have their own animal cruelty caseloads. Chicago Police Department’s patrol officers are dispatched to animal cruelty calls, and they handle the call unless they need assistance from ACT. However, all animal cruelty calls are forwarded to ACT for review. If ACT determines that there needs to be further follow-up, ACT will handle it. The Los Angeles Police Department, Broward County Sheriff’s Office, and Chicago Police
Department (CPD) indicate that having a specialized unit is effective for their departments, for prosecutors, and for judges; because all parties involved share a common understanding. A Chicago Police Department representative did state that once ACT was implemented, the department had seen a rise in animal cruelty calls (CPD, personal communication, May 2011). This elevation of calls may be due to an increased awareness of animal abuse and the Animal Crimes Team by the community.

Memphis Police Department took a different approach to enforcing animal cruelty. They provided special training to about 28 police officers. These officers were then dispersed throughout the city. With this number of officers, they are able to provide immediate response to abuse reports on all three shifts. However, the researcher was advised that these specially trained officers responded to all calls for service not solely animal abuse. When asked what Memphis did if those specially trained officers were not available to take an animal cruelty call, the researcher was advised that the regular patrol officers handled the call (Lt. Moore, personal communication, April 2011). The researcher was unable to determine how successful dispersing the officers throughout the city was versus having a specially trained unit that investigates animal cruelty.

Animal cruelty thrives, because police officers lack proper training resulting in infrequent prosecutions and lenient penalties. Enforcing the laws and prosecuting people for animal abuse is only part of the solution. The addition of specialized training for police officers, prosecutors, and judges would be beneficial. Training should include information on: a) how to analyze and interpret the language of the anti-cruelty laws, b) how to investigate cruelty cases, c) how to collect and handle evidence, d) how to prosecute cases, e) how to recognize related types of crimes, and f) how to encourage the courts to impose appropriate and creative penalties.
The Los Angeles Police Department, Chicago Police Department, and Broward County Sheriff’s Department have found that the addition of an animal crimes team or task force has been successful in their communities. The research suggests that the Milwaukee Police Department may receive similar benefits from the addition of an animal crimes unit. The following recommendations serve as the researcher’s proposal for the development of an animal crimes unit within the Milwaukee Police Department.

**Recommendations**

Every police officer should have some training in animal cruelty; however, the researcher recommends that every urban police department implement some type of animal crimes/cruelty unit within its agency or county. Having a specially trained unit can lead to an improved methodology for the collection of evidence and can result in the successful prosecution of animal cruelty crimes through more thorough investigations. For the Milwaukee Police Department, the animal crimes unit should consist of at least three or four full-time police officers and a supervisor, who are devoted to investigating crimes against animals (i.e., neglect, abuse, and animal fighting). Each member of the unit should be certified through the Wisconsin State Department of Agriculture, Trade and Consumer Protection as a humane officer. According to the Wisconsin State Statute chapter §173.07, the duties of a humane officer include the enforcement of all ordinances and state laws relating to animal offenses, which entails performing investigations, seeking subpoenas, issuing citations and abatement orders, and requesting prosecution (Animals; Humane Officer, 2011-2012). These officers will be able to handle animal cases more effectively and efficiently due to their training, and they will be able to put together solid cases for the courts. Animal crimes unit officers will be trained to recognize when the solution to an animal related issue may be education rather than prosecution.
All animal abuse calls should be directed to this animal crimes unit. Regular patrol officers would be relieved of the burden of handling this type of calls. If the animal crimes unit were not available to respond, then the districts would handle the call. However, if further follow-up were needed, a request would be sent to the animal crimes unit. The animal crimes unit should be incorporated into the Sensitive Crimes Division, due to the link between animal abuse and human violence (i.e. domestic violence, child abuse, sexual assaults). An email or tip line should be created so that citizens could call in when they suspect an animal is being abused; however, citizens should call 911 if the crime is in progress. In addition, the animal crimes unit should closely monitor individuals who have a history of abusing animals since there is a strong correlation to serial offenders.

A restorative justice program for animal cruelty cases, operating in conjunction with the specially trained unit, should also be initiated. The appropriate restorative justice approach is to bring together individuals who were affected by the crime. Since an animal does not have a voice, a representative from the Humane Society or animal control could speak on behalf of the animal. The offender and the animal’s representative involved would create an agreement outlining what should be done in order for the offender to repair the harm that he/she caused. The representative would also discuss how the animal had been affected by the harm. In most victim offender mediation programs (VOM), the mediator initially meets with the victim and offender separately and later with the victim and offender together. Since the victim does not have a voice, the animal representative could represent the dead or injured animal, and separate meetings would not be required. During the mediation session, the animal representative would have the opportunity to decide where he/she would meet the offender. The representative would describe, to the best of his/her ability, the experience and the impact that the animal had to
endure because of the offender’s violence. The offender is held accountable for their actions. During the meeting, the offender would be given the opportunity to provide an explanation of his/her actions and to answer representative’s questions. The offender’s parents and or other family members would be invited to participate in the process. Early intervention and breaking the cycle of violence can only improve the quality of life for animals, families, and the community at large. This type of approach would give those who are responsible for causing the harm an opportunity to understand how their behavior affected the animal, and to hopefully, make things right.

One important component is early intervention, which would consist of the offender doing community service at the humane society or animal control facility instead of going to jail; however, it would depend on the severity of the crime. Representatives from the Humane Society or animal control agency would have the right to meet the offender before accepting or declining any offender in order to determine if the person meets the organizational requirements. Under strict supervision, the program would include fostering an animal at the shelter, walking the animal, and taking educational classes on how to be kind and respectful towards animals. Depending on the age of the offender, he/she may be required to pay restitution to any individual or agency that paid the veterinary bills for the medical care of the injured animal. Conditions would include that the offender not have contact with any animal, outside of the shelter, until he/she finishes all of the requirements and recommendations are given to the judge for approval. In addition, the offender may be limited to the number of animals he/she may own or care for in the future. However, if the offender is allowed to keep an animal following conviction, the individual must demonstrate the capacity to provide care. The number of animals an offender may have should be consistent with local legal limits. The conditions should include a provision
for reasonable monitoring of compliance by animal control personnel or authorities. Depending upon the severity of the case, the convicted offender may be prohibited of owning an animal, being in possession of an animal, or living with anyone who has animals.

Finally, the prosecutor should suggest to the judge that the offender be ordered to cooperate with a court ordered psychological examination and to comply with any recommended counseling or treatment (Ortiz, 2010). Animal abusers will not always benefit from incarceration; therefore, counseling is needed in cases of animal abuse, because the abuse may be attributed to deeper psychological concerns. According to the AniCare Model of Treatment for Animal Abuse (1999), treatment should consist of:

- **Connection** - which establishes a therapeutic relationship
- **Expression** - which identifies, expresses, and regulates feelings
- **Corrective intervention** - therapeutic activity that aims at redirecting one’s behavior through empathy development, puppet role paying, animal-assisted therapy, psychosocial-emotional exercises, self-management, problem-solving steps, or anger management exercises (i.e. animals at risk). (Jory & Randour, 1999)

However, if the offender fails to attend the counseling session, then the judge could order the offender back to juvenile detention or jail for an indeterminate length of time. As a final point, the state could offer the defendant a deferred prosecution. Deferred prosecution is a written agreement between the district attorney and the charged defendant that includes, but is not limited to, the following conditions:

- Participant agrees to take appropriate measures to ensure that he/she do not repeat criminal behavior whether state law or city ordinances violations.
- Pay restitution
• Participate in anger management counseling
• Participate in a mental health assessment
• Have no contact with any animal until the judge approves it.

If the defendant fails to comply with all the conditions set forth, the contract will be terminated, and the case returned to the court for the entry of adjudication and the imposition of sentence. At this point, there is no trial; the case goes directly to sentencing. If the defendant has successfully completed the deferred prosecution contract, the District Attorney’s Office can either dismiss or amend the charges (Dane County District Attorney’s Office, n.d).

The researcher is unable to incorporate a cost into these solutions due to several reasons. For example, the police officers assigned to the animal crimes unit would be current members of the police department. They would be redirected from investigating general calls to solely investigating animal cruelty calls. This action would relieve regular patrol officers from having to handle these types of calls for service. The restorative justice program is usually staffed with volunteers from within the criminal justice system, so there is no cost associated with this portion of the proposal. Mandating psychological or psychiatric evaluation as well as treatment can be costly at first. In the end, it could be cost effective if overcrowding in prisons, detention centers, and recidivism can be reduced. For example, in 2009, taxpayers in Illinois spent more than $1 billion on state prisons, with an average cost of approximately $25,000 an inmate. Research demonstrates that when low-level, non-violent offenders are incarcerated instead of given supervised release, they are more likely to commit new crimes once they are released from prison (John Howard Association of Illinois, 2009), thereby increasing costs for taxpayers. The cost associated with the deferred prosecution program depends on the city, county, or village. For example, according to Dane County’s District Attorney’s Office, their deferred prosecution
program fees are $60 per month; however, the director can reduce or waive those fees. The treatment, counseling, and educational program expenses are the defendant’s responsibilities. Some programs will adjust their rates according to the defendant’s income level, or they may accept payment in installments as long as the defendant has employment or other reliable source of income. Taxpayers benefit, because the case does not go to trial since the defendant pleaded guilty to the crime. National studies reveal that the costs of handling cases through pretrial intervention programs was less than half the cost of handling the case through the traditional prosecution (Dane County District Attorney’s Office, n.d.).

The cost of training is relatively low. The Humane Society, MADACC, and the American Society for the Protection of Cruelty to Animals (ASPCA) have offered free training to law enforcement agencies and prosecutors. In addition, there are colleges, such as Code 3 Associates and the National Animal Cruelty Investigation School, which offer animal cruelty training courses. These courses could be paid through either grant money or the agency’s educational reimbursement fund.

The strengths of an animal crimes unit include early detection and intervention in animal cruelty activity, leading to earlier prosecution of the perpetrators and making a better, safer, and kinder community. The challenge is to enhance awareness and gain an understanding by all police officers, prosecutors, judges, and the community that early intervention is crucial to breaking the cycle of violence and cruelty from perpetuating generation-to-generation and continuing the threat to our community. It is up to the community as a whole to change their way of thinking, otherwise we will continue to see an increase in criminal activity, a decrease in property values, and a loss of business.
The recommendations may appear overwhelming, but incorporating a variety of suggestions provides prosecutors and judges the opportunity to customize the conditions to fit the offense and the offender. If nothing is done, society will continue to see a generation of people who view animal abuse as a sport. Animal cruelty and dog fighting have been passed down from adults to children in a never-ending cycle of violence. The price tag of “doing nothing” is difficult to measure since the cost of housing prisoners continues to escalate. The cost of restitution is based on the amount of damage incurred, and the cost of life and/or the loss of one’s companion is immeasurable. The alternative is to ignore what is happening in our society and to allow violence to continue to escalate and deteriorate our community - from generation-to-generation. The “doing nothing” solution is costly not only in the terms of money, but in the quality of life for our community.

The addition of an animal crimes unit to the Milwaukee Police Department provides an opportunity to have focused resources addressing animal cruelty, to reduce the cycle of escalation from animal abuse to interpersonal violence, to increase police awareness of potential human-to-human offenders in the future, and to work with other agencies to provide animal protection education to the community.

Research Limitations

This study’s limitations include low sample size and lack of current research. The study was limited to the members and former members of the Chicago Police Department Animal Crimes Team. Due to the small sample size, research results may lack generalizability.

Though there is a great deal of research on animal abuse and interpersonal violence, as well as the link between the two, there is minimal research on animal crime units attached to
police departments. There is information available from some city and county animal crime units regarding the services they provide, but a lack of scientific research on effectiveness.

**Future Research**

The author recommends a comparative study of the effectiveness of animal crime units in larger cities and a comparative study of animal crime units in counties. These studies could serve to support the expansion of police departments to include animal crimes units and may aid in the reduction of animal cruelty. Another research study recommended is the study of the educational and training materials on the prevention of animal abuse and the link between animal abuse and interpersonal violence. This research could provide police departments across the nation with the standardized education and training tools needed.

**Conclusion**

Sadly, cruelty to animals is happening far more than many of us are aware or want to admit. We cannot allow this horrendous violence to continue. Animals can represent human victims in many ways; they grimace in pain, suffer, bleed, and die. Offenders target animals, because they are easier to obtain and control than humans. The penalties for hurting animals do not adequately reflect the crime. Unfortunately, most animal abuse reports are overlooked – with devastating results. Research has shown that this type of violence has a tendency to evolve into violence against humans. Law enforcement agencies should take all animal cruelty acts seriously. For a non-violent society, attention to all forms of violence, including violence against animals is essential. Every act of violence devalues society, and it takes away from all of us. By understanding the causes, we may realize that both victim and abuser need help. Intervention is
critical. Law enforcement agencies should take a more proactive approach in arresting, citing, and educating the public on these gruesome crimes.

Having accurate information about animal cruelty acts may help resolve the issues of violence and antisocial behavior in the City of Milwaukee. Dedication of a unit to fighting crimes against animals may be beneficial to the citizens of the city. An animal crimes unit would be able to track criminal activity, monitor trends, and allocate resources more efficiently. The additional of animal crimes unit would increase safety for animals and for our community – in effect, making our streets safer. This problem affects everyone, because if someone is abusing an animal, there is a good chance that the abuser may be harming humans. The community needs to know that if they ignore animal cruelty, they are ignoring other potential crimes. Being alert to the signs that a situation is becoming violent can be critical to the welfare of the abuse victims, animals and humans.

Prosecutions for animal cruelty were almost unheard of a few decades ago, but so was sexual abuse of a child and mandatory arrest for domestic violence. It was not until the 1970’s that sexual abuse of a child became widely publicized. Prior to that time, sexual abuse remained secretive and was not discussed publicly (Sinanan, 2008). In 1987, Wisconsin made it mandatory to arrest domestic violence offenders (Crawford & Holder, 2010). Mandatory arrest policies were adopted after the public realized how serious domestic situations could be for the victims and their children.

Law enforcement agencies should forge strong relationships, with the city and district attorney’s offices as well as with MADACC, DNS, and the Wisconsin Humane Society, to form an animal protection alliance working for stronger penalties and educating the public concerning animal abuse issues. We need to commit ourselves to ending these acts of animal cruelty, illegal
blood sports, and criminal activities associated with them – all of which bring crime, fear, and disorder to the streets of our community. Many people see animals as truly innocent victims, so their victimization may be more disturbing than person-on-person crimes. Effective enforcement of animal cruelty laws is increasingly seen as an important component of community-oriented policing.

Each law enforcement agency needs to look at who is responsible for addressing cruelty to animals in their community. It may be helpful to examine the structure of different types of animal-sheltering agencies such as the Humane Society and the city’s animal care and control organizations. Generally, sheltering agencies are protecting, sheltering, and finding adoptive homes for unwanted, homeless, and abused companion animals. These agencies can assist in providing animal-control services; however, they may have limited recourse and may only be able to issue citations for violation of ordinances. City and county governments are responsible for providing animal-control services to protect the health and safety of the humans and animals in the community.

This newly created unit will give a voice to the victims of animal abuse, and send the message that the abuse and neglect of animals is not tolerated in the City of Milwaukee. The Animal Cruelty Unit will do everything possible to ensure that those who endanger pets and other animals will face the full brunt of the criminal justice system.
References


https://docs.legis.wisconsin.gov/statutes/statutes/173.pdf

http://docs.legis.wisconsin.gov/statutes/statutes/173.pdf


http://www.animallaw.info/articles/ovusdogfighting.htm

http://www.animalsandsociety.org/assets/library/537_s1231.pdf


http://www.thejha.org/overcrowding


Sheltering Animals of Abuse Victims (SAAV). (2008). She knew what would happen if she left them behind. Retrieved from the SAAV website, Learn tab:
http://www.saavprogram.org/media.html


Appendix A

Marquette University
College of Professional Studies Professional Project
Organizational Approval Form for Graduate Professional Project

Name of Organization: Chicago Police Department - Animal Crimes Unit

Address: 3340 W Fillmore
Chicago, ILL 60624

Primary Contact Person: Commander Joseph F. Gorman
Joseph.Gorman@ChicagoPolice.org

Phone: (312) 746-7901

Summary of Proposed Project Topic:
I am conducting a research study regarding the establishment of an animal crimes unit within the Milwaukee Police Department. The goal of this research is to gather supporting evidence to demonstrate the need for the development and implementation of such a unit. The research data is critical to providing support for the need for the proposed Unit and the most efficient methodology for its implementation. Therefore, in order to conduct this research study I would need the email addresses of the current member as well as any former member’s that worked on Chicago’s Animal Crimes Unit. The reason for the former members email is in the event that a current member of the unit is unable to participate.

I have discussed this proposed Professional Project with my primary organizational contact and I have been granted permission to complete my project work within the organization. Should I change my project substantially, the organization has the right to withdraw permission for me to continue with my project work.

Student: Caroline Knitter

Signature/Date: 05-09-12

Primary Contact at Organization: __________________________

Signature/Date
Appendix B

Participation Request Email

Officer:

You have been invited to participate in this research study. Before you agree to participate, it is important that you read and understand the attached information. Participation is completely voluntary. Please ask questions about anything you do not understand before deciding whether or not to participate. Commander Joseph F. Gorman has given me permission to contact you.

As part of my capstone project for my Master Degree at Marquette University, I am conducting a research study regarding the establishment of an animal crimes unit within the Milwaukee Police Department. The goal of this research is to gather supporting evidence to demonstrate the need for the development and implementation of such a unit. The research data is critical to providing support for the need for the proposed Unit and the most efficient methodology for its implementation.

Should you have any questions please feel free to email me at caroline.knitter@Marquette.edu.

Thank you,

Caroline Knitter
Appendix C

MARQUETTE UNIVERSITY AGREEMENT OF CONSENT FOR RESEARCH PARTICIPANTS
The Development of an Anti-Cruelty Unit
Caroline Knitter - Public Services

You have been invited to participate in this research study. Before you agree to participate, it is important that you read and understand the following information. Participation is completely voluntary. Please ask questions about anything you do not understand before deciding whether or not to participate.

PURPOSE: There are many times when an investigation into a crime involving animal cruelty uncovers human-related crime. When officers go to the home to investigate animal cruelty issues they often find evidence of domestic abuse, child neglect, drugs and other dangerous situations. Further investigation of animal cruelty crimes could save a human life. Therefore, the purpose of this research study is to gather information about whether or not developing an animal crimes unit within the Milwaukee Police Department would be beneficial to the community. You will be one of approximately six participants in this research study.

PROCEDURES: This research will consist of completing an online questionnaire. If you prefer, you may answer the questionnaire via a phone or in-person interview. If you prefer an interview please contact the researcher. Interviews will be audio recorded to ensure accuracy.

DURATION: The questionnaire takes approximately 30-40 minutes to complete. The researcher may also contact you by telephone to follow-up on your questionnaire answers.

RISKS: The risks associated with participation in this study are not greater than you would experience in your everyday life discussing your job.

BENEFITS: There are no direct benefits associated with participation in this study. However, the community could benefit from your participation in this research study if the results prove that the development of an animal crimes unit within the Milwaukee Police Department would be beneficial to the investigation and prevention of animal crimes and the resultant inter-relationship to crimes against humans.

CONFIDENTIALITY: All information you reveal in this study will be kept confidential. All of your data will be assigned an arbitrary code number rather than using your name or other information that could identify you as an individual. Once survey results have been analyzed and follow-up completed, your survey results will be downloaded to a secure location and saved without identifying information; emails will be deleted. For interviews, once transcription has occurred and follow-up is complete, audio recordings will be destroyed. De-identified data will be maintained indefinitely and may be used for future research purposes. Your research records may be inspected by the Marquette University Institutional Review Board or its designees, and (as allowable by law) state and federal agencies.

VOLUNTARY NATURE OF PARTICIPATION: Participating in this study is completely voluntary and you may withdraw from the study and stop participating at any time without penalty or loss of
benefits to which you are otherwise entitled. Should you decide to withdraw during the research project, notify the researcher and your data will be destroyed. Once data are de-identified it will no longer be possible to remove your responses.

CONTACT INFORMATION: If you have any questions or concerns about this research project, you can contact Caroline Knitter at Caroline.Knitter@Marquette.edu or if you have any concerns about your rights as a research participant, you can contact Marquette University’s Office of Research Compliance at (414) 288-7570.

BY COMPLETING THIS SURVEY OR PARTICIPATING IN THIS INTERVIEW, I ACKNOWLEDGE THAT I HAVE HAD THE OPPORTUNITY TO READ THIS CONSENT FORM, ASK QUESTIONS ABOUT THE RESEARCH PROJECT AND AM PREPARED TO PARTICIPATE IN THIS PROJECT.
Appendix D

Questionnaire for Chicago PD Personnel

1. Are all animal-abuse and neglect cases handled by the Animal Crimes Unit?

2. What does the Animal Crimes Unit investigate?

3. How many animal-abuse and neglect cases are handled by the Animal Crimes Unit on an annual basis?

4. How many animal-abuse and neglect cases are handled by Chicago Police Department as a whole on an annual basis?

5. Is there collaboration between animal shelters, police, city and state attorneys, animal control officers, the Chicago Police, the Department of Agriculture, the Animal Crime Unit, local veterinarians, and animal rescue organizations?

6. What portion of animal abuse and neglect cases are dealt with through education, diversion, or alternative mechanisms?

7. What are the outcomes of cases that clearly involve severe or repeated intentional abuse?

8. How do the outcomes compare with those of violent crimes against people?

9. How is awareness of the connections between animal cruelty and violence against people being integrated into both law enforcement response to domestic violence and community policing?

10. Have you noticed or observed those who have committed violent crimes against people reluctant to admit to harming, killing, or torturing animals? If so, can you explain?

11. Have you encountered individuals who were once abused as children that are now abusers of animals?

12. Do you believe that it is important to arrest a juvenile who abuses an animal? Why?

13. What types of animal-abuse cases do you frequently encounter or see more of?

14. Do you think that the Animal Crimes Unit has made a difference in your community? If so, how? If not, why not?

15. Prior to you working in the Animal Crimes Unit, did you feel that you had a good understanding on how to investigate animal-abuse cases? Explain.
16. Since working in the Animal Crimes Unit, do you feel that you have a better understanding on how to investigate animal abuse case? Explain.

17. Does the Animal Crimes Unit track their calls for service? If so, explain how.

18. What does animal cruelty include?

19. What happens to the impounded animals from a search warrant (i.e. adopted out, euthanized, given back to the owner, etc.)?

20. What happens to the fighting dogs (i.e. adopted out, euthanized, given back to the owner, etc.)?

21. Have you seen the connection between animal cruelty and interpersonal violence? If so, explain.
### Appendix E

**Table 1**

*Responses to Survey Questions*

<table>
<thead>
<tr>
<th>Survey Questions</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Question 1 Are all animal-abuse and neglect cases handled by the Animal Crimes Unit?</td>
<td>CPD 1</td>
<td>No. Patrol/beat officers, who respond to 911 complaints, investigate some cases. The city’s Animal Care and Control (ACC) officers handle some; however, they do not have arrest powers. ACC can issue citations and forward any criminal offenses to the Animal Crimes Team (ACT).</td>
</tr>
<tr>
<td></td>
<td>CPD 2-6</td>
<td>ACT is informed of all abuse and neglect cases although district personnel process many.</td>
</tr>
<tr>
<td></td>
<td>CPD 7</td>
<td>No, we are made aware of the cases that involve animal cruelty by various police districts and units. ACT conducts follow-up.</td>
</tr>
<tr>
<td>Question 2 What does the Animal Crimes Unit investigate?</td>
<td>CPD 1, 3</td>
<td>Animal abuse, cruelty, neglect, dog fighting, and the Illinois statute of Possession of Unsterilized or Vicious Dog by Felon (720 ILCS 5/12-36).</td>
</tr>
<tr>
<td></td>
<td>CPD 4, 5</td>
<td>ACT investigates cases of animal abuse/neglect, dog fighting, and various other crimes dealing with gangs.</td>
</tr>
<tr>
<td></td>
<td>CPD 6, 7</td>
<td>ACT investigates a wide range of animal related crimes, including but not limited to: animal abuse, animal neglect, animal torture, dog fighting, training of dogs to fight, cock fighting, and possession of certain dogs by felon (as described by the Illinois State General Assembly in the Illinois State Complied Statutes).</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------</td>
<td>--------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 3</td>
<td>CPD 1</td>
<td>Approximately 800 animal cases annually</td>
</tr>
<tr>
<td>How many animal-abuse and neglect cases are handled by the Animal Crimes Unit on an annual basis?</td>
<td>CPD 2, 6, 7</td>
<td>Between 700-800 cases of cruelty yearly</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>Approximately 500-600 cases a year</td>
</tr>
<tr>
<td></td>
<td>CPD 4, 5</td>
<td>Approximately 500 cases a year</td>
</tr>
<tr>
<td>Question 4</td>
<td>CPD 1, 2, 3-7</td>
<td>The Chicago Police Department responds to nearly 3,000 animal cases per year.</td>
</tr>
<tr>
<td>How many animal-abuse and neglect cases are handled by Chicago Police Department as a whole on an annual basis?</td>
<td>CPD 2</td>
<td>The Chicago Police Department investigates between 2,500-3,000 cases yearly.</td>
</tr>
<tr>
<td>Question 5</td>
<td>CPD 1</td>
<td>ACT works with ACC in the preservation of evidence, during these investigations. The animals and evidence in these cases are processed by ACC, including initial scene reports, ACC in-take report, and veterinarian reports. These cases are disseminated to the Illinois State Attorney’s Office (SAO) for the case file. If the owner of a cruelty case does NOT relinquish ownership, the SAO files a petition for relinquishment. Once an animal is deemed city property, it is at the discretion of the Director of the ACC to turn over these animals to various rescues. ACT has worked jointly on several cases that have been teamed with the FBI on a multi-jurisdictional investigation.</td>
</tr>
<tr>
<td>Is there collaboration between animal shelters, police, city and state attorneys, animal control officers, the Chicago Police, the Department of Agriculture, the Animal Crime Unit, local veterinarians, and animal rescue organizations?</td>
<td>CPD 2</td>
<td>Yes, there is a collaboration, which allows the agencies to form an animal alliance working for stronger penalties and educating the public concerning animal abuse issues.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>--------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 5 Continued</td>
<td>CPD 3-5, 7</td>
<td>Yes.</td>
</tr>
<tr>
<td>Question 6</td>
<td>CPD 2-5</td>
<td>Not many, most are brought to court and handled judicially. Sometimes, the outcome of a certain case may involve community service at a local animal shelter.</td>
</tr>
<tr>
<td>What portion of animal abuse and neglect cases are dealt with through education, diversion, or alternative mechanisms?</td>
<td>CPD 6</td>
<td>ACT works closely with ACC and the Cook County Sheriff’s Office, the United States Department of Agriculture, as well as veterinarians, rescue organizations and calls from concerned citizens.</td>
</tr>
<tr>
<td></td>
<td>CPD 6</td>
<td>Most cases of animal abuse and neglect are dealt with through arrest and conviction. An alternative mechanisms used in the case of animal hording could be psychological evaluations and psychological treatment if deemed necessary by the court system.</td>
</tr>
<tr>
<td></td>
<td>CPD 7</td>
<td>Not many, but various civilian shelters help with the judicial proceedings involving animal abuse and cruelty.</td>
</tr>
<tr>
<td>Question 7</td>
<td>CPD 1</td>
<td>ACT has a conviction rate of 85%. The punishment varies from crime to crime.</td>
</tr>
<tr>
<td>What are the outcomes of cases that clearly involve severe or repeated intentional abuse?</td>
<td>CPD 2-3</td>
<td>Findings of guilty with time in IDOC and psychological counseling</td>
</tr>
<tr>
<td></td>
<td>CPD 4</td>
<td>The outcomes vary, dependent on the severity of the case. The outcome is also subject to the courts and the judge.</td>
</tr>
<tr>
<td></td>
<td>CPD 5</td>
<td>Each case is handled through the courts.</td>
</tr>
<tr>
<td>Question</td>
<td>ID</td>
<td>Response</td>
</tr>
<tr>
<td>----------</td>
<td>----</td>
<td>----------</td>
</tr>
<tr>
<td>Question 7 Continued</td>
<td>CPD 6</td>
<td>Court outcomes regarding cases that clearly involve severe or repeated intentional abuse are usually convictions with jail time issued, psychological treatment, or court orders instructing the offender that he or she can no longer own, possess, or co-habitat with any animals.</td>
</tr>
<tr>
<td></td>
<td>CPD 7</td>
<td>It varies, but most are convicted and serve time.</td>
</tr>
<tr>
<td>Question 8</td>
<td>CPD 1</td>
<td>Because of the conviction rate, ACT feels that they have a better conviction rate than those offenses committed against people. It seems that the general public, jurors, some judges, and prosecutors have a diverse empathy when it comes to animals.</td>
</tr>
<tr>
<td></td>
<td>CPD 2</td>
<td>The outcomes on violent crimes against persons are more severe, and yet, the public is very concerned with the outcomes of animal crimes cases.</td>
</tr>
<tr>
<td></td>
<td>CPD 3-5</td>
<td>Some judges do not equate animal abuse and neglect as serious offenses; therefore, the punishments are usually less severe.</td>
</tr>
<tr>
<td></td>
<td>CPD 6-7</td>
<td>First, violent crimes against people always get more attention over animal cruelty unless the animal crimes are so heinous that they receive media attention. Second, there are more crimes against humans taking place and being prosecuted then against animals. Third, there are only a handful of people in the judicial systems that understand the laws regarding animals. Judges and prosecutors need to be better educated in the laws regarding animals. Until that time, crime against people will always be dealt with in a much harsher way than with animal crimes.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>-----</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 9  How is awareness of the connections between animal cruelty and violence against people being integrated into both law enforcement response to domestic violence and community policing?</td>
<td>CPD 1</td>
<td>ACT conducts roll call training for all Chicago Police Department (CPD) personnel. ACT explains the consistency of domestic violence associated with animal abuse cases. Over two-thirds of the offenders arrested by ACT have a domestic violence history. This vital information is stressed during the presentations. ACT stresses the awareness of animal abuse and domestic violence, their signs and correlation during any routine assignment. ACT emphasizes the importance of seeing the signs of domestic violence and acts committed against animals.</td>
</tr>
<tr>
<td></td>
<td>CPD 2</td>
<td>A class on animal cruelty is taught to recruits in the academy, and leaflets are distributed explaining the connection between domestic violence and animal cruelty. Animals are now allowed under the orders of protection.</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>Awareness is being taught via ACT and CAPS Domestic Violence Officers as well as literature distributed by both.</td>
</tr>
<tr>
<td></td>
<td>CPD 4</td>
<td>More education is being given to beat officers by ACT in regards to the correlation between domestic violence and animal abuse.</td>
</tr>
<tr>
<td></td>
<td>CPD 5</td>
<td>The ACT conducts roll call training and sometimes disseminates information on a one-to-one basis.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------</td>
<td>-----</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 9 Continued</td>
<td>CPD 6</td>
<td>ACT does roll call training within the CPD. During this training, members of ACT spend time educating police officers on animal crimes and how animal crimes can relate to spousal abuse and crimes against other people. ACT also makes citizens aware of animal abuse and how it can relate to domestic violence.</td>
</tr>
<tr>
<td>Question 10</td>
<td>CPD 7</td>
<td>More education is being implemented to police district personnel by the ACT.</td>
</tr>
<tr>
<td>Have you noticed or observed those who have committed violent crimes against people reluctant to admit to harming, killing, or torturing animals? If so, can you explain?</td>
<td>CPD 1</td>
<td>Most offenders feel that harming animals is “no big deal, because it’s just an animal.” This is a prelude to larger and worse crimes against people. It begins with torturing animals, which leads into murder. “I feel that the response is going to be the same ‘it’s no big deal’ because of the heartlessness of the offender.”</td>
</tr>
<tr>
<td></td>
<td>CPD 2</td>
<td>I find little reluctance by offenders admitting to harming animals. A violent offender will harm any living creature regardless of size without conscience.</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>Yes, they seem to feel crimes against animals are less importance.</td>
</tr>
<tr>
<td></td>
<td>CPD 4</td>
<td>People seem to feel that crimes against animals make them “less of a person” than the crimes that are committed against people.</td>
</tr>
<tr>
<td></td>
<td>CPD 5</td>
<td>Not noticed or observed this reluctance.</td>
</tr>
</tbody>
</table>
### Survey Questions

<table>
<thead>
<tr>
<th>Question 10 Continued</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>CPD 6</td>
<td>People that I have dealt with usually make excuses for their actions. For instance, I hit the dog, because I was in a bad mood. I didn’t mean to kill the dog, but he wouldn’t stop barking, and I just lost it. Some people will answer the question; why did you hurt the animal? What’s the difference? It’s just a dog (or cat or bird, etc.).</td>
</tr>
<tr>
<td></td>
<td>CPD 7</td>
<td>No.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Question 11</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Have you encountered individuals who were once abused as children that are now abusers of animals?</td>
<td>CPD 1</td>
<td>Yes, it is a vicious cycle needing to be addressed and stopped.</td>
</tr>
<tr>
<td></td>
<td>CPD 2</td>
<td>Most of the individuals are lower or poverty level and have not had the proper education and have been abused, mentally or physically.</td>
</tr>
<tr>
<td></td>
<td>CPD 3-6</td>
<td>I have not encountered any of these individuals during my short time with this team.</td>
</tr>
<tr>
<td></td>
<td>CPD 7</td>
<td>Yes</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Question 12</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you believe that it is important to arrest a juvenile who abuses an animal? Why?</td>
<td>CPD 1</td>
<td>Yes, as stated before, it is a prelude to serious crimes against people. “I feel that if we can apprehend these offenders and address these issues, perhaps the likelihood of them committing deviant acts against people will not occur.</td>
</tr>
<tr>
<td></td>
<td>CPD 2</td>
<td>Juveniles must be arrested, and if mentally capable, stand trial for animal abuse. If a juvenile is not fully able to understand his violent actions, counseling should be forced.</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>Yes, so evaluation can be done to determine the needs of the juvenile including prosecution.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>------------------</td>
<td>------</td>
<td>------------</td>
</tr>
<tr>
<td>Question 12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Question 12 Continued</td>
<td>CPD 4</td>
<td>Yes, early intervention is the key to becoming a productive, non-violent, member of a community.</td>
</tr>
<tr>
<td>Question 12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Question 12</td>
<td>CPD 5</td>
<td>I believe this behavior is a precursor to more violent crimes against animals and/or people; therefore, it is necessary to take action as soon as possible.</td>
</tr>
<tr>
<td>Question 12</td>
<td>CPD 6</td>
<td>It is important to arrest a juvenile who abuses animals. It is even more important to get that child into psychological counseling. One has to ask the question: When the juvenile gets bored with abusing or killing animals, as he gets older, what will he move on to...people? We know for a fact that some serial killers started out abusing and or killing animals. Psychological treatment is the key in helping children who abuse animals.</td>
</tr>
<tr>
<td>Question 12</td>
<td>CPD 7</td>
<td>Yes, it stops the beginning of a pattern of animal abuse that could possibly grow into the abuse of people.</td>
</tr>
<tr>
<td>Question 13</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Question 13</td>
<td>CPD 1</td>
<td>Most of the cases, we encounter are for animal cruelty and owners’ duties.</td>
</tr>
<tr>
<td>Question 13</td>
<td>CPD 2-4, 7</td>
<td>Most of the animal abusers are adult males.</td>
</tr>
<tr>
<td>Question 13</td>
<td>CPD 5</td>
<td>I have encountered mostly terrible living conditions and treatment of animals.</td>
</tr>
<tr>
<td>Question 13</td>
<td>CPD 6</td>
<td>Typically, we encounter dogfights and cases of severe neglect of animals.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 14</td>
<td>CPD 1</td>
<td>As far as the community is concerned, the answer is no. However, Act has made an impact in several communities within the city. The arrests that Act has affected for animal crimes have had a positive impact on quality of life issues for that particular community.</td>
</tr>
<tr>
<td>Do you think that the Animal Crimes Unit has made a difference in your community? If so, how? If not, why not?</td>
<td>CPD 2</td>
<td>ACT has affected many arrests and brought education and training to officers and agencies and has made the public aware of how rampant animal cruelty is.</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>Yes, even one arrest would have made a difference.</td>
</tr>
<tr>
<td></td>
<td>CPD 5</td>
<td>I have not encountered many animal abuse/cruelty cases in my community.</td>
</tr>
<tr>
<td></td>
<td>CPD 6</td>
<td>ACT makes a huge difference in every community. By identifying offenders of animal crimes in different communities, we sometimes find drug houses or weapons in the houses where animal crimes take place. With the help of the City of Chicago, we actually get many of these drug and gang houses torn down.</td>
</tr>
<tr>
<td></td>
<td>CPD 7</td>
<td>ACT has effected several arrests and conducted roll call training to officers to become more aware of the signs of animal cruelty.</td>
</tr>
<tr>
<td>Question 15</td>
<td>CPD 1</td>
<td>No, I did not have a good understanding of how to investigate animal crimes. As a beat officer or tactical officer, my concern was addressing “other crimes” including gang and drug related offenses. I was oblivious to animal crimes until I came to this team. The Chicago Police Department has three streaming videos on animal offenses and a Department Special Order on dealing with animal issues and offenses.</td>
</tr>
</tbody>
</table>
Survey Questions | ID | Responses
--- | --- | ---
Question 15 Continued | CPD 2 | Prior to working in ACT, I was aware and knowledgeable of how to investigate animal cruelty.
| CPD 3-5 | No, I do not believe I had a good understanding of how to investigate animal cases prior to joining the ACT. These cases were not taken seriously.
| CPD 6 | Prior to working in ACT, I did not have any understanding as to what animal crimes are or what animal crimes can lead to further down the road. As a street officer, I was more concerned in solving crimes against people than against animals. But understand I, like most police officers, am ignorant to animal crime laws. That is why roll call training of police officers is so important and why ACT continues to educate district officers.
| CPD 7 | Somewhat, but becoming a part of ACT has sharpened my skills in investigating the signs of animal cruelty and conducting through investigations to prosecute the offenders involved.

Question 16

Since working in the Animal Crimes Unit, do you feel that you have a better understanding on how to investigate animal abuse case? Explain.

| CPD 1 | Absolutely! I now see a clear correlation between domestic violence and animal crimes. I also realize that domestic violence acts as a hub with arms that reach out to gangs, drugs, guns, and dog fighting. I also feel the need to have ACT to use animal offenses as a catalyst in dealing with gang and drug houses. Also, ACT acts as a bridge between the community and the police department.
| CPD 2, 3, 5-7 | Has a better and more thorough understanding of how to investigate and enforce animal crimes.
### Survey Questions

<table>
<thead>
<tr>
<th>Question 16 Continued</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>CPD 4</td>
<td>Since working in ACT, I feel that I have a better understanding of how to investigate animal abuse cases. I have been given the unique opportunity to learn the statutes when it comes to animal abuse cases and how to apply the law through training that I have received from other members of the Unit, from the Chicago Police Department itself, and through the ASPCA.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Question 17</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Does the Animal Crimes Unit track their calls for service? If so, explain how.</td>
<td>CPD 1, 4-7</td>
<td>There is a database kept by the department for the calls for service of every animal offense. ACT maintains a ledger containing their independent investigations.</td>
</tr>
<tr>
<td></td>
<td>CPD 2</td>
<td>ACT records investigations, keeps records of cases, and follows up on scene interviews. All this is recorded in binders.</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>All calls of services, investigations, and arrest are documented.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Question 18</th>
<th>ID</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>What does animal cruelty include?</td>
<td>CPD 1, 6</td>
<td>Animal cruelty includes beating, cruel treatment, torment, starve, overwork, or placing the animal in eminent danger.</td>
</tr>
<tr>
<td></td>
<td>CPD 2, 5, 7</td>
<td>Animal cruelty includes crime against any animal and any harm to an animal whether deliberate or not. This includes dog bites and dogs attacks. Animal neglect includes no food or water or shelter and no proper veterinary care if needed.</td>
</tr>
<tr>
<td></td>
<td>CPD 3-4</td>
<td>Animal cruelty is any harm that may be done to an animal or any harm that a person allows to be done to an animal. It includes whether the animal is beaten, burned, tortured or left in the elements with no shelter or food or water readily available, allowing an animal to live in its own feces and urine.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>------------------</td>
<td>----</td>
<td>-----------</td>
</tr>
<tr>
<td>Question 19</td>
<td></td>
<td>CPD 1</td>
</tr>
<tr>
<td>What happens to the impounded animals from a search warrant (i.e. adopted out, euthanized, given back to the owner, etc.)?</td>
<td></td>
<td>During the course of any arrest, if an offender is charged with cruelty, he or she has the option to relinquish ownership. If the offender complies, it increases the chances of receiving a Recognizance Bond (I-Bond). Failure to comply prompts the watch commander to send the offender to bond court. With the failure to relinquish, the State Attorney’s Office (SAO) will file a petition for forfeiture of ownership of the animal. If an owner is charged with Possession of an Unsterilized Dog by Felon, the animal is housed at Chicago’s ACC. The owner has seven days to comply with the conditions of the statute, incurring all fees levied by ACC. Once the animal is the property of the City of Chicago, it is up to the discretion of the Director of ACC to decide adoption, euthanasia, etc.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CPD 2, 7</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Some are euthanized due to their vicious nature and poor health, but most are adopted out to various rescues. Owners may get their animals back if they comply with the procedures implemented by the City of Chicago ACC.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CPD 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Animal cruelty is any harm that may be done to an animal or any harm that a person allows to be done to an animal, whether the animal is beaten, burned, tortured or left in the elements with no shelter or food or water readily available, and/or allowing an animal to live in its own feces and urine.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>---------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 19 Continued</td>
<td>CPD’s</td>
<td>Impounded animals from a search warrant are taken to ACC where they are inventoried and held as evidence in the case involving the search warrant. Depending on the psychological profile of the dog, which is determined by vets working for ACC and animal can be turned over to a rescue, adopted out, given back to the owner (in certain circumstances), or euthanized.</td>
</tr>
<tr>
<td></td>
<td>4-6</td>
<td></td>
</tr>
<tr>
<td>Question 20</td>
<td>CPD 1</td>
<td>Dogs that are involved in dog fighting are never given back to the owners. If the dog is severely injured or cannot assimilate to a friendly environment, it will be euthanized per the order of ACC. There was an instance where two dogs that were involved in a dog fight. These dogs were rehabilitated and eventually adopted.</td>
</tr>
<tr>
<td></td>
<td>CPD 2,7</td>
<td>Fighting dogs are not aggressive towards humans and therefore can be adopted to families without other animals. Many fighting dogs are sent to sanctuaries.</td>
</tr>
<tr>
<td></td>
<td>CPD 3</td>
<td>Many of them are adopted out to pet rescues. Some are euthanized and some are given back to owners.</td>
</tr>
<tr>
<td></td>
<td>CPD 4</td>
<td>From my understanding, many of the dogs are evaluated in terms of their behavior. Many are adopted out to pet rescues for rehabilitation.</td>
</tr>
<tr>
<td></td>
<td>CPD 5</td>
<td>If the dog can have its behavior adjusted, the dog can be adopted out. The fighting dogs are evaluated by whether or not they can be re-trained.</td>
</tr>
<tr>
<td></td>
<td>CPD 6</td>
<td>Fighting dogs are usually euthanized, though the ultimate decision of what happens to the dog rests with the court system and the vets at ACC.</td>
</tr>
<tr>
<td>Survey Questions</td>
<td>ID</td>
<td>Responses</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------</td>
<td>--------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Question 21  Have you seen the connection between animal cruelty and interpersonal violence? If so, explain.</td>
<td>CPD's 1-3, 7</td>
<td>Yes, as stated before, animal cruelty is a form of domestic violence and is a telltale sign of violence occurring in the home. Also, cruel acts against animals are a prelude to violent acts on humans.</td>
</tr>
<tr>
<td></td>
<td>CPD 4</td>
<td>Many of the animal abusers, that I have encountered, have a history of violence in their backgrounds, especially domestic violence. Also, a few of the abusers have been juveniles that were led astray by an adult counterpart.</td>
</tr>
<tr>
<td></td>
<td>CPD 5</td>
<td>Some of the offenders are violent in other aspects of their lives, whether this is within the family structure or within their environments.</td>
</tr>
<tr>
<td></td>
<td>CPD 6</td>
<td>The best example of a connection between animal cruelty and interpersonal violence would probably be street gangs and street gang violence. Gangs will have dogs to fight and protect their drug houses. Gangs also commit violent crimes on people. To commit a crime of violence against an animal is nothing to them.</td>
</tr>
</tbody>
</table>
Appendix F

Photos of Animal Abuse

Victims of Dogfighting
Victims of Abuse

All photos courtesy of MADACC.