

**THE BILL BLACKWOOD
LAW ENFORCEMENT MANAGEMENT INSTITUTE OF TEXAS**

WOMEN LIEUTENANTS AND ABOVE IN SHERIFF OFFICES OF TEXAS 1995

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by
Marcia A. Paquel

Bexar County Sheriff's Office
San Antonio, Texas
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ABSTRACT

The purpose of this paper is to identify, document and organize important characteristics and actions for a woman to survive and advance in a Texas Sheriff's office to a Management position.

This research is important to establish a historical understanding of the progression of women in the law enforcement/corrections field. In addition, this research will assist other women to reach top level management positions with a support system in place.

The purpose of this research is to determine if women lieutenants and above are affected by opportunities to develop career interests, formal/informal support; conferring on them the empowerment to make choices in their life and career management. The research done in 1993 and 1995 through two different questionnaires is conclusive that a woman's development is not encouraged departmentally. The formal support system does not encourage support from superiors to progress in the field and the informal support does not encourage career development except in half of the cases. 82% of women are empowered by opportunity but at the onset of opportunity, gender hinders many women 75% of the time. The culmination of both surveys reveals that women do not appear to be encouraged to excel until they are in management/administrative positions.

The survey completed in 1993 received a low return of 34%, while the 1995 survey received a high return rate of 60% because it was sent directly to women lieutenants and above. The total number of surveys received were quantitative rather than qualitative in nature.

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Introduction

The purpose of this paper is to identify, document and organize important characteristics and actions for a woman to survive and advance in a Texas Sheriff's office to a Management position. This research is important to establish a historical understanding of the progression of by women in the law enforcement/corrections field. In addition, this research will assist other women to reach top level management positions with a support system in place.

Several methods were used to conduct this research. After a review of the literature a questionnaire was distributed to female lieutenants and above in the sheriff's offices in Texas in 1993; and a second questionnaire in 1995. The results were analyzed to determine the relative levels of empowerment, career interest, formal/informal support system available to respondents. The questionnaire elicited the personal support system, community support system, and job support system that made her compete, or become a manager. The fundamental question is how does she cope, now that she's there? This question has been explored through interviews, personal written accounts, and media coverage of those women wishing to give more relevant information. No similar research, broken down by rank or offices/departments, has been completed to this date. The questionnaire was devised by revising existing questions from books and abstracts in the social work field.

Important sources contributing to the questionnaire were: Women On Top - Success Patterns And Personal Growth, a book by Jane Adams, and "Barriers to Advancement of Women in Social Work Administration," an abstract in the Journal of Social Science Research, Volume 9(1) Fall, 1985. While each source had certain weaknesses, they did serve as a good framework for the questionnaire. The survey was validated by pre-testing the instrument for clarity and understanding on 10 professional persons. Open and closed forms were used to elicit all the

correct responses needed. Scaled items and the Likert Scale were used in some instances to elicit more precise answers.

Historical, Legal or Theoretical Context

Women were involved in police work as early as 1845, in New York City, where they were employed as jail matrons. In 1888, Massachusetts and New York passed legislation making it mandatory for communities with a population of more than 20,000 to hire matrons to care for female prisoners. The first woman to be called a "Police Officer" was Marie Owens of Chicago, although she did not have arrest powers. The widow of a Patrolman, Owens was appointed by the Mayor in 1893, to assist male detectives in cases involving women and children. In 1905, Lola Baldwin, a "safety worker" from Portland, Oregon, was the first woman to have arrest powers. She cared for women and children at the Lewis and Clark Exposition. In the same year, the city of Portland, Oregon became the first US city to establish a Women's Division in its Police Department.

In 1910, in Los Angeles, California, Alice Stebbins Wells became the first woman to have both the title of Police Officer and arrest powers. She presented a petition to the Police Commission requesting an ordinance to create the position of police woman. As the first police woman, she drew national attention and was often depicted in caricatures as a muscular, masculine person grabbing a revolver. In spite of the media attention she spent a great deal of time traveling around the United States seeking support for the hiring of women officers, speaking in as many as 31 cities in 30 days. Due in part to her efforts, by 1915, 25 cities in 25 states had policewomen on staff, and several of those women held executive positions in police agencies. On May 17, 1915, The International Association of Policewomen (IAPW) was organized and Alice Wells, one of the organizers, became its first president. (House, Oct. 1993).

On 5 August 1918, Emma D. Banister was appointed Sheriff in Coleman County, Texas. She served in that office until the election on 5 November 1918. She was the first woman to be appointed Sheriff in the State of Texas, and possibly in the United States. In 1919, Washington, DC, appointed the first African-American woman to its police force. By the end of World War I there were policewomen in more than 200 US cities. At the 1922, International Association of Chiefs of Police Convention (IACP) a resolution, was passed identifying women as essential members of any modern police department. However, despite this formal resolution the average male officer considered women in policing a fad and their entry an unjustified excursion into the profession. (House, Oct. 1993) Specialized short term courses for policewomen were given in 1922, under the joint auspices of the American Social Hygiene Association and the New York School of Social Work.

The primary argument for hiring women in policing, an argument advanced by women themselves, was that there are certain aspects of law enforcement that are inappropriate for men to handle. They argued that women are especially qualified to deal with family conflicts and undercover work with crimes involving women as perpetrators, such as prostitution, rape, obscene telephone calls, voyeurism cases and community relations. (House, Oct. 1993)

The primary responsibilities of police women of the 1930s was in Matron and Clerical functions. In 1933, The Policewomen's Handbook stated that the prerequisites for policewomen were a good educational background, formal training, experience in social work, a pleasant personality and a positive attitude toward dealing with the behavior problems of young women. Women in policing were required to display tolerance, common sense, sympathy and emotional stability. The first policewomen were generally middle-class, well educated, reform-minded social workers. On 1 March 1933, Mrs. F.L. Sproul from Jefferson Davis County, Texas was appointed

Sheriff until 6 November 1934, at which time she ran for and was elected Sheriff until 3 November 1936. Mrs. Sproul was the first woman to be elected Sheriff in the State of Texas. In 1934, "Pistol Practice" (firearms training) with men in the department was introduced in the New York City Police Department.

By the 1940s, the State College of Washington offered a four-year degree in delinquency and crime prevention, as well as, a master's degree for research in these fields. Civil service examinations were standard practice for all major city police departments. They covered material dealing with sociology, criminology and social work. Women interested in joining the force were advised to be college graduates, neither overly feminine nor mannish, neither sentimental nor callous. They were also advised that they would be happier and better adjusted if they developed extracurricular social activities and paid close attention to details, such as grooming. Felicia Shpritzer and Gertrude Schimmel, who joined NYPD in 1940, served and waited in the Juvenile Aide Division for more than 20 years for their first promotion. On 5 November 1940, Alice Thomerson was elected Sheriff of Arkansas County, Texas serving until 1 January 1943. She has the distinction of being the first woman to be Elected as Sheriff in Texas without first being appointed. Felicia Shpritzer in 1942 began to challenge the idea that even the Director of the Women's Bureau of the New York City Police Department was subordinate to any male sergeant. She sued the Chairman of the New York City Civil Service Commission because it had turned down her application to take the exam for sergeant. It took twenty years, three court cases and 13 judges before the police and the City of New York were convinced that women deserved an equal right to attempt to pass the sergeant's exam. Gertrude Schimmel was the first woman to take and pass all three Civil Service Exams-Sergeant, Lieutenant and Captain-finally becoming the

first woman Deputy Inspector in the New York City Police Department in 1971. (Shpritzer V. Lang, 234 N.Y.S. 2nd 285 (1962).

Between 1940, and 1944, a survey conducted by the IACP showed the number of women in police work to have increased from 562 to 797. By 1949, nearly 1,000 women were performing police work. Though a 1949, U.S. Department of Labor brochure, "The Outlook For Women In Police Work", depicted women in uniform and plain clothes interviewing "minors" on the street or helping a lost child, their opportunities remained largely in clerical and jail matron positions. At least 70 African-American women were employed in municipal police departments across the United States.

In 1961, Lois Lundell Higgens, a policewoman and President of the newly revived International Association of Women Police (IAWP), wrote in her handbook: "Both men and women officers, it should be emphasized, have their proper roles and it is obvious that routine police work is principally a man's job. The idea that policewomen are social workers is still widely held (House 1993).

Duties performed in 1961, by women included general police work, crime prevention, court service, clerical tasks, assistance at public ceremonies, care of the mentally ill and public relations. Recruit training was required about half of the time, and the other half required some college education in social studies, psychology, public speaking, nursing, police science or welfare.

In the 1970's women were finally allowed to attend police academy's with the men because of the requirement for standardized training. This caused the specialized training of the past to be discarded for generalists training. The idea the women are naturally more qualified for the specialists role was a limiting aspect for women in policing. Women were advised to gain respect

in their profession while maintaining their femininity. Women did not become wardens of men's and coed correctional institutions until the civil rights legislation of the early 1970's. Many women wardens experienced isolation, the stress of being first, sexist attitudes during their career and not being taken as seriously as men. Many agree that the three essential qualities are: firmness, fairness, and consistency. The most effective means of control is the ability to communicate verbally to gain trust, respect, and order. Nevertheless, structural problems and attitudes hinder women's professional advancement in Corrections/Law Enforcement. (Hick 1990). In 1971, the FBI's Uniform Crime Report began recording officer information based on gender.

In July 1972, the first woman graduated from the FBI Training Academy. Executive Order 11478, prohibits discrimination in federal government employment on the basis of race, color, religion, sex, and national origin. This order was instrumental in gaining access for women to the FBI, Secret Service and the Executive Protective Service. At the same time rulings on selection procedures, hiring and promotion declared that a sex-discriminatory law violated the principles espoused in the Equal Protection Clause of the 14th Amendment. (Reed v. Reed 1971) (Griggs v. Duke Power Company 1971).

In 1971, of the 225,474 police officers in municipal police departments, 3,157 (1.4 percent) were women. In 1972 there was a 19.5 percent increase in the number of officers due to LEAA monies and President Nixon's campaign platform of law and order in response to rising crime rates. The number of women grew to 4,041 (a 28 percent increase) comprising 1.5 percent of the force in the U.S. The number of women in supervisory positions has increased since 1971. A number of police department eligibility criteria and tests tend to covertly discriminate against female applicants, and many arbitrary limitations are still being placed upon women. It is

suggested that this is not only in violation of Title 7 of the Civil Rights Act of 1964 but violates the precepts of a representative and democratic police force in a Democratic Society. (Police Chief, v42, n4 (April 1975) , p. 61, 62, 81, Stuart, C.G., Changing Status of Women in Police Professions. Since 1971 supervisory positions for women have increased.

A variety of legislative, executive and judicial rulings, resulting in part from the continued work of the women's movement, served to increase opportunities for women in police work. The Civil Rights Act of 1964, title VII, was amended by the Equal Employment Opportunity Act of 1972, which prohibited discrimination on the basis of race, creed, color, sex, and national origin with regard to compensation, terms and conditions or privileges of employment. The 1972 amendment extended coverage of the Civil Rights Act to include Public Agencies. The Equal Employment Commission (EEOC) was established as a regulatory agency under the authority of title VII. Executive Order 11246 in combination with Executive Order 11375 prohibited discrimination by federal agencies, contractors, and subcontractors were instrumental in affording women the opportunity to apply for the FBI, Secret Service and the Executive Protective Service. Teed v. Reed, 404 US 71 (1971) declared by Order of the Supreme Court that a sex-discriminatory law violated the principles in the equal protection clause of the 14th Amendment. In Griggs v. Duke Power Company (1971), the court addressed selection procedures. And in Shpritzer v. Lang, (1962), the court ruled promotional opportunities. The above precedent cases assisted women in entering and advancing in law enforcement.

Around 1968, the President's Commission on Law Enforcement and Administration of Justice made the following recommendations concerning women police and correction officers:

Women City Police Officers

1. Recruit more actively, especially on college campuses and in inner cities.

2. The goal was a requirement of a Bachelors degree for general Law Enforcement Officers.
3. Modify the inflexible physical age and residence recruitment requirements.
4. Stress ability for promotional purposes.

Women in Corrections

1. Increase number of probation and parole officers.
 2. Use volunteers and sub-professional aides.
 3. Vary the caseload size and treatment according to the needs of the offender.
 4. Develop more alternatives to institutionalization.
 5. Receive State and Federal funds for community oriented treatment.
- (The President's Commission on Law Enforcement and Administration of Justice, 1968)

The President's Commission on Law Enforcement and Administration of Justice also recommended minimizing physical requirements for police recruits, lateral entry to specialist and supervisory positions, and the development of intensive, community correctional treatment. This report was instrumental in increasing the number of women in law enforcement and corrections.

A national survey was conducted showing that the total percentage of women employees in the correctional work force increased from 12 to 23 percent between 1969 and 1978 and that the Equal Employment Opportunity and Affirmative Action programs have made an impact on corrections staffs. Policy shifted from an emphasis on safety of women employees to protection of an inmates right to privacy. This shift posed legal obstacles for women in corrections. Pertinent concerns were women's lack of body strength, supposed tendency towards leniency and vulnerability to opportunistic males, and alleged inability to assume responsibility reacting decisively and strongly. A review of the Supreme Court case of *Dothard V. Rawlinson* (1981) discusses it as a possible setback to women in corrections. The decision allows height and weight requirements for employment in corrections if the requirements could be correlated with standards of strength needed for the job. It did not deal with inmates privacy rights as an independent

justification for limiting women's employment in male institutions. (Kissel, P.J., and Katsampes, P.L., Spring 1980).

In 1973, there were thirty-one separate women's prisons housing between 2.8 and 4 percent of the total adult prison population. The operation and administration of these institutions is by and large a function performed by women and consequently it is axiomatic that women have long been institutional corrections practitioners. However, employment of women in the total institutional corrections milieu has been less than spectacular, particularly in all male institutions.

By 1975, there were more than 30 women FBI special agents out of a force of 8,500. Of the 1,200 special agents of the Secret Service, seven were women. The Indianapolis Police Department was the first to hire women for patrol duties. A 1981, Police Foundation Study of 123 cities revealed that 300 women were employed as detectives and 196 were sergeants. (Sulton, C.G., and Townsey, R. D., 1981).

A survey conducted by the Corrections Compendium revealed that by July 1990, a total of 53 women wardens, superintendents, or administrators oversaw men's correctional institutions in the US. The 53 women agreed on three qualities that were essential to possess in their position; firmness, fairness, and consistency. They also found that the most effective means of control to gain order, is the ability to communicate, which in turn gains trust and respect. (Hicks, 1990).

November 1992, Jacqueline H. Barrett became the nation's first elected African-American woman Sheriff in Fulton County, Georgia. She has a staff of over 700 and manages the largest county jail in Georgia. Penny Harrington is a retired Chief of Police from Portland Oregon and was the first woman to become Police Chief of a major U.S. City. Once in office, she championed civil rights and human values. Elizabeth Watson, the former Chief of Police in Houston, TX, was the second woman to become a Chief of Police in a police department in the United States serving

over 1,000,000 people. She was replaced in 1992, for political reasons. When asked by an interviewer what was standing in the way of women getting into the upper echelons of police work she said:

1. The women themselves, as part of a larger society, do not view police work as a viable career choice. There is still the notion that it is a man's job.
2. There are real concerted efforts to attract Blacks and Hispanics, but fewer to attract women. I myself was given the opportunity to serve as chief by a woman. Women many times tend to open doors for other women and since there are so few, progress has been very slow. (Rosen, 1992)

Women's participation in policing has faced opposition throughout its history, from caricatures in newspapers to sexual harassment. Yet as women we have persisted and proved ourselves both capable and qualified. We continue to prove that we are willing to give our lives to the profession, wearing the badge with equal honor and pride alongside our fellow male officers. On 20 September 1993 Kenneth Dye resigned as Sheriff of Armstrong County, Texas and Commissioners Court unanimously voted Carmella Jones to fill his shoes. She ran for Sheriff of Armstrong County in the November 1994 General Election and was elected to serve out Dye's term, which ends 31 December 1996. Carmella Jones is the first woman to be elected Sheriff in the Texas Panhandle. A total of 63 women representing 55 counties in Texas have been appointed Sheriff, 10 women have been elected Sheriff, and out of those 10 women 5 were elected Sheriff without being appointed first.

Uniforms are an important part of the equipment issued to a peace officer/corrections officer. More than a symbol of authority and the law, to women, in Law Enforcement/Correction, it is clear evidence of the sort of role she is expected to play on the force. The women's uniform is symbolic of the changing role of women in policing. Any consideration for the functionality of the uniform in the early years of policing was strictly secondary in nature. Around 1911, the

the uniform in the early years of policing was strictly secondary in nature. Around 1911, the policewoman uniform was a long blue dress with a high white collar. The badge issued to policewomen was a totally different design than that of policemen. As policewomen moved out of the jails and into the community, they performed their duties in “plain clothes.” Hemlines went up in the 1920s and so did the uniform skirt. The uniforms were then used primarily for formal ceremonies and matron duties, and the policewomen of the 1920s chose plain clothes for regular duty. This remained the general rule throughout the 40's, 50's, and early 60's.

As women attempted to gain access to more generalized police work, such as mobile patrol, pants were added to the uniform. Even with pants, however, the women's uniform was still different from the men's. The badges, ties and hats were distinctively different, which provided a visual separation between the policemen and the policewomen. By the end of the 1960's, most major departments were allowing women into patrol and the uniform was finally becoming uniform. Smaller departments however, were slower to change women's uniforms. In 1971, Donna Woods, Miami University's first woman officer, was not allowed to wear pants because as her superiors put it “pants just weren't right for a lady.” (House, Cathryn, 1993) When men and women were finally permitted to wear similar uniforms, the uniforms women received were usually men's pants and shirts that had been tailored to fit, the women also received men's shoes with an approximate fit for a woman's foot.

Not until around 1993 did suppliers begin to carry a line of clothing for women beyond the dress uniform, with the traditional skirt, jacket and “WAVE” style hat. It was only from approximately 1989 to 1993 that the manufacturers have begun to recognize and respond to the women's market for police uniforms. Since approximately 1992 it was possible to order pants, shoes, hats, and ballistic protection body armor especially designed for a woman's body. Beyond

the obvious comfort on the job and functionality in design, the changing uniforms reflect the increased acceptance of women in policing.

Review of Literature or Practice

On October 1, 1969, President Nixon appointed a task force on Women's Rights and Responsibilities, chaired by Ms. Virginia R. Allan. The Task Forces' Director would also serve as a special assistant reporting directly to the President of the United States. The recommendations made by the Task Force had major impact on political activity in the form of both passed and proposed legislation. The principles under the, "may not be restricted," category most applicable to Criminal Justice System employment are from the principles of Title VII:

1. Preferences of co-workers, employers, clients, or customers.
2. The job was traditionally restricted to members of the opposite sex.
3. The job involves heavy physical labor, manual dexterity, late night hours, overtime, work in isolated locations, or unpleasant surroundings.
4. The job involves travel, or travel with members of the opposite sex.
5. The job requires personal characteristics not exclusive to either sex, such as tact, charm, or aggressiveness. (Milton, 1972, p. 46)

In 1971, prison directors in the United States proffered a number of advantages and disadvantages in their use of women in all-male correctional institutions. The advantages most often listed were:

1. It was propitious to hire women in many cases since men could not be recruited for a position or to reduce the time required to find a male employee for a position.
2. The presence of a woman practitioner in prisons, jails, had a positive/softening effect on the behavior of the inmates reducing tension and lessening the likelihood of violent confrontations between inmates and staff. The positive/softening effect was manifest as improved personal hygiene and appearance by both inmate and the men on staff as officers. Greater efforts were exhibited toward the correction of the inmate through all aspects of education, not merely the control of the inmate. Women provided a complement to men and they worked with women as members of a correctional staff to contribute to the smooth functioning of the institution.
3. The advantage of a mixed staff is that it has a settling effect on the inmates, and in turn a more acceptable social conduct both on the part of the inmates, as well as, the staff develops.
4. Some regarded women as a liability due to their lack of physical strength, but felt the assets outweighed the liability.

In Boulder County Jail, Colorado 35 inmates were surveyed on their perceptions of women as corrections workers in 1976 and 1977. They reported that:

1. The vast majority of the inmates didn't feel women were easier to manipulate or intimidate than the male staff.
2. A substantial minority indicated some protective stance in regard to female personnel, but showed no inclination to be more honest with them than male staff.
3. Though there exists some variation in behavior of inmates toward women on duty, such as occasionally trying to shock them or an inclination to be protective of them, the survey did not reveal any serious type of deviation in behavior by the male inmate toward female staff that would warrant undue attention to the staff in general.
4. The inmates surveyed indicated somewhat of a reluctance to act physically aggressive toward females on the staff.

5. One-third of the male inmates felt that sexual frustrations were somewhat increased by the presence of female staff, the majority felt female corrections personnel either did not increase it, or actually decreased it. The vast majority of male inmates didn't feel that women on staff affected their privacy very much, or at all. Only a small minority indicated resentment toward women supervising them.
6. The majority of inmates felt women on staff increased the livability of the institution.
7. A majority of male inmates felt men would be much more effective in breaking up fights between inmates than would a woman.
8. When male inmates were asked if they felt it was beneficial to have women work at corrections facilities housing males, about half felt it was and the others felt it made no significant difference. A majority indicated they had about the same respect for women staff as they did for men on staff. They were equally encouraged by each segment of the staff to come to them with problems. (Kissel, P.J., and Katsampes, P.L., Spring 1980).

This study was done when many correctional facilities in America were undergoing the change from all male run facilities to hiring women to fill staff positions in male institutions. One of the most important issues that was addressed throughout the United States was whether women corrections staff in a male institution can perform the duties associated with the position. The relative lack of aggression toward women personnel is of considerable value in potential crisis situations that have not yet evolved into actual violence, and their presence in such a crisis would be an asset to the functioning of the institution due to the tension reducing influence they seem to exert.

The socialization differences between men and women have been seen as important. Some studies have stressed the importance of warm interpersonal relations to women, interpreted to mean that women choose friendship over organizational advancement. (Rossi, 1965). Other studies have somewhat contradicted those findings and stressed that women are sometimes penalized at work if they receive advancement. Miller et al. (1975) found that upwardly mobile

women who evidence commitment to work, especially those who move into positions of official authority.

Many studies of turnover rates in California Sheriff offices find that women often leave to accept employment with other law enforcement agencies. This suggests the somewhat disadvantaged position of sheriff's offices in their efforts to recruit and retain women employees. Women appear to be less likely to retire, to become disabled, or to be fired or to resign in lieu of being fired. (Norman, R.G., 1987). Throughout the United States most sheriff offices require new employees to spend their first several years in custody assignments, usually in a county jail, before they are given the opportunity to accept patrol or other assignments. While this period is of somewhat limited duration for men, in the past some women have spent their entire careers in the jail. Some women have received other assignments, such as civil process. Sheriff offices throughout the country are in a double bind. They need to fill correctional slots with women, which in turn makes them more likely to be hired away by other departments. This speaks to the need to develop more creative personnel policies for women. But the organizational realities in sheriff offices are clearly a major stumbling block to the implementation of career path innovation for women. Secondly, and interrelated with the first point, is promotability. Women in sheriff offices in different parts of the United States recognize that their lack of promotability is tied to their over representation in correctional assignments. Higher ranks for women seemed not only unlikely, but unwarranted. More attractive alternatives seem to have become available in other departments. (Norman, R.G., 1987).

Men are given the opportunity to use their skills in alternative occupational settings while women many times are not afforded the same opportunities. In other departments that women moved to they had better work hours and assignments. The opportunity to work patrol was the

major draw factor. In 1987, women officers represented 7.2 percent of the nations nearly 476,000 peace officers. In California out of 60,000 sworn police officers; 3.6 percent of the women are supervisors, and 1.6 percent are in management in California. (Norman, R.G., 1987).

In May 1993, Otto Elmer Polk produced a dissertation for Sam Houston State University in Huntsville, Texas called The Effects of Race/Ethnicity on The Career Paths of Advanced or Specialized Texas Law Enforcement Officers. He discussed rank and gender briefly saying:

There are two patterns of interest. Women are significantly under represented in almost all positions with high social status or rank such as Administrators, Supervisors, and Detectives. They are over represented in the assignments identified as Other. The ethnic representation of female respondents, is much more representative of community composition than that of men. It appears fluctuations in assignments and promotions are based primarily on gender or variables other than ethnicity. (Polk, 1993).

The results of the analysis showed gender to have a weaker relationship with rank than other variables including experience and education. Women in law enforcement tend to have a higher academic achievement and verbal skills than the men. Women tend to be valuable to the law enforcement/corrections field because of their intuitive awareness and flexibility.

(Norman, R.G., 1987).

MULTIPLE REGRESSION ANALYSIS OF RANK TABLE **					
Independent Variables	<i>Beta Weights</i>				
	Total	Large	So.'s	DPS*	Other
Experience	.40	.28	.42	.21	.49
Education	.25	.33	.17	.11	.14
Gender	.09	.08	.10	0	.13
Hispanic	-.05	-.09	.02	.02	.01
Black	.04	-.07	.04	-.03	-.04
R Squared	.26	.22	.22	.05	.31
F	362.77	164.29	24.69	2.40	135.55
Significance	.00	.00	.00	.00	.00
N Size	5064	2881	445	202	1536
* No Respondents from DPS were Female					
** Regression model developed by Career Paths Projects Team.					

Table 1

A study was done on women employed in all-male penal institutions. The study was mainly focused at the Ferguson Unit of the Texas Department of Corrections as part of its sample population, which examined a number of questions. First, what have been the resulting advantages and disadvantages of female employment for those involved, and for the corrections system itself? Second, do the advantages outweigh the disadvantages? Third, in what professional areas are women most needed and where does it appear that they are most effective? (Paul, 1971). The findings relating to total employment of women in all-male institutions that within the United States revealed that 439 women were employed in 1971. Texas was one of the larger employers with 28. Massachusetts and California, being the largest, employed 85 and 102

women respectfully. The number of women employed at the Ferguson unit in Administrative and General Correctional Positions was as follows:

1. Executive Assistant to the Commissioner - 1
2. Correctional Classification Counselor - 20
3. Program Supervisor - 1
4. Supervisor of Volunteers - 1
5. Rehabilitation - 1
6. Correctional Officer - 5
7. Probation and Parole Supervisor - 3
8. Community Correctional Coordinator - 1
9. Research - 1 (Hicks, N., 1990)

In regards to Women in Corrections/Law Enforcement abroad and in the United States very little research has been done because a majority of the women have only just begun within the last 10 years to advance into mid-management and management levels. There is no internal support system. In 1993, a questionnaire was developed and distributed to women lieutenants and above in Texas Sheriffs offices. This questionnaire was designed to produce a historical account of the background of those women that rose to the management levels in Law Enforcement/Corrections in Texas Sheriff Offices. The Questionnaire for women lieutenants and above in the Sheriff Offices of Texas was distributed by contacting the Personnel Departments of each Sheriff Office. According to the number of Women lieutenants and above identified by the contact person in personnel, that amount of questionnaires were sent out. The contact person who received the questionnaires, distributed them to the subjects. The questionnaire was in a self-addressed stamped envelope, with a post card also self-addressed and stamped, to return even if the questionnaire was not answered, to become part of a professional network. Thirty five subjects received a questionnaire. Twelve responded to the questionnaire. (See Appendix B)

Twelve out of thirty-five questionnaires were returned producing a 34% response rate. An empirical study was conducted of the responses. The critical elements are evident.

Logical interpretations are based on the evidence (data). The value questions are meaningful to produce the emergence of future researchable problems, but cannot be investigated empirically. From the 12 possible answers from the 12 questions received these percentages are derived:

1. Level of Interest in the profession:
Very High = 50%
Moderately High = 50%
2. Opportunity to pursue a career in the field:
Very Great Extent = 17%
Great Extent = 42%
Some Extent = 33 %
Little Extent = 8%
3. Enjoy performing Administrative Tasks:
Very Great Extent = 25%
Great Extent = 67%
Some Extent = 8 %
4. Gender Affected Opportunities:
Very Great Extent = 17%
Great Extent = 8%
Some Extent = 50%
Little Extent = 17%
Very Little Extent = 8%
5. Informal Support System (a mentor):
Very Great Extent = 17%
Great Extent = 17%
Some Extent = 16%
Little Extent = 25%
Very Little Extent = 25%

6. Department promotes from within:
Very Great Extent = 33%
Great Extent = 42%
Some Extent = 17%
Little Extent = 8%
7. Skills enhanced opportunities for career:
Very Great Extent = 42%
Great Extent = 33%
Some Extent = 17%
Little Extent = 8%
8. Family Circumstances affected Career Opportunities:
Very Great Extent = 8%
Great Extent = 8%
Some Extent = 25%
Little Extent = 17%
Very Little Extent = 42%
9. Member of Professional Organization/Network:
Yes = 8%
No = 92%
10. Role Models:
None = 42%
One = 33%
Two or more = 25%
Role models Occupations: Governor, Mayor, City Administrator, Director (Drug Abuse Council), Police Chief (Another City),
2 = Chief Deputy, Chief Administrator, 2 = Another Lieutenant.
11. Consider Self Successful:
Moderately = 33%
Very = 42%
Completely = 25%

12. Personal and Professional Success in Five Years and Why:
 Top of Career Ladder because not politically backed.
 Retired because of age.
 Go back to school, get degree, better self to be able to offer more of self.
 Same position because of present administration.
 Not close to goals, likes working the streets.
 Retired unless she makes Captain.
 No change, settling in period.
 Same position, no further chance of advancement.
 No limitation of opportunities because of knowledge and skills in the field.
 Attain position of Captain because of Personnel Department Network,
 Management knowledge and personality.
 Test for Captain for a pay increase.
 To become proficient and effective.

13. Rating on Scale 1-5 (1 = Best, 5 = Least) Own Behavior in the Department in
 Cooperation or Competitiveness.
 Male Peers: Cooperative With = 2 Average
 Neutral With = 3 Average
 Competitive With = 3 Average
 Female Peers: Cooperative With = 3 Average
 Neutral With = 3 Average
 Competitive With = 3 Average

14. Review of Percentages on the Table in Appendix B.

15. Personal Relationships Conflict with Professional Concerns:
 Never/Rarely = 67%
 Moderately = 25%
 Always = 8%

16. Personal Stress, Primary Relationships Impact on Professional Life:
 Not at All = 25%
 Slightly = 50%
 Moderately = 25%

17. Professional Stress Impacts on Personal Life:
 Not at All = 8%
 Slightly = 67%
 Moderately = 17%
 Great Deal = 8%

18. Success Pattern, Present Style:
Right-Place-at-the-Right-Time = 8%
"Lone Wolf" or Independent Creator = 25%
"Up-through-the-Ranks" = 67%

Eleven subjects responded to the Demographic Questions and an average (MEAN) was derived by adding all responses together and dividing the total by twelve, ten, or nine depending on the number responding to that question. The percentages are derived by the total number of check marks divided by the total number of respondents.

Conclusion/Recommendations

The purpose of this paper is to identify, document and organize important characteristics and actions for a woman to survive and advance in a Texas Sheriff's office to a Management position. This research is important to establish a historical understanding of the progression of by women in the law enforcement/corrections field. In addition, this research will assist other women to reach top level management positions with a support system in place.

In 1980, peace officers, corrections officers, lawyers, and judges were governed by a widely held stereotype; the Madonna/Whore duality. The duality is men's perception of women as ready sources of offspring, physical satisfaction, adornment, cheap labor, and entertainment. Throughout history women were placed on a pedestal as incarnations of probity and virtue. Women were considered both weak and vulnerable, yet pure and worthy of the highest regard.

Women in the criminal justice system, as long as, they remained in their prescribed, traditional roles, were accepted. When women sought to challenge the prevailing segregated status (beginning in the late 1950s) obstacles appeared. The employment gains within the criminal justice system have been exaggerated, since most gains were through legislation guaranteeing women equal employment opportunity.

The intensity of the “Madonna/Whore” duality is apparent in statements describing women who want full integration and equal opportunity, promotion, and advancement up the career ladder in the criminal justice system. Some are: Not feminine, sexually suspect, loose, physically weak, emotionally unstable, and dangerous to the lives of corrections/police officers. (Smith, E.S., 1982).

While still facing sexual harassment and low employment numbers, women are having an impact which shatters stereotypes and far outweighs our numbers in Corrections/Law Enforcement. While public attitudes are mostly supportive of women managers today, there is still a perception problem within the Sheriff's Offices of Texas. The extent and seriousness of the internal problems experienced by pioneering women managers were quite severe. Initially, women and men were segregated in police academies and later on the force. Women often received little or no physical training and were instead taught to type. However, many of these problems began to disappear when women were fully integrated into both the training and functions of Corrections/Law Enforcement agencies. Now, women officers are found in every area of Correctional/Law Enforcement work. The increasing presence of women in Corrections/Law Enforcement has helped broaden the perspective of Texas Sheriff's Offices, leading to a better, more flexible response.

The following is a combination of thoughts expressed by all the women answering questionnaires from 1993 to the present. Many women on the law enforcement side of the house feel there is more opportunity for upward mobility on the corrections side. Women can't show that they are competing, they must stroke the male ego. Many women say they are married to a peace officer as well as being one themselves. Some say in 5 years they would like to be doing something else because they are “Tired of the Bureaucratic System.” Continued education in

managerial and communications skills will allow you to build and promote your confidence to attain better positions. Many times you end up in a dead end position with no opportunity for advancement. The trend of the nineties is to develop treatment related programs for offenders. Past experience shows this does not work-the criminals take advantage of these programs. You have to have the right attitude and the right reputation! Pursue a hobby and make sure your personal life is as important as your job. Attain personal knowledge of your department's network, and the management skills you need to succeed. The only way there seems to be to get a raise in County Corrections/Law Enforcement is to attain a higher rank. There is a need to become proficient in whatever rank that is attained. We must improve our salaries if at all possible, and then we'll be able to offer more to society. When you can't make ends meet your not able to volunteer or assist others. When you reach the top of the Civil Service career ladder you must be appointed to a political position that is not based on merit, scores, experience, or seniority. When you first get promoted it takes about 5 years just to settle in to the position. If you can't move up it's time to move out. You must prove your capabilities in every assignment that you are given. Street duty is exciting and you are left alone to perform your job and prove your capabilities. Because of the political situation in county government, many times you have to wait 4 years just to move up in your chosen field. There are no limitations on career opportunities if you have the knowledge and skills required to advance. "Never let anyone or anything stand in your way if you feel you want to do something." Don't ever think you can't just because your a woman, but instead say you can because I am me. There are new challenges every day. When the assignment fails to provide a challenge then request a new assignment. There's a great deal of favoritism through friendships that can deny you the opportunity to become a

Deputy Sheriff (Good Old Boy System). There is a great deal of politics involved in a Sheriff's Office. Many times we make history in our departments, but we are not considered big enough news to have our picture in the paper and articles written about us. It is very difficult to be the only woman supervisor especially when there hasn't been a woman supervisor in your department for 10 years. There is usually little cooperation when you are a woman, instead there's mostly competition.

One woman was told that she couldn't become a volunteer reservist because she was a woman, therefore it made her work just that much harder to become a Deputy Sheriff. Many times when applying for schools women are denied the use of Special Assignment, thus forcing them to use their own time. Many times to attend schooling we must pay our own way and take our own time to attend. One woman says "she was repeatedly sexually harassed with playboy pictures in her work areas, mixed with work documents, sexist remarks, supervisory propositions, rude comments, and a generally demeaning attitude of the men." With the coming of Civil Service opportunities seemed to open up and the attitude changed projecting a more positive attitude. One needs to be more cooperative than competitive with their peers. Corrections has promoted women officers, Law Enforcement does not promote as readily because of the attitude and acceptance factors. One woman said "she was given bad advice by several higher ranking supervisors who encouraged her to enhance her career by transferring into the confinement division. Instead of advancing in rank she was sent from one job to another while watching less qualified men advance in rank and status." The ultimate degradation is to be replaced by a less qualified man that is part of the "Good Old Boy System" so prevalent in the Texas Political System. These types of things cause sex discrimination suits.

More women should run for Sheriff. Pride in your work will gain you the respect of other officers, the inmates, and the community. However, even though the views of men have changed considerably women are still faced with some social bias. A woman can get a job and prove she is capable, but a majority of the men are still reluctant to allow that same woman to hold a supervisory position over him. There is also a unique jealousy that some men have of a woman who is more accomplished than themselves.

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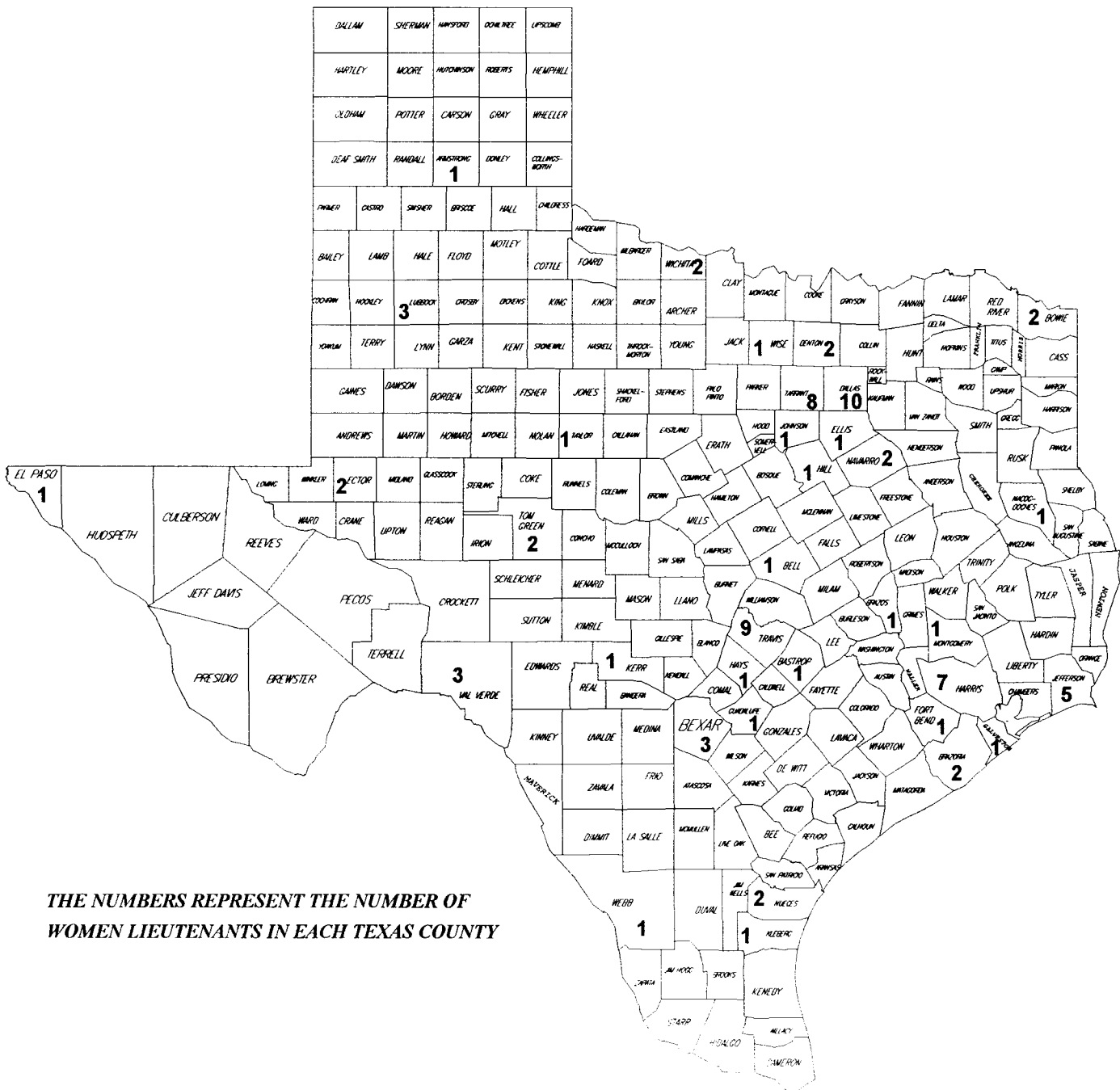
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TEXAS COUNTIES



(A Profile of Women Lieutenants and Above in Texas Sheriff Offices Surveyed in 1993)

(Sample Questionnaire)

My name is Marcia A. Paquel. I am the first promoted Woman Lieutenant in the Bexar County Sheriff's Office in San Antonio, Texas. I hold a B.S. Degree in Administration of Justice (specializing in corrections), and an Advanced Peace Officer License. I am using a questionnaire to survey women with the rank of lieutenant and above throughout Texas in County Law Enforcement/ Correctional Departments.

Through my research, I have not found any surveys in the state of Texas or in any other part of the US dealing with women working in the management of county departments.

This questionnaire will be kept confidential and you will remain anonymous. Therefore, *Do Not Put Your Name On This Questionnaire*. Your personnel department will distribute the questionnaire to the women who are lieutenants and above in their department to retain that confidentiality.

I hope to publish my data, and whatever knowledge that you provide me, in Corrections/Law Enforcement Journals.

I am attending the Graduate Management Institute through TCLEOSE and this is my project. My preliminary research is being pursued through my Master's Degree Research Class at Our Lady of the Lake University in San Antonio, Texas.

Whether you answer the questionnaire or not, if you would like to be personally interviewed, please contact me at (210) 659-7210.

Thank you for your assistance and cooperation. Please return the questionnaire within 7 days from receipt.

(Questionnaire)

1. How would you rate the level of your interest in pursuing a career in Corrections/Law Enforcement Administration?
Very high:
Moderately high:
Moderately low:
Very low:
Undecided:

2. Indicate the extent to which you believe you have had the opportunity to pursue a career in Corrections/Law Enforcement Administration .
 - To a very great extent:
 - To a great extent:
 - To some extent:
 - To a little extent:
 - To a very little extent:
3. To what extent do you enjoy performing the tasks typically required of administrators?
 - To a very great extent:
 - To a great extent:
 - To some extent:
 - To a little extent:
 - To a very little extent:
4. To what extent do you believe that your gender affected your opportunities for a career in Corrections/Law Enforcement Administration?
 - To a very great extent:
 - To a great extent:
 - To some extent:
 - To a little extent:
 - To a very little extent:
5. To what extent does there exist for you an informal support system (a mentor) that encourages you to pursue a career in Corrections/Law Enforcement Administration?
 - To a very great extent:
 - To a great extent:
 - To some extent:
 - To a little extent:
 - To a very little extent:
6. To what extent does your department tend to promote people from within rather than going outside the department to hire people for administrative positions?
 - To a very great extent:
 - To a great extent:
 - To some extent:
 - To a little extent:
 - To a very little extent:

7. To what extent do you believe that your skills enhanced your opportunities for a career in Corrections/Law Enforcement Administration?
- To a very great extent:
To a great extent:
To some extent:
To a little extent:
To a very little extent:
8. Have family circumstances affected the opportunities for a career in Corrections/Law Enforcement Administration?
- To a very great extent:
To a great extent:
To some extent:
To a little extent:
To a very little extent:
9. Are you a member of a professional women's network or Correctional/Law Enforcement organization?
- Yes _____ No _____
10. Are there one or two individuals that you view as role models at this point in your career?
- None
One
Two or more
Role Model's occupation
11. How successful, overall, would you consider yourself at this time?
- Not at all:
Moderately:
Very:
Completely:
12. Realistically, where do you think you'll be five years from now in blending your personal and professional successes?
- _____

Explain why? _____

13. It is said by some people that success is possible through competition, other only through cooperation. On a scale from 1-5 (1 being BEST, 5 being LEAST), how would you rate your own behavior in your department.

MALE PEERS:

(cooperative with) (neutral with) (competitive with)

FEMALE PEERS:

(cooperative with) (neutral with) (competitive with)

14. Some people say that work and social relationships do not mix; others say they do. Place and X in the table below to indicate how you would define your relationships.

	Acquaintances	Subordinates	Peers	Others in field	Supervisors
No contact					
Casual Relationships					
Friends					
Associates					
Primary Support Relationships					
Intimate Friends					

Table 2

15. To what extent do your personal relationships conflict with your professional concerns?

Never or rarely:

Moderately:

Frequently:

Always:

16. Does personal stress, including maintenance of your primary relationships, impact on your professional life?

Not at all:

Slightly:

Moderately:

A great deal:

17. How does professional stress impact your personal life?

Not at all:

Slightly:

Moderately:

A great deal:

18. Which of the following would you choose to describe your success pattern or present style?

Right-place-at-the-right-time:

Mentored:

"Lone wolf" or independent creator:

"Up-through-the-ranks":

Other (please explain):

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