

**ETHICAL CONDUCT AND DISCIPLINE IN THE
QUEENSLAND POLICE SERVICE: THE VIEWS
OF RECRUITS, FIRST YEAR CONSTABLES
AND EXPERIENCED OFFICERS**

November 1995

Research and Co-ordination Division

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ABBREVIATIONS

CJC	Criminal Justice Commission
FYCs	First Year Constables
NPRU	National Police Research Unit
PSU	Professional Standards Unit
QPS	Queensland Police Service

EXECUTIVE SUMMARY

This paper describes findings of a survey of police views on ethical conduct and the discipline process in the Queensland Police Service (QPS). The survey was administered to three groups of officers in the first half of 1995, consisting of:

- 59 recruits, representing three squads from the January 1995 intake.
- 56 First Year Constables (FYCs), being all of the January 1994 recruit intake remaining in the Service. This group was surveyed after approximately six months in the field, while attending a training course at the Academy.
- 65 officers who attended detective training and investigative skills courses held in March and April 1995. These officers had between three and 12 years policing experience with an average of 5.6 years. Slightly more than half of this group were detectives.

The survey included a series of scenarios based on situations which police might find themselves involved in. The scenarios described conduct by police which, if proven, would generally result in some form of disciplinary action being taken against the officer(s) concerned. The scenarios were modelled on questions used in a survey undertaken by the National Police Research Unit (NPRU) in 1992 (Huon et al. 1995).

For each scenario, the officers were asked to rate the conduct described on a 10-point scale, ranging from 'not at all serious' to 'extremely serious', according to how the conduct would be rated by the respondents themselves, the typical working police officer, the QPS, and the public.

Key findings were that:

- All three sub-samples saw QPS management as taking the most serious view of the behaviour described in the scenarios. The public was also generally seen as regarding the behaviour more seriously than the respondent, or the typical officer.
- Respondents generally indicated that they would rank the behaviour more seriously than a *typical officer*, although this pattern was less marked in the case of the experienced officers.
- The three sub-samples provided a broadly similar ranking of the relative seriousness of the various scenarios. The scenarios with the highest seriousness ratings, according to the respondent's *personal view*, involved stealing cigarettes from a break and enter scene and adding words to the statement of a suspected rapist. The scenarios with the lowest seriousness rankings involved an officer retaliating against a youth who had assaulted a female officer, an officer carrying out a registration check to get details of an attractive woman, a pick-up for private purposes outside of patrol area, and officers accepting free beer at Christmas time.
- Overall, the recruits took the most serious view of the conduct described in the scenarios. The FYCs mostly rated the scenarios more seriously than the experienced officers sub-sample; except for the stealing scenario, which received a high seriousness ranking from all three groups.
- The responses to the various scenarios closely parallel the findings of a survey undertaken by the NPRU in 1992. The NPRU study surveyed police of various ranks from a variety of Australian jurisdictions.

For each scenario, officers were also asked to indicate what they might do if they were a serving police officer and had heard about the incident from a very reliable non-police source who had dates, names, etc. but did not want to initiate any action.

- For the most part, the FYCs and experienced officers who were surveyed were very reluctant to formally report misconduct by another officer. The officers expressed a greater willingness to 'informally raise the matter with a senior officer' but by far the most common responses were to do nothing or raise the matter directly with the officer who had engaged in the behaviour described.
- For all scenarios, the recruit sub-sample expressed the greatest willingness to formally or informally report a fellow officer.
- There were only two instances – those relating to verballing and avoidance of an RBT – where the FYCs were significantly more willing than the experienced officers to report the misconduct. Generally speaking, there was little difference in the responses of these two sub-samples.
- The types of behaviour most likely to be brought to official attention by the FYCs and experienced officers were stealing cigarettes from a crime scene and verballing. The actions least likely to be reported were accepting free beer at Christmas time, making a pick-up outside of one's patrol area, and making an unauthorised registration check.

A key finding of this research is that recruits appear to modify their views fairly quickly once they become exposed to police work and the attitudes of serving police officers. This trend was particularly apparent in relation to attitudes concerning the reporting of misconduct by fellow officers.

Finally, respondents were asked a series of questions relating to QPS management practices and the complaints and discipline process. Their responses indicated that:

- A majority of FYCs and experienced officers agreed there was little evidence of improper conduct in the QPS. However, a substantial minority disagreed with this proposition. The majority also agreed that it was not unusual for a typical officer to turn a blind eye to misconduct by fellow officers.
- Officers from all groups agreed strongly that 'the QPS takes a very tough line on improper behaviour by police'.
- The QPS was generally seen as an organisation which punishes more than it rewards. A substantial majority of respondents from the FYC and experienced officer sub-samples agreed with the proposition that the QPS 'concentrates on what we do wrong rather than what we do right', and disagreed that 'the QPS recognises and rewards proper behaviour by police'.
- Most officers reported that they did not feel under pressure from other officers to 'break the rules'. However, there was substantial agreement with the statement that 'expecting officers to always follow the rules is incompatible with getting the job done'.
- QPS management was seen to be reasonably supportive of officers who report misconduct by their fellow officers, but most respondents considered that an officer who took this action would be ostracised by his or her peers. The majority of respondents also agreed with the proposition that 'whistleblowing is not worth it'.

Overall, these data indicate that QPS management has been successful in communicating to police that the organisation takes a serious view of misconduct and will take firm action against officers who behave improperly. However, most rank and file police believe that not enough is done to actively encourage ethical conduct.

The paper concludes by briefly discussing possible strategies for promoting ethical conduct by police officers. Suggested initiatives include:

- development of focused campaigns to address police attitudes about such matters as assaults and the use of excessive force, and the use of one's position for personal purposes
- revision of the QPS Code of Conduct to clarify officer's obligations, particularly in relation to the receipt of gratuities
- enhanced organisational support for "whistleblowers"
- a greater emphasis on delivering ethics training to officers once they are in the field
- development of management styles which focus more on:
 - * identifying and rewarding good behaviour as well as punishing misconduct
 - * providing officers with guidance and support on issues relating to ethical behaviour and professional conduct
- establishment of a pro-active unit within the QPS with specific responsibility for promoting attitudinal and behavioural change.

INTRODUCTION

In the first half of 1995 the Criminal Justice Commission (CJC) initiated a research project which focused on the attitudes of Queensland Police Service (QPS) officers towards ethical conduct and the discipline process. Self-completed questionnaires were administered to three groups: recruits, First Year Constables (FYCs) with six months experience in the field, and officers with several years experience. These surveys were undertaken as part of the research for the CJC's forthcoming report on the implementation of the Fitzgerald Inquiry recommendations relating to police complaints and discipline procedures.

The surveys were designed to address the following questions:

- How seriously do police officers regard various types of misconduct and to what extent do they perceive a difference between their own views and those of QPS management and the general public?
- How willing are officers to report misconduct to the QPS or the CJC?
- To what extent do recruits change their views on ethical issues once they have been exposed to the police "culture" and day-to-day policing work?
- How do police rank and file regard the complaints and discipline process and, in particular, the approach of QPS management to discipline issues?

This research paper provides an overview of the survey findings and discusses possible policy implications. Where relevant, the paper also compares the survey findings with those of a similarly structured questionnaire administered to groups of police in Australia by the National Police Research Unit (NPRU) in 1992 (Huon et al. 1995).

The paper is organised under the following headings:

- Methodology
- Survey Results
 - * The Scenarios
 - * General Views of the Complaints and Discipline Process
- Policy Implications
- Conclusion.

METHODOLOGY

SAMPLING STRATEGY

A common finding of research on "police culture" is that recruits often enter policing with high ideals, but substantially modify their views once they come into contact with serving police officers and the daily demands of the job (Ellis 1991; Niederhoffer 1967; Sherman 1982; Reiner 1985). Our object in comparing recruits, FYCs and experienced officers was to see if a similar process was at work in the QPS.

The three groups surveyed were selected as follows:

- The recruit sub-sample consisted of 59 recruits, representing three squads from the January 1995 intake. The survey was administered a few weeks after the recruits had commenced their training at the Academy.
- The FYC sub-sample consisted of 56 officers, being all of the January 1994 recruit intake remaining in the Service. The FYCs were surveyed after approximately six months in the field, while attending a training course at the Academy.
- The experienced officer sub-sample of 65 officers was obtained by surveying two groups of officers who attended detective training and investigative skills courses held in March and April 1995. These officers had between three and 12 years policing experience, with an average of 5.6 years. By surveying officers who attended these courses, we were able to get a relatively large number of responses – and a very high response rate – with only a minimal outlay of resources. The main disadvantage of this sampling strategy, as discussed below, is that those who attended the courses were not necessarily representative of the QPS "rank and file" as a whole. For instance, there were relatively few females in the group and a very large number of plain clothes detectives (59 per cent of all respondents).

The survey was administered to each group during class time by a CJC Research Officer. Respondents were not required to provide any identifying information on the questionnaire and were advised that all responses would be treated confidentially. Respondents were asked for their co-operation in the study but were told that participation was not compulsory. Only one officer chose not to complete the questionnaire.

OUTLINE OF SURVEY

The survey consisted of three main sections. The largest section contained a series of scenarios based on situations which police might find themselves involved in. The scenarios described conduct by police which, if proven, would generally result in some form of disciplinary action being taken against the officer(s) concerned. The scenarios were modelled on questions used in the 1992 NPRU survey (Huon et al. 1995).

For each scenario the officers were asked to rate the conduct of the police officer on a 10-point scale, ranging from 'not at all serious' to 'extremely serious', in terms of:

- the respondent's *personal* view of the conduct

- the view of a *typical officer*
- the view of the *QPS*.

In addition, the recruits and experienced officers were asked their perception of the likely view of a member of the *public*.

Respondents in all three sub-samples were asked to identify what action they might take if they became aware that another officer had engaged in the conduct described in each of the scenarios. In addition, the experienced officers were asked to give their assessment of the likelihood that an officer who engaged in such behaviour would be caught.

Another section of the survey consisted of a scenario in which a sergeant intervened with another officer to stop the sergeant's son from being charged with vandalism. Respondents were asked a range of questions about how a typical officer would regard this behaviour and what action they themselves would take. This scenario was taken from another, yet to be published, survey undertaken by the NPRU in 1994.

In a third section of the survey, officers were asked to indicate the extent to which they agreed or disagreed with a number of statements concerning the QPS. These statements focused on issues such as the incidence of misconduct within the QPS, the management style of the organisation, and the level of support provided to "whistleblowers".

As a lead-in to the survey, officers were also asked about their knowledge of the complaints and discipline process. A summary of the responses to these questions is included as Appendix 1.

CHARACTERISTICS OF SURVEY GROUPS

Table 1 provides age and gender data for each sub-sample.

TABLE 1 – GENDER AND AGE CHARACTERISTICS OF SURVEY GROUPS

Group	Number	GENDER (%)			AGE (%)						
		Male	Fmle	U/K	<21	21-25	26-30	31-35	36-40	41+	U/K
Recruits	59	61.0	39.0	-	11.9	64.4	13.6	3.4	3.4	3.4	-
FYCs	56	66.1	26.8	7.1	-	60.7	21.4	3.6	3.6	3.6	7.1
Experienced Officers	65	78.5	18.5	3.1	-	-	49.2	35.4	13.8	-	1.5

Note: 'U/K' refers to the percentage of respondents who chose not to answer these questions.

The table shows that the large majority of respondents in each group surveyed were male, with the experienced officers' group containing the smallest proportion of women. It was not possible to analyse responses by gender due to the relatively small size of the samples. Increased sample sizes in future surveys may enable a more thorough exploration of this factor. The 1992 NPRU survey, which covered a much larger sample, found that females appeared to have higher personal ethical standards than male officers of equivalent rank (Huon et al. 1995).

There were no significant differences between the uniformed and plain-clothes officers in the experienced officer sub-sample, except in response to one statement.¹ Consequently, no distinction is made between these two groups in the following discussion.

SAMPLE REPRESENTATIVENESS

By accessing recruits and FYCs while they were at the Academy, it was possible to obtain close to perfect samples of two recent intakes. The demographic make-up and educational background of recruit intakes varies to some extent, depending on factors such as the quality of the recruitment pool, the size of the intake, and the time of year when the selection is made. However, there is no indication that the two intakes surveyed were atypical, or that significantly different results would have been obtained had another group of recent recruits or FYCs been surveyed.

In the case of the experienced officer sub-sample, our surveying strategy resulted in detectives being over-sampled, whereas women and junior officers were under-represented. However, as indicated, there were few identifiable differences in the responses of the different groups within this sub-sample. Even if the experienced officers who were surveyed were not fully representative of the QPS, their responses are of inherent interest, given that detectives are an important and influential occupational group within the QPS.

SOCIALISATION AND COHORT EFFECTS

The following discussion identifies some significant differences in the responses of the recruit, FYC and experienced officer sub-samples to questions about the seriousness of different forms of misconduct and the willingness of respondents to report such behaviour. Such differences could be due either to innate differences between the groups (a *cohort* effect), or to the varying amount of time each group has been exposed to the cultural, organisational and task environment of policing (a *socialisation* effect). The distinction between these two types of effects is very important in policy terms. If it could be shown that the differences were due mainly to cohort effects, then it would follow that the key to changing police culture would be to select the "right" officers at the point of recruitment. If, on the other hand, the differences were due mainly to socialisation effects, it would follow that the primary focus should be on changing the organisational setting into which new officers are recruited.

The only way to measure accurately the relative impact of cohort and socialisation effects would be to track selected intakes of recruits over several years, re-surveying them at regular intervals. This obviously was not possible within the limited time-frame of the present study.² However, it is highly unlikely that cohort effects could explain the differences between the recruit and FYC sub-samples, given that these two groups of officers were recruited only 12 months apart under very similar conditions. Differences between the FYC and experienced officer sub-samples may be at least partly attributable to cohort effects, given that many of the experienced officers were recruited under substantially different conditions to the more recent intakes. However for a considerable number of survey items this issue is not relevant, as there was little or no divergence between the views of the two groups.

1 That statement was: 'Whistle blowing is not worth it'. The detectives had a significantly higher level of agreement with this statement than the uniformed officers.

2 It is proposed to re-administer this survey to the recruit sub-sample early in 1996, after they have been in the field for six months. This follow-up survey should enable us to quantify the extent of any attitude shift in this group in the intervening period.

PRESENTATION OF STATISTICAL DATA

This study often compares the findings from two different samples. When making such comparisons, there is always the possibility that the differences between the two samples are the result of chance factors and do not reflect any real differences between the groups. Statistical tests enable us to estimate the likelihood of such differences being the result of chance factors. For those tables where average scores for the three samples of officers are reported, independent sample t-tests were conducted to test for differences between the samples. Where proportions are reported, chi-square tests were used. In all cases where indicated, differences are statistically significant at the 0.05 level, meaning that there is less than a five per cent likelihood that the difference between the groups being compared was the result of chance factors.

Figures reported in the tables have been rounded to the nearest decimal place and figures in the text have been rounded to the nearest whole number.

The letter 'n' in tables refers to the number of subjects in the sample which answered that question.

SURVEY RESULTS

THE SCENARIOS

The scenarios to which the officers were asked to respond were as follows:

Scenario 1 – Off duty officer tries to avoid RBT

'An off duty police officer who has drunk a little too much is stopped for an RBT by police officers he doesn't know. The off duty officer is obviously a bit under the weather. He identifies himself as a fellow police officer in an effort to avoid blowing in the bag.'

Scenario 2 – Officer at bottle shop pockets cigarettes

'The local bottle shop has been broken into for the third time in so many weeks. The responding patrol enters the premises to wait for the owner to arrive and sort out the mess of cigarettes and liquor lying all over the floor. One of the officers bends down, picks up a torn pack of cigarettes from the shattered window display, and puts the pack in his pocket.'

Scenario 3 – Officer retaliates against youth who assaulted female officer

'In a pub brawl a young female First Year Constable responding with her partner to a 'disturbance' call, receives a nasty black eye from a tattooed youth wielding a billiard cue. As the arrested youth is led into the cells, the male team member gives him a savage kidney punch saying, "hurts, doesn't it".'

Scenario 4 – Accident by police misrepresented in report

'During a quiet period on patrol, two officers decided to test how the rear of the police vehicle would slide on the deserted, wet car park. Their attempts resulted in a minor collision with a shopping trolley. Rather than go into full details about the scrape when reporting the damage, the driver stated the car was 'sideswiped' by an unidentified vehicle while they were attending to an inquiry.'

Scenario 5 – Words added to suspected rapist's statement

'An offender is picked up for a particularly nasty rape/assault in a local park. There's no doubt he's the culprit. There's an excellent I.D. but the offender who is 'streetwise' says nothing. To make matters certain, the arresting officer attributes the words, "OK I was in the park but I didn't touch the bitch" to the offender in his note book.'

Scenario 6 – Pick-up outside of patrol area

'On a quiet Saturday afternoon an officer decides to travel well outside his area to get some equipment for his Sunday building job. In radio contact all the time he picks up the gear and returns to his patrol area.'

Scenario 7 – Registration check to get details of attractive woman

'The young lady in the Mazda sports car is very attractive and smiles at the young officer in the patrol car alongside at the traffic lights. The officer, following a couple of lengths behind, radios for a vehicle registration check to find out her address.'

Scenario 8 - Officers accept free beer at Christmas time

'The publican of a local tavern requests some extra police patrols as he is experiencing some problems with troublesome patrons. The officers at the station accept a couple of cartons of beer sent by the publican to the station's Christmas party in appreciation of the officers' service during the year.'

ASSESSMENT OF SERIOUSNESS

The officers were asked to rate the conduct of the police officer(s) in each scenario on a scale from one ('not at all serious') to 10 ('extremely serious'). Responses were sought on how seriously the officer:

- thought the typical working police officer would rate the conduct
- thought the QPS would regard the conduct
- thought the public would rate the conduct
- rated the conduct him or herself.

The questions asking officers their perception of the public's view and the scenario relating to the receiving of favours were added to the survey after the FYCs had already been surveyed.

The mean (average) responses of each sub-sample to the scenario questions are presented in Figures 1 to 8. The graphs compare how respondents in each sub-sample rated their own views, the views of the QPS, the responses of a typical officer and the public's view. To facilitate comparisons, the scenarios have been ranked in order of the seriousness rating assigned to them by officers, rather than according to the order in which they were asked in the survey. Appendix 2 contains the table from which these graphs were constructed.

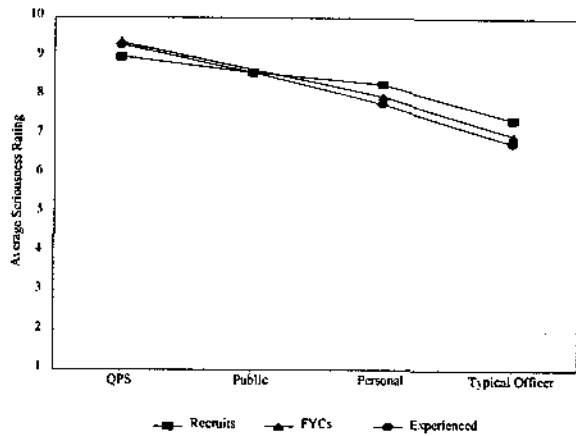
The patterns revealed by these data can be summarised under three headings:

Seriousness rankings. Each of the three sub-samples took a similar view of the relative seriousness of the various scenarios. The scenarios with the highest seriousness ratings, according to the respondent's *personal view*, were Scenario 2 (stealing cigarettes from a break and enter scene) and Scenario 5 (adding words to the statement of a suspected rapist). Both of these scenarios involved deliberately dishonest conduct, as did Scenario 4 (accident by police misrepresented in report). Scenario 1 (off duty officer tries to avoid RBT) also received a relatively high ranking. The scenarios with the lowest seriousness rankings were Scenario 3 (officer retaliates against youth who assaulted female officer), Scenario 7 (officer carries out a registration check to get details of an attractive woman), Scenario 6 (pick-up for private purposes outside of patrol area) and Scenario 8 (accepting free beer at Christmas time).

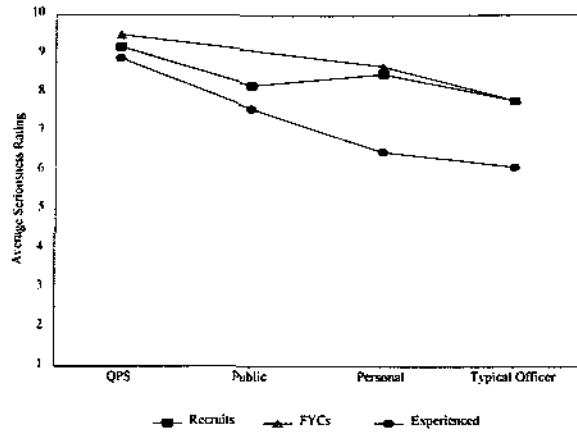
Perceived responses of other groups. There was a consistent pattern in how respondents rated the views of different groups. Specifically:

- QPS management was consistently seen as taking the most serious view of the behaviour described in the scenarios
- respondents generally saw the typical officer as taking a less serious view of the behaviour than themselves, although this pattern was less marked in the case of the experienced officers
- the recruits and experienced officers, who were asked to also generally rate the public's view of the behaviour, generally considered that the public would regard the behaviour more seriously than themselves or the typical officers.

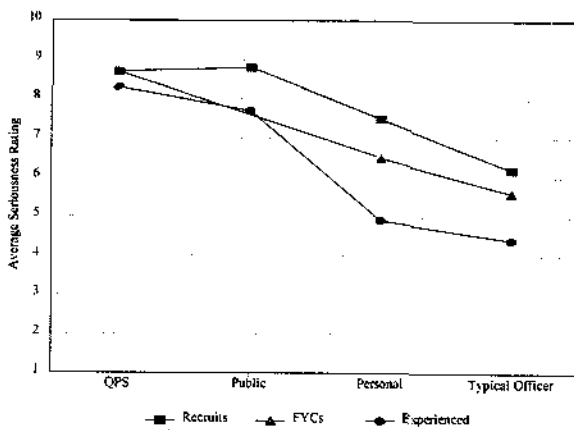
Comparison of sub-samples. Overall the recruits took the most serious view of the conduct described, although there was no statistically significant difference between this sub-sample and the FYCs for the three "dishonesty" scenarios (Scenarios 2, 5 and 4). The FYCs mostly rated the conduct described in the scenarios more seriously than the experienced officers sub-sample, the exception being the stealing scenario, which received a high seriousness ranking from all three groups.



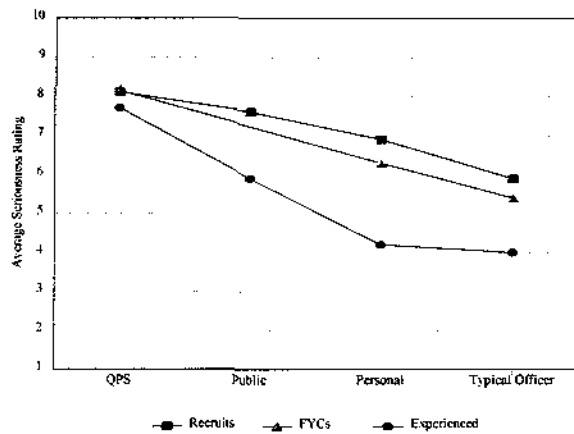
**FIGURE 1 – OFFICER AT BOTTLE SHOP
POCKETS CIGARETTES (SCENARIO 2)**



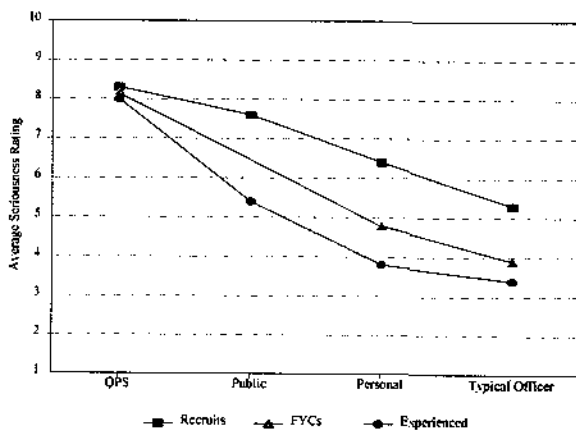
**FIGURE 2 – WORDS ADDED TO SUSPECTED
RAPIST'S STATEMENT (SCENARIO 5)**



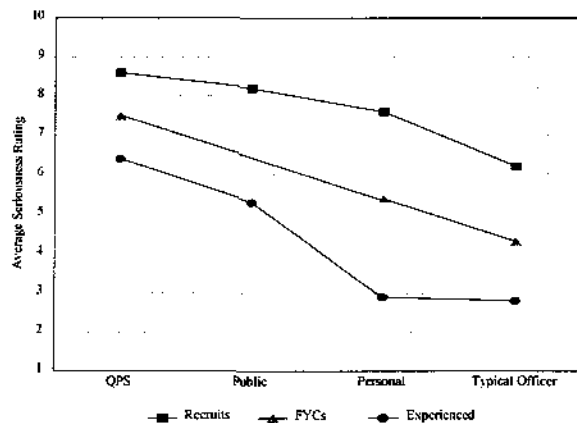
**FIGURE 3 – OFF DUTY OFFICER TRIES TO
AVOID RBT (SCENARIO 1)**



**FIGURE 4 – ACCIDENT BY POLICE
MISREPRESENTED IN REPORT (SCENARIO 4)**



**FIGURE 5 – OFFICER RETALIATES AGAINST
YOUTH WHO ASSAULTED FEMALE OFFICER
(SCENARIO 3)**



**FIGURE 6 – REGISTRATION CHECK TO GET
DETAILS OF ATTRACTIVE WOMAN
(SCENARIO 7)**

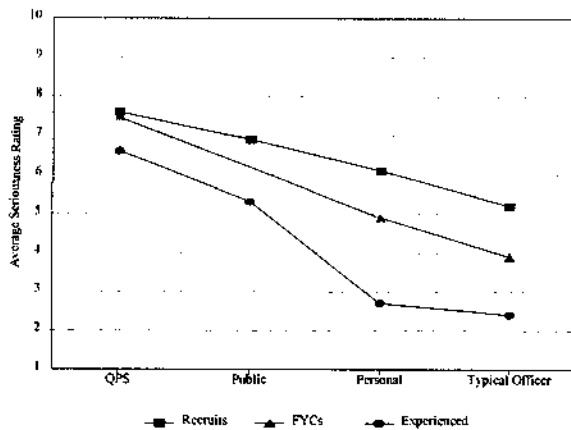


FIGURE 7 - PICK-UP OUTSIDE OF PATROL AREA (SCENARIO 6)

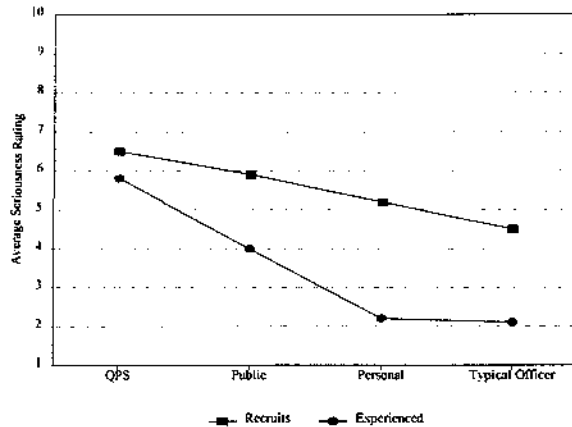


FIGURE 8 - OFFICERS ACCEPT FREE BEER AT CHRISTMAS TIME (SCENARIO 8)

COMPARISON WITH NATIONAL POLICE RESEARCH UNIT STUDY

The sample for the 1992 NPRU survey (Huon et al. 1995) was drawn from seven Australian police departments.³ It consisted of 683 respondents, of whom 530 were identified as males and 129 as females.⁴ Two hundred and fifty-seven of the respondents were serving police officers and 406 were recruits.

The NPRU survey which contained 20 scenarios, used the same 10-point scale as this study. As in the CJC study, the respondents were asked to indicate the seriousness with which the typical officer and the Department would rate the scenarios, and to give their own personal view. In the CJC study, respondents were also asked to rate the seriousness of each of the scenarios as the public would rate them, whereas the NPRU study asked how the typical instructor would view each scenario.

Seven of the eight CJC scenarios closely matched scenarios used in the NPRU study. For those scenarios, the two studies produced very similar findings, as illustrated by Table 2.

3 Respondents were drawn from Queensland (93), New South Wales (121), Victoria (209), Tasmania (42), South Australia (152), Western Australia (45), and senior officers attending a course at the Australian Police Staff College (21).

4 Information on gender was missing for 24 respondents.

TABLE 2 – COMPARISON OF NPRU AND CJC SURVEYS ON RESPONSES TO SCENARIOS

Scenario (In order of perceived seriousness)	AVERAGE SERIOUSNESS RATING FOR TYPICAL OFFICER VIEW: 'not at all serious' (1) – 'extremely serious' (10)		
	Sample	CJC Study	NPRU Study
Officer at bottle shop pockets cigarettes. (Scenario 2)	<i>Recruits</i>	7.4	6.4
	<i>Experienced</i>	6.8	5.8
Words added to suspected rapist's statement. (Scenario 5)	<i>Recruits</i>	7.8	7.5
	<i>Experienced</i>	6.1	5.5
Off duty officer tries to avoid RBT. (Scenario 1)	<i>Recruits</i>	6.2	5.5
	<i>Experienced</i>	4.4	3.6
Accident by police misrepresented in report. (Scenario 4)	<i>Recruits</i>	5.9	6.4
	<i>Experienced</i>	4.0	3.8
Registration check by officer to get details of attractive woman (Scenario 7).	<i>Recruits</i>	6.2	4.8
	<i>Experienced</i>	2.8	2.3
Officer strikes youth in cells who assaulted female officer. (Scenario 3)	<i>Recruits</i>	5.3	5.0
	<i>Experienced</i>	3.4	3.6
Pick-up outside of patrol area. (Scenario 6)	<i>Recruits</i>	5.2	5.2
	<i>Experienced</i>	2.4	2.8

Notes:

1. CJC Survey: Recruits' n = 59; Experienced Officers' n = 65. Officers not responding to the question were excluded from this table. NPRU Survey: Recruits' n = 405; Experienced Officers' n = 47.
2. Experienced Officers in the NPRU Surveys consisted of officers with from six to 10 years experience.
3. The wording of the scenarios differed slightly between the two surveys but the actions portrayed were the same, with the exception of scenario eight which was not included in the above table. The NPRU version of this scenario had an officer pointedly remarking to the publican about the Christmas party, whereas the CJC survey had the alcohol being provided without any solicitation.

Overall, the data reported in the NPRU study showed that the respondents' seriousness rating of the incident decreased as rank increased up to the rank of sergeant. The senior sergeants and commissioned officers rated the seriousness of incidents as falling between those of recruits and the other ranks. Similar findings were reported with regards to years of service – seriousness ratings decreased as years of service increased, up to the six to 10 years experience mark. Officers with 10 to 20 years experience rated the scenarios as seriously as those officers with one to five years of experience; the group of officers with more than 20 years experience had ratings similar to those of the recruits.

STATED WILLINGNESS TO REPORT

Section 7.2 of the *Police Service Administration Act 1990* requires any member of the QPS who knows or reasonably suspects that misconduct has occurred to report the misconduct to the Commissioner of Police and the CJC. Misconduct is defined under the Act as conduct that:

- (a) is disgraceful, improper or unbecoming an officer; or

- (b) shows unfitness to be or continue as an officer; or
- (c) does not meet the standard of conduct the community reasonably expects of a police officer.

At least six of the scenarios describe behaviour amounting to misconduct, the *possible* exceptions being Scenario 6 (pick-up outside patrol area) and Scenario 8 (free beer at Christmas time). Scenario 6 would constitute at least a breach of discipline. However, it is unclear whether the behaviour described in Scenario 8 would attract disciplinary action from the QPS.

For each of the eight scenarios described above, officers were asked to indicate what they might do if they were a serving police officer and had heard about the incident from a very reliable non-police source who had dates, names, etc. but did not want to initiate any action. The options were to:

- do nothing
- raise the matter directly with the officer concerned
- bring the matter informally to the attention of a senior officer
- make a formal report to the QPS; or, report the officer to the CJC.

Figures 9 to 16 show the proportion of respondents in each sub-sample who indicated a willingness to bring the behaviour described in the various scenarios to "official attention". This means that the respondent had stated that he or she was prepared to formally report the officer to the QPS or CJC, or informally bring the matter to the attention of a Senior Officer. The table on which these graphs are based is reproduced in Appendix 3.

Key points to note are as follows:

- Few officers in the FYC and experienced officer sub-samples said they were prepared to report the offending officer directly to the QPS or CJC. Respondents expressed a greater willingness to 'informally raise the matter with a senior officer', but by far the most common responses was to do nothing, or raise the matter directly with the officer concerned.
- For all scenarios, the recruit sub-sample expressed the greatest willingness to take action against the officer.
- There were only two instances – the scenarios relating to verballing and avoidance of an RBT – where the FYCs were significantly more willing than the experienced officers to report the misconduct. Generally speaking, there was little difference in the responses of these two sub-samples.
- The types of behaviour most likely to be reported by the FYCs and experienced officers were stealing cigarettes from a break and enter scene (Scenario 3) and verballing (Scenario 5). The actions least likely to be reported were accepting free beer at Christmas time (Scenario 8), doing a pick-up outside of one's patrol area (Scenario 6), and making an unauthorised registration check (Scenario 7).

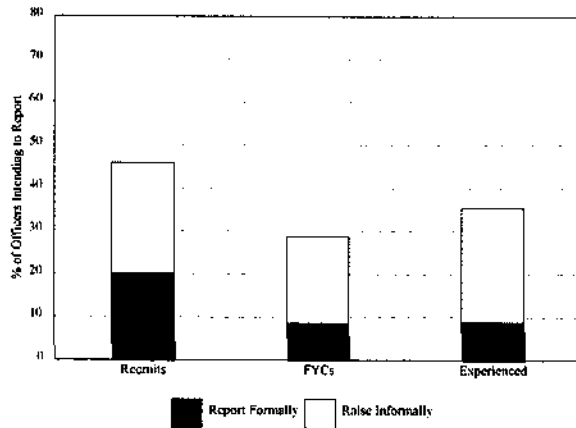


FIGURE 9 – OFFICER AT BOTTLE SHOP POKETS CIGARETTES (SCENARIO 2)

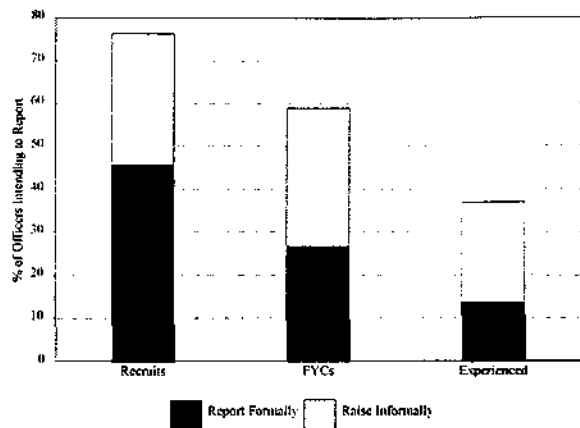


FIGURE 10 – WORDS ADDED TO SUSPECTED RAPIST'S STATEMENT (SCENARIO 5)

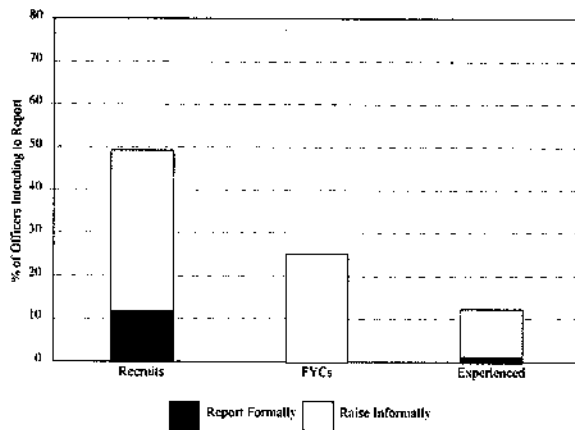


FIGURE 11 – OFF DUTY OFFICER TRIES TO AVOID RBT (SCENARIO 1)

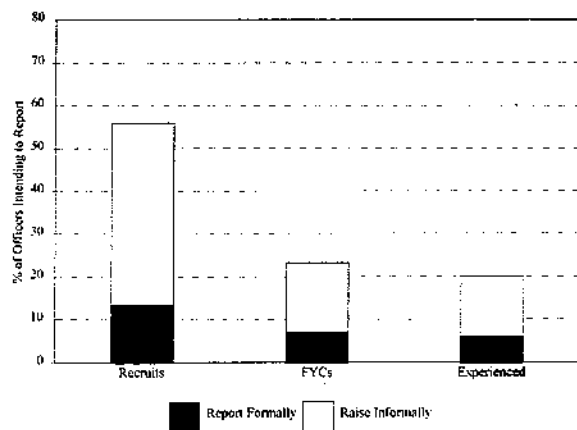


FIGURE 12 – ACCIDENT BY POLICE MISREPRESENTED IN REPORT (SCENARIO 4)

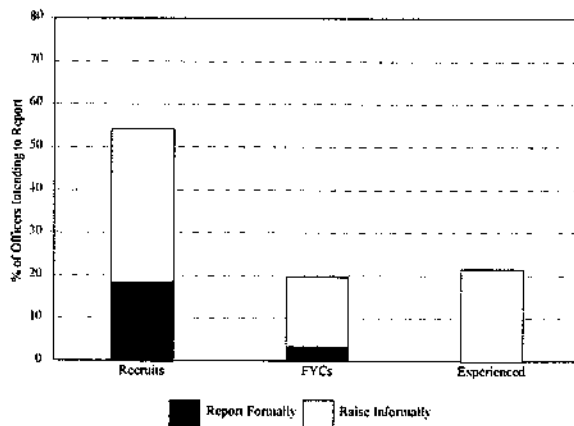


FIGURE 13 – OFFICER RETALIATES AGAINST YOUTH WHO ASSAULTED FEMALE OFFICER (SCENARIO 3)

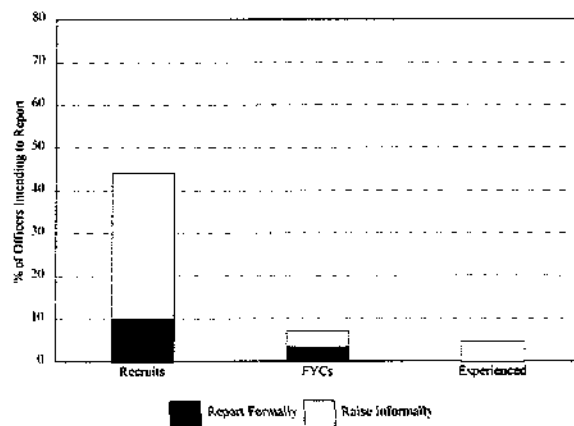


FIGURE 14 – REGISTRATION CHECK TO GET DETAILS OF ATTRACTIVE WOMAN (SCENARIO 7)

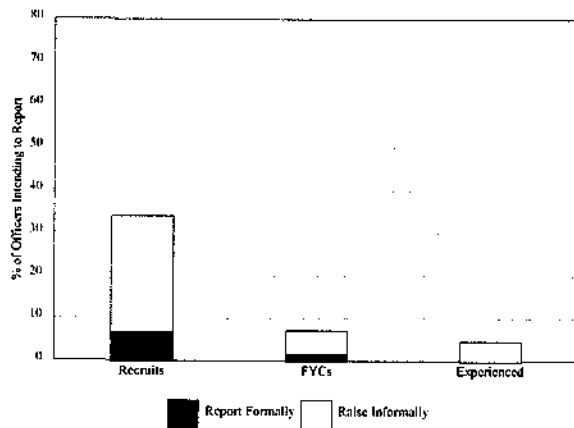


FIGURE 15 – PICK-UP OUTSIDE OF PATROL AREA (SCENARIO 6)

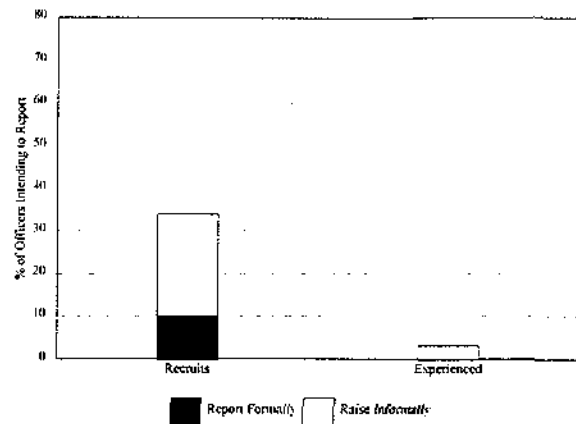


FIGURE 16 – OFFICERS ACCEPT FREE BEER AT CHRISTMAS TIME (SCENARIO 8)

PREDICTING OFFICER ACTION BASED ON PERCEIVED SERIOUSNESS OF SCENARIO

Further analysis was conducted on the responses of the FYC and experienced officer sub-samples to ascertain the extent to which an officer's willingness to report misconduct was related to how seriously he or she rated the scenario.

Using a statistical technique known as logistic regression analysis, we were able to establish that in six of the eight scenarios presented in the survey, the officers' *personal* view of the seriousness of the behaviour was the most significant factor in predicting what action the officer said he or she would be likely to take. The perceived *typical officer*, *QPS*, and *public* views did not significantly increase predictive value when they were included. In the remaining two scenarios, the officers' perception of how serious the *typical officer* would rate the scenario, was the most significant predictor. In all scenarios the *typical officer* rating and the respondent's *personal* rating were highly correlated. This means that either could be used without a great loss of accuracy, but using both at the one time did not significantly increase our capacity to predict willingness to report.

The amount of variance explained by the respondent's *personal* rating ranged from about 17 per cent in the best case to a minimum of only four per cent. This can be interpreted as meaning that while using the respondent's *personal* view to predict officers' actions was significantly better than using nothing at all, it was still not a terribly accurate predictor.

It should be noted that, although the FYCs generally rated the behaviour in the scenarios more seriously than the experienced officers, these two sub-samples differed relatively little in terms of their stated willingness to report such behaviour. The most plausible interpretation of this finding is that decisions to report are influenced by other factors, such as officers' sense of peer group solidarity and their perceptions of how other officers treat "whistleblowers" (see below).

LIKELIHOOD OF "GETTING CAUGHT"

The experienced officers sub-sample was asked to comment on the likelihood of the officers in the scenarios "getting caught", using a scale from 'not at all likely' (1) to 'very likely' (7).

As shown in Table 3, generally the experienced officers considered there was a relatively low probability of detection for most conduct described in the scenarios. The verballing and retaliatory assault scenarios were seen as the behaviours most likely to be detected. Scenarios regarded as the least likely to be detected were: using police time to do a personal task, undertaking an unauthorised registration check and accepting free beer at Christmas. These three scenarios were also the least likely to be regarded as serious by the officers.

**TABLE 3 - PERCEIVED LIKELIHOOD OF DETECTION
EXPERIENCED OFFICERS SUB-SAMPLE**

Scenario (In order of perceived seriousness)	Average Score 'not at all likely' (1) - 'very likely' (7)
Officer at bottle shop pockets cigarettes. (Scenario 2)	3.2
Words added to suspected rapist's statement. (Scenario 5)	4.3
Off duty officer tries to avoid RBT. (Scenario 1)	3.2
Accident by police misrepresented in report. (Scenario 4)	2.9
Officer retaliates against youth who assaulted female officer. (Scenario 3)	3.7
Registration check by officer to get details of attractive woman. (Scenario 7)	2.3
Pick-up outside of patrol area. (Scenario 6)	2.3
Officers accept free beer at Christmas time. (Scenario 8)	2.3

Notes: n = 65. Officers not responding to the question were excluded from this table.

THE SERGEANT SCENARIO

The 'Sergeant Scenario' was adopted from a forthcoming NPRU survey. This scenario raised several issues about the misuse of an officer's position to influence the enforcement of the law. It read as follows:

The son of a local Sergeant is arrested for vandalising automobiles. The son claims that he is innocent and a victim of mistaken identity. The Sergeant contacts the arresting officer and asks to see a draft of the arrest report. *Nobody in the station besides the Sergeant and the arresting officer knows about the arrest.* The Sergeant reads the report, and then rings the arresting officer to discuss the arrest. Shortly thereafter, the Sergeant's son is set free without being charged. *Two hours later another suspect is arrested for the vandalism; this suspect says off the record that his accomplice was the Sergeant's son.*

Respondents were asked to rate their response to several statements concerning the Sergeant's behaviour on a scale ranging from 'strongly disagree' (1) to 'strongly agree' (7). The average responses for the different sub-samples are reported in Table 4 below.

TABLE 4 – RESPONSES TO THE SERGEANT SCENARIO

Statement	Recruit	FYC	Experienced
	AVERAGE RESPONSE: 'strongly disagree'(1) – 'strongly agree'(7)		
A typical officer would regard the behaviour of the Sergeant as unacceptable.	5.3	5.8#	5.3*
If another officer did something like this, most fellow officers would disapprove.	5.6	5.5	5.2
It would be relatively difficult for a typical officer to do something like this.	5.0*	5.6^	5.4
If there were no chance of getting caught, a typical officer would consider engaging in this behaviour.	4.1*#	3.3^	3.2^
A typical officer would not get into trouble over this behaviour.	2.7	2.1#	3.2*
If a typical officer witnessed this incident, how likely is it that he or she would do the following?...	AVERAGE RESPONSE: 'not at all likely'(1) – 'very likely'(7)		
Look the other way.	4.6*#	3.7^	3.6^
Have a quiet word with a commissioned officer about what he or she saw.	4.2*#	3.3^	3.2^
Make a direct formal complaint to a commissioned officer.	3.2*#	2.5^	2.7^
How likely is it that the Sergeant would get caught?	3.7*	4.8^#	4.2*

Notes:

1. Recruits' n = 59; FYCs' n = 56; Experienced Officers' n = 65. Officers not responding to the question were excluded from this table.
2. ^ indicates score is significantly different from the recruits' score ($p < .05$).
* indicates score is significantly different from the FYCs' score ($p < .05$).
indicates score is significantly different from the experienced officers' score ($p < .05$).
3. Although the experienced officers' score in the first statement is marked as significantly different from the FYC score, the same does not apply to the recruits' score due to differences in sample sizes.

In contrast to the other scenarios, there was relatively little difference in the responses of the three sub-samples to the questions relating to this scenario:

- In all three groups the majority of respondents agreed with the propositions that:
 - * a typical officer would view the Sergeant's behaviour as unacceptable
 - * if another officer did something like this, most officers would disapprove
 - * it would be relatively difficult for a typical officer to behave in this way.
- The majority of FYCs and experienced officers disagreed that a typical officer would consider engaging in such behaviour if there was no chance of getting caught.

- In all three groups the majority agreed that it would be relatively difficult for a *typical officer* to engage in such behaviour without getting caught. Further, most agreed that an officer who behaved in a manner similar to the Sergeant would get into trouble.
- Most respondents considered it unlikely that the *typical officer* would 'make a direct formal complaint to a commissioned officer'.

GENERAL VIEWS ON COMPLAINTS AND DISCIPLINE PROCESS

Respondents in each sub-sample were asked to record, on a seven-point scale ranging from 'strongly disagree' (1) to 'strongly agree' (7), their level of agreement with a number of statements relating to QPS management and discipline process.

The opinions of the recruits were sought for only eight of the 12 statements, on the grounds that they would have insufficient knowledge of the QPS to give an informed response to the other four statements.

Overall, there were few significant differences between the three groups, although the recruits tended to express a more positive view of management than the other two sub-samples.

Table 5 shows that:

- A majority of FYCs and experienced officers agreed there was little evidence of improper conduct in the QPS. However, a substantial minority disagreed with this proposition. The majority of officers also agreed that it was not unusual for a typical officer to turn a blind eye to misconduct by fellow officers.
- Officers from all groups agreed strongly that 'the QPS takes a very tough line on improper behaviour by police'. This finding was consistent with how officers rated the QPS view of the behaviour described in the various scenarios.
- The QPS was generally seen as an organisation which punishes more than it rewards. A substantial majority of respondents from the FYC and experienced officer sub-samples agreed with the proposition that the QPS 'concentrates on what we do wrong rather than what we do right', and disagreed that 'the QPS recognises and rewards proper behaviour by police'.
- Most officers reported that they did not feel under pressure from other officers to 'break the rules'. However, there was also substantial agreement with the statement that 'expecting officers to always follow the rules is incompatible with getting the job done'.
- The QPS "hierarchy" was seen as reasonably supportive of officers who report misconduct by their fellow officers, but most respondents considered that an officer who took this action would be likely to be shunned by his fellow officers. The majority of respondents also agreed with the proposition that 'whistle blowing is not worth it'.

TABLE 5 – RESPONDENTS' PERCEPTIONS OF THE COMPLAINTS AND DISCIPLINE PROCESS

Statement	AVERAGE SCORE: 'strongly disagree' (1) – 'strongly agree' (7)		
	<i>Recruits</i>	<i>FYCs</i>	<i>Experienced</i>
1. The QPS rules for proper conduct have been made clear to me.	na	4.9	4.6
2. The QPS takes a very tough line on improper behaviour by police.	6.1#	5.9	5.5^
3. The QPS concentrates on what we do wrong rather than what we do right.	na	5.9	6.3
4. It is not unusual for a typical officer to turn a blind eye to improper conduct by other officers.	4.9	4.7	4.6
5. Sometimes you have to break the rules if you want to get on with other officers.	3.4	3.3	3.4
6. The QPS recognises and rewards proper behaviour by police.	4.4*#	2.8^#	2.2*^
7. There is little incidence of improper conduct in the QPS.	3.5*#	4.3^	4.7^
8. Expecting officers to always follow the rules is incompatible with getting the job done.	4.0*#	4.8^	4.8^
9. Whistle blowing is not worth it.	4.2	4.4	4.6
10. It is understandable if officers behave improperly after the QPS has let them down.	3.4#	3.5#	4.3*^
11. An officer who reports another officer's misconduct shouldn't expect much support from the police hierarchy.	na	3.2#	3.9*
12. An officer who reports another officer's misconduct is likely to be given the "cold shoulder" by his or her fellow officers.	na	5.7	5.7

Notes:

1. Recruits' n = 59; FYCs' n = 56; Experienced Officers' n = 65. Officers not responding to the question were excluded from this table.
2. ^ indicates score is significantly different from the recruits' score ($p < .05$).
 * indicates score is significantly different from the FYCs' score ($p < .05$).
 # indicates score is significantly different from the experienced officers' score ($p < .05$).

SUMMARY OF SURVEY FINDINGS

In summary, the key findings from the surveys were as follows:

- There was a *fair* amount of agreement amongst respondents that it was a serious matter for an officer to steal goods from a crime scene, interfere with the enforcement of the law against a family member, or "verbal" a suspect. However, respondents' views about what constitutes serious unethical behaviour did not always accord with the law or the official policy of the QPS. For example, most of the FYCs and experienced officers did not regard the behaviour described in the retaliatory assault scenario as serious, even though it clearly constitutes a criminal offence. The experienced officers (in particular) also showed little concern about officers using police facilities and equipment for personal use or, making an unauthorised information check.
- The pattern of responses to questions about the seriousness of the various scenarios generally paralleled the findings of a survey undertaken by the NPRU in 1992. The NPRU study surveyed police of different ranks from a variety of Australian jurisdictions.
- For the most part, the FYCs and experienced officers who were surveyed were very reluctant to formally report misconduct by another officer. This finding is consistent with other (not yet published) research undertaken by the Research and Co-ordination Division, which indicates that only around 20 per cent of police against police complaints received by the CJC emanate from police below the rank of sergeant, even though these officers make up approximately 65 per cent of the QPS. There was a greater willingness on the part of respondents to bring matters to the attention of a senior officer on an informal basis. However, for most of the scenarios, the great majority of FYCs and experienced officers indicated that they were not prepared to take any action which was likely to result in another officer being disciplined.
- Recruits appear to modify their views fairly quickly once they become exposed to police work and the attitudes of serving police officers. The most striking difference between the recruits and FYCs was that the former group stated a much higher willingness to report misconduct by another officer. The FYC sub-sample also rated the behaviour described in several of the scenarios as significantly less serious than did the recruit sub-sample, given that the two groups had been recruited only 12 months apart, from similar applicant pools. Such findings indicate that the organisational and occupational culture has a strong impact on new entrants.
- QPS management has been successful in communicating to police that the organisation takes a serious view of misconduct and will take firm action against officers who behave improperly, but it seems to be a widely held view of rank and file police that not enough is done to actively encourage ethical conduct. There was a high level of agreement amongst the FYC and experienced officer sub-samples that 'the QPS concentrates on what we do wrong rather than what we do right'. Similarly, most of those surveyed disagreed with the proposition that 'the QPS recognises and rewards proper behaviour by police'.

POLICY IMPLICATIONS

The research reported in this paper has a variety of implications for policy, relating particularly to the need to develop strategies for:

- changing police views as to the seriousness of *different* forms of misconduct
- clarifying ethical standards
- encouraging “rank and file” police to report misconduct by their peers
- enhancing the training of officers once they are in the field
- modifying management styles
- adopting a more pro-active and co-ordinated approach to promoting attitudinal and behavioural change in the QPS.

CHANGING POLICE VIEWS AS TO THE SERIOUSNESS OF MISCONDUCT

If officers regard certain forms of unethical conduct as “not serious”, they are more likely to be tempted to engage in such behaviour themselves, especially if suitable opportunities are available to the officer and the probability of detection is perceived as low. In addition, our research shows that the less serious the perceived misconduct, the less likely that it will be brought to the attention of QPS management by other police.

For these reasons, it is a matter for some concern that the criminal assault scenario received such a low seriousness ranking from experienced officers. While some might argue that the person who was on the receiving end of the assault “deserved what he got” (particularly as he had assaulted a female officer), the male officer’s actions were clearly against the law and were quite unprofessional. Importantly, provocation was not an issue in this scenario. The assault occurred some time after the encounter at the hotel, and the officer who administered the punch was not the one who had initially been attacked.

The seriousness scores assigned to some of the other scenarios, particularly by the experienced officers, were also surprisingly low in absolute terms. There were two scenarios – undertaking a registration check to get details of an attractive woman, and doing personal business on police time – where the described behaviour was clearly in breach of the QPS Code of Conduct, but the officers’ personal seriousness ratings averaged less than three out of a possible score of 10. Moreover, the police who responded to these surveys seemed willing to acknowledge that their own standards in relation to such behaviour were substantially below what they thought the general public expected.

On a more positive note, most of the officers who were surveyed said that they took a serious view of verballing. In addition, a substantial proportion from each sub-sample indicated that they would be willing to report such behaviour if it came to their attention (although the experienced officers rated the behaviour less seriously than the other two groups). These responses are in marked contrast to the Fitzgerald Inquiry finding that verballing and the general fabrication of evidence were widely practised and tolerated within the QPS.

The example of verballing indicates that police ethical standards are not immutable and that concerted efforts to change attitudes and behaviour can make a difference. Factors which appear to have

contributed to a cultural shift in this regard include: strong pronouncements by QPS leadership, the courts and the CJC that verballing is an unacceptable practice; vigorous investigation of such allegations by the CJC; and the development of investigative procedures – particularly, the introduction of mandatory tape recording – all of which have significantly reduced the opportunities for verballing. The last of these factors appears to have been particularly important, as indicated by the fact that the experienced officers assessed the behaviour described in the verballing scenario as the most likely to be detected.

In principle, it should be possible to develop similar “campaigns” to address police attitudes about such matters as assaults and the use of excessive force, and the use of one’s position for personal purposes. As the example of verballing illustrates, to be fully effective these campaigns need to involve not only exhortations and education, but the development of tighter monitoring and control systems.

NEED FOR CLEAR STANDARDS

The surveys highlighted a significant area of ambiguity in the QPS Code of Conduct relating to the receipt of gratuities. The Code currently states only that:

officers should, as a general principle not solicit or receive any benefit: other than incidental gifts, customary hospitality, or benefits of nominal value . . . [and] should avoid situations in which the acceptance of a benefit or potential benefit could create a real, potential or apparent conflict of interest with their official duties.

There seems to be a considerable divergence of opinion within the QPS about whether the behaviour described in Scenario 8 (officers receive free beer at Christmas time) would be in contravention of this provision. There also does not appear to be a consensus amongst senior officers as to whether the Code of Conduct *should* discourage receipt of gratuities in such circumstances. Hence, it is probably not surprising that the experienced officer sub-sample assigned such a low seriousness ranking to this particular scenario (a score of two out of a possible 10). This is an area where there would be considerable benefit in the QPS clarifying exactly what it expects of its officers.

ENCOURAGING THE REPORTING OF MISCONDUCT

According to the Fitzgerald Inquiry, a key element of police culture was the “police code”. Under this code it was considered impermissible for police to criticise other police and to co-operate in enforcing the law against other police. The findings presented in this paper indicate that, despite the significant reforms which have been made to the complaints and discipline process, many officers are still reluctant to report misconduct by their peers, notwithstanding their statutory obligation to report, as laid down in the *Police Service Administration Act*. Reasons for this reluctance include:

- Some types of improper behaviour are not regarded as serious by rank and file police and, therefore, are not seen as justifying disclosure to management.
- Officers who report misconduct by a fellow officer risk strong peer group disapproval.
- Rank and file police generally perceive management as punitive rather than supportive. Arguably, this factor has contributed to an “us against them” view of management on the part of police. In this type of climate, police are likely to feel a greater sense of loyalty to their peers than to their superiors or the organisation as a whole.

Possible strategies for encouraging police to report misconduct by other police could entail:

- ***Providing better organisational support for "whistleblowers"***. Around half of the experienced officers sub-sample either agreed with, or were unsure about, the proposition that 'an officer who reports another officer's misconduct shouldn't expect much support from the police hierarchy'. Moreover, the majority agreed that 'whistle blowing is not worth it'. Particular attention needs to be given to ensuring that police who do report misconduct are not ostracised by their peers. Supervisors must take the lead in communicating to those under them that mistreatment of fellow officers who have made complaints will not be tolerated.
- ***Enhancing the operation of informal communication mechanisms***. The officers who were surveyed indicated a greater willingness to raise matters informally with a senior officer than to file a formal complaint. If senior officers have the confidence and trust of their subordinates, more cases of misconduct might be brought to their attention through these channels.
- ***Changing policing views as to what constitutes serious misconduct*** (see above).

TRAINING IMPLICATIONS

A significant – but hardly novel – finding of this research is that new officers tend to modify their views substantially after a few months of exposure to the rigours of "the job" and the prevailing organisational culture. This change is particularly marked in respect to the stated willingness of police to report misconduct by other officers. Other studies of policing organisations have reported similar findings (Bennett 1984; Bennett & Greenstein 1975; Savitz 1970; van Maanen 1975).

Such findings suggest that strategies directed at improving the quality of recruit intakes and enhancing initial recruit training will not, by themselves, *necessarily* bring about cultural and behavioural change. It is also important to focus on modifying the organisational climate into which new police are socialised.

A related point is that ethics training should not simply be provided at the Academy stage of a new officer's training: the emphasis must be on providing support and training for officers *once they go into the field*. The new Constable Development Program currently being developed by the QPS should address this issue to some extent, by incorporating an ethics component into training materials for the Program. However, it is also important to target officers from other ranks as well, as they play a crucial role in shaping the overall culture of the organisation.

MANAGEMENT STYLES

A positive finding of this research is that the QPS leadership appears to have been successful in communicating to rank and file police that improper behaviour by police will not be tolerated by the organisation. This is a marked improvement from the situation described by the Fitzgerald Inquiry, where it was asserted that lax disciplinary standards prevailed and that 'speaking out achieved nothing but hardship, loneliness and fear' (1989 p. 204). However, as discussed, the surveys also indicate that the QPS, like most policing organisations, has relied primarily on negative rather than positive reinforcement techniques. In the longer term, development of management styles which identify and reward good behaviour, as well as punishing misconduct, could help to soften the "us and them" attitude which many rank and file police have towards senior management. Managers and supervisors need to be aware of their responsibilities to act as mentors and to provide guidance and support on issues pertaining to ethical behaviour and professional conduct.

ESTABLISHMENT OF A PRO-ACTIVE UNIT

A strategy which the QPS should consider is the creation of a pro-active unit with specific responsibility for promoting attitudinal and behavioural change within the organisation. The charter of this unit should be inclusive of a statewide strategy aimed at minimising police misconduct and promoting the reporting of misconduct. A possible location for this unit would be within the QPS Inspectorate.

The work of this unit would need to be supported by further research, conducted by the QPS and/or the CJC. Much more needs to be done to understand *why* new officers modify their attitudes so quickly once they go into the field. By identifying the causal factors involved, appropriate strategies can be developed with a view to addressing some of the problems identified by this study.

CONCLUSION

The research reported in this paper has focused on police views concerning ethical behaviour and the reporting of misconduct. The surveys show that some forms of unethical behaviour are not regarded very seriously by serving police. In many instances, there is still considerable reluctance on the part of police to bring cases of suspected misconduct to the attention of management, notwithstanding the requirements of the *Police Service Administration Act*. It is also apparent that the prevailing organisational and occupational "culture" exerts a powerful influence on new recruits into the QPS, especially in respect to the reluctance of police to report of misconduct by other officers.

It should be emphasised that the findings reported in this paper are not unique to the QPS. As discussed in the body of this paper, the NPRU has recently published very similar results from a survey which encompassed police from seven Australian jurisdictions. Overseas studies of police organisations have also reported that rank and file police frequently take a less serious view of misconduct than do police managers or the general public, and that recruits soon soften their views on ethical issues once they go into "the field" (Ellis 1991; Niederhoffer 1967; Reiner 1985; Sherman 1982). Similar patterns have been observed in other public and private sector organisations, especially those with para-military structures (Baron & Greenberg 1990; Grabosky 1989; Hodgetts 1991).

The situation within the QPS has undoubtedly changed for the better since the Report of the Fitzgerald Inquiry was released. There appears to have been a significant cultural shift in respect to the practice of "verballing", QPS management has generally been successful in communicating to rank and file police that misconduct by police will not be tolerated, and internal management systems have been significantly tightened. However, as this paper shows, there is obviously still scope for substantial further attitudinal and behavioural change to occur. It is hoped that the strategies outlined in the paper will assist the QPS to consolidate the gains achieved to date and to institutionalise higher standards of professionalism and ethical conduct within the Service.

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APPENDICES



APPENDIX 1

OFFICERS' KNOWLEDGE AND EXPERIENCE OF THE COMPLAINTS AND DISCIPLINE PROCESS

INTRODUCTION

This Appendix summarises responses to a series of questions in the surveys relating to officers' knowledge and/or experience of the complaints and discipline process.

EXPERIENCE OF COMPLAINT INVESTIGATIONS

The recruits and FYCs were asked if they personally knew an officer who had been the subject of a complaint investigation. Where this was the case, respondents were then asked to evaluate the treatment of this officer. Respondents in the experienced officer group were asked whether or not they themselves had been the subject of a complaint investigation and, if so, to give their views of the way they had been treated.

Only 22 per cent of the recruits personally knew an officer who had recently been the subject of a complaint investigation, compared with 84 per cent of the FYCs.

Table A1 illustrates how these respondents rated the treatment of the officers in the investigation by the QPS or CJC. A substantial percentage of both groups saw the officers as treated unfairly. Both the recruits and FYCs regarded the QPS as more likely than the CJC to be fair in its treatment of subject officers.

TABLE A1 – RECRUITS' AND FYCs' VIEWS ON TREATMENT OF COMPLAINTS

Rating of Treatment	Recruits		FYCs	
	WHO INVESTIGATED COMPLAINT (%)			
	<i>QPS</i> (<i>n=12</i>)	<i>CJC</i> (<i>n=11</i>)	<i>QPS</i> (<i>n=40</i>)	<i>CJC</i> (<i>n=33</i>)
Very Fairly	8.3	0.0	12.5	6.1
Fairly	50.0	36.4	45.0	39.4
Unfairly	25.0	45.5	17.5	30.3
Very unfairly	16.7	18.2	25.0	24.2

Note: Officers not responding to the question were excluded from this table.

Of the 65 officers sampled in the experienced officers group, 54 (84%) reported that they had been the subject of a complaint investigation. Table A2 illustrates how these officers rated their treatment by the QPS and CJC in the investigation. In contrast to the views of the recruits and FYCs, who relied on the experiences of other officers, the experienced officers generally rated their treatment positively. These findings suggest that the recruits and FYCs are more likely to hear about the negative experiences of officers than those of a more positive nature.

TABLE A2 – EXPERIENCED OFFICERS' VIEWS ON TREATMENT OF COMPLAINTS

Rating of Treatment	WHO INVESTIGATED COMPLAINT (%)	
	<i>QPS</i> (n=54)	<i>CJC</i> (n=29)
Very Fairly	13.0	6.9
Fairly	57.4	72.4
Unfairly	14.8	3.4
Very unfairly	14.8	17.2

Note: Nineteen of the officers who had been the subject of a complaint investigation had not been investigated by the CJC. A further six officers did not rate their treatment by the CJC.

INFORMATION AND TRAINING ISSUES

In this section of the survey we sought information on how well informed the officers were with respect to complaints and discipline issues. The FYC and experienced officer groups were asked how much information they had received in the course of undertaking training. The recruits were provided with a different set of questions, as they were in the early stages of formal training. For this reason, the recruits will be dealt with separately.

KNOWLEDGE OF THE COMPLAINTS AND DISCIPLINE PROCESS

A high percentage of recruits said that it was either 'very important' or 'fairly important' to receive information and training about:

- proper conduct for a police officer (78% of respondents)
- how the QPS expects you to behave (78%)
- the disciplinary and complaints process in general (76%).

The majority of recruits reported they had 'some' or 'a lot' of knowledge of:

- proper conduct for a police officer (93%)
- how the QPS expects you to behave (93%)
- the disciplinary and complaints process in general (53%).

None of the recruits considered they lacked knowledge about proper conduct for a police officer and expected behaviour by the QPS.

By contrast, the FYCs and experienced officers were virtually unanimous in stating that they had not received a lot of information in training in relation to any of the identified areas (Table A3). Generally, the experienced officers reported having received lower levels of information during training than did the FYCs. Overall, the FYCs and experienced officers were least likely to have received information about the appeals procedure and most likely to have received information about the CJC's role in investigating complaints against police.

TABLE A3 – OFFICERS' ASSESSMENT OF INFORMATION PROVIDED ABOUT COMPLAINTS PROCESS DURING TRAINING

Subject	INFORMATION RECEIVED (%)					
	None		A little/Some		A lot	
	<i>FYC</i> (<i>n</i> = 56)	<i>Exp</i> (<i>n</i> = 65)	<i>FYC</i> (<i>n</i> = 56)	<i>Exp</i> (<i>n</i> = 65)	<i>FYC</i> (<i>n</i> = 56)	<i>Exp</i> (<i>n</i> = 65)
Disciplinary and complaints process in general	17.9	30.8	82.1	69.3	0.0	0.0
Informal resolution procedure	33.9	52.3	66.1	47.6	0.0	0.0
Role of the Professional Standards Unit	39.3	44.6	60.7	55.3	0.0	0.0
CJC's role in investigating complaints against police	10.7	32.3	85.7	66.1	3.6	1.5
Appeals procedure in relation to discipline matters	69.6	72.3	30.4	27.7	0.0	0.0

Note: Officers not responding to the question were excluded from this table.

Table A4 shows officers assessments' of their current level of knowledge about the complaints process. Both the FYCs and experienced officers generally felt uninformed. Again, the appeals procedure in relation to discipline matters was regarded as the area in which both groups felt least informed. The relatively low level of knowledge regarding informal resolution is a concern, given that these procedures had been in place for well over a year when the surveys were undertaken.

TABLE A4 – OFFICERS' ASSESSMENT OF KNOWLEDGE OF COMPLAINTS PROCESS

Subject	HOW WELL INFORMED (%)			
	Very/Fairly uninformed		Fairly/Very informed	
	FYC (n=56)	Exp (n=65)	FYC (n=56)	Exp (n=65)
Disciplinary and complaints process in general	83.9	81.5	16.1	18.5
Informal resolution procedure	85.8	76.9	14.3	23.1
Role of the Professional Standards Unit	82.2	72.3	17.9	27.7
CJC's role in investigating complaints against police	75.0	64.6	25.0	35.4
Appeals procedure in relation to discipline matters	92.8	87.7	7.1	12.3

Note: Officers not responding to the question were excluded from this table.

NEED FOR MORE INFORMATION ABOUT THE DISCIPLINARY AND COMPLAINTS PROCESS

Almost all of the respondents – 96 per cent of FYCs and 92 per cent of experienced officers – considered that there was a need for more information about the complaints and disciplinary process.

The FYCs suggested more information about: the entire procedure (41%); the subject officer's role and rights when not notified (9%); the processing of complaints (7%); and the roles and differences between the Professional Standards Unit (PSU) and CJC (4%).

The experienced officers' main suggestions were: the entire procedure (42%); the subject officer's role and rights when not notified (28%); the processing of complaints (8%); false and vexatious complaints (8%); and the roles and differences between the PSU and CJC (15%).

SUMMARY

- Most experienced officers had been the subject of a complaint investigation at some stage of their career. Of these officers, most reported that they had been dealt with favourably by the QPS and CJC. The FYCs, who relied more on second-hand sources of information, had a less positive view of the process.
- A large majority of the recruits said that they had knowledge of what was proper conduct for a police officer and how the QPS expected a police officer to behave. However, a smaller proportion indicated they were informed about the disciplinary and complaints process in general.
- FYCs and experienced officers generally felt uninformed about the complaints and disciplinary process and agreed that more information was required regarding this process.

APPENDIX 2

RESPONSES TO SCENARIOS

Scenario (In order of perceived seriousness)	AVERAGE SERIOUSNESS RATING: 'not at all serious' (1) – 'extremely serious' (10)				
	Sample	Typical Officer View	QPS View	Public View	Personal View
Officer at bottle shop pockets cigarettes. (Scenario 2)	<i>Recruits</i>	7.4	9.0*	8.6	8.3
	<i>FYCs</i>	7.0	9.4^	na	8.0
	<i>Experienced</i>	6.8	9.3	8.6	7.8
Words added to suspected rapist's statement. (Scenario 5)	<i>Recruits</i>	7.8#	9.2	8.2	8.5#
	<i>FYCs</i>	7.8#	9.5#	na	8.7#
	<i>Experienced</i>	6.1*^	8.9*	7.6	6.5*^
Off duty officer tries to avoid RBT. (Scenario 1)	<i>Recruits</i>	6.2#	8.7	8.8#	7.5*#
	<i>FYCs</i>	5.6#	8.7	na	6.5^#
	<i>Experienced</i>	4.4*^	8.3	7.7^	4.9*^
Accident by police misrepresented in report. (Scenario 4)	<i>Recruits</i>	5.9#	8.1	7.6#	6.9#
	<i>FYCs</i>	5.4#	8.2	na	6.3#
	<i>Experienced</i>	4.0*^	7.7	5.9^	4.2*^
Officer retaliates against youth who assaulted female officer. (Scenario 3)	<i>Recruits</i>	5.3*#	8.3	7.6#	6.4*#
	<i>FYCs</i>	3.9^	8.2	na	4.8^#
	<i>Experienced</i>	3.4^	8.0	5.4^	3.8*^
Registration check by officer to get details of attractive woman. (Scenario 7)	<i>Recruits</i>	6.2*#	8.6*#	8.2#	7.6*#
	<i>FYCs</i>	4.3^#	7.5^#	na	5.4^#
	<i>Experienced</i>	2.8*^	6.4*^	5.3^	2.9*^
Pick-up outside of patrol area. (Scenario 6)	<i>Recruits</i>	5.2*#	7.6#	6.9#	6.1*#
	<i>FYCs</i>	3.9^#	7.5#	na	4.9^#
	<i>Experienced</i>	2.4*^	6.6*^	5.3^	2.7*^
Officers accept free beer at Christmas time. (Scenario 8)	<i>Recruits</i>	4.5#	6.5	5.9#	5.2#
	<i>FYCs</i>	na	na	na	na
	<i>Experienced</i>	2.1^	5.8	4.0^	2.2^

Notes:

- Recruits' n = 59; FYCs' n = 56; Experienced Officers' n = 65. Officers not responding to the question were excluded from this table.
- ^ indicates score is significantly different from the recruits' score ($p < .05$).

* indicates score is significantly different from the FYCs' score ($p < .05$).

indicates score is significantly different from the experienced officers' score ($p < .05$).

APPENDIX 3

WILLINGNESS TO REPORT

Scenario (In order of perceived seriousness)	ACTION OFFICER WOULD TAKE (%)					
	Sample	No Action	Raise Directly with Officer	Informally Raise with Senior Officer	Report Matter to QPS/CJC	Likely to Result in Official Attention
Officer at bottle shop pockets cigarettes. (Scenario 2)	<i>Recruits</i>	15.3	33.9	42.4	20.3	45.8*
	<i>FYCs</i>	14.3	66.1	19.6'	8.9	28.6^
	<i>Experienced</i>	12.3	56.9	27.2	9.2	35.4
Words added to suspected rapist's statement. (Scenario 5)	<i>Recruits</i>	8.5	40.7	45.8	45.8	76.3*#
	<i>FYCs</i>	8.9	44.6	33.9	26.8	58.9^#
	<i>Experienced</i>	24.6	40.0	26.2	13.8	36.9*^
Off duty officer tries to avoid RBT. (Scenario 1)	<i>Recruits</i>	20.3	54.2	44.1	11.9	49.2*#
	<i>FYCs</i>	35.7	42.9	25.0	0.0	25.0^#
	<i>Experienced</i>	53.8	29.2	10.8	1.5	12.3*^
Accident by police misrepresented in report. (Scenario 4)	<i>Recruits</i>	20.3	40.7	47.5	13.6	55.9*#
	<i>FYCs</i>	48.2	32.1	16.1	7.1	23.2^
	<i>Experienced</i>	46.2	30.8	15.4	6.2	20.0^
Officer retaliates against youth who assaulted female officer. (Scenario 3)	<i>Recruits</i>	28.8	35.6	42.4	18.6	54.2*#
	<i>FYCs</i>	51.8	28.6	16.1	3.6	19.6^
	<i>Experienced</i>	52.3	23.1	21.5	0.0	21.5^
Registration check by officer to get details of attractive woman. (Scenario 7)	<i>Recruits</i>	20.3	52.5	40.7	10.2	44.1*#
	<i>FYCs</i>	66.1	28.6	3.6	3.6	7.1^
	<i>Experienced</i>	64.6	23.1	4.6	0.0	4.6^
Pick-up outside of patrol area. (Scenario 6)	<i>Recruits</i>	39.0	42.4	28.6	6.8	33.9*#
	<i>FYCs</i>	67.9	23.2	5.4	1.8	7.1^
	<i>Experienced</i>	73.8	13.8	4.6	0.0	4.6^
Officers accept free beer at Christmas time. (Scenario 8)	<i>Recruits</i>	45.8	25.4	25.4	10.2	33.9#
	<i>FYCs</i>	na	na	na	na	na
	<i>Experienced</i>	84.6	4.6	3.1	0.0	3.1^

Notes:

1. Recruits' n = 59; FYCs' n = 56; Experienced Officers' n = 65. Percentages can add to over 100 due to multiple responses to each question.
2. Actions 'likely to result in official attention' were reporting formally to the QPS or CJC, or informally bringing the matter to the attention of a Senior Officer.
3. ^ indicates significant difference from the Recruits' sub-sample ($p < .05$).
* indicates significant difference from the FYCs' sub-sample ($p < .05$).
indicates significant difference from the Experienced Officers' sub-sample ($p < .05$).

APPENDIX 4

THE EXPERIENCED OFFICER QUESTIONNAIRE

This Appendix contains the questionnaire administered to the experienced officer sample.

The FYC questionnaire differed from the experienced officer questionnaire in the following ways:

- Part B did not require the respondent to rate the public's view and it did not contain Scenario 8
- Part C did not enquire about the likelihood of the officer(s) in the scenarios getting caught
- Part F enquired whether the respondent personally knew an officer who was recently the subject of a complaint and how this officer was treated.

The recruit questionnaire differed from the experienced officer questionnaire in the following ways:

- Part A was much shortened and slightly modified to reflect the respondent's limited experience with the police service
- Part C did not enquire about the likelihood of the officer(s) in the scenarios getting caught
- Part D omitted questions 1, 3, 11, and 12
- Part F enquired whether the respondent personally knew an officer who was recently the subject of a complaint and how this officer was treated.

POLICE VIEWS ON THE COMPLAINTS AND DISCIPLINARY PROCESS

We're interested in your opinions about the complaints and disciplinary process, for a study being undertaken by the Research and Co-ordination Division of the CJC. This questionnaire:

- asks for your views about situations which police officers may encounter
- takes about 20 minutes to complete
- does not ask you to identify yourself or to identify anyone else.

When answering the questionnaire, please circle the number or tick the box that best represents your views. **Do not write your name or any other identifying information on the questionnaire. All responses to the questionnaire will be treated confidentially.** The information collected from this survey will be used for research purposes only. Completed questionnaires will be analysed by the Research and Co-ordination Division only and will not be accessible to anyone else in the CJC or the QPS.

Please ask if you have any questions.

PART A

1. During your career with the QPS you would have attended a number of training courses. Overall, how much information have you received in these courses about the...

	None	A little	Some	A lot
a. ...disciplinary and complaints process in general?	1	2	3	4
b. ...informal resolution procedure?	1	2	3	4
c. ...role of the PSU?	1	2	3	4
d. ...CJC's role in investigating complaints against police?	1	2	3	4
e. ...appeals procedures in relation to discipline matters?	1	2	3	4

2. How well informed do you consider yourself to be about the...

	Very uninformed	Fairly uninformed	Fairly informed	Very informed
a. ...disciplinary and complaints process in general?	1	2	3	4
b. ...informal resolution procedure?	1	2	3	4
c. ...role of the PSU?	1	2	3	4
d. ...CJC's role in investigating complaints against police?	1	2	3	4
e. ...appeals procedures in relation to discipline matters?	1	2	3	4

3. Do you think you need more information about the disciplinary and complaints process?

Yes

No

If yes, what particular aspects of the process would you like more information about?

PART B

This section presents 8 brief scenarios that represent the sort of situations police may find themselves in. Please rate each scenario on a scale of 1-10, ranging from 'not serious' to 'extremely serious'. To assist you, you might note the following categories.

1	2	3	4	5	6	7	8	9	10
Not at all serious		Not really serious		Moderately serious		Very serious		Extremely serious	

Firstly We'd like you to rate these scenarios on how you think the typical working police officer would rate them.

Secondly We'd like you to rate these scenarios on how seriously you think the QPS would respond if the details of the matter came to official attention.

Thirdly We'd like you to rate these scenarios on how serious you think the public would rate them.

Lastly We'd like you to rate these scenarios on how serious you think they are.

If you are not sure about a response do the best you can but please try to answer each item.

1. An off duty police officer who has drunk a little too much is stopped for an RBT by police officers he doesn't know. The off duty officer is obviously a bit under the weather. He identifies himself as a fellow police officer in an effort to avoid blowing in the bag.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

2. The local bottle shop has been broken into for the third time in so many weeks. The responding patrol enters the premises to wait for the owner to arrive and sort out the mess of cigarettes and liquor lying all over the floor. One of the officers bends down, picks up a torn pack of cigarettes from the shattered window display, and puts the pack in his pocket.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

3. In a pub brawl a young female First Year Constable responding with her partner to a 'disturbance' call, receives a nasty black eye from a tattooed youth wielding a billiard cue. As the arrested youth is led into the cells, the male team member gives him a savage kidney punch saying, "Hurts, doesn't it."

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

4. During a quiet period on patrol, two officers decided to test how the rear of the police vehicle would slide on the deserted, wet car park. Their attempts resulted in a minor collision with a shopping trolley. Rather than go into full details about the scrape when reporting the damage, the driver stated the car was 'sideswiped' by an unidentified vehicle while they were attending to an inquiry.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

5. An offender is picked up for a particularly nasty rape/assault in a local park. There's no doubt he's the culprit. There's an excellent I.D. but the offender who is 'streetwise' says nothing. To make matters certain, the arresting officer attributes the words, "OK I was in the park but I'd didn't touch the bitch" to the offender in his note book.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

6. On a quiet Saturday afternoon an officer decides to travel well outside his area to get some equipment for his Sunday building job. In radio contact all the time he picks up the gear and returns to his patrol area.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

7. The young lady in the Mazda sports car is very attractive and smiles at the young officer in the patrol car alongside at the traffic lights. The officer, following a couple of lengths behind, radios for a vehicle registration check to find out her address.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

8. The publican of a local tavern requests some extra police patrols as he is experiencing some problems with troublesome patrons. The officers at the station accept a couple of cartons of beer sent by the publican to the station's Christmas party in appreciation of the officers' service during the year.

<i>Typical Officer</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>QPS</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Public</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious
<i>Personal View</i>	Not serious	1	2	3	4	5	6	7	8	9	10	Extremely serious

PART C

In the last section you told us your views about 8 situations. In this section we'd like you to give us some idea of what you might do if you, as a serving police officer, were to hear about the incident from a very reliable non-police source who had dates, names etc. but who did not want to initiate any action.

(You may wish to do a number of things in relation to a particular incident. Feel free to tick more than one column for any incident.)

	ACTION YOU WOULD TAKE					
	No Action	Report Matter to QPS	Report matter to CJC	Informally raise with Senior Officer	Raise directly with Officer	Other (please specify briefly)
1. Off duty officer tries to avoid RBT						
2. Officer at bottle shop pockets cigarettes.						
3. Officer strikes youth in cells who assaulted female officer.						
4. Accident by police misrepresented in report.						
5. Words added to suspected rapist's statement.						
6. Pick-up outside of patrol area.						
7. Registration check by officer to get details of attractive woman.						
8. Officers accept cartons at Christmas party.						

How likely is it that the officer(s) in the scenarios would "get caught"?

	Not at all likely							Very likely
1. Off duty officer tries to avoid RBT.	1	2	3	4	5	6	7	
2. Officer at bottle shop pockets cigarettes.	1	2	3	4	5	6	7	
3. Officer strikes youth in cells who assaulted female officer.	1	2	3	4	5	6	7	
4. Accident by police misrepresented in report.	1	2	3	4	5	6	7	
5. Words added to suspected rapist's statement.	1	2	3	4	5	6	7	
6. Pick-up outside of patrol area.	1	2	3	4	5	6	7	
7. Registration check by officer to get details of attractive woman.	1	2	3	4	5	6	7	
8. Officers accept cartons at Christmas party.	1	2	3	4	5	6	7	

PART D

To what extent do you agree or disagree with the following statements.

	Strongly disagree						Strongly agree
1. The QPS rules for proper conduct have been made clear to me.	1	2	3	4	5	6	7
2. The QPS takes a very tough line on improper behaviour by police.	1	2	3	4	5	6	7
3. The QPS concentrates on what we do wrong rather than what we do right.	1	2	3	4	5	6	7
4. It is not unusual for a typical officer to turn a blind eye to improper conduct by other officers.	1	2	3	4	5	6	7
5. Sometimes you have to break the rules if you want to get on with other officers.	1	2	3	4	5	6	7
6. The QPS recognises and rewards proper behaviour by police.	1	2	3	4	5	6	7
7. There is little incidence of improper conduct in the QPS.	1	2	3	4	5	6	7
8. Expecting officers to always follow the rules is incompatible with getting the job done.	1	2	3	4	5	6	7
9. Whistle blowing is not worth it.	1	2	3	4	5	6	7
10. It is understandable if officers behave improperly after the QPS has let them down.	1	2	3	4	5	6	7
11. An officer who reports another officer's misconduct shouldn't expect much support from the police hierarchy.	1	2	3	4	5	6	7
12. An officer who reports another officer's misconduct is likely to be given the 'cold shoulder' by his or her fellow officers.	1	2	3	4	5	6	7

PART E

In this section, 'typical officer' means someone of your rank and experience. Read the scenario carefully, and indicate the extent to which you agree or disagree with each of the statements following it. Please focus on the behaviour of the Sergeant.

The son of a local Sergeant is arrested for vandalising automobiles. The son claims that he is innocent and a victim of mistaken identity. The Sergeant contacts the arresting officer and asks to see a draft of the arrest report. *Nobody in the station besides the Sergeant and the arresting officer knows about the arrest.* The Sergeant reads the report, and then rings the arresting officer to discuss the arrest. Shortly thereafter, the Sergeant's son is set free without being charged. *Two hours later another suspect is arrested for the vandalism; this suspect says off the record that his accomplice was the Sergeant's son.*

	Strongly disagree							Strongly agree
1. A typical officer would regard the behaviour of the Sergeant as unacceptable.	1	2	3	4	5	6	7	
2. If another officer did something like this, most fellow officers would disapprove.	1	2	3	4	5	6	7	
3. It would be relatively difficult for a typical officer to do something like this.	1	2	3	4	5	6	7	
4. If there were no chance of getting caught, a typical officer would consider engaging in this behaviour.	1	2	3	4	5	6	7	
5. A typical officer would not get into trouble over this behaviour.	1	2	3	4	5	6	7	

If a typical officer witnessed this incident, how likely is it that he or she would do the following?

	Not at all likely							Very likely
6. Look the other way.	1	2	3	4	5	6	7	
7. Have a quiet word with a commissioned officer about what he or she saw.	1	2	3	4	5	6	7	
8. Make a direct formal complaint to a commissioned officer.	1	2	3	4	5	6	7	
9. Adopt some other course of action? (Please specify)								
10. How likely is it that the Sergeant would get caught?	1	2	3	4	5	6	7	