

**CRIMINAL JUSTICE COMMISSION  
QUEENSLAND**

**PRE-EVALUATION ASSESSMENT  
OF  
POLICE RECRUIT CERTIFICATE  
COURSE**

**RESEARCH AND CO-ORDINATION DIVISION**

**OCTOBER, 1992**

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## FOREWORD

Mr Fitzgerald QC made various recommendations for the reform of the then Queensland Police Force. He placed a major emphasis on the change in the police culture and to this end he suggested that the education and training of the police recruits require major review. After careful consideration by the Police Education Advisory Council, a new university-based, two-year education and training program was initiated in January 1991. The first year of this course is known as the Recruit Certificate Course and is a joint arrangement between Griffith University, Queensland University of Technology, and Queensland Police Academy to deliver pre-service training. It is conducted over two semesters; recruits spend the first semester at one of the two universities before attending the second semester at the Police Academy. The Commission recognised the importance of this new initiative and took the view that a major program like this would require fine-tuning before it is considered a final product. Evaluation of the program from the very beginning, therefore, was an essential requirement.

The purpose of this pre-evaluation assessment is to develop an evaluation plan for the Recruit Certificate Course, and in particular:

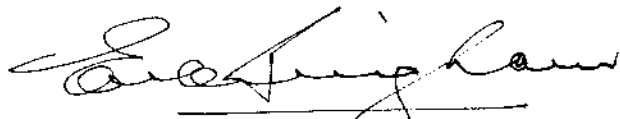
- (i) to provide an overview of the historical development of the Recruit Certificate Course;
- (ii) to ascertain the requirements for and recommend a system of on-going performance monitoring, serving the dual purpose of project management and external reporting; and
- (iii) to recommend the design and implementation of an evaluation.

The Recruit Certificate Course represents a fundamental shift in the philosophy and method of educating and training police recruits. Inevitably such large scale changes have strengths, weaknesses, and unintended consequences. Performance monitoring and evaluation feedbacks to the stakeholders (including the service providers, the Academy, and the Queensland Police Service) important diagnostic information for the management of the training program.

The evaluation design recommended in this report is a six-year longitudinal study to be undertaken in three stages. Briefly, Stage One entails interviews with key stakeholders to obtain their views of the Certificate Course for the purposes of identifying appropriate areas for the formation of objectives and performance indicators. Stage Two consists of the development of a questionnaire to measure the attitudes and aspirations of the recruits. Stage Three entails the collation of six-monthly performance reviews together with the annual administration of a questionnaire over four subsequent years.

Although community perceptions are a legitimate focus of a rigorous evaluation, a sample survey of the Queensland public has not been included in the design because of methodological and cost considerations. Importantly, it is not possible for the public to distinguish those officers who undertook the new training program from those who came out of the old training system. Thus, the limited usefulness of such a survey does not justify the cost of its administration.

The Commission hopes that the evaluation will contribute to the continuing reforms of the Queensland Police Service by emphasising the importance of its human resources.



Sir Max Bingham QC  
Chairman

## ACKNOWLEDGEMENTS

In the preparation of this report the Commission engaged Dr David Gow of the University of Queensland, as a consultant and Ms Christine Bond as the Project Officer. The Pre-Evaluation Assessment has been prepared with wide consultation and was closely examined by the Police Education Advisory Council. The Commission is grateful to Dr Gow and Ms Bond for their effort.

In the preparation of this document the consultants received assistance and information from a large number of individuals from the Queensland Police Service, Griffith University and Queensland University of Technology (listed in Appendix B). The Commission thanks them for their assistance.

Mrs Megan Atterton performed the tedious task of preparing the manuscript. The Commission acknowledges this assistance.



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# CHAPTER ONE

## INTRODUCTION

This report contains a Pre-Evaluation Assessment of Queensland's Police Recruit Certificate Course. The report was initiated by the Evaluation Steering Committee of the Police Education Advisory Council (PEAC)--a council drawn from the Police Service, the Criminal Justice Commission, university educators, the Police Union, and the Police Academy. PEAC plays an advisory role in the development of the Queensland Police Recruit Training Program, part of which was initially implemented in February 1991. The consultants were requested to prepare a pre-evaluation assessment, which is usually a precursor of a program evaluation. The Terms of Reference are contained in Appendix A. The aim of the pre-evaluation assessment is to draw up a detailed evaluation plan to ensure that the evaluation itself is effective, efficient, relevant, of high quality, and timely.

The Police Recruit Certificate Course represents a significant and fundamental change in the training of Queensland's police recruits. It is conducted over two semesters, totalling approximately 40 weeks, by the Queensland Police Service in co-operation with the Queensland University of Technology (hereinafter referred to as QUT) and Griffith University. Recruits spend the first semester at one of the two universities, while the second semester is based at the Queensland Police Academy, Oxley. The first cohort of recruits, which commenced in February 1991, has completed the year-long Certificate Course and entered the Field Training Program (a 12-month on-the-job training phase). New cohorts are scheduled to commence every six months.

Education and training programs are rarely subjected to systematic evaluation. To the extent that evaluations are undertaken, conclusions are often reached on the basis of anecdotal or impressionistic evidence; sometimes this evidence is provided by stakeholders who have an incentive to provide positive assessments of programs in which they have vested interests. However, education and training programs are of such significance to the performance and quality of organisations that such programs must be rigorously evaluated.

### Terminology

Several preliminary comments about the terminology used in this report are necessary. The *Recruit Training Program* refers to the two-year program comprising an initial year-long Certificate Course, followed by a year-long Field Training Program. The *Certificate Course* is the first year of training and education pursued by recruits. It includes a semester at one of the universities, and the subsequent semester at the Police Academy. The *Field Training Program* is the recruits' next year of on-the-job training after their induction as First Year Constables.

The word *evaluation* has many meanings; however, by evaluation we mean the *systematic, empirical study of a program to assess the extent to which it meets its goals and objectives*. Thus program evaluation can be distinguished from performance monitoring, which usually refers to a systematic review activity designed to provide information for program managers to judge the operational performance of the program and to make changes in the way day-to-day activities are conducted (Rossi and Freeman 1989). In particular, we are concerned with *impact evaluation*, that is an assessment which "gauges the extent to which a program causes change in the desired direction" (Rossi and Freeman 1989: 49). This requires specified defined goals, and related criteria of success. Consequently, this evaluation is not concerned with cost-effectiveness.

The role of this evaluation, then, is to focus attention on the goals and objectives of particular programs and to seek evidence about how well the goals and objectives are being met. Thus evaluation plays a key role in strategic management. More importantly, when a new and innovative program has been introduced, systematic evaluations may provide important diagnostic information about shortcomings and unintended consequences, as well as the strengths of the program.

## Method

The pre-evaluation assessment was conducted according to standard practice. First, available historical documents relating to the Police Recruit Training Program were examined in order to locate archival information. In particular, these documents (which include the minutes of PEAC, submissions to the Fitzgerald Inquiry and others) play a role in the chapter relating to the history and background of the program, the structure of the program, and as an aid to identifying the relevant aims and objectives of the program.

Second, interviews with key stakeholders were conducted. The principals in these interviews were the key service providers (that is, the university staff at both Griffith University and QUT, and the Academy staff)--both past and present. Staff at the Criminal Justice Commission were also consulted. These interviews played a role in the chapters relating to the history and background of the program, and in identifying areas for the development of aims and objectives of the program and possible performance indicators.

The third step relates to the goals and objectives of the Police Recruit Certificate Course. To our knowledge, there are no formally endorsed goals and objectives for the Police Recruit Certificate Course. It is not the role of evaluators to identify the goals and objectives; hence the consultants sought to identify areas where goals and objectives should be developed and endorsed.

The fourth and final step entails the development of an evaluation design. In planning such an evaluation, it is important to remember that the Recruit Training Program is both a training and developmental program. Thus in addition to short-term outcomes, many of the benefits of the program are likely to be distributed over a considerable period of time.



## **Structure of the Report**

The Report consists of seven chapters. Following this introductory chapter, Chapter 2 contains a brief history of the Police Recruit Training Program. It identifies the events that led to its development, and the problems that the program was designed to overcome.

Chapter 3 is an analysis of the program logic. It provides the rationale for the program. It is based on a compilation, analysis and review of documents stating the nature, scope and objectives of the Police Recruit Training Program. The program statement assists the evaluation team to identify and clarify the relevant goals and objectives of the program. Undoubtedly the program statement will generate some discussion and disagreement about the relevant goals and objectives. However, different objectives can still be accommodated in an evaluation.

Chapter 4 provides an analysis of the goals and objectives. There is no generally endorsed statement about the goals and objectives of the Recruit Certificate Course by either the Police Service or PEAC. It is not the role of evaluators to determine these goals. Thus, based on documentary evidence and the interviews, the consultants sought to identify appropriate areas in which goals should be formulated and endorsed by the "stakeholders" (the major participants). It should be noted that these areas are a composite or reflection of the views expressed by many of major participants in the establishment, design and implementation of the program.

Chapter 5 contains an audit of available data for performance monitoring, which could provide a useful foundation for an evaluation. Relevant performance indicators are outlined.

Chapter 6 contains an evaluation design.

Chapter 7 presents some preliminary cost estimates of undertaking the proposed evaluation.

## **CHAPTER TWO**

### **DEVELOPMENT OF THE POLICE RECRUIT TRAINING PROGRAM**

This chapter outlines a brief history of the development of police recruit training in Queensland. It begins before the Fitzgerald Inquiry with another landmark in recruit training--the establishment of the Queensland Police Academy--and traces the development of recruit training to its present form.

#### **Pre-Fitzgerald Recruit Training**

In 1970 a new form of police recruit education and training was introduced to Queensland with the establishment of the Queensland Police Academy. At the time, it was unique in Australian police training. The Academy was set up to provide the basic training and skills that would be required by future police officers to cope with and to adapt to social change (Queensland Police Department 1987).

Basic training for cadets (that is, males and females recruited upon the completion of Year 10) commenced at the Academy in 1972. The training course consisted of the equivalent of Years 11 and 12 schooling, alongside operational police skills. Probationary training was transferred from the old Police Depot to the Academy in 1973 (Queensland Police Department 1987).

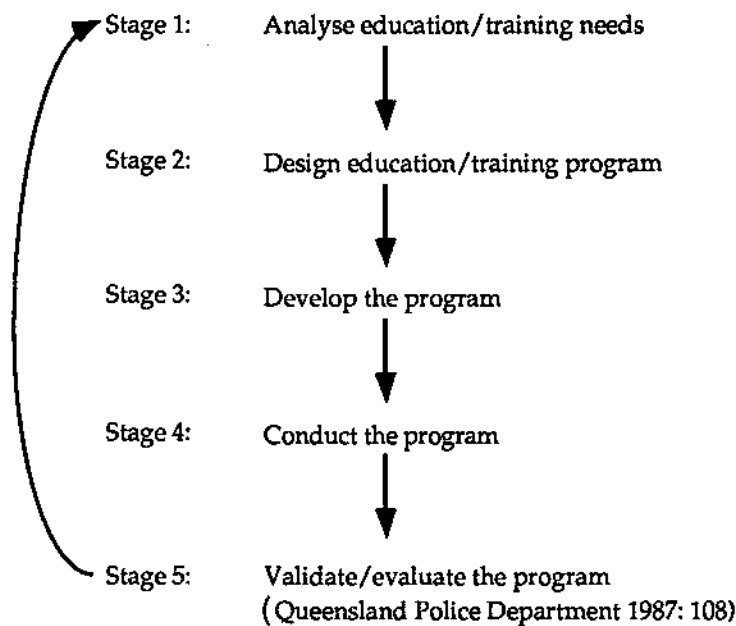
This secondary school structure of the Academy was abolished in 1979 and replaced in 1980 with the structure existing at the time of the Fitzgerald Inquiry (Queensland Police Department 1987). The two streams of recruits (that is, cadets and probationaries) were maintained but the training programs were altered to an 18-month cadet course for young males straight from Year 12, and a seven-month probationary course for men and women aged between 19 and 35 years, having a minimum education level of Year 10 (Queensland Police Department 1987). A quota applied to the female intake, limiting the number of female recruits in any intake. Although it did vary, the most frequent quota was a maximum of five women for every 25 probationaries (Queensland Police Department 1987).

Although evaluations have been undertaken over the years (for example, the Braithwaite reports in the early 1980s and the Fogarty Report in 1986), they have generally been in terms of performance monitoring--looking at the numbers of instructors, the method of teaching, resources, and the design and validation of curriculum. Similar areas of concern in recruit training have been identified since 1972, and have formed the basis of many written and oral submissions at the Academy (Queensland Police Department 1987).

A major theme in the proposals for changing the basic training programs was the push to implement a systems approach to course development (Braithwaite 1982, 1983<sup>1</sup>). This managerial model was recommended to ensure that the development of police training courses was approached systematically (Queensland Police Academy 1989a, 1989b). It consisted of a cycle of five stages (see Figure 2.1). The model was proposed as a means of enabling police training programs to adapt to the evolving needs of operational policing; that is, training and its objectives should be considered in terms of the operational conditions (Braithwaite 1982).

**Figure 2.1**

**The Systems Approach to Course Development**  
(Source: Queensland Police Department 1987: 108)



Utilising this approach, the Sixth Braithwaite Report (1983) recommended substantial amendments to the existing pre-service courses. Indeed, it recommended the abolition of the two-tier system of cadets and probationaries, in favour of "trainee Constables" who undergo a single one-year basic training program (Braithwaite 1983: 169). However, neither of these proposals was adopted. The traditional two stream approach continued to be used to train police recruits. In fact, the systems approach to course development was still being recommended both at the time of the Fitzgerald Inquiry and after it (see Queensland Police Department 1987; Queensland Police Academy 1989a, 1989b).

By the time of the Inquiry, there was a concern within the Academy and the Police Service itself to shift from the traditional "limited expert" model of police education and training to a professional model that recognised the need for critical thinking, internalised self-discipline and integrity, the capacity to cope with highly ambiguous and difficult situations, the ability to generate accurate reports, and the need for qualities such as compassion and open-mindedness (Queensland Police Department 1987). But, in the long-term, this professional model is limited by

<sup>1</sup> There were six reports on aspects of recruit training completed by Braithwaite and his committee. However, only the First, Second, and Sixth Reports were available.

almost total reliance on police personnel and resources in education and training (Queensland Police Department 1987). Essential to "opening-up" police training is the provision of expertise from outside the Service, like, for example, the establishment of the Police Education Advisory Council (PEAC) to oversee the total teaching and educational process (Queensland Police Department 1987).

It is, therefore, quite clear that the need to change and "modernise" police education and training was recognised in Queensland police training institutions. However, change was slow.

The introduction of suitable tertiary education courses for Queensland police officers had been considered since 1979. Submissions and recommendations had been made from within the Police Service to develop some type of tertiary courses for serving police officers. The Brisbane Colleges of Advanced Education (BCAEs) were involved in some of these attempts, none of which succeeded in being established due to lack of support by both the Police Service and the Police Union. There was, however, no suggestion of a pre-service component administered by tertiary institutions. There had been, for instance, a submission made about 1978 outlining three options for cadet training: one of which was tertiary based. But this did not envisage a full semester conducted on a university campus. At most, the use of tertiary education as part of recruit training was seen in terms of inviting university lecturers to the Academy as visiting fellows. The aim was to establish the Academy as an accredited tertiary institution.

When the Federal Government's higher education restructuring was implemented in the late 1980s, the BCAEs were split up and amalgamated with various universities. The result was that some of the prime-movers at the BCAEs behind the provision of tertiary courses for the police moved to two different institutions--Griffith University and QUT.

These events occurred against a background of increasing public dissatisfaction with police behaviour and growing allegations of corruption. Since 1963 and the National Hotel Inquiry into allegations of police involvement in illegal gambling headed by Mr. Justice Gibbs<sup>2</sup>, public confidence in the Queensland Police had waned. The increasing allegations of police corruption in prostitution and illegal gambling culminated in the establishment of a Commission of Inquiry into police misconduct. On the 26th of May 1987, the State Government appointed Mr. G.E. Fitzgerald, Q.C., by Order-in-Council, to head the Inquiry. The terms of reference were subsequently made wide enough so that the Commissioner was also able to examine the state of pre-service training of recruits.

Numerous submissions were made to the Inquiry about police education and training. These submissions tended to focus on the need for change in police education, rather than proposing any particular form of police training.

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2      Then a Judge of the Queensland Supreme Court.

## The Fitzgerald Report and Recruit Training

The Commissioner's Report (1989) recommended a change in the police mandate, specifically a change from the practice of reactive policing to a model of community policing. Such a change requires new initiatives in the training and education of recruits (Queensland Police Academy 1989b).

These new concepts were canvassed in the Fitzgerald Report (1989), part of which presented a review of the training structures in the Queensland Police Service, both pre-service and in-service. It provided a clear argument for an appropriate and relevant "continuum" of police training (Queensland University of Technology 1990: 2).

The comments made by Commissioner Fitzgerald suggested that as police work involves community service, "the wisdom of training police in isolation from the rest of the community . . . must be questioned" (1989: 249). Further, police are increasingly confronted with the need to use sociological and psychological skills to cope with a range of community problems. Thus to carry out the police function, individual officers require an understanding of social and legal issues as well as a sense of balance in enforcing the law (Fitzgerald 1989: 249-50). Such an appreciation might best be gained through the study of relevant subjects at other educational institutions, as well as enabling police recruits to "mix with their peers in the community, and be exposed to the broad range of different views and arguments involved in the study" of such subjects (Fitzgerald 1989: 249). Additionally, recruit "training must include an ethical component as an integrated aspect of all matters taught" (Fitzgerald 1989: 249). It is higher education which encourages tolerant and effective performance of duties by a police officer (Fitzgerald 1989: 250).

The theme of Fitzgerald's discussion of recruit training is aptly summarised in the following extract from his report (1989: 250).

"Whether operational skills and abilities are wisely applied by young officers in confronting the full range of policing circumstances will depend primarily on factors such as personal attitude, social values, and disposition, all of which are fostered by higher education coupled with experience. Police need a deeper appreciation of social, psychological and legal issues which are intrinsic to their work--an understanding which can only be acquired by higher education.

United States research confirms that authoritarian tendencies are lower and tolerance higher among better educated police. Better educated police also perform more effectively.

This research confirmed that an absence of higher education leads to police isolation from the community and the development of an anti-intellectual sub-culture, where corruption was more likely to flourish . . .

Education programmes in Colleges of Advanced Education or other tertiary institutions which provide basic knowledge of criminal justice processes and foundations of social science are needed. The courses would be ideally attended by police along with people from other disciplines, to ensure the breadth of experience essential to study and understanding of human behaviour. The current practice of superimposing tertiary education on the present Academy training courses is not considered the best long term strategy . . ."

Although the Commissioner (1989: 250) endorsed the concept of an Advisory Council on Police Education (similar to the NSW PEAC) and charged the Criminal Justice Commission with the review and implementation of revised training programs, no precise recommendations as to the form of a recruit education program were made.

## Post-Fitzgerald Recruit Training

The development, then, of a new Recruit Training Program gained momentum after the Fitzgerald Inquiry. This momentum was reinforced by the responsibility of the Criminal Justice Commission to review police training. The Criminal Justice Commission itself, a body recommended by the Fitzgerald Report (1989), was established by the *Criminal Justice Act 1989-90*. (The relevant sections came into operation on the 4th of November 1989.) Although the Police Academy continued to make submissions about the need for a Police Education Advisory Council,<sup>3</sup> supported by the comments in the Fitzgerald Report, its creation was felt to be premature until the Criminal Justice Commission concluded such a review.

The events of early 1990 are not entirely clear. It appears that the Criminal Justice Commission promoted tertiary education as part of police training. Both the QUT and Griffith University expressed an interest in delivering such courses for the Police Service. This resulted in their designing degree programs for justice administration professionals. During the development of these programs, they established a pre-service university component consistent with the Fitzgerald recommendations for police recruit education/training.

The University of Central Queensland (Rockhampton)<sup>4</sup> which had been involved in earlier attempts to establish tertiary courses for the police, also developed a degree proposal. Although their involvement did not proceed, they may participate in Distance Education courses for police.

Arrangements, with the backing of the Criminal Justice Commission, were then made to establish a Police Education Advisory Council (PEAC). Its members included representatives of the Police Academy, the Police Service, the Police Union, the Commission, and independent educational experts. The inaugural meeting was on the 9th of July 1990. At that time, it was resolved by PEAC that its broad functions were:

"To advise the Commissioner of the Police together with the Chairman of the Criminal Justice Commission, and the chief education and training officers of the Police Service and other police personnel responsible for education and training not at present conducted through the Academy, on:

- (1) policy formation;
- (2) course and staff development; and
- (3) evaluation of the education and training enterprise conducted by and for the Queensland Police Service." (Police Education Advisory Council 1990-1: 9/7/91).

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3 For example, Queensland Police Academy (1989a), (1989b).

4 The University of Southern Queensland (Darling Downs) co-operated in the earlier proposals. Their involvement in the later degree proposal was limited to presenting courses on an invitational basis.

These functions are modelled on those of the New South Wales PEAC (Queensland Police Academy 1990a).

Submissions were then sought from the two participating universities--Griffith University and QUT--about their proposed courses. Despite the competition that developed between the two institutions, PEAC approved the concept of two providers to prevent the domination of one ideology.

On the 12th of September 1990, PEAC endorsed the Police Recruit Certificate Course as a co-operative venture between the Academy and the two participating universities. The need for a two semester course (not a trimester arrangement) was identified by the Council to ensure integration of the recruits into university life and sufficient study time. It was also resolved that the course development of the 12-month pre-service program should be overseen by an Academic Board (resolved to be called the Interim Curriculum Development Board at 17/10/90 PEAC Meeting).

It was decided, through PEAC, to commence in 1991 a single standardised 12-month basic training course for all recruits;<sup>5</sup> the first semester to be spent at one of the universities and the second semester to be based at the Academy. This was to be followed by 12 months of formal on-the-job training, that is, a Field Training Program. The distinction between cadets and probationaries was abolished.

A review of the infrastructure of the Academy was undertaken in late 1990 because the major changes in the Recruit Training Program would put special pressure on the Academy in terms of resources, level of teaching, size of intake, and length of the course (Dalglish et al. 1991). Organisational changes at the Academy are still in the process of being implemented. The Academy staff were initially employed in temporary positions.

The first intake of recruits at QUT and Griffith University was in early February 1991. Exactly 400 recruits started the new Police Recruit Certificate Course, with 200 allocated to each university. Of these 400, 118 (30 per cent) were female. Almost 14 per cent of the recruits were married (50 males and five females). The largest group (41 per cent) were under 20 years of age, and most (71 per cent) had an educational level of Senior.

Various curriculum evaluations have been undertaken in order to improve the planning, teaching, and assessment items of the program.<sup>6</sup> Overall, the recruits' responses in these evaluations of the university teaching-learning dimension were favourable. Certain difficulties and problems were identified but they often reflected the "teething problems" associated with all new courses when they are first introduced (Griffith University 1991; Queensland University of Technology 1991).

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5 Recall that a single 12 month program was recommended in the Sixth Braithwaite Report (1983).

6 Namely, Griffith University (1991); Queensland University of Technology (1991); recently undertaken for the Semester Two component at the Police Academy (see Appendix J).

On the 12th of December 1991, 368 of the 400 recruits in the first group of recruits graduated from the program and were inducted into the Queensland Police Service as Constables. These officers have now entered the Field Training phase.

**Table 2.1**

**Recruit Numbers 1991-1992**

	Number in Recruit Intake	Number who Completed Certificate	Attrition Rate
February 1991	400	368	8%
June 1991	250	218	13%
February 1992	120	Will complete Dec. 1992	-
July 1992	150	Will complete June 1993	-

## Conclusion

The new Recruit Training Program is a highly visible indicator of the post-Fitzgerald Inquiry reforms occurring in the Queensland Police Service. A joint arrangement between universities and the Queensland Police Academy has resulted in an innovative program which differs from its predecessors, and from those offered in other Australian States. But this training program does not stand in isolation; it is part of the structural changes being initiated in the Queensland Police Service. These include regionalisation, civilianisation, promotion by merit, and changes in recruitment and selection procedures (Christie and Petrie 1991).

The Fitzgerald Commission of Inquiry, and its resulting publicity, provided a catalyst for change in the method of training recruits. Indeed, the new Recruit Training Program can be seen as implementing various Fitzgerald recommendations. But it must be recognised that this underestimates the extent of the concern about recruit training within the Police Service and the Police Academy itself.



## **CHAPTER THREE**

### **DESCRIPTION OF THE POLICE RECRUIT TRAINING PROGRAM**

This chapter analyses the program logic of the Police Recruit Training Program. It is based on a compilation and review of documents stating the nature, scope and objectives of the Recruit Training Program. These documents included submissions to, and the Report of the Fitzgerald Commission (1989), minutes of PEAC meetings, and subsequent submissions to PEAC. Information gained in the interviews with major participants ("stakeholders") was also used. The program statement helps the evaluation team to identify and clarify the relevant areas in which appropriate program goals and objectives should be developed.

#### **Background**

The Queensland Police Recruit Training Program was conceived against a background of decreasing public confidence in the Queensland Police Service. Its development occurred through an integration of resources and expertise both inside and outside the Police Service. The program involves an interaction between tertiary studies and operational policing skills. It is designed to be the first stage in a process of professional development of police officers. The Recruit Training Program is part of a continual education and development program as can be seen from Figure 3.1.

The structure of the new education/training program for recruits is in marked contrast to the traditional police training model, which was based upon a "limited expert" mode. Such a model concentrated narrowly on law, procedures and simple forms of practice (Queensland Police Academy 1989c). The current program is based on a wider view of the functions and role of a police officer. It seeks to locate policing within society as a whole and to highlight the recruits' links to that society.

The Recruit Training Program has two phases; each lasting one year. The first phase, the Police Recruit Certificate Course, consists of a program of theoretical and practical studies administered by the universities and the Academy. The next phase is a Field Training Program based on operational duties and undertaken at stations throughout the state. In the first part of this chapter, we outline the structure of the first phase, namely the Police Recruit Certificate Course; and in the second part, we present a brief overview of the Field Training Program, that is, the second phase. A diagram of the logic of the Police Recruit Training Program is given in Figure 3.2.

Figure 3.1

Education and Training Relationships in the Queensland Police Service

(Source: Queensland Police Service 1991a.)

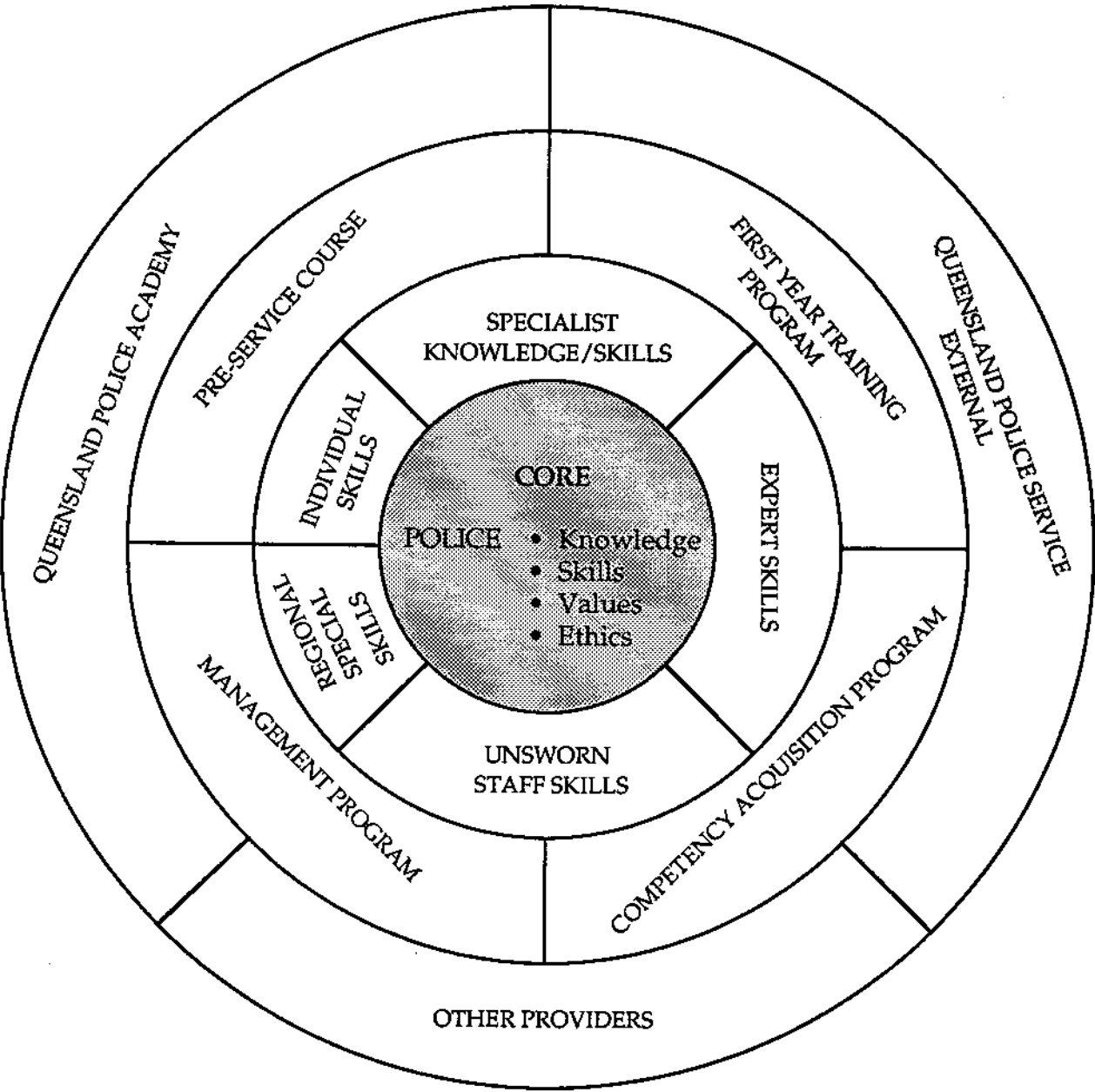
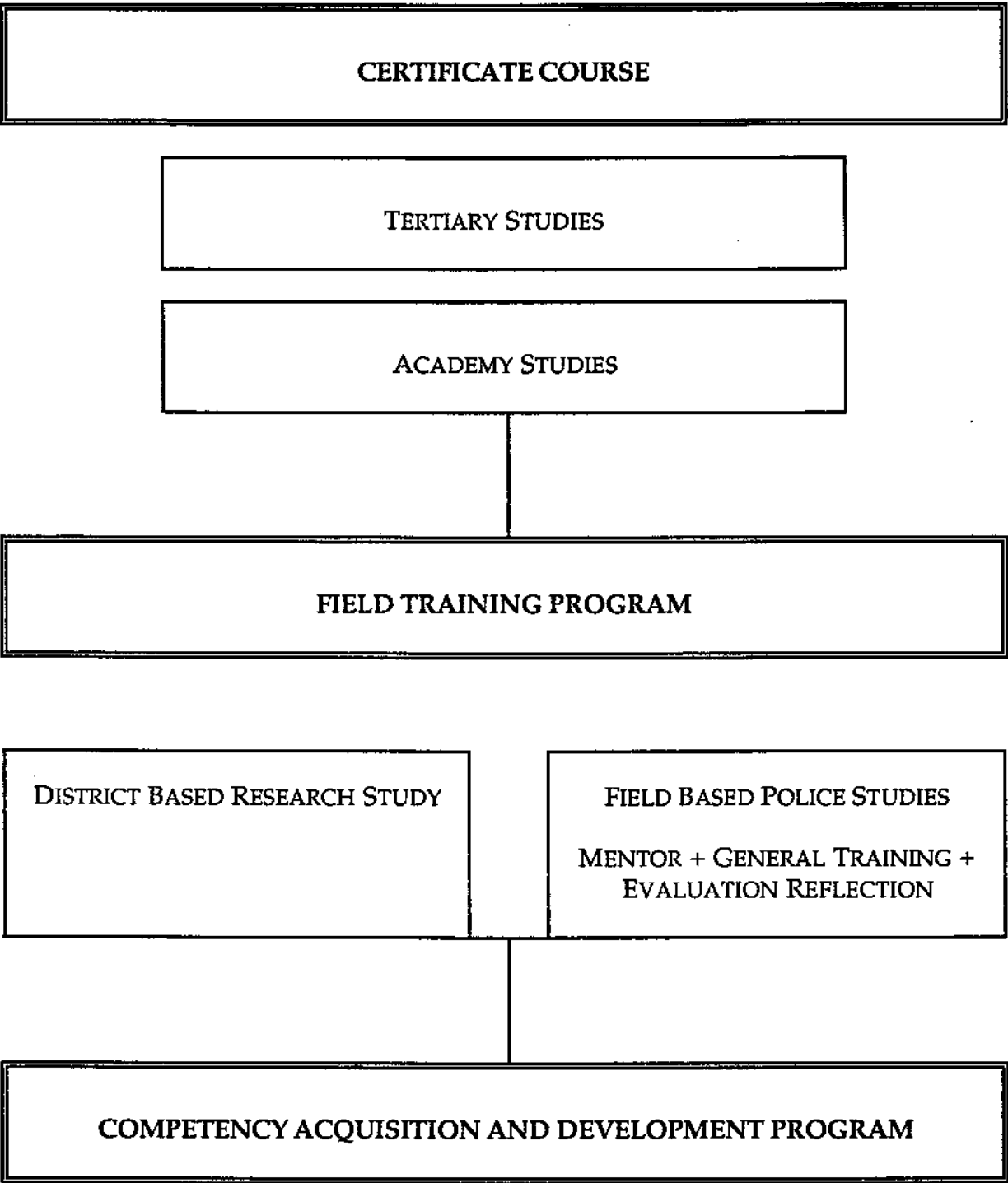


Figure 3.2

The Structure of the Police Recruit Training Program



## The Police Recruit Certificate Course

The Police Recruit Certificate Course is a co-operative venture between the QUT, Griffith University, and the Queensland Police Academy. It involves a semester of study at one of the universities followed by a second semester at the Queensland Police Academy. During the year, recruits complete eight courses which are a combination of essential operational competencies and academic studies (in sociology, communication, psychology, and law). The Police Recruit Certificate Course is designed for two intakes per year, one in February and the other in July.

Semester One starts at the universities but the first week is spent divided between the Academy and the university (three days at the former, two at the latter) in orientation programs. (There has been a change to this orientation week in 1992. The recruits now start a week earlier so that they spend a week at the Academy prior to participating in the full university orientation week.) The remaining 17 weeks consist of 14 contact or teaching weeks and three examination weeks. During the semester, the recruits spend four days of each week at the university and one day at the Academy, undertaking primarily physical training and report writing. In the original plans, it was also proposed to teach skills such as first aid, hazardous chemicals, and crime scene preservation, but this was not adopted. However, an expansion of the activities for the Academy day was considered for 1992. At university the recruits study four subjects, namely contemporary Australian issues, communication studies, legal studies, and ethics. All courses are studied concurrently. (Further details about these subjects are given in Appendix D).

The second semester (consisting of 23 weeks) is spent at the Queensland Police Academy where the recruits study the history and functions of policing, the relevant legislation relating to their future role as police officers, the issues of operational policing, and management and human behaviour theory. In addition, recruits are exposed to field training units and must develop certain operational competencies (such as driver training, physical fitness, and typing). (Further details on these subjects can be found in Appendix D). The curriculum at the Academy is now more flexible than under the old training system. Unlike the New South Wales recruit program, a residential component is not required in the Queensland program.

During this semester, the recruits participate in a station duty program<sup>7</sup> in which they are assigned to police stations in metropolitan Brisbane for three weeks. In this time, the recruits are involved in observation and limited participation (due to the stage of their training). Recruits may be exposed to a wide range of policing activities, such as attending a traffic accident, desk duties, sitting in on the questioning of alleged offenders, and community programs such as "Adopt-a-Cop". Obviously, the experiences of recruits in these weeks are not identical because it is impossible to schedule relevant criminal and community activities. The station duty program is spread out over the semester, so that different groups of recruits go at different times, and at different stages of their training.

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<sup>7</sup> This is an experiential learning phase.

Figure 3.3

### The Curriculum of the Certificate Course



All the recruits are contracted to the Queensland Police Service and receive an allowance for the duration of the Certificate Course. If the recruits successfully complete the program, they are sworn in as Constables of the Queensland Police Service with the full powers and duties of a Constable.

Upon satisfactory completion of the year-long program, the recruits receive an Advanced Certificate in Policing from the enrolling university (*Submission for Funding* 1991). Completion of the Advanced Certificate gains a student one year's credit towards a degree (either a Bachelor of Arts (Justice Administration) through Griffith University or a Bachelor of Arts (Justice Studies) at the QUT). The recruits are encouraged to take up the option to complete the degree program.

It should be noted that the course has the potential to change according to the needs of the recruits and the Queensland Police Service. The university course offered to the second intake of recruits in 1991 was not identical to that studied by the first intake. However, this was in terms of curriculum, not the general orientation of the program.

## The Field Training Program

After the recruits graduate from the Certificate Course and are inducted into the Police Service as Constables, they enter a further 12 months of structured on-the-job training. This Field Training Program is designed to be a practical extension of the education and training the recruit gained in the Certificate Course (Queensland Police Service 1991b). If First Year Constables successfully complete the Field Training program, their office as Constables is confirmed. They then enter the Competency Acquisition and Development Program, designed to cover the in-service training of officers from Constable to Senior Sergeant (Queensland Police Service 1991a).

In 52 weeks, the Field Training program covers a "mentor" component, general training, research study, and "evaluation reflection". Underlying these components are continuing evaluation and work performance systems, programmed training days, and a formal curriculum framework.<sup>8</sup> (Details of the units of study are given in Appendix E). First Year Constables are assigned to various Regions for their training. Essentially, the operational training of the First Year Constables is the responsibility of the Regions (especially the District Education and Training Office and the Field Training Officers<sup>9</sup>) (Queensland Police Service 1991b). The Field Training Officers in those Regions are the assessors of competencies throughout the whole program as well as performing the role of *mentor* in the first eight weeks (Queensland Police Service 1991b).

The first component of the Field Training Program is the *Mentor* scheme, which allows supervised operational training for the Constables immediately upon their arrival at the station. During this eight week period, the First Year Constables work with a Field Training Officer. However, if needed, the length of this period can be extended. In these first weeks, they must be teamed together for all shifts (Queensland Police Service 1991b). This period allows time for orientation to the police working environment as well as the acquisition of simple operational competencies. These competencies are listed and their achievement recorded in a Competency Record Book held by the Constable. (A list of the competencies relevant to the mentor period are in Appendix F). There are also four compulsory training days that First Year Constables must attend. (Details of the core curriculum can be found in Appendix E). At the conclusion of the mentor period, provided the required standard and competencies are attained, the First Year Constable moves into the general training phase (Queensland Police Service 1991b). The appropriate action upon non-achievement of the required standard is decided by a Field Training Review Panel.<sup>10</sup>

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8 This framework identifies two modules -- a Field Based Police Studies and a District Based Research Study. These units have been designed to a standard which will allow the Police Service to seek tertiary accreditation for them (Queensland Police Service 1991b).

9 Field Training Officers are experienced police officers who volunteered to be involved in the training of First Year Constables. They had to undergo a training program before taking up the position of Field Training Officer.

10 This panel consists of the Regional Education and Training Co-ordinator, a District Education and Training Officer with knowledge of the First Year Constable before the Panel, the Officer-in-Charge of the Station and/or the District Officer, and a member of the Education Audit and Standards Unit. The Review Panel should only be put in place where adverse concerns continue or become more serious. General supervisory matters concerning First Year Constables' conduct, attitudes, and progression through the Field Training can be handled by a District Education and Training Officer (Queensland Police Service 1991b).

The next stage in the Field Training is the *General Training* component which lasts for 42 weeks. During this time, the First Year Constable must be rostered for at least half of his/her shifts with a Field Training Officer (Queensland Police Service 1991b). Further competencies (listed in Appendix F) must be achieved within this period, and, once again, recorded in the Competency Record Book of First Year Constables when attained. Structured training days continue monthly (Queensland Police Service 1991b). (Details of the units can be found in Appendix E).

The general training component includes a Research Study, which entails researching a topic on local community-based operational policing. The study is part of the formal curriculum and is marked by an independent group at the Academy. It is an independent study aimed at having the Constables undertake a practical analysis of the local policing environment in which they are working (Queensland Police Service 1991b). (More details are provided in Appendix E).

Throughout these two components, the First Year Constable must maintain a Daily Training Journal which is attached to his/her Competency Record Book. It consists of a brief summary of incidents attended, reports completed, and any general reflective comments on the shift's events. This information is designed to assist the evaluation of the materials and competencies taught in the Certificate Course and the Field Training Program as relevant to policing skills (Queensland Police Service 1991b). Although the statistical data is to be provided when requested, the general comments are confidential (Queensland Police Service 1991b). The information in this journal will be required by the Constables in the first week of the Evaluation Reflection component at the end of the Field Training Program.

The final two weeks of the Field Training Program are spent at the Police Academy in an *Evaluation Reflection* component. Successful completion of this component determines a First Year Constable's suitability for confirmation of appointment (Queensland Police Service 1991b). This component allows for reflection by the Constables on their experiences during a debriefing process as well as preparation for the future. Several pieces of formal assessment will be scheduled in these weeks (Queensland Police Service 1991b).

Throughout the entire Field Training Program, there are continual assessments of the First Year Constables' work performance. These performance appraisals are discussed in Chapter Five. Procedures for the monitoring and evaluation of the program and its standards have also been implemented (Queensland Police Service 1991b).

## CHAPTER FOUR

### PROGRAM GOALS

There is no generally endorsed statement of the goals and objectives of the Recruit Certificate Course by the Police Service or PEAC. This chapter provides an overview of the sources from which program goals can be identified, and indicates areas in which goals should be developed and endorsed by the service providers, PEAC, and the Police Service. Any statement of goals and supporting rationales for police recruit education must necessarily stem from the mandate<sup>11</sup> and corporate goals/strategies of the organisation itself (that is, the Queensland Police Service), because recruit education and training is inextricably linked to a wide array of human resource management processes, such as selection and recruitment, performance appraisal, promotion, and management procedures (*Development of a Strategy* 1991).

### Recruit Training and Human Resource Management

The absence of well-defined goals and objectives creates considerable difficulties for evaluation. The difficulties are compounded in the present instance, since our informal inquiries to the Queensland Police Service in December 1991 indicate that there is no endorsed Human Resource Strategic Plan<sup>12</sup> (or similar document) to which the goals and objectives of police training in general, and the Certificate Course in particular, can be closely aligned. Thus there is no detailed plan of how the recruit training fits into the overall human resource planning process; therefore any definition of objectives for the Recruit Training Program is ad hoc, and may be unrelated to the overall planning processes and strategies of the Queensland Police Service.

The Queensland Police Service Strategic Plan 1991/92 is of some relevance to this issue. The Strategic Plan identifies *education and training* as one of a number of issues which the Queensland Police Service needs to address in the 1991/92 financial year. Moreover as part of a strategy to "optimise the deployment of human resources", the Strategic Plan identifies appropriate outcomes as "an effective and efficient resource forecasting system", and "an effective succession planning system" (Queensland Police Service 1991f: 1). These systems cover aspects of recruitment and human resource development.

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11 The corporate mandate is as follows: The mandate of the Queensland Police Service is COMMUNITY-BASED POLICING. This stems from the maxim "that the police are the public and the public are the police". In a free and democratic society, policing is a delicate balance between the maintenance of the normal order of society, and law enforcement, which can only be maintained with the consent and co-operation of the community. If this balance is lost, then respect and support for the police by the community is eroded (Queensland Police Department 1987: 19, 21; Queensland Police Academy 1990c: 1). This was also recommended in the Fitzgerald Report (1989).

12 An appropriate Human Resource Strategic Plan should give rise to structures that provide, at a minimum, an appropriate human resource management information system, sufficient to permit regular audits of human resources; an appropriate human resource forecasting system; an appropriate succession planning system; and an appropriate performance appraisal system.



Only when links are made to a human resource strategic plan is it possible to assess the effectiveness and reasonableness of education and training. The principal reason for training is to ensure that the organisation's future needs are met. Thus the human resources strategic plan should have direct implications for training programs, their curricula, and the relevance of the learning objectives to the Police Service.<sup>13</sup>

## Potential Sources of Goals

There are, however, six primary inter-related sources from which we could attempt to identify program goals of the Certificate Course. These are historical documents, the Fitzgerald Report, the selection criteria, the Field Training Program objectives, proposed competency acquisition program objectives, and key players.

### 1. Historical Documents

There has been little change in the documented aims of training and educating recruits since the early 1980s. The aims have continually been expressed in terms of the necessary knowledge, skills and attitudes that are essential to enable a person to perform as a self-disciplined and professional police officer in a changing democratic society.<sup>14</sup> This means gaining an understanding of the social context and the fundamental concepts of policing; the development of procedural, technical and communication skills; and the development of a high degree of moral awareness, personal integrity, self-monitoring and a commitment to the pursuit of excellence.

The following extract from the *Police Education Advisory Council Draft Statement of Police Education and Training Philosophy/Rationale* (1991: 1-2)<sup>15</sup> is the latest example of the type of recruit training goals which have been documented.

"The principal purpose of Police education and training is to develop competent, ethical, efficient and effective police officers who are responsive to community needs, the Statement of Ethics, the Code of Conduct, the recommendation of the Police Education Advisory Council and the directions set by the Commissioner contained in the corporate goals and Senior Management Officers of the Queensland Police Service.

Police education and training involves the development of knowledge, skills and attitudes consistent with the responsibilities and privileges of the 'Office of Constable'--which facilitate an understanding of the social context of policing and of the fundamental and critical issues of police service; and acknowledge the requirements for the application of complex procedural, interpersonal and communication skills; [as well as requiring] attitudinal development which involves the generation of the highest degree of moral awareness and self-monitoring [and] commitment to the pursuit of excellence and personal integrity in one's professional and private life.

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13 Indications of training needs can be found in generic job descriptions; for example, the job description Sergeant 3/c to Constable (Queensland Police Service 1991: 16), and the work level description Constable level 1 (Queensland Police Service 1991a).

14 See for example, the Braithwaite Reports (1982), (1983); Queensland Police Department (1987); Queensland Police Academy (1989b), (1990b), (1990c); Queensland Police Service (1991e).

15 A copy of the complete document can be found in Appendix C.

[The] Recruit education and training program provides the foundation competency development for uniformed street duty policing . . . Successful policing depends upon the quality of informed discretion and requires the diagnosis of problems calling for professional action by an organisation that supports and expects effective, discretionary problem-solving by the informed Constable [that is, the practical integration of knowledge and policing skills]. The . . . program is designed to introduce Academic studies, promoting the notion of community-responsive policing . . . [to increase] the status and profile of policing."

The universities' course proposals for their degree programs also can help in determining the aims of recruit training because the Recruit Certificate Course constitutes an "alternative" first year in the degree programs. Both universities' have objectives<sup>16</sup> for their degrees that centre on the encouragement of critical thinking/reflection, communication skills, relating personal perspectives to community expectations, and problem solving. These are part of the knowledge, attitude and skill base necessary for students to make a professional contribution (Queensland University of Technology 1990).

## **2. The Fitzgerald Report**

The thrust of Fitzgerald's recommendations<sup>17</sup> about police training and education is based on the need to create a Police Service that serves the needs of the community and to prevent the continuing development of an anti-intellectual sub-culture where corruption is more likely to flourish (Fitzgerald 1989: 250). In order to achieve this, a wide array of organisational changes within the Queensland Police Service are required. As part of this, Fitzgerald recommended better educated officers. Research indicated that higher education fosters the wise use of skills, lowers authoritarian tendencies and raises tolerance, as well as producing more effective performance (Fitzgerald 1989: 250).

Police need an education, according to the Report, that enables them to mix with their peers in the community; that exposes them to differing views; that gives them a balance between law enforcement and serving the community; that prepares them to cope with the stresses of police work; that gives them an appreciation of the social, psychological, and legal issues intrinsic to their work; and that incorporates an ethical component.

## **3. The Selection Criteria**

The Selection Criteria may help in the development of goals for the Certificate Course because the type of recruit that the selection process seeks to identify indicates the type of police officer that the recruit education/training aims to produce. Throughout the selection process, applicants are assessed on a number of factors that are in line with the type of police officer the Service wishes to have.

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<sup>16</sup> See for example Queensland University of Technology (1990).

<sup>17</sup> As Fitzgerald's recommendations about recruit education and training have been detailed in Chapter Two, only a summary will be provided here.

Overall, the selection process aims to identify those applicants who will perform the job effectively when their training is completed. The education phase is designed to better equip suitable applicants to cope with the policing role that societal and organisational changes demand (Queensland Police Service 1991d). An applicant's suitability for a position in the Police Service is assessed by matching the performance requirements of the position with qualities of the applicant. These qualities are in terms of knowledge, skills, experience, abilities, and aptitudes (that is, whether the applicant *can do* the job), and motivation, interests and temperament (that is, whether the applicant *will do* the job) (Queensland Police Service 1991d).

This assessment is based on the *Key Selection Criteria*<sup>18</sup> for the position being filled. The Key Selection Criteria lists the types of skills, knowledge, and experience required to undertake basic training--namely, in the case of police recruits, Australian citizenship, licensed Queensland driver, and a satisfactory standard on various tests designed to show the abilities of the applicant (for example, physical fitness, firearm handling test, essay test). Integrity and good character is also required (no criminal or excessive traffic history). A satisfactory standard in a panel interview and psychometric tests are the major means by which an applicant's motivation, interests and temperament are determined.

Applicants are rated by a panel in the interview on the following factors: motivation, enthusiasm and readiness for police work; adaptability; self-confidence and assertiveness; social maturity and responsibility; interpersonal communication skills; and written communication skills.

Further, the job description for the position which the recruits fill on the completion of their training, that of Sergeant 3/c to Constable, places needed abilities into four categories:

1. knowledge requirements (law, community-based policing, procedures);
2. management skills;
3. people skills (effective communication, team working abilities); and
4. application to work (responsibility, motivation, integrity, constructive reasoning, tact, adherence to authority, stamina and agility when required for certain duties, effective performance under adverse conditions) (Queensland Police Service 1991d: 16-7).

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<sup>18</sup> The criteria for police recruits are listed in Queensland Police Service (1991d: 15). The Key Selection Criteria are derived from the Position or Job Description of Constable (Queensland Police Service 1991d).

#### **4. The Field Training Program Objectives**

The goals of the Field Training Program can assist in the identification of the aims of the Certificate Course because the two programs are a continuum of recruit training. The general aim of the Field Training phase is to "enhance the professionalism of the Police Service" (Queensland Police Service 1991b: iii).<sup>19</sup> In brief, this entails the training of First Year Constables in all aspects of policing the community, in the ethical and proper use of power and discretion, and in essential skills<sup>20</sup> and knowledge to perform the job of police officers.

#### **5. The Competency Acquisition and Development Program Objectives**

Upon completion of the Recruit Training Program, the recruits, or rather the Constables, enter a Competency Acquisition and Development Program. This is being implemented by the Queensland Police Service to build on the foundational core skills that are necessary for any police job. These core elements are knowledge, skills, values and ethics. Furthermore, the work level description devised for the program requires a first level Constable (which is the position the recruits attain after finishing their training) to have:

- a high degree of personal integrity;
- effective written and oral communication skills;
- well developed interpersonal skills;
- mental and physical fitness;
- commitment to the goals and objectives of the Police Service;
- personal initiative; and
- tact and discretion (Queensland Police Service 1991a).

#### **6. Key Players**

There is no general agreement on the goals of the program among those involved in the development of the Certificate Course. However, their views do overlap to some degree. The overall outcome of producing more competent, more efficient, highly ethical and professional police officers able to serve the community appears to ground most of the goals.

The following is a brief list of the major goals stated in interviews with some of the major players.<sup>21</sup>

- (i) To have an impact on the organisational structure as a whole, because recruit education does not take place in isolation from the rest of the police organisation.

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<sup>19</sup> This is a goal in the Service's Corporate Plan.

<sup>20</sup> A list of the competencies and skills which the First Year Constables must be able to perform by the end of the Field Training Program is in Appendix F.

<sup>21</sup> For those consulted, see Appendix B.

- (ii) To provide a knowledge base, both in terms of the knowledge required to perform the job of a First Year Constable (for example, law) and a broader "academic" knowledge (so that the recruits will have an understanding of issues in society, and human behaviour).
- (iii) To provide the practical skills base required for the performance of the job of a First Year Constable.
- (iv) To produce effective communicators, that is, officers who can communicate with all regardless of appearance and circumstances.
- (v) To encourage independent thinking processes. The objective is to produce officers who are able to question and critically assess situations and their own role.
- (vi) To promote problem-solving skills, and to make the recruits aware that there may be other ways to resolve a situation and not just, for example, threats and force.
- (vii) To produce self-motivated and self-disciplined officers.
- (viii) To lay a professional and ethical base. This includes not only that officers have a high degree of integrity and an awareness of organisational and personal obligations, but also the ability to exercise discretion more appropriately.
- (ix) To promote adaptability/flexibility and to provide skills to enable the recruits to cope with change. Furthermore, flexibility includes the ability to respond sensitively and appropriately in the circumstances.
- (x) To produce officers with the ability to work with the community they will be serving. This requires an awareness and understanding of the community as well as being able to give a response which *satisfies* the community.
- (xi) To engender educational values; that is, to promote life-long learning skills and to provide a notion of the value of education and continuing education.
- (xii) To engender confidence to perform the job.

Ultimately, there is an aim to alter community perceptions/attitudes of the police by providing police officers who perform effectively and appropriately in encounters with members of the community.

## Categories of Goals

This overview reveals that there is no single definitive statement of program goals that is agreed upon by those involved. Consequently, on the basis of the documentary evidence and interviews, the consultants identified areas in which goals should be formulated. It is noted that these areas resulted from an analysis of the views expressed by many of those involved in the establishment, design and implementation of the program.

There are three categories in which specified and operationally defined goals need to be developed and approved. These categories are: cognitive, attitudinal, and behavioural. It is in these three basic areas that the Certificate Course aims to have significant effects.

In distinguishing between cognitive, attitudinal and behavioural aspects, we recognise that most, if not all, activities embody all three components; nonetheless, it is fruitful to differentiate them. For example, in an incident that may require the use of deadly force, a police officer should have mastered (a) the cognitive issues (such as the law relating to the use of deadly force); (b) attitudinal issues ("what is the most appropriate way to resolve this incident?"); and (c) behavioural issues (such as the mechanics of using a firearm). In any given situation, a police officer who has mastered all three components can be expected to perform in a more appropriate way than an officer who is deficient in one or more of these aspects. Put differently, the best marksman is not necessarily the best equipped to manage an incident if he or she lacks knowledge of the relevant law or has an overly-aggressive approach to resolving conflict.

Outlined below are brief descriptions of the types of aims which fall within each category.

### 1. Cognitive

This category encompasses the necessary knowledge the recruits require to perform the duties of the Office of Constable. This obviously includes a knowledge of the criminal law and procedures; effective oral and written communication abilities; and the development of problem-solving techniques. Moreover knowledge must be seen in broader terms. If the recruits are to have an understanding of the community they serve, they require knowledge of human behaviour, social issues, and the role of policing. In addition, this category includes the promotion of life-long learning skills, and critical independent thinking processes (that is, police officers who will question and critically assess their role).

### 2. Attitudinal

Attitudinal goals focus on the provision of a professional and ethical base. This attitudinal development may involve the generation of a high degree of moral awareness, self-monitoring/self-discipline, commitment to the pursuit of excellence, personal integrity, adaptability, motivation, a sense of responsibility, tolerance, open-mindedness, the evaluation of personal values, and self-confidence to perform the job. This category also includes the educational values of recruits, that is, engendering a notion of the value of education and continuing education.

### 3. Behavioural

The behavioural category contains the various practical and technical skills (such as firearms handling, driver training) that the recruits need to effectively perform their jobs as Constables. It is noted that such a skills base does involve a cognitive component. But skills are predominantly taught so that persons can physically perform various tasks--that is, manifest certain behaviours. Furthermore, certain behavioural modifications are also in this category, like the informed and appropriate use of discretion, responding in a way which *satisfies* the community, effective performance of their duties, and the ability to work with the community.

### Objectives of the Certificate Course

We believe that the objectives of the Recruit Certificate Course lie principally in the cognitive domain; that is, the program's principal purpose is to ensure that recruits acquire information about the criminal justice system and its social and legal environment. Clearly, the cognitive component of the Recruit Certificate Course provides the foundation for attitudinal and behavioural outcomes. The emphasis on cognitive skills is moderated somewhat during the Police Academy semester, where the course content places a relatively greater emphasis on attitudinal and behavioural aspects than do the university courses. But even at the Academy, the principal--but not sole--emphasis of the semester is cognitive, rather than attitudinal and behavioural. (It is the Field Training Program undertaken by First Year Constables that principally ensures that recruits acquire the skills ("competencies") to perform a variety of policing tasks.) Consequently, the most suitable performance indicators for the Recruit Certificate Course should reflect the extent to which recruits master the cognitive components; and only secondarily, should the performance indicators reflect attitudinal and behavioural outcomes.

All the outcomes of the Certificate Course will not be realised in the short-term. Because it is a developmental program as well as a training one, the overall purpose of the Certificate Course is directed toward longer-term benefits.

Again, it is emphasised that it is not the role of program evaluation to determine or decide upon the goals. However, in the absence of agreed goals, this general classification will form the basis of the evaluation design developed in Chapter Five.

## CHAPTER FIVE

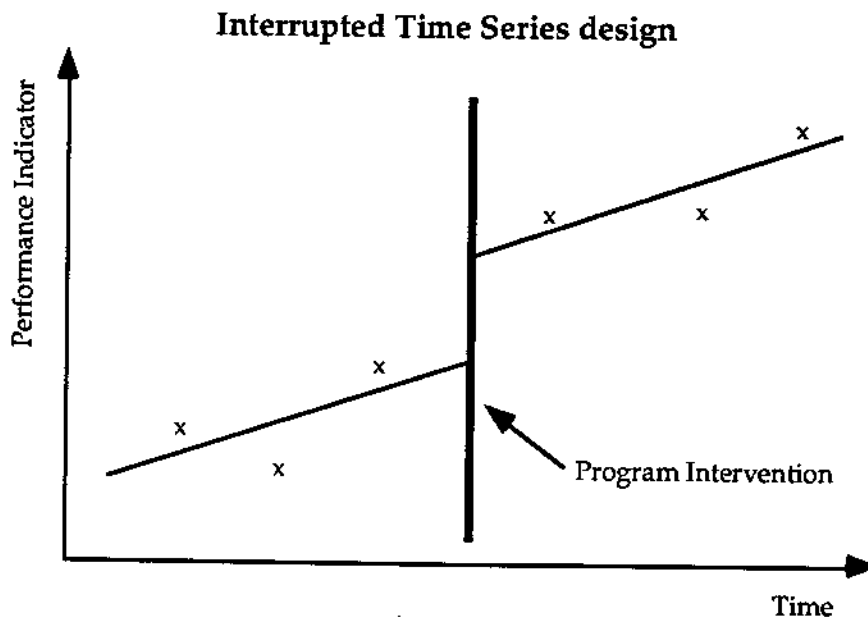
### EVALUATION

#### Introduction

There are two major issues relating to the Certificate Course: the content of the curriculum; and second, the manner of delivery. In the evaluation we are principally concerned with the effectiveness of the formal curriculum, since course delivery is best assessed during, and at the conclusion of, the Certificate Course via teacher evaluations and recruit assessments. Both the universities and the Police Academy have established evaluation procedures for course delivery.

We are proposing a design for a methodologically rigorous, empirical evaluation of the year-long Certificate Course. The usual way to evaluate the implementation of a new program in non-experimental settings is to utilise an interrupted time series design. Suitable performance indicators are selected and comparisons are made between the trend in the period before and the trend in the period after the program is implemented. In such a design, differences in the trends before and after the innovation are attributed to the impact of the program (see Figure 5.1).

Figure 5.1



The interrupted time series design has two major difficulties in the present instance. First, the implementation of the Recruit Certificate Course has taken place at the same time as several other significant organisational changes in the Queensland Police Service. Consequently, observed differences between the pre- and post-implementation trends may be due to factors other than the impact of the new Police Recruit Certificate Course. The second difficulty is that data on many performance indicators are not routinely collected, and where they are collected, they are not stored in a readily-accessible machine-readable format. Consequently, pre-intervention data may not be available.



An example illustrates the point. Suppose that a performance indicator is developed based on the performance of the recruits in the Field Training year. Since Field Training is a new program, there is no baseline of past classes against which the performance of the tertiary-trained recruits can be compared. Of course, with the continuation of the present Recruit Training Program these data can be collected, monitored and baselines or benchmarks developed. However, these data will only permit comparisons between subsequent classes under the current scheme, and will not permit comparisons between the performance of recruits under the previous scheme.

The lack of comparative data, however, cannot be overcome by the use of a matched cohort of officers trained under the "old" system. The use of "matching" as a strategy was evaluated by Campbell and Stanley, in their definitive text on research design, in the following terms:

while "... randomisation assures unbiased assignment of experimental subjects to groups, it is a less than perfect way of assuring the initial equivalence of such groups. It is nonetheless the only way of doing so, and the essential way. This statement is made so dogmatically because of a widespread and mistaken preference in educational research for equation through matching ... matching is no real help when used to overcome initial group differences." (1963: 15)

They conclude that "matching as a substitute for randomisation is taboo ..." (1963:15). Clearly it is not an appropriate methodological solution to the problem.

## Evaluation Design

The strategy that we propose is a six-year longitudinal evaluation of the Recruit Certificate Course to be undertaken in three stages. It is appropriate to review the three stages to demonstrate the overall structure of the evaluation design; however, the initial two stages have already been completed as part of the pre-evaluation assessment.

Briefly, Stage One entails interviews with key stake-holders to obtain their views of the Recruit Certificate Course for the purpose of identifying appropriate areas for the formation of goals and objectives, and for the development of appropriate performance indicators. Stage Two consists of the development of a questionnaire to measure the attitudes and aspirations of the recruits. Stage Three entails the collation of six monthly performance reviews together with the annual administration of a questionnaire over four subsequent years in order to determine the medium-term effectiveness of the Certificate Course. It should be remembered that the Recruit Training Program (both the Certificate Course and the Field Training Program) is principally a developmental course, and consequently the impacts are likely to be distributed over a considerable time.

Although community expectations and attitudes to the Police Service constitute a legitimate focus of a rigorous evaluation, we have not proposed a sample survey of the Queensland public for two reasons. First, the costs of such a survey are high. Second, because there are no distinguishing physical features between those who undertook the Certificate Course, the public cannot comment on the differences (if any) between these two groups in their behaviour towards the public.

The stages of the evaluation design are reviewed in greater detail.

## **Stage One: Interviews with Key Stake-Holders**

Rather than define at the outset specific performance indicators for the effectiveness of the Recruit Certificate Course, it is preferable to define them on the basis of feedback from key principals in the program--service providers (that is, academics at QUT and Griffith University), the Police Service, particularly the Police Academy, and the Criminal Justice Commission--all of whom will have views about the concept, the process and the desired outcomes. The target population of interviewees consists of lecturers in Justice Administration at Griffith University, lecturers in Justice Studies at the QUT, lecturers at the Queensland Police Academy, members of the Police Service, and staff of the Criminal Justice Commission.

Personal interviews were conducted with members drawn from the above groups (see Appendix B). The interviews were structured to the extent necessary to ensure that some common, key issues were addressed. However, the interviews contained an unstructured component so that respondents could raise issues that they considered to be important. This component enabled us to explore in a less restricted way the perceptions and views of the Recruit Training Program.

The information obtained was used to identify relevant areas for the goals and objectives of the Certificate Course part (that is, the initial year) of the Recruit Training Program; and for the development of performance indicators.

## **Stage Two: Survey**

Stage Two entails the design of a survey instrument for administration to all police recruits. This stage is designed to achieve three related purposes. First, the survey elicits recruits' assessments of the Certificate Course at the time of its completion. Second, the survey provides baseline information for comparison with recruits' assessment of the Certificate Course after they have completed the Field Training phase. (We propose in Stage Three applying a similar questionnaire to the same group of recruits on their completion of the Field Training Program). Third, this is a pilot study of a survey instrument to determine its suitability for future surveys of the recruits in the Training Program. It is advantageous that the survey instrument contains items that have proven to be both reliable and valid in similar surveys.

A copy of the questionnaire developed and used in this stage is provided in Appendix I. The survey instrument is a self-administered questionnaire taking less than 30 minutes to complete. Most items require a box to be ticked or a number to be circled.

The survey instrument contains five broad types of items. They are:

- Part A--Career Choice and Aspirations. This section contains items on factors influencing career choice and career aspirations.
- Part B--Assessment of the Education and Training Courses. This section asks respondents to assess various features of their university and academy experiences.

- Part C--Attitudes towards Issues. This section contains items drawn from six standard attitudes scales measuring authoritarianism, dogmatism, cynicism, social liberalism, attitudes to women, and attitudes to Aborigines.
- Part D--Moral Reasoning Dilemma. The hypothetical dilemma is drawn from Lawrence Kohlberg's work on moral development. The dilemma seeks to elicit the respondents' stage of cognitive moral thought; that is, to assess their capacity to reason about fairness and justice. This is an experimental item, since Kohlberg's work is based on semi-structured interviews, rather than self-administered questionnaires.
- Part E--Biographical Details and Social Background. This section contains a series of items relating to the social background of the respondents and their families.

The survey was administered in a single sitting to all recruits completing the Certificate program in Semester II, 1991, during the week of the 9th of December. Three hundred and fifty recruits completed the survey.

We have completed a summary report (see Appendix L), which was distributed to all members of that graduating class of recruits during March/April 1992. We are preparing a report of the survey results by August 1992. This Report contains a narrative based on statistical analysis of the data. The narrative highlights the recruits' assessment of the university and academy semesters. In addition, the appendices contain selected marginals ("frequencies") and cross-tabulations.

We recommend using a similar design for subsequent surveys of recruits, although as expected, the pilot did reveal some weaknesses in the survey instrument. A list of recommended changes can be found in Appendix K.

### **Stage Three: Longitudinal Study**

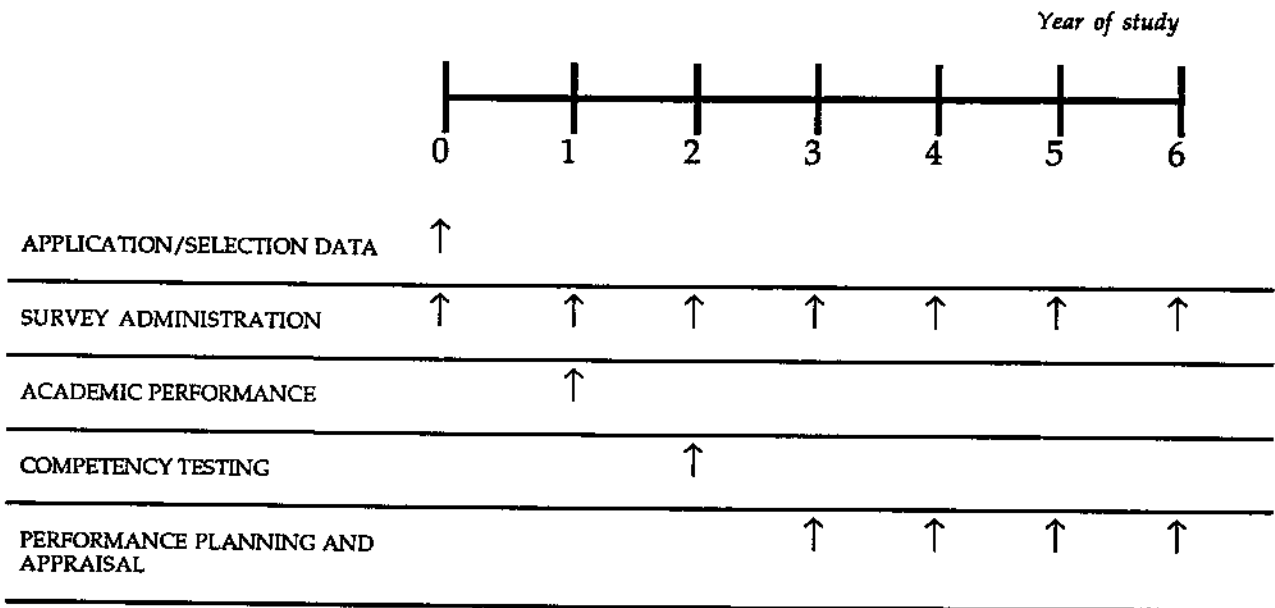
We recommend an evaluation of the curriculum of the Certificate Course in the light of the recruits' street experiences, and assessments of the recruits' preparedness by management and field training officers. This entails a six-year longitudinal (or panel) study of two cohorts of recruits<sup>22</sup> during, and for five years after they complete, the Certificate Course (see Figure 5.2).

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<sup>22</sup> Namely, the first intake of 1991 and the first in 1993.

**Figure 5.2**

**The Structure of the Proposed Longitudinal Study**



The longitudinal study should entail the collection of data about the recruits at the commencement of the Certificate Course; at the conclusion of the Certificate Course (that is, the beginning of the Field Training phase); at the conclusion of the Field Training Program; and for four subsequent years. All recruits in each cohort will be followed throughout the study, regardless of their lack of response to previous data collection. Although six years is a relatively long period for an evaluation study, there should be annual reports on the progression of the recruits through the various phases.

The approach we propose for the longitudinal study is based on the task inventory approach. If the Certificate Course is designed to increase the recruits' capacity to perform policing tasks by providing recruits with relevant knowledge, attitudes and skills, then a suitable method of assessment is to ask the recruits and others to judge the extent to which the various Certificate subjects were relevant to, and contributed to, the performance of specific policing tasks.

This approach requires two broad steps: developing an inventory of policing tasks, and then administering a survey in which recruits and others rate the relevance of the subjects to the performance of these tasks.

### **Developing a Task Inventory**

The task inventory survey method entails a task or job analysis to determine which specific police tasks are essential to successful performance of Constables' duties and responsibilities. The task inventory survey asks supervisors, experienced police officers and informed individuals to rate tasks which may be performed by Constables. These tasks are then grouped into a smaller number--a dozen or more--of task-training groups or competencies. (For example, tasks such as knowledge of "Official Traffic Signals", ability to give clear concise directions, and knowledge of

how to turn off and on the signal box at an intersection may be clustered in the *Manual Traffic Control* group). The dozen or so competencies provide, in part, criteria to systematically evaluate a job-related-training curriculum. An important feature is that the tasks are stated in such a way that they can be easily measured in empirical terms and evaluated.

The Field Training Program undertaken by First Year Constables was designed via a task analysis method, and the results of this research are applicable here. The competencies used in the Field Training Program are "mainstream operational tasks regularly encountered by First Year Constables across the State" (Queensland Police Service 1990b:xiii) and comprise of "knowledge, skills and attitudes and the application of these areas . . . to the standard of performance required in employment" (Queensland Police Service 1990b:xiii). They were taken from the PA Consultants Routine Tasks Review, the Skills Acquisition Project, the First Year Constable Tasks Analysis, and Braithewait's Sixth Report (Queensland Police Service 1990b).

The 26 core competencies that First Year Constables are expected to master during the year are listed in Table 5.1 and a fuller description is provided in Appendix F. These should be used for the First Year Constable survey. However, other competencies will need to be identified for the further years.

**Table 5.1**

### Field Training Core Competencies

Mentor Competencies	General Training Competencies
<ul style="list-style-type: none"> <li>• Patrol Activity</li> <li>• Radio/Telephone Communications</li> <li>• Activity Reports</li> <li>• Official Notebooks</li> <li>• Correspondence</li> <li>• Police Computer System</li> </ul>	<ul style="list-style-type: none"> <li>• Lost/unclaimed Property</li> <li>• Exhibits</li> <li>• Traffic Offence Notice</li> <li>• Random Breath Testing</li> <li>• Section 16 Traffic Act</li> <li>• Traffic Incidents</li> <li>• Traffic Breaches</li> <li>• Manual Traffic Control</li> <li>• Criminal Offence Report</li> <li>• Missing Person Report</li> <li>• Court Briefs</li> <li>• Summons</li> <li>• Warrants</li> <li>• First Response Procedures</li> <li>• Court Room Procedure</li> <li>• Noise Complaints</li> <li>• Drugs--Possession</li> <li>• Street Offences</li> <li>• Domestic Violence</li> <li>• Community Policing</li> </ul>

## **Curriculum Assessment**

Having identified the tasks and competencies that Constables perform, the education and training they receive can be assessed by ratings of the extent to which the various subjects comprising the Certificate Course prepared recruits to, or enhanced their performance of those tasks. Ratings will be sought from (a) recruits; (b) Field Training Officers; and (c) other supervisors. The officers provide a rating score which reflects their judgements of the effectiveness of the Certificate Course curriculum in preparing recruits to perform job-related tasks. Ratings may be made on a standard rating scale, such as a 5-point scale.

The survey instrument will be modified for supervisors when they are asked to assess Constables who completed the Certificate Course two or more years prior to the time of rating. In these circumstances, supervisors will not be able to attribute any strengths or weaknesses to the Certificate Course, per se. It may be difficult to determine whether the Certificate Course, or the Field Training Program provided adequate training for the policing tasks.

An additional approach is to reverse the role played by the tasks and the formal curriculum in the survey. Rather than having task groups serve as the criteria used by the respondents, the various Certificate subjects and topics serve as criteria. Recruits are then asked to rate the extent to which particular facets of the content of the Certificate Course informed their understanding of, or was relevant to, unspecified policing tasks. This approach, however, can only be used to solicit ratings from recruits, since supervisors and others would not be in a position to rate specific features of the Certificate Course.

## **Method**

Respondents will be mailed a task-inventory instrument requesting them to rate the extent to which the Certificate subjects and/or topic were relevant to, or informed, the recruits' performance of the tasks. This instrument will be included in the survey developed in Stage Two. However, it will not be either appropriate or necessary to administer this section in every wave.

## **Sample**

We propose to select two cohorts. One cohort should be the initial intake of recruits ("Cohort 1") which commenced the Certificate Course in February 1991. The second group of recruits ("Cohort 4") should be the group that commences the Certificate Course in July 1992. The second and third intakes of recruits in those years will not be included in the data collection efforts. They are close enough to the initial groups for inferences to be drawn from the data. The reasons for two groups is that Cohort 1 is the initial group to enter and complete the Certificate Course. Moreover, this group was surveyed at the end of the Certificate Course in December, 1991. Thus, as a consequence of piloting the survey instrument, tracking this group may provide important information about the strengths and weaknesses of the program at its very earliest stages.

The reason for studying Cohort 4 is that this group can be studied more rigorously than Cohort 1. In particular, as this group commences the Certificate Course in July 1992, it is possible to gain relevant measures before they commence the Certificate Course. Moreover, this information can be collected with a survey instrument that has been piloted. Further, it will allow the implementation of the Certificate Course to "settle down". It also should be noted that the addition of a second group imposes relatively fewer costs, since most of the relevant start-up costs are covered by the study of the first group.

The data collection strategy for both cohorts is the same, except that Cohort 1 were not surveyed prior to their commencement of the Certificate Course. In addition, Cohort 1 were initially surveyed with the pilot version of the survey instrument to which some changes are warranted.

The proposed evaluation entails a "panel" of two sub-groups. The core of the longitudinal study consists of those recruits who remain in the Police Service throughout the six year period of the study. Second, the panel will include (for at least one year) those members who leave the Service during the course of the study. We believe that the responses of those recruits who leave the Police Service may provide as much information--possibly more--as the responses of those who remain in the Police Service.

The longitudinal study incorporates data from at least four major sources.

1. *Application/Selection Data*

The application form of recruits contains a considerable amount of information about the recruit's background, including educational background. In addition, the selection tests administered by the Police Service provide considerable additional detail about the applicant's personality, attitudes, physical fitness and aptitudes. These data will only be collected once, and form the basis of the database.

2. *Academic Performance (that is, grades obtained in the Certificate Course)*

3. *Survey*

The longitudinal study incorporates data from a series of surveys (known as waves) administered in such a way that the responses of recruits at the first wave can be linked to their responses at subsequent waves. The initial survey, followed by the six annual surveys constitute a seven-wave panel study. (Recall that with Cohort 1 a survey was not administered before entry to the Certificate Course.)

Comparisons of individual responses in successive waves permits individual-level change to be monitored, and hence a more accurate analysis is obtained by a panel study than with alternative approaches. For example, suppose that 50 per cent of recruits report that they are considering resigning from the Police Service at time 1, and the same percentage report the same feelings a year later at time 2. A non-panel design may suggest that there has been no change. In contrast, a panel study may reveal that, say the 50 per cent dissatisfied at time 1 are now highly satisfied;

conversely, the 50 per cent satisfied at time 1 are now dissatisfied. Clearly, in this example the stability of the aggregate percentages masks considerable individual-level change.

The survey conducted at Stage Two forms the basis for the panel study, since the initial survey can be regarded as the first wave of the panel study. However, in anticipation of a possible panel study taking place, we have ensured that the responses in the initial wave may be linked to the responses in subsequent waves.

The three initial administrations (i.e. Pre-Certificate, Post-Certificate and Post-Field Training) will be administered at the Police Academy. Subsequent waves will be conducted by post using a self-administered questionnaire containing closed and open-ended questions. Surveys will be posted directly to the respondents with a covering letter. A reply-paid return envelope will be enclosed with the questionnaire for direct return to the consultants. There will then be a second mailing of the questionnaire, covering letter, and reply-paid return envelopes to non-respondents approximately four weeks following the initial mailing.

#### *4. Performance Appraisal and Assessment*

There are two systems of job performance appraisal currently operating in the Queensland Police Service--Personal Performance Review for First Year Constables; and Performance Planning and Appraisal for other serving officers and staff up to the rank of Superintendent.

##### *(i) Personal Performance Review*

A continual performance review has been built into the Field Training Program as separate from the general Performance Planning and Assessment procedures. However, although not used, First Year Constables will be introduced to the general system as a trial in the second half of their training program.

The performance review is not only a review of general work performance but also an assessment of the competencies required to be demonstrated by the First Year Constables. The assessable competencies are pre-determined. Each First Year Constable must satisfactorily attain certain standard police competencies. Although additional competencies may be demonstrated and recorded, they cannot be required for First Year Constables to achieve (Queensland Police Service 1991b).

Assessment involves the judging of the competency performance against the prescribed standards of performance. Actual assessment will be performed by the Field Training Officer who will make an entry in the Competency Record Book held by the First Year Constable if demonstrated successfully. A self-assessment of performance is also required from the Constable (Queensland Police Service 1991b).

As well as competency testing, work performance appraisals are also undertaken throughout the Field Training period. After each shift worked with a First Year Constable, a Field Training Officer must complete a report that evaluates the Constable's job performance as well as listing any competencies assessed in that period. If the Field Training Officer works a series of shifts with the same Constable, then a report is due at the end of seven shifts (Queensland Police Service 1991b).



In the first eight weeks, the Constable attends two Personal Performance Reviews, known as Comprehensive Evaluation Reviews with the District Education and Training Officer (Queensland Police Service 1991b).<sup>23</sup> This involves a review of all competency assessments and Field Training Officer reports during that period (Queensland Police Service 1991c). It will be conducted in a face-to-face interview. The First Year Constable is also required to make a self-assessment. Thereafter, such reviews are conducted bi-monthly. On the alternate month, an administrative review is performed; that entails a summary of the current performance reports given by the Field Training Officers (Queensland Police Service 1991b). The reviews are to assess the overall progress of the First Year Constable, his/her suitability to continue and whether any extra training is needed (Queensland Police Service 1991b).

At various stages in the Field Training (namely weeks eight, 26, and 45), a District Training Audit Report is completed, summarising the progress of all First Year Constables in the district. It is compiled from the ongoing reports and evaluations, and is distributed to the Regional Education and Training Co-ordinators and the Training Standards Unit.

At any stage during Field Training, an *incident report* is available to record training difficulties or details about First Year Constables who have achieved excellence in operational performance (Queensland Police Service 1991b). However, any behaviour that amounts to a breach of professional conduct is dealt with via the formal disciplinary procedures, not by an incident report.

All this documentation (except the District Training Audit Report) is maintained in a file by the District Education and Training Officer for each First Year Constable. Before, the Constable proceeds to the Evaluation Reflection component at the Academy, these files are forwarded to the Academy with a Final Field Training Recommendation. This recommendation covers the First Year Constable's knowledge, skills, and attitudes in performing policing duties generally (Queensland Police Service 1991b). It also involves a self-assessment by the individual Constable.

This review schedule has three "progression gates" through which the First Year Constables must pass in order to proceed further. Before proceeding to the next component, the Constable is assessed as to his/her suitability to progress to that component. These reviews are conducted at weeks eight (mentor to general training stage), 26 (mid general training), and 45 (general training to evaluation and reflection). The recommendations of suitability are made at the conclusion of the relevant Comprehensive Evaluation Review (Queensland Police Service 1991b, 1991c).

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<sup>23</sup> At the discretion of the District Education and Training Officer, the Field Training Officer may be included in these reviews: Queensland Police Service (1991b).

## (ii) Performance Planning and Assessment

A Performance Planning and Assessment System is now used to monitor and assess the job performance of all personnel from Constables to Superintendents and all public service staff, and will usually occur six monthly. The report is to be completed by the actual supervisor of the officer (Queensland Police Service 1990b).

This performance appraisal system involves four steps.

The first is the establishment of *principal responsibilities* and *visible results to be achieved* by the officer being assessed during the assessment period. These will be set by agreement between the officer and his/her supervisor at the beginning of the assessment period. These responsibilities should include the four to eight key groups of duties for the position, at least one development responsibility, and wherever possible, a crime prevention activity.<sup>24</sup> Realistic plans for the officer to achieve these goals must be identified and set out (Queensland Police Service 1990b).

Throughout the assessment period, there should be constant monitoring of performance by the individual officer him/herself (that is, self-monitoring) and by the supervising officer. Regular feedback of work performance should be given to the officer, so that the final assessment should not come as any surprise to him/her (Queensland Police Service 1990b). A record of critical incidents (both good and bad) must be maintained by the supervisor throughout the whole year for each officer being assessed (Queensland Police Service 1990b).

The second step occurs at some stage during the assessment period. The officer must complete a self-assessment of his/her job performance, which includes a career planning section. The time at which this is completed is at the discretion of the officer being assessed (Queensland Police Service 1990b).

The third step takes place at the end of the assessment period, when the supervising officer completes a performance assessment report. Evaluations are based on a standard forced-choice scale (Queensland Police Service 1990b).

The fourth and final step is a formal interview in which the supervising officer discusses his/her evaluation of the officer's job performance. Plans to improve performance should also be developed at this time. The interview then becomes the first step of the next assessment period, that is, new responsibilities and plans for their attainment are agreed upon (Queensland Police Service 1990b).

A fuller description of both these two systems of job performance appraisal is provided in Appendix M.

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<sup>24</sup> Queensland Police Service Performance Planning and Assessment Form, notes p. 6. A copy is in Appendix H.

## **Data Entry**

Longitudinal studies require careful data management and the application of statistical methods. In addition, we will design and administer an appropriate database system for maintaining the data from the panel study.

## **Data Analysis**

Data analysis will consist of three broad steps. First, preliminary data screening will check the integrity of the data for "wild-codes" and "logic errors". Second, preliminary descriptive statistics will be computed; for example measures of central tendency and dispersion. Third, we will undertake standard "scale analysis" to assess the psychometric properties of the items used. Such procedures entail standard item and scale analysis, as well as factor analysis. Collectively, these analyses will provide guidance about the merits of particular items.

## **Confidentiality**

There is an issue relating to confidentiality (as distinguished from anonymity) of the responses in Stages Two and Three. It is our belief that the evaluation is best served by full and frank discussion of the issues between the consultants and the relevant stake-holders. At Stage One, the consultation with staff at the universities was conducted with assurances of confidentiality. Similarly, at Stage Two (the Survey) the questionnaires were distributed to recruits accompanied by verbal assurances of confidentiality. We believe that response rates will increase if the cover page of the questionnaire contains a guarantee of confidentiality and assurances that information will not be used in any form that allows identification of individual respondents, except for the purposes of the research.

In order to conduct a longitudinal study, it is necessary for the survey instrument to contain items that identify the respondent. This is necessary in order to link the recruits' responses at different times. (Recall that we anticipate interviewing the same respondents at the completing of the Field Training phase). Consequently, the data will reside at the Research and Co-ordination Division of the Criminal Justice Commission. The Director of the Division may make data available to bona fide researchers.

## CHAPTER SIX

### PERFORMANCE MONITORING

This chapter outlines relevant information needed to establish a system of ongoing monitoring for the purposes of project management and external reporting. In particular, it identifies available sources of collected data which are used, or could be used, for performance monitoring of the Certificate Course. The importance of this audit of available data sources is to ensure that there is an ongoing program of performance monitoring and to provide the foundation for use in an evaluation.

#### Goals and Objectives

There is no consensus amongst PEAC, the Police Service or the service providers as to the goals of the Recruit Certificate Course. For reasons outlined in the previous chapter, we believe that the objectives of the Recruit Certificate Course are predominantly cognitive; however this cognitive component lays the foundation for attitudinal and behavioural outcomes. Therefore, the most suitable performance indicators for the Recruit Certificate Course should reflect the extent to which recruits master the cognitive components; and only secondarily, should the performance indicators reflect attitudinal and behavioural outcomes.

The cognitive components are routinely measured in educational institutions by student grades. These grades are relatively good measures of the extent to which students have mastered the content of the subjects comprising the Recruit Certificate Course.

The attitudinal and behavioural performance of recruits raises some difficulties. Establishing suitable measures of attitudes in this context is difficult because recruits are conditioned and sensitised to organisational values and norms, and are apt to display the "correct" (or socially desirable) values when confronted with a pencil and paper questionnaire. Even if the values are not internally held, social desirability effects will influence the responses of the recruits.

Behavioural outcomes of the Recruit Certificate Course are best viewed as medium-term outcomes. While immediate disciplinary problems occurring at the Academy can be readily monitored, the overall purposes of the Recruit Certificate Course is directed toward long-term behavioural outcomes.

#### Short-term Performance Indicators

Short-term indicators provide "real-time" information; that is, they provide almost immediate feedback about the operation of the program which is suitable for both performance monitoring and program evaluation. Data on the following performance indicators can be collected on a semester and annual basis.

1. Proportion of recruits who complete the university semester with passing grades in all subjects.

2. Proportion of recruits who complete the Police Academy semester with passing grades in all subjects.
3. Proportion of recruits who are subject to formal disciplinary measures during the year-long Certificate Course. This proportion should be broken down into the types of misconduct leading to formal disciplinary measures being instituted (for example, academic, breach of the Police Academy Standing Orders and so on).
4. Proportion of recruits who plan to pursue further tertiary studies.
5. Proportion of recruits who indicate that they are prepared for the Field Training Program.

The overall grade point average of recruits is only of marginal value as a performance indicator. Most instructors either explicitly or tacitly assign grades on a curve, and thus there is little shift in the overall mean from one year to another, even when there may be differences in the overall performance of the class.

### **Medium-term Performance Indicators**

Medium-term performance indicators, (that is, indicators that have a lag of one to three years) are of less utility to an organisation than short-term indicators for two reasons. First, the information is not generated as quickly and consequently there is less opportunity for performance monitoring. Second, medium-term indicators may be influenced by factors that are external to the Recruit Certificate Course. Extended salary freezes, for example, may influence organisational resources, working conditions and morale, and make alternative careers relatively more attractive. Consequently voluntary separations may increase as personnel seek more attractive and financially rewarding careers outside of the Police Service. Thus considerable care must be taken in interpreting medium-term performance indicators.

1. Proportion of recruits who complete the set competencies for First Year Constables in the required time.
2. Proportion of recruits currently undertaking tertiary studies.
3. Proportion of recruits who have completed university degrees.
4. Proportion of recruits who voluntarily exited the Police Service during the current year.
5. Proportion of recruits subjected to formal disciplinary action during the current year.
6. Proportion of recruits whose employment with the Police Service is terminated during the current year.

In addition, consideration may be given to (subjective) ratings of the overall performance of recruits by supervisors, peers, and subordinates.

All these performance indicators require quantitative benchmarks which the Police Service seeks to achieve.

## **Performance Indicators**

These performance indicators can be examined from criteria of:

- adequacy: do they provide adequate and appropriate information for evaluating all the major aspects of the performance of the program that can be measured? Are there other feasible indicators?
- accuracy<sup>25</sup>: are the indicators sufficiently accurate for their intended use? To what extent are the indicators, which relate to program costs, based on the financial accounts of the program?
- usefulness: are the indicators provided in time to be of significant use in the management of the program?
- extent of use: to what extent are the performance indicators used in the management of the program? Does the department periodically review these indicators?

## **Performance Monitoring**

Currently, there are a number of systems in place which would enable regular and adequate performance monitoring of the Certificate Course to be established.

### **During the Certificate Course**

During the year-long Certificate Course, there are considerable indicators for performance monitoring. The cognitive component of the Certificate Course is monitored by the grades awarded to the student; in addition, there are student evaluations of teachers. Thus the immediate content and delivery is assessed in reasonable ways.

### **Performance Appraisal After the Certificate Course**

Appraising the performance of police officers is a responsibility of the Commissioner for Police (s. 4.8(2)(n) *Police Service Administration Act 1990*). Moreover, any appointment in the Police Service must now be based on the merit of an officer, and made in accordance with fair and equitable procedures that preclude patronage, favouritism, and unjust discrimination (s. 5.2(1) *Police Service Administration Act 1990*). For the purposes of this, merit of an officer includes the

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25 That is, validity and reliability

potential of that officer to discharge the duties of the position in question (s. 5.2(2)(b) *Police Service Administration Act 1990*). To determine this potential, various factors must be taken into account; one of which is the performance of duties in the course of the officer's career (s. 5.2(3)(a) *Police Service Administration Act 1990*).

This is in keeping with the recommendations made by Fitzgerald (1989: 251) in his discussion of the recruitment and training of police officers:

"(F)ormal systems of appraisal should be incorporated in the process of selecting suitable applicants for promotional training and examination. When considering officers for promotion, on the job ability and performance should be taken into account as well as aptitude demonstrated through training and exams."

## Summary of Existing Data Sources

### Background:

- Recruit Certificate Course Application Form (QP29).
- Candidate's History Form (QP29D).
- Police Service Application for Employment (QP29).
- Psychometric Assessment--Watson Glaser Critical Thinking Appraisal, Standard Progressive Matrices, Differential Aptitude Tests (Space Relations, Mechanical Reasoning, Numerical Ability), WAIS-R (Digit Span, Digit Symbol), 16PF Personality Profile.

### Cognitive:

- Student grades in university subjects.
- Student grades in academy subjects with a strong cognitive component.
- Student assessments of teaching conducted by university and academy subjects.

### Behavioural:

- Student grades in academy subjects with a strong skills component.

## Conclusions

The assessment procedures currently in place are excellent. However, their reliability and validity will depend on the way in which they are implemented.

## **CHAPTER SEVEN**

### **ANNUAL BUDGET**

This chapter provides a budget for the proposed evaluation of the Recruit Certificate Course.

A feature of the budget is that it is presented on an annual basis. The evaluation design entails a projected six-year project during which the characteristics of the project, and hence the costs of the project, will vary. For example, the surveys of the recruits during the two-year training period can be administered at the Police Academy and consequently there are no postage costs. Surveys after the completion of the two-year Training Program must be administered by post with reply-paid postage, and with follow-ups for non-respondents.

The budget reflects orders of magnitude for major categories of items rather than a detailed line budget with precise dollar values. The major reason is that there are a number of "unknowns" regarding the performance data.

#### **Variables Influencing the Cost of Evaluation**

1. Number of recruits entering the Training Program in February 1993 (that is, Cohort 4).
2. Availability of the performance data in a well-documented, timely, and machine-readable form. After the completion of the two-year Training Program, recruits are incorporated in the Police Service's Performance Planning and Assessment System. If relevant numeric and textual data from this system are not available in a well-documented, machine-readable format then there will be additional costs of approximately \$6,000 per year in the proposed evaluation.
3. Number of recruits (in both cohorts) who leave the Police Service voluntarily or involuntarily.
4. Number of recruits will effect the number of Field Training Officers, District Education and Training Officers, Regional Education and Training Coordinators, and other supervisors to be surveyed.



## Budget

Project Officer (0.75 time) (including on-costs)	\$ 26,000
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### Annual Postal Survey of Recruit Cohort 1

Printing	(\$1.50 per instrument)	\$ 900
Postage (includes initial mailing, postage paid reply, and follow-up mailings)	(\$3.00 per respondent)	\$ 1,200
Data Entry		\$ 500

### Summary Report/s to Recruit Cohort 1 and Other Interested Parties

Printing	\$ 200
Postage	\$ 270

### Annual Postal Survey of Recruit Cohort 4

Printing	(\$1.50 per instrument)	\$ 900
Postage (includes initial mailing, postage paid reply, and follow-up mailings)	(\$3.00 per respondent)	\$ 1,200
Data Entry		\$ 500

### Summary Report/s to Recruit Cohort 4 and Other Interested Parties

Printing	\$ 200
Postage	\$ 270

### Annual Postal Survey of: (a) Field Training Officers; (b) District Education and Training Officers, Regional Education and Training Co-ordinators; (c) Other Supervisors

Printing	(\$1.50 per instrument)	\$ 1,200
Postage (includes initial mailing, postage paid reply, and follow-up mailings)	(\$3.00 per respondent)	\$ 2,400
Data Entry		\$ 750

### Summary Report/s to: (a) Field Training Officers; (b) District Education and Training Officers, Regional Education and Training Co-ordinators; (c) Other Supervisors; (d) Other Interested Parties

Printing	\$ 250
Postage	\$ 315

<b>TOTAL FOR TYPICAL YEAR</b>	<b>\$ 37,055</b>
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## Notes

1. The estimated fraction of a Project Officer's time is 0.75. Initially, it may be a higher fraction while the data-base is constructed; subsequently, as the project becomes routinised it will become a smaller fraction (decreasing to about 0.5).
2. The estimate of postage costs is sensitive to response rates; however a reasonable estimate is \$3.00 per respondents (including post-reply costs). This allows for a non-response rate of 50 per cent in each mailing.
3. Calculations are based on a total of 350 recruits for both Cohorts 1 and 5; and an estimate of 500 Field Training Officers, District Education and Training Officers, Regional Education and Training Co-ordinators, and other supervisors. (Remember that since Cohort 4 enters in February 1993, the numbers for this group are unknown.)
4. No costs have been included for computer hardware and software. This project could be completed on a powerful PC (that is, with a '386 or '486 CPU), running SAS software. Such a hardware and software configuration has an average annual cost of about \$4,100. (The cost of the SAS software system is about \$3,500 for the initial year and approximately \$2,500 in subsequent years.) Since this equipment will be used for other projects, estimating the cost for this evaluation is tenuous.

## Project Officer's Duties

The duties of the Project Officer include the following.

1. Preparing and administering annual postal surveys of the two recruit cohorts.
2. Preparing a survey instrument and administering annual postal surveys of Field Training Officers, District Education and Training Officers, Regional Education and Training Co-ordinators, and other supervisors.
3. Monitoring data-entry, ensuring data integrity, and developing and maintaining an integrated data-base for the longitudinal study. This data-base will include the surveys of the two recruit cohorts, surveys of Field Training Officers, District Education and Training Officers, Regional Education and Training Co-ordinators, and other supervisors, recruit selection data, academic performance, and Personal Evaluation Reviews and Performance Planning and Assessments.
4. Undertaking statistical data analysis of the data-base.
5. Preparing Summary Reports based on statistical analysis of the relevant surveys and data-base.
6. Communicating and conferring with the stakeholders regarding the methodology and the results of performance monitoring and evaluation.

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**APPENDIX A**

**TERMS OF REFERENCE**

## TERMS OF REFERENCE

Pursuant to the recommendations of the Fitzgerald Committee of Inquiry, police training in Queensland has been radically modified. Changes include the decision to enrol recruits in courses in Justice Studies at Queensland University of Technology and Griffith University as part of their pre-service training, and a significant change in the nature, extent and form of training provided by the Queensland Police Academy. Furthermore, the Criminal Justice Commission has been statutory responsibility to evaluate the effectiveness and impact of this new approach to police training in Queensland. Accordingly, for both educational and legal reasons, it is considered desirable to undertake an on-going programme of performance monitoring and program evaluation of this new training regime. The purpose of the pre-evaluation assessment is to develop an evaluation proposal for the Recruit Certificate Course, and in particular:

1. To provide an overview of the evaluative processes in place by examining existing documentation;
2. To ascertain the requirements for regular monitoring of progress by interviewing relevant stakeholders, notably the Criminal Justice Commission, the universities involved, and senior staff of the Police Service, including the Police Academy;
3. To devise and recommend a more comprehensive system of on-going monitoring and evaluation, serving the dual purpose of:
  - project management; and
  - external reporting.
4. To make recommendations to the Criminal Justice Commission and the Police Service by 20th December 1991, on the design and implementation of an appropriate system for continuing and comprehensive evaluation of the new system of police training and professional development by:
  - (a) outlining the nature, scope and endorsed objectives of the program;
  - (b) meeting with and interviewing relevant personnel to establish viable criteria for the monitoring of progress and evaluation of impact in each component;
  - (c) documenting existing sources of "baseline" data against which changes in career patterns, educational progress and organisational culture could be assessed;
  - (d) considering the feasibility, usefulness and appropriateness of developing a logical framework matrix for the project; and
  - (e) identifying and documenting the theoretical, practical, financial, administrative and resource implications of the proposed program evaluation.

**APPENDIX B**

**PERSONS CONSULTED**

## **PERSONS CONSULTED**

**The following persons were consulted during the preparation of this report:**

Maureen Baillie, Queensland Police Academy.  
Merrellyn Bates, Griffith University.  
Dr Keith Bryett, Griffith University.  
Gayre Christie, Queensland University of Technology.  
Geoff Dean, Queensland University of Technology.  
Superintendent David Jefferies, Queensland Police Academy.  
Superintendent Arch Harrison, Chelmer Police College.  
Dr Merv. Hyde, Griffith University.  
Colleen Lewis, Griffith University.  
Dr. S. Mukherjee, Criminal Justice Commission.  
Professor Simon Petrie, Queensland University of Technology.  
Frank Rynne, Police Headquarters, Brisbane.  
Sergeant Max Seymour, Griffith University.  
Col Thorne, Queensland University of Technology.

**Assistance was also given by:**

Emmanuel Anthony, Queensland Police Academy.  
Inspector Denise Burke, Police Headquarters, Brisbane.  
Sergeant Garth Pitman, Education and Training Project Team.  
Sergeant Grant Pitman, Queensland Police Academy.



## **APPENDIX C**

**POLICE EDUCATION ADVISORY COUNCIL DRAFT STATEMENT OF POLICE  
EDUCATION AND TRAINING PHILOSOPHY/RATIONALE (1991).**

## **POLICE EDUCATION ADVISORY COUNCIL DRAFT STATEMENT OF POLICE EDUCATION AND TRAINING PHILOSOPHY/RATIONALE (1991).**

### **Our Vision**

To be the most advanced police education and training organisation in Australasia. We will use the most appropriate, available educational technology and methodology, together with the expertise and dedication of our people, to develop the human resources of the Service in accordance with the knowledge, skills, attitudes and values of professional policing.

### **Philosophy/Rationale**

The principal purpose of Police education and training is to develop competent, ethical and effective police officers who are responsive to community needs, the Statement of Ethics, the Code of Conduct, the recommendation of the Police Education Advisory Council and the directions set by the Commissioner contained in the corporate goals and Senior Management Officers of the Queensland Police Service.

Police education and training involves the development of knowledge, skills and attitudes consistent with the responsibilities and privileges of the "Office of Constable". The particular significance of this knowledge is that it facilitates an understanding of the social context of policing and of the fundamental and critical issues of police service. Policing takes place within the larger criminal justice system and Police education and training must acknowledge the requirements for the application of complex procedural, interpersonal and communication skills. This will also require attitudinal development which involves the generation of the highest degree of moral awareness and self monitoring as well as commitment to the pursuit of excellence and personal integrity in one's professional and private life.

### **Police Recruit Program**

Recruit education and training program provides the foundation competency development for uniformed street duty policing which is the principal task of all newly attested officers in the service. The social contexts in which these officers carry out their duties are fluid, complex and situation specific. Successful policing depends upon the quality of informed discretion and requires the diagnosis of problems calling for professional action by an organisation that supports and expects effective, discretionary problem-solving by the informed constable. It also requires the practical integration of knowledge and policing skills.

The tertiary accredited one year Recruit program is designed to introduce Academic studies, promoting the notion of community-responsive policing, it links the tertiary education credit system with police education and training, it develops a new vocational and professional approach to training, which increases the status and profile of policing and creates an educational institution at the Police Academy in which police and staff members work together in teams to design and deliver the integrated curriculum model. It also develops an educational process fashioned by a vision of an effective preparation for the policing role - the multi-dimensional but integrated study of authentically developed police case studies.

### **Field Training Program**

The Field Training Program builds on the foundations competencies of the Recruit Education and Training Program through a range of learning experiences, educational accreditation and support necessary for the development of a First Year Constable who is capable of providing a high level of professional service to the public. To achieve this standard the programmed (sic) is divided into three components:

- Mentor component
- General training component comprising:
  - Competency development and testing
  - Action Research project
- Evaluation and Reflective Component

### **Competency Acquisition and Development Program**

The competency acquisition and development program develops the functional competencies of Queensland Police Service officers/staff, enhances the role of police services members within the community they serve, promulgates appropriate ethical values among Queensland Police, and fosters efficiency and effectiveness by officers in the performance of their duties. This program is based on site and is managed through regional structures involving Regional and District Education and Training Officers. The Queensland Police Academy supports and manages this program through research, the negotiation of education accreditation, the establishment of curriculum compatibility and the monitoring and modification of standards.

### **Executive Development Program**

Education and training for Commissioned Officers involves the exploration of a body of knowledge, skills and attitudes which are generic to the position of commissioned officer. This will be presented in an environment which specialises in providing resources to facilitate this type of personal development.

It will also provide commissioned officers with the opportunity to develop managerial policing strategies and networks. It will also provide interaction with all levels of education and training and a course content which is educationally accredited.

The program will focus on the Regional work environment and local concerns. It targets the special needs of officers, and is action research oriented using actual case studies. Police managers will be encouraged to mix with colleagues in other professions and provides a forum for guidance in personal professional development.

### **Senior Executive Development Program**

This program will be developed in accordance with Public Sector Management Guidelines and the corporate direction of the Police Service. The emphasis will be in developing a professional Senior Manager able to manage a complex organisation in a democratic policing society.

## **APPENDIX D**

### **POLICE RECRUIT CERTIFICATE COURSE COMPONENTS**

# POLICE RECRUIT CERTIFICATE COURSE COMPONENTS

The following is an outline of the subjects which the recruits study in the Certificate Course. These are extracts from the *Police Recruit Program Unit Outlines 1991*.<sup>1</sup>

## Griffith University

1. *Legal Studies and Justice Administration:* The course is designed to provide students with the opportunity to develop an understanding of concepts of law and the place of the Australian Legal System, and its elements, within the broader pattern of our Society. Particular attention will be devoted to an explanation of the processes of the Criminal Justice System and the relationship of the student's future role within that system. Specific reference will be made to the functions of the criminal law in a democratic society, and the provisions of the Queensland Criminal Code which are fundamental to the understanding of the enforcement of legal rules. The system for the enforcement of these rules will also be examined.
2. *Issues in Australian Society:* This component seeks to provide students with a critical perspective on some of the more important social issues facing Australia today. As part of the overall approach, it is expected that students will come to see the complex range of factors that contribute to social inequality in Australia and the necessary limitations that such factors place on police performance. As our society has undergone greater complexity and change, so too have the pressures on our social institutions increased, to the extent that some commentators now question the future of our democratic way of life. Part of this concern has focussed on the police and, in particular, their ability to resolve competing and often conflicting demands on their time within democratic notions of justice and equity.
3. *Accountability, Professionalism and Ethics:* The first component of this course introduces students to various ethical theories and helps them to understand how theory can be applied when trying to resolve personal and professional ethical dilemmas. The second component examines the notion of professionalism and its application to the police service. Students will be made aware of the difference between professionalism and professionalisation and the relationship between professional behaviour and ethics. The third component addresses the issue of accountability in a liberal democratic society. It will focus primarily on accountability in relation to the police.

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<sup>1</sup> Police Recruit Program Unit Outlines Semester 1, Griffith University (1991); Police Recruit Program Unit Outlines Semester 1, Queensland University of Technology (1991); Police Recruit Program Course Outlines Semester 2, Queensland Police Academy (1991).

4. *Communication Studies:* This course will help students discover which communication skills they already have and improve them; it will also help them find out about some of those that they need to develop. They will be learning a few of the ways we can describe what goes on between people as they communicate with each other and students will be introduced to some ideas that will help them understand why people will react differently to them in different circumstances. Students will also be considering the ways in which people's backgrounds and expectations can affect their responses to what they do, what they say and what they write.

## Queensland University of Technology

1. *Introduction to the Legal System:* The purpose of this unit is to introduce students to the functioning of law in society with particular reference to the criminal justice system and to Queensland. Students should develop an understanding of the following matters: the concept of law and its role in society; the development of the Australian legal system within a federal structure; the role of the parliament and of the courts; dispute settlement processes and institutions; the classification of the law into subject areas; basic legal concepts, methodology and issues; how the law changes and how it may be evaluated; the Criminal Justice System, its operation in Queensland and the major issues confronting the system.
2. *Contemporary Issues in Australian Society:* In order to develop an awareness of the impact of the social environment on human behaviour and to provide a contextual understanding of Australian society, students will examine the many connections that exist between law enforcement and justice administration and the socio-cultural, political, economic and historical dimensions of Australian society. Utilising a critical perspective focussing upon the key issues, students will address fundamental concerns of equity and social justice. In particular, students will acquire knowledge and understanding of the role and function of law enforcement agencies and justice administration services within the Queensland social context.
3. *Social Ethics and the Justice System:* Students will develop in this unit a reflective and critical understanding of ethical questions; increased skill and understanding for making personal and social ethical decisions; and enhanced sensitivity and awareness in the exercise of their (future) roles within the criminal justice system.
4. *Communication:* Students will be able to analyse interpersonal communication in terms of underlying processes; demonstrate understanding and knowledge of theories of communication; apply knowledge and understanding at a theoretical level to interpersonal interactions in personal and professional settings; and demonstrate effective application of a range of communication skills including listening, written communication, oral communication and negotiation.

## Queensland Police Academy

1. *Police Professional Studies:* This unit seeks to impart the knowledge and skills necessary to carry out the functions of police officers. Thus it covers the law relating to offences, exculpations, and police powers and duties, as well as practical skills such as traffic accident investigation, domestic violence documentation, watchhouse procedures, and applications of the police computer system.
2. *Foundations of Crime and Policing:* This deals with the history of policing, theories of criminality, patterns of crime and styles of policing. It seeks to provide students with a basis on which to identify problems and issues of crime and law enforcement as well as critically evaluating strategies to deal with them.
3. *Organisational Theory and Management in Policing:* This unit explores the theories, concepts, and models of management with particular emphasis on public sector management in the criminal justice context.
4. *Personal and Interpersonal Relationships in Policing:* Semester One provided the basic processes and information on which this course is built. It covers verbal and non-verbal communication, defusing emotional intensity, skills for coping with loss and grief situations, creative problem solving, assertion skills, negotiation skills, active listening, and intervention techniques.
5. *Operational Competencies:* This involves physical fitness, swimming and life-saving techniques, defensive skills, driver training, firearms and drill (which includes the relevant law as well as use of force issues), and fieldcraft (that is, map work, use of compasses, and navigation).
6. *Field Exposure:* An experimental learning phase in which recruits are immersed in the conditions, procedures and practicalities of operational policing.

Assessment generally consists of essays, presentations, tutorial participation and attendance, and examinations.



## **APPENDIX E**

### **THE EDUCATION MODULES FOR THE FIELD TRAINING PROGRAM**

# THE EDUCATION MODULES FOR THE FIELD TRAINING PROGRAM

## (1) Field Based Police Studies

This module covers field based competencies, training by Field Training Officers, formal study units, formal training days, community policing program involvement, and the successful completion of the Evaluation and Reflection component. Only content uniform to all first year Constables is to be used on the set training days. From a state-wide survey of Constables of their policing activities, standard tasks for all were formulated. The topics covered directly relate to the competencies tested in the field during general training (Queensland Police Service 1991b).

The following is an extract from *Field Training for First Year Constables* (1991b: xviii) of the core topics covered in this unit:

TOPICS	UNITS (FIELD COMPETENCIES*)
1. Traffic	Random Breath Testing* Issue of TONs* Drink Driving* Traffic Accident and Breach** Traffic Control*
2. Investigating Procedures	Criminal Offence Report* Missing Person
3. Legal Processes	Summons* Warrants*
4. First Response Procedures	Fires                                 } Sudden Death                    } * Scenes of Crime                 }
5. Ethics and Accountability	Ethics and Accountability
6. Racial Discrimination Act and Equal Opportunities	Racial Discrimination Act and Equal Opportunities Legislation
7. Evidence	Court Room Procedures*
8. Domestic Violence	Domestic Violence*
9. Community Policing	Community Policing*

## **TOPICS**

## **UNITS (FIELD COMPETENCIES\*)**

10. Miscellaneous Acts

Noise Abatement\*  
Drug Misuse\*  
Vagrants, Gaming and Other  
Offences\*

11. Operational Procedures

Lost Property--Exhibits\*\*

Assessment of this module is by competency testing, tutorial, and examination.

### **(2) District Based Police Research Study**

This is an independent study based on a community operational policing topic selected by the first year Constable. The topic must be selected in consultation with the District Education and Training Officer by week 12, and the report submitted by week 36. It results in the submission of a written report of approximately 4000 words. The report should outline the planning and investigation stages of the community analysis, and recommendations for future action (Queensland Police Service 1991b).

Failure to attain a pass will result in resubmission; further failure leads to a referral to the Field Training Program Review Panel (Queensland Police Service 1991b).

## **APPENDIX F**

### **THE FIELD TRAINING COMPETENCIES**

# THE FIELD TRAINING COMPETENCIES

The competencies that must be demonstrated during the Field Training Program are divided into two categories, namely, mentor competencies and general training competencies.

## (1) Mentor Competencies<sup>1</sup>

- Patrol Activity
- Radio/Telephone Communications
- Activity Reports
- Official Notebooks
- Correspondence
- Police Computer System

## (2) General Training Competencies<sup>2</sup>

- Lost/Unclaimed Property
- Exhibits
- Traffic Offence Notice
- Random Breath Testing
- Section 16 Traffic Act
- Traffic Incidents
- Traffic Breaches
- Manual Traffic Control
- Criminal Offence Report
- Missing Person Report
- Court Briefs
- Summons
- Warrants
- First Response Procedures
- Court Room Procedure
- Noise Complaints
- Drugs--Possession
- Street Offences
- Domestic Violence
- Community Policing

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1 From Queensland Police Service (1991b).

2 From Queensland Police Service (1991b).

## **APPENDIX G**

### **THE PERFORMANCE REVIEW FORMS FOR THE FIELD TRAINING PROGRAM**

## **THE PERFORMANCE REVIEW FORMS FOR THE FIELD TRAINING PROGRAM**

- Field Training Officer Report (FTP: ASS-001)
- Administrative and Comprehensive Evaluation Reports (FTP: ASS-002)
- District Training Audit Report (FTP: ASS-003)
- Incident Report (FTP: ASS-004)
- Final Training Profile and Recommendation Report (FTP: ASS-005)

**FIELD TRAINING OFFICER REPORT**

CONSTABLE: \_\_\_\_\_ REG.NO.: \_\_\_\_\_

Please Print

REVIEW PERIOD:     /     /     TO     /     /     /

FACTORS		RATING
1.	PUNCTUALITY	
2.	APPEARANCE	
3.	INTEREST	
4.	KNOWLEDGE	
5.	WORK PERFORMANCE	
6.	CORRESPONDENCE	
7.	MANNER WITH PUBLIC	
8.	STAFF RELATIONS	
9.	COMMON SENSE	
10.	DEPENDABILITY	

COMPETENCY ASSESSMENTS UNDERTAKEN:

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COMMENT: \_\_\_\_\_

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\_\_\_\_\_  
(Signature Constable)

\_\_\_\_\_  
(Signature FTO)

Date:   /   /

\_\_\_\_\_  
(Station/Branch/Section)  
Date:   /   /



## INSTRUCTIONS

A. Please insert number in appropriate box using following rating scale:

- |                          |                                |
|--------------------------|--------------------------------|
| 1. Unacceptable Standard | 4. Above Average               |
| 2. Needs Improvement     | 5. Exceptional                 |
| 3. Average               | X. Unable to Assess or Comment |

B. Ensure assessment is noted by First Year Constable concerned.

C. Submit completed form promptly to District Education and Training Officer for filing on First year Constable Training Record.

## EXPLANATORY NOTES FOR ASSESSORS

- |                        |  |
|------------------------|--|
| 1. PUNCTUALITY:        | How punctual is the officer in reporting for duty and keeping appointment.   |
| 2. APPEARANCE:         | The impression the officer would make on the average citizen. compliance with Service Code of Dress.                             |
| 3. INTEREST:           | The interest displayed by the officer in his/her approach to work and demonstrated initiative.                                   |
| 4. KNOWLEDGE:          | The officer's knowledge and demonstrated understanding of law, duties and procedures.  |
| 5. WORK PERFORMANCE:   | How efficient and effective the officer is in the performance of delegated duties.   |
| 6. CORRESPONDENCE:     | The officer's ability to comprehend and process reports accurately.  |
| 7. MANNER WITH PUBLIC: | The officer's ability to communicate and liaise with all levels of the public including when exposed to adverse situations.      |
| 8. STAFF RELATIONS:    | The officer's ability to enjoy cordial working relations with superiors, peers and associated support staff.                     |
| 9. COMMON SENSE:       | The ability of the officer to appreciate situations and use common sense to make informed value judgements or determine actions. |
| 10. DEPENDABILITY:     | The officer's ability to be relied upon in the actioning of his duties.  |

FREQUENCY: To be completed when:

- (1) FTO worked a single shift with a First Year Constable;
- (2) FTO worked a series of shifts with a First Year Constable and 7 shifts are the maximum before a report is due.

DISTRIBUTION: DETO

# ADMINISTRATIVE AND COMPREHENSIVE EVALUATION REPORTS

CONSTABLE: \_\_\_\_\_ REG.NO.: \_\_\_\_\_

Please Print

PROGRESSION GATE REPORT: WK 8 ☐ WK 26 ☐ WK 45 ☐

ADMINISTRATIVE REVIEW PERIOD: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_ TO \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_

COMPREHENSIVE EVALUATION REVIEW PERIOD: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_ TO \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_

## PART A

		RATING AND COMMENT	
FACTORS		ADMINISTRATIVE	COMPREHENSIVE
1.	PUNCTUALITY		
2.	APPEARANCE		
3.	INTEREST		
4.	KNOWLEDGE		
5.	WORK PERFORMANCE		
6.	CORRESPONDENCE		
7.	MANNER WITH PUBLIC		
8.	STAFF RELATIONS		
9.	COMMON SENSE		
10.	DEPENDABILITY		

COMMENT: \_\_\_\_\_

## PART B

COMPETENCIES ASSESSED		COMMENT
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		

**PART C**

GENERAL FACTORS	COMMENTS
Good Work Performed	
Progress in Training	
Dates Counselling and Reasons	
RECOMMENDATIONS	

**PART D**

OVERALL RATING		Assessed by ---- FTOs
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**PART E**

Comment on Assessment and Self-Evaluation on Training Progress by First Year Constable:

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\_\_\_\_\_  
(Signature DETO)

\_\_\_\_\_  
(Signature FYC)

\_\_\_\_\_  
(Print Name, Rank, Reg.No.)

\_\_\_\_\_  
(Print Name, Rank, Reg.No.)

\_\_\_\_\_  
(Station)

\_\_\_\_\_  
(Station)

**INSTRUCTIONS** (Note: The Comprehensive Evaluation Review is by the DETO in an interview situation with the First Year Constable)

**PART A.** Please insert number in appropriate box using the following rating scale:

- |                          |                                |
|--------------------------|--------------------------------|
| 1. Unacceptable Standard | 4. Above Average               |
| 2. Needs Improvement     | 5. Exceptional                 |
| 3. Average               | X. Unable to Assess or Comment |

**PART B.** Please identify all competencies tested in each of the Review Periods and make general comment on standards.

**PART C.** General comments are to be made on the matters identified.

**PART D.** An overall rating utilising the identified rating scale is to be made. Please identify the number of assessing Field Training Officers for this general review period.

**PART E.** Ensure assessment is noted by the First Year Constable concerned.

**SUBMISSION**

Completed form is to be filed with First Year Constable's Training Record at District level.

Details to be included on District Training Audit Report.

REVIEW PERIOD:     /     /     TO     /     /

[illegible]

COMMENT: \_\_\_\_\_

Date:     /     /

RETC  
Training Standards Unit, Brisbane

## INCIDENT REPORT

FTP:ASS-004

(Report to be typed)

CONSTABLE (FYC): \_\_\_\_\_ REG.NO.: \_\_\_\_\_

DATE OF INCIDENT:     /     /     STATION: \_\_\_\_\_

*This report is to be used to record:*

1. Good work performed by a First Year Constable; OR
2. Training matters of an adverse nature which cannot be addressed by general supervisory function.

### PART A

INCIDENT COMMENTS:

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*(Include copies of relevant official reports, newspaper cuttings or other details associated with incident)*

\_\_\_\_\_  
(Signature)

\_\_\_\_\_  
(Station)

DATE:     /     /

### PART B

COMMENT ON INCIDENT REPORT BY FIRST YEAR CONSTABLE:

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\_\_\_\_\_  
(Signature)

\_\_\_\_\_  
(Station)

DATE:     /     /

### SUBMISSION:

1. Completed form is to be filed with First Year Constable's Training Record at District level.
2. Details to be recorded on District Training Audit Report.

*Incident Report may be completed by a Field Training Officer, District Education and Training Officer or other serving officer wishing to address matters concerning a First Year Constable.*

# FINAL TRAINING PROFILE AND RECOMMENDATION REPORT

FTP:ASS-005

(Report to be typed)

DISTRICT: \_\_\_\_\_ REGION: \_\_\_\_\_ DATE: / /

CONSTABLE: \_\_\_\_\_ REG.NO.: \_\_\_\_\_

REVIEW PERIOD: / / TO / /

## PART A

	FACTORS	RATING	COMMENT
1.	PUNCTUALITY		
2.	APPEARANCE		
3.	INTEREST		
4.	KNOWLEDGE		
5.	WORK PERFORMANCE		
6.	CORRESPONDENCE		
7.	MANNER WITH PUBLIC		
8.	STAFF RELATIONS		
9.	COMMON SENSE		
10.	DEPENDABILITY		

COMMENT: \_\_\_\_\_

## PART B

All specified competencies achieved YES / NO. If no, comment: \_\_\_\_\_

Were any specified competencies assessed during Training Days YES / NO. If yes, comment: \_\_\_\_\_

	ADDITIONAL COMPETENCIES	COMMENT
1.		
2.		
3.		
4.		
5.		
6.		

**PART C**

GENERAL FACTORS	COMMENTS
Good Work Performed	
Progress in Training	
Dates Counselling and Reasons	
RECOMMENDATIONS	

**APPOINTMENT RECOMMENDATION:** (as nominated by Regional Assistant Commissioner)

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\_\_\_\_\_  
(Signature/Type name)

\_\_\_\_\_  
(Position, Rank, No.)

DATE: / /

**PART D**

Comment on Assessment and Self-Evaluation on Training Progress by First Year Constable:

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\_\_\_\_\_  
(Signature FYC)

\_\_\_\_\_  
(Station)

Date: / /

**INSTRUCTIONS**

**PART A.** Please insert number in appropriate box using following rating scale:

- |                          |                                |
|--------------------------|--------------------------------|
| 1. Unacceptable Standard | 4. Above Average               |
| 2. Needs Improvement     | 5. Exceptional                 |
| 3. Average               | X. Unable to Assess or Comment |

**PART B.** General comments are to be made on the matters identified.

**PART C.** Comments in keeping with this being a summary and Final Report. Appointment Recommendations by person nominated by Regional ?

**PART D.** Ensure assessment is noted by First Year Constable concerned.

**SUBMISSION**

Completed form attached to the First Year Constable's Training Record at District level AND the file is forwarded to:

1. Superintendent of Education and Training, Queensland Police Academy, Oxley, Brisbane with full training file and competency folio register.
2. Copy of Final Training Profile and Recommendation Report is to be forwarded to Training Standards Unit, Brisbane, for information.

## **APPENDIX H**

### **THE PERFORMANCE PLANNING AND ASSESSMENT FORM**



# QUEENSLAND POLICE SERVICE

## PERFORMANCE PLANNING AND ASSESSMENT

**Confidential****PART 1**

Full Name: .....

Rank/Classification: ..... Registered Number: .....

Station: ..... District: .....

Period of Assessment: ...../...../..... to ...../...../..... Date of Last Assessment: ...../...../.....

Reason for Assessment:

Six Monthly Assessment

☐

Probation

☐

Other

☐

THIS ASSESSMENT IS TO BE COMPLETED IN DUPLICATE: (Typewritten or neatly printed)

1. Original to be kept by subject officer.
2. The copy is retained by the supervisor and filed on the subject officer's personal batch at Divisional level on completion.

Complete Part 2 at interview between subject officer and supervisor at beginning of assessment period.  
 Complete Part 3 at end of assessment period.

Part 4 may be completed by subject officer prior to, during or after performance interview.

Parts 5-7 to be completed after assessment interview.

Information from Parts 1 and 5 will be entered on the Personnel Records computer system.  
 Information from Parts 4 (b) and (c) will be entered into a Training Needs data base.

Overall Assessment

☐

Overall assessment is to take into account information contained in Parts 2 to 5 inclusive.

Upgrading recommendation: Suitable now

Needs further development/  
experience
☐  
☐

Promotion Recommendation: Suitable now

Needs further development/  
experience
☐  
☐

Formal Review Requested: Mark box if requested.

☐

Upheld

Dismissed

☐  
☐

Summary of Rating Scale (Part 3): (See page 6 for more explanation.)

1. Unsatisfactory—unlikely to respond to further development.
2. Did not meet satisfactory requirements—requires further development/experience.
3. Carried out responsibilities competently.
4. Results exceeded those set.
5. Exceptional results achieved on this principal responsibility.

Additional information is outlined on page 6 concerning assessments of members on probation.

(See page 6 for more explanation on completing this page.).

Date: ...../...../.....

[illegible]

Signature of Subject Officer .

**Signature of Supervising Officer**

**PART 3. PERFORMANCE ASSESSMENT**

(See page 6 for more explanation on completing this page.).

Date: ...../...../.....

**ACTUAL ACHIEVEMENTS** (Provide narrative of achievement on which overall assessment is based. Include strengths and need for improvement.)

**ASSESSMENT**

.....  
Signature of Supervising Officer

\*Ensure correspondence between statements in parts 2 and 3.

#### PART 4. SELF ASSESSMENT AND CAREER PLANNING

What action have you taken during the last 6 months to enable you to perform your current duties better?

.....  
.....

What additional or alternate duties would you like to perform in 6 months time?

.....  
.....  
.....

#### CURRENT PERFORMANCE

What duties did you perform in the last 6 months that are not outlined in your position description?  
(Indicate how regularly those duties were performed. Where there are additional principal responsibilities add these to part 2, page 2.)

.....  
.....  
.....

How do you rate your current job skills in relation to the requirements of your position?

(a) Strengths:.....

.....  
.....  
.....

(b) I would like further development in the following areas:

.....  
.....  
.....

(c) List here additional training courses, seminars, conferences you would like to attend that would benefit both yourself and the Department in the performance of your duties.

.....  
.....

General Comment: (This can include any current community involvement, assistance you require from the Department, or any other information you wish to convey.)

.....  
.....  
.....

.....  
Signature of Subject Officer

.....  
Date

PART 4 MAY BE COMPLETED PRIOR TO, DURING OR AFTER, ASSESSMENT INTERVIEW AT CHOICE OF SUBJECT OFFICER.

**PART 5. SUPERVISOR'S OVERALL COMMENT**

Provide a brief statement of the subject's overall performance, where the subject performs particularly well, and where he/she excels or needs further development.

.....

.....

.....

.....

.....

What types of duties is the officer best suited to performing? Explain your answer.

.....

.....

General Comment: (This can include any comment in relation to any factors that may be influencing the subject officer's work performance.)

.....

.....

Supervising Officer	.....	.....	.....	.....
	Name/Signature	Rank	Number	Date

**PART 6. To be completed by the Subject Officer**

If desired a short comment may be made regarding your performance assessment. Note: This does not take the place of a formal review, however, if you want a formal review you should indicate that accordingly.

.....

.....

.....

Mark box if you wish a formal review with your overseeing officer.

☐

.....	.....
Signature of Subject Officer	Date

(To be forwarded to your overseeing officer via your supervising officer.)

**PART 7. To be completed by the Overseeing Officer**

Are you satisfied that the assessment in parts 2 and 5 is both comprehensive and fair?

.....

.....

.....

If this assessment report has been furnished due to the transfer of the subject officer indicate the reason for the transfer.

.....

Indicate here your requirements for counselling of either subject officer or supervisor and further review prior to the next formal assessment interview date.

.....

.....

Overseeing Officer	.....	.....	.....	.....
	Name/Signature	Rank	Number	Date

## FURTHER EXPLANATION FOR PART 2

Principal responsibilities should include the 4-8 key areas of responsibility or groups of duties, e.g. patrolling, investigating offences, supervision of section, community awareness programs, etc. Ensure wherever possible, crime prevention directed activity, e.g. establish and maintain links with community groups.

Include at least one development/improvement responsibility, either individual or system, e.g. increase patrolling time by greater efficiency in handling paper work.

(Add additional pages where necessary to reflect changes and additions to plans.)

## FURTHER EXPLANATION FOR PART 3

The 1-5 rating scale relates to each principal responsibility in turn, and is an assessment of how well the subject officer achieved the agreed to results for that responsibility.

If through no fault of the subject officer the results will not be achieved, and this is acknowledged by the supervisor at a time during the assessment period, an adjustment will be made to the responsibility and date of adjustment recorded in part 2.

### Guide to Rating Scale

1. **Unsatisfactory**—unlikely to respond to further development. A 1 rating indicated the subject officer has not achieved agreed to results through poor work performance. The supervisor has given feedback at regular intervals throughout the period. The subject officer has failed to respond. Formal review recommended with overseeing officer.
2. **Did not meet satisfactory requirements**—requires further development/experience. A 2 rating indicates the subject officer through lack of experience, skills, knowledge or effort required, has not achieved the agreed results. Reasons should be indicated in Part 3.
3. **Carried out responsibilities competently**. A 3 rating indicates the subject officer in achieving the results agreed was challenged by them and met them for that principal responsibility.
4. **Results exceeded those set**. A 4 rating indicates the subject officer set challenging results to be achieved, yet went beyond them in both quality and quantity, indicating better planning and resource utilization.
5. **Exceptional results achieved on this principal responsibility**. A rating 5 indicates the subject officer has far exceeded the requirements set for this responsibility. This would indicate achieving outstanding results through innovation, planning and utilization of resources.

## OVERALL ASSESSMENT

The overall assessment to be recorded on page 1 is to take into account the information contained in parts 2, 3, 4, and 5. Assessments in part 3 are not to be averaged as this assumes each principal responsibility is given equal weighting. The overall assessment is a global rating.

The expectation is the most people will receive a '3' rating. It would be rare for people to receive a '5' rating. It is also expected that persons receiving a '1' rating would not get through a probationary period of a job.

## PROBATION RECOMMENDATION

(Mark appropriate box)

Confirmation after promotion or appointment  
Extended probation  
Rescind/terminate promotion or appointment  
No action, satisfactory service  
Training and development


## **APPENDIX I**

### **SURVEY INSTRUMENT AND SELECTED FREQUENCIES\*\***

This questionnaire was pilot-tested on the 11th of December 1991. It was administered at a single sitting before the recruits left the Police Academy to enter the Field Training Program. Three hundred and fifty recruits completed the questionnaire. From the results, certain problems with the instrument have been identified and will be rectified.

---

\*\* Percentages have been rounded, and therefore may not add up to exactly 100 per cent. Note that not all respondents answered every question; thus percentages are based on the number of those who responded to the question.

# **PART A** **CAREER CHOICE AND ASPIRATIONS**

First some questions about your career choice and plans.

**A1. As far as your career plans are concerned, what type of work do you want to be doing five years after completing your recruit training? (Please tick one)\***

Working "on the streets"	13%
Working in a specialist squad (eg. JAB, drugs, Task Force etc) (please specify)_____	66%
Working in administration	1%
Teaching at the Academy	4%
Left the Police Service	1%
Not decided	16%
Other (please specify) _____	

**A2. Would you be satisfied to remain a uniformed Police Officer for most of your career?**

No	27%
Yes	46%
Not Sure	27%

**A3. Do you intend to undertake further university study in the next five years?**

No	(Go to question A4)	9%
Yes		91%

**If yes: what course?\***

Bachelor Degree in Justice Studies or Justice Administration	57%
Another type of Bachelor's Degree	36%
Associate Diploma or TAFE course	6%
Other (please specify) _____	

\* Some respondents selected more than one response, and hence percentages will add up to more than 100%.



**A4. How old were you when you decided to become a Police Officer? . . . . . Years**

**A5. Thinking back to when you made your decision to become a police officer, how important was each of the following to you? Please answer by circling the appropriate number.**

	Very important	Somewhat important	Not very important	Not at all important
An interest in law.	28%	47%	23%	2%
An interest in police work.	73%	26%	1%	—
To have a position of authority.	10%	39%	39%	12%
To serve the community.	51%	45%	4%	0.3%
To work with people.	65%	33%	2%	0.3%
As a step towards a career in another profession.	18%	20%	32%	30%
To help maintain individual liberties and civil rights.	22%	55%	20%	3%
To help combat organised crime.	27%	47%	20%	5%
To have a professional career.	54%	35%	10%	1%
To have job security.	70%	24%	5%	1%
To enjoy the prestige of being a police officer.	18%	36%	33%	13%
Failed to gain admission to another course.	1%	5%	12%	82%
Parents' wishes	1%	7%	18%	74%
Influence of my relatives, other than my parents.	1%	6%	18%	76%
Influence of a close family friend.	1%	9%	22%	68%
Influence of a teacher at school.	0.3%	1%	16%	83%
Influence of the careers adviser or vocational guidance officer.	1%	4%	16%	79%
Admiration for person(s) in the Police Service.	21%	37%	19%	23%

<b>PART B</b> <b>THE EDUCATION/TRAINING COURSE</b>
---

Next, there are some questions about your experience of the year-long Certificate Course.

**B1a.** Below are some features of your university studies. How relevant do you think each of them will be to your future job as a Police Officer? Please indicate the relevance by circling the appropriate number.

	Very relevant	Relevant	Not sure	Irrelevant	Very irrelevant
Contact with other students.	21%	50%	11%	14%	4%
Learning about the role of police in society.	45%	48%	4%	2%	1%
Learning about criminal justice theories.	25%	52%	17%	6%	0.3%
Learning about the law.	76%	20%	1%	1%	1%
Learning about ethics and professionalism.	32%	54%	9%	4%	1%
Learning about others in society.	42%	47%	9%	3%	0.3%

**B1b.** Below are some features of your Academy training. How relevant do you think each of them will be to your future job as a Police Officer? Please indicate the relevance by circling the appropriate number.

	Very relevant	Relevant	Not sure	Irrelevant	Very irrelevant
Station duty.	92%	7%	1%	0.3%	—
Learning about the role of police in society.	50%	49%	2%	—	—
Learning about the causes of crime.	53%	41%	4%	2%	0.3%
Learning about the law.	90%	9%	1%	—	—
Weapons training.	78%	20%	1%	—	—
Physical Fitness.	69%	28%	3%	—	—
Learning about management theories.	5%	37%	27%	22%	9%
Learning communication skills relevant to policing.	60%	35%	5%	1%	—

- B2. Listed below are some questions about how well the Certificate Course prepared you for your year-long Field Training Program. Please indicate your response by circling the appropriate number.

	Very well prepared	Well prepared	Not sure	Not well prepared	Not very well prepared at all
How well do you think the Academy semester prepared you for your field training?	2%	31%	45%	20%	2%
How well do you think the university semester prepared you for your field training?	—	5%	24%	43%	27%
Overall, how prepared do you think you are for your field training?	1%	25%	50%	21%	2%

- B3a. You have had numerous new experiences this year while studying the Certificate Course. For you, what was the best aspect of the university semester?

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- B3b. Thinking of the Academy, what was the best aspect of your time there?

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- B4. Are there some aspects of the Certificate Course that you would like to change?

No

13%

Yes

87%



If yes:

What would be the one feature that you would change in the university semester?

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In the Academy semester, what would be the one feature that you would change?

---



---

**B5. Listed below are statements which may describe your experiences with staff teaching the Certificate Course. Please indicate your general experience by circling the appropriate number.**

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
Most of the <u>university</u> staff are available at nearly all times.	6%	47%	13%	31%	5%
Most of the <u>academy</u> staff are available at nearly all times.	22%	62%	4%	11%	1%
Most of the <u>university</u> staff are willing to help me when I have problems.	13%	59%	18%	9%	2%
Most of the <u>academy</u> staff are willing to help me when I have problems.	38%	53%	5%	4%	1%

**B6a. Listed below are some methods of learning that may have been used in the University semester. How useful have you found these methods? Please circle the appropriate number.**

	Very useful	Useful	Not sure	Useless	Very useless
Lectures	12%	59%	11%	16%	2%
Tutorials	34%	48%	8%	9%	1%
Private study	32%	50%	13%	5%	1%
Discussions with other students	31%	57%	10%	3%	0.3%
Discussions with staff out of class hours	27%	44%	22%	6%	2%
Role playing	29%	36%	21%	11%	3%

**B6b. At the Academy, you may have been involved in the following. How useful have you found these methods of learning? Please circle the appropriate number.**

	Very useful	Useful	Not sure	Useless	Very useless
Lectures	40%	52%	4%	4%	0.3%
Tutorials	42%	41%	10%	7%	1%
Private study	42%	48%	8%	2%	—
Discussions with other recruits	38%	55%	5%	1%	1%
Discussions with staff out of class hours	44%	44%	9%	2%	1%
Role playing	43%	42%	10%	5%	1%
Physical fitness sessions	51%	41%	4%	3%	0.3%
Skills practices	80%	18%	1%	1%	—
Station duty	86%	14%	0.3%	0.3%	—

**B7. Since the beginning of the year, have you ever considered withdrawing from the Certificate Course? (Please tick one)**

Never (Go to question B8) 66%

Frequently 2%

Occasionally 32%

**How seriously?**

Very seriously 6%

Somewhat seriously 12%

Not seriously at all 15%

**B8. Has the Certificate Course increased, made no difference to, or lessened your desire to become a Police Officer?**

Increased 43%

No difference 49%

Lessened 8%

**B9. At this stage, how satisfied do you feel about your chosen career as a Police Officer?**

Very Satisfied 59%

Satisfied 37%

Indifferent 3%

Dissatisfied 1%

Very Dissatisfied ---

**B10.** Listed below are some statements about reactions you might expect from other Police Officers during your Field Training Program. Do you agree or disagree with each of them? Please circle the appropriate number.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
I expect police officers other than those on Field Training to:					
treat me in the same way as previous recruits.	22%	47%	22%	9%	1%
be jealous of what I've learnt.	1%	7%	22%	43%	27%
see no practical value in what I've learnt.	7%	35%	31%	20%	6%
be interested in what I've learnt.	12%	55%	25%	8%	1%

**B11.** In the first semester at the University, did you make any close personal friends outside the police recruits?

No	76%
Yes	24%

## PART C ISSUES

Now, here are questions which deal with some current issues.

**C1. Do you agree or disagree with each of the following statements? Please circle the appropriate.**

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
I like people to be definite about things.	27%	69%	4%	1%	—
Honesty is the best policy in all cases.	34%	45%	13%	8%	—
When you come right down to it, it's human nature never to do anything without an eye to one's own profit.	2%	21%	24%	42%	11%
If both husband and wife work, they should share equally in the housework and children.	41%	48%	7%	4%	1%
The smoking of marijuana should NOT be a criminal offence.	8%	17%	29%	26%	20%
The trend towards a permissive society has gone too far.	5%	20%	50%	25%	0.3%
I never have any trouble making up my mind about important decisions.	7%	49%	16%	26%	2%
Abortion should never be permitted.	8%	5%	20%	39%	29%
There should be satisfactory child care facilities so that women can take jobs outside the home.	27%	57%	12%	4%	0.3%
Most people who don't get ahead just don't have enough will power.	6%	28%	23%	39%	5%
I don't like to work on a problem unless there is a good possibility of coming out with a clear-cut or unambiguous answer.	2%	19%	21%	52%	7%
It is hard to get ahead without cutting some corners here and there.	1%	18%	21%	52%	7%
One of the main reasons for poverty is that in every society some people have to be on the bottom and some on the top.	1%	26%	20%	39%	14%
It is annoying to listen to a lecturer who seems unable to make up his/her mind about what she/he really believes.	32%	43%	10%	13%	2%

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
Most of the unemployed just don't want to work.	3%	12%	17%	55%	13%
I don't have much inclination to get to know people who hold views that are completely contrary to my own.	0.3%	7%	10%	66%	17%
One should take action only when it is pretty certain that it is morally right to do so.	4%	47%	27%	20%	1%
Our laws give too much protection to criminals.	16%	51%	20%	12%	1%
It is a good rule to accept nothing as certain or proved.	13%	58%	21%	8%	1%
People can be trusted.	5%	41%	22%	27%	6%
A woman who works in a paid job can be just as good a mother as one who does not.	31%	49%	12%	7%	1%
In our country, the sentences handed out to criminals are usually too light.	29%	51%	16%	4%	0.3%
It is better for the family if the husband is the principal breadwinner outside the home and the wife has primary responsibility for the home and children.	6%	10%	17%	43%	25%
There should be stricter controls on pornographic material.	17%	37%	26%	17%	3%
There should be stricter laws against homosexuality.	6%	24%	38%	28%	4%
A few strong leaders could make this country better than all the laws and talk.	16%	20%	26%	28%	10%
Ideally, there should be as many women as men in important positions in government and business.	17%	48%	23%	10%	2%
There is seldom any excuse for lying to someone else.	14%	53%	18%	15%	0.3%
Given the same opportunities Aboriginal children will do as well at school as non-Aboriginal children.	13%	48%	24%	14%	2%
I have nothing against Aboriginal people but can never see myself being really friendly with one.	1%	8%	10%	52%	29%



	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
Aboriginal people expect to get more out of life for nothing than non-Aboriginal people.	6%	25%	29%	29%	11%
Restrictions should be placed on Aboriginal people to protect them from their own lack of responsibility.	2%	11%	23%	50%	14%
Manual labour and unskilled jobs seem to fit the Aboriginal.	1%	8%	20%	49%	21%
When all is said and done, Aboriginal people probably prefer not to mix with non-Aboriginal people.	4%	37%	31%	21%	8%

**PART D**  
**HYPOTHETICAL**

**D1.** Outlined below is a hypothetical situation. How would you resolve it? Remember that there are no right or wrong answers - we are interested in *your* views.

- A.** A woman was near death from a special kind of cancer. There was one drug the doctors thought might save her. It was a form of radium that had recently developed. The drug was expensive to make, and chemists were charging ten times the wholesale price. It cost \$5,000 for a small dose of the drug. The sick woman's husband, Henry, went to everyone he knew to borrow the money, but he could only get together about \$2,500, which is half of what it cost. He told the chemist that his wife was dying, and asked the chemist to sell it cheaper or let him pay later. But the chemist said NO. So Henry gets desperate and considers breaking into the chemist's store to steal the drug for his wife.

Should Henry steal the drug?

No	<b>47%</b>
Yes	<b>47%</b>
[Undecided]	6%

Why or why not?

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- B.** Henry stole the drug. Subsequently, he is arrested and brought to court, and a jury is selected. The jury's job is to find whether a person is innocent or guilty of committing a crime. The jury finds Henry guilty. It is up to the judge to determine the sentence. Should the judge give Henry some sentence, or should he/she suspend the sentence and let Henry go free?

Should the judge:

Impose a sentence	<b>35%</b>
Suspend the sentence	<b>64%</b>
[Undecided]	1%

Why?

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# PART E BIOGRAPHICAL DETAILS

In this final section, a few questions about you.

E1. What is your date of birth?

\_\_\_\_ / \_\_\_\_ / \_\_\_\_  
Day      Month      Year

E2. Sex

Male 73%

Female 27%

E3. What is your marital status?

Not Married 75%

Married/Defacto 25%

E4. Do you have children?

No (Go to question E5) 88%

Yes 12%

*If yes, how many?*      -----

E5. What is your educational background?

Some secondary education 6%

Completed secondary school 51%

Completed other post-secondary diploma, TAFE  
certificate or trade qualification 16%

Attended university, no degree 22%

Completed university degree 5%

E6. Please write the full name of the school which you attended in your final year of secondary education:

Name of School      -----

**E7. Which university did you attend in first semester?**

Queensland University of Technology 49%

Griffith University 51%

**E8. Before you started this course, where was your usual home located?**

In a capital city 44%

In a major city 30%

In a country area 26%

**E9. With whom do you currently live?#**

Parents 30%

Partner 22%

Other relatives 5%

Friends 15%

Self 5%

At the Academy 22%

Other (please specify)

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# Some respondents selected more than one, and hence percentages will add up to more than 100%.

E10. Did you work before joining the Police Service as a recruit?

No	(Go to question E11)	<b>24%</b>
Yes		<b>76%</b>



***If yes:*** Below are some categories of income. Please indicate the category of your income last year before tax. (If you are not sure, please estimate).

Nil	<b>1%</b>
\$0-\$9,000	<b>16%</b>
\$9,001-\$18,000	<b>19%</b>
\$18,001-\$25,000	<b>25%</b>
\$25,001-\$35,000	<b>13%</b>
\$35,001-\$50,000	<b>3%</b>
\$50,001-\$80,000	<b>—</b>
Over \$80,000	<b>—</b>

E11. What is the employment status of your parents? Please tick the relevant response in the appropriate column.

	Father	Mother
Fully employed and not yet retired	<b>71%</b>	<b>45%</b>
Employed part-time	<b>4%</b>	<b>22%</b>
Home duties	<b>0.3%</b>	<b>18%</b>
Unemployed	<b>1%</b>	<b>0.3%</b>
Retired	<b>12%</b>	<b>13%</b>
Incapacitated	<b>3%</b>	<b>1%</b>
Not living	<b>7%</b>	<b>1%</b>
[Not sure]	<b>1%</b>	<b>1%</b>

E12. What is the educational background of your parents? Please tick the relevant response in the appropriate column.

	Father	Mother
No formal education	<input type="checkbox"/> 2%	<input type="checkbox"/> 2%
Partial/completed primary school	<input type="checkbox"/> 16%	<input type="checkbox"/> 13%
Some secondary education	<input type="checkbox"/> 25%	<input type="checkbox"/> 34%
Completed secondary school	<input type="checkbox"/> 22%	<input type="checkbox"/> 27%
Completed other post-secondary diploma, TAFE certificate or trade qualification	<input type="checkbox"/> 16%	<input type="checkbox"/> 12%
Attended university, no degree	<input type="checkbox"/> 3%	<input type="checkbox"/> 2%
Completed university degree	<input type="checkbox"/> 15%	<input type="checkbox"/> 10%
[Not sure]	1%	1%

E13. Below are some categories of income. Please tick the category of the joint income of your parents last year before tax. (If you are unsure, please estimate).

Nil	<input type="checkbox"/> 1%
\$0-\$9,000	<input type="checkbox"/> 3%
\$9,001-\$18,000	<input type="checkbox"/> 7%
\$18,001-\$25,000	<input type="checkbox"/> 13%
\$25,001-\$35,000	<input type="checkbox"/> 16%
\$35,001-\$50,000	<input type="checkbox"/> 22%
\$50,001-\$80,000	<input type="checkbox"/> 23%
Over \$80,000	<input type="checkbox"/> 10%
[Not known]	0.3%
[Not applicable]	5%

E14a. Describe the present or last main occupation of your father. Please be as precise and detailed as possible.

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E14b. Describe the present or last main occupation of your mother. Please be as precise and detailed as possible.

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THIS IS THE END OF THE QUESTIONNAIRE.

THANK YOU AGAIN FOR YOUR CO-OPERATION.

## **APPENDIX J**

### **QUEENSLAND POLICE ACADEMY: PROGRAM EVALUATION SEMESTER II, 1991**





## QUEENSLAND POLICE ACADEMY

### PROGRAM EVALUATION - SEMESTER TWO 1991

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#### RECRUIT SURVEY

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The first year of the new Queensland Police Recruit Program has now been completed. In order to ensure that the best possible program is provided for recruits, we would like to gain your perceptions of the implementation of the second-semester program at the Academy. Both Griffith University and the Queensland University of Technology conducted evaluations of their respective courses at the end of semester 1.

THIS EVALUATION REFERS SPECIFICALLY TO THE PROGRAM OFFERED AT THE QUEENSLAND POLICE ACADEMY DURING SEMESTER TWO, 1991.

Questions in this evaluation will relate to:

- . program content, organisation and delivery;
- . assessment;
- . resources; and
- . general Academy climate.

Would you please assist us by completing the attached questionnaire. We value your feedback and believe that, through your personal involvement in the course, you will be able to comment constructively on the overall nature and implementation of the program.

*Maureen Baillie*

MAUREEN BAILLIE  
Curriculum Evaluator

PLEASE RESPOND TO THE FOLLOWING QUESTIONS BY MARKING THE RATING SCALE TO INDICATE YOUR PERCEPTIONS AND/OR BY WRITING COMMENTS IN THE SPACES PROVIDED.

---

#### OVERALL PROGRAM

1. You are about to begin your first year of policing, with support to be provided through the field-based training program. How well has the overall semester-two program at the Academy prepared you for this role?

very well	1	2	3	4	5	inadequately
prepared						prepared

Please comment on your reasons for selecting this rating.

2. The new Queensland Police Recruit Program is based on an approach which encourages reflective thinking, problem solving and action learning, integrated with the development of operational policing skills.

How compatible is this approach with the current second-semester program content, organisation and delivery?

very compatible	1	2	3	4	5	not at all
						compatible

Please comment on your reasons for selecting this rating.

3. How well have you been able to establish relationships (develop linkages) between the various Units studied during semester 2?

very well      1      2      3      4      5      not at all

Give reasons for your rating and if possible suggest strategies for developing stronger relationships.

4. Have the Units of the second-semester program at the Academy been treated with sufficient depth to enable you to begin your first year as a Constable confidently?

Yes/No

If NO, give reasons for your response.

5. Are there aspects of the content, structure, organisation and/or delivery of the second-semester program at the Academy that you would like to see modified?

Yes/No

If YES, what aspects should be modified, why should they be modified and how would you suggest they be modified?

6. Are there elements in the second-semester program at the Academy that you consider irrelevant or best placed elsewhere in the first-year program, or even in the overall police education and training program?

Yes/No

If YES, specify the elements and give reasons for your suggestions.

7. Are there elements which you consider essential for first year constables that have not been included in either the first or second semesters of the Police Recruit Program?

Yes/No

If YES, specify the elements and give reasons for your suggestions.

8. What do you consider have been the most positive aspects of the second semester program at the Academy? (You may like to comment on aspects of the content, organisation, delivery, climate, ...)

9. What do you think have been the most negative aspects and/or the greatest difficulties?

#### STAFF/RECRUIT RELATIONSHIPS

10. How accessible to recruits have staff generally been with respect to:

(a) availability:

generally accessible  
when not lecturing

very rarely  
available

1                      2                      3                      4                      5

(b) open communication:

effective interaction  
encouraged

open communication  
not encouraged

1                      2                      3                      4                      5

11. How well have equity issues (e.g. ability, gender, values) been addressed during semester 2?

very well  
addressed

poorly  
addressed

1                      2                      3                      4                      5

## ASSESSMENT PRACTICES

12. How would you rate semester-two assessment practices at the Academy with respect to:

(a) relevance to Unit content:

very relevant	1	2	3	4	5	not at all relevant
---------------	---	---	---	---	---	---------------------

(b) comparability within Units:

equitable	1	2	3	4	5	inequitable
-----------	---	---	---	---	---	-------------

(c) comparability across Units:

equitable	1	2	3	4	5	inequitable
-----------	---	---	---	---	---	-------------

(d) variety of assessment strategies within Units:

good variety	1	2	3	4	5	l i t t l e variety
--------------	---	---	---	---	---	---------------------

(e) quality of assessment items generally:

good quality	1	2	3	4	5	poor quality
--------------	---	---	---	---	---	--------------

(f) balance of timing with respect to due dates for submission:

good balance	1	2	3	4	5	poor balance
--------------	---	---	---	---	---	--------------

Please provide additional comment, if desired, on any of the above ratings.

## RESOURCES

13. How appropriate to the breadth and demands of program content were the available library resources of the Academy?

very appropriate      1      2      3      4      5      inappropriate

Please comment on any perceived discrepancies in provision of these resources.

14. How adequate were the material resources of the Academy for the needs of the total semester-two recruit group? (e.g. , available space for various activities, range of equipment, extent of library resources, ...)

very adequate          1          2          3          4          5          inadequate



## **APPENDIX K**

### **RECOMMENDED CHANGES TO THE PILOT SURVEY INSTRUMENT**

## RECOMMENDED CHANGES TO THE PILOT SURVEY INSTRUMENT

From the results, certain problems have been identified and the following changes are recommended.

1. Directions in some questions need to be expanded; for example, questions B3a, B3b, and B4 should contain the direction *"If none, please write 'NIL'"*.
2. In Part A, there should be a question asking how likely it is that the respondents will serve at least 20 years in the Police Service.
3. Add the category *"Complete studies already started before joining the Police Service"* to question A3.
4. Split question A4 into two parts; the first asking when the recruits first thought of becoming a Police Officer, and the second asking when they finally decided to become a Police Officer.
5. Question A5 should also be split into two parts--one dealing with 'considerations', and the other with people.
6. Three more types of questions need to be included in Part B--first, a question asking for the respondents to rate the university semester, the academy semester, and the whole Certificate Course; second a question aimed at assessing the recruits' expectations of the course; and third, questions about how useful the respondents think education is to their careers as Police Officers.
7. The word *"think"* needs to be emphasised in question B2.
8. Add *"not applicable"* boxes to questions B6a and B6b.
9. Add an extra category of *"seriously"* to the second part of question B7.
10. Use *"some other Police Officers"* in question B10, instead of *"other Police Officers"*.
11. Add another part to question B11: *"Thinking of your five closest friends, how many are also police recruits? .....* All five  
Four  
Three  
Two  
One  
None"
12. The number of attitudinal items in part C need to be reduced.

13. Part D's hypothetical should be dropped from the questionnaire. The method of administration proved to be inappropriate for the type of detail required for analysis.
14. The wording of question E5 should be changed to: "*What is your highest level of education (excluding the Certificate Course)?*".
15. Question E6 should be split into two parts--the first part asking the type of school (that is, Private/State etc.) and the second asking where the school was located.
16. In question E9, two more categories need to be added: *child(ren)* and *others not previously known*.
17. Question E10 needs to be divided into three sections: the first asks if the recruits joined the Police Service straight from school; those who did not, then answer the next section as to whether they worked before joining. The final section, for those who did work, lists categories of income.
18. Add the category "*not known*" to questions E11 and E12.
19. E13 should include a phrase along the lines of "*income of your parent(s), or the parent with whom you currently or last lived*". A category of "*not applicable*" should also be added.
20. Change the wording in questions E14a and E14b to: "*a. When you were 14 years old, what kind of work did your father/mother do? What was his/her main occupation? b. What kind of business or industry was that in?*".

## **APPENDIX L**

### **SUMMARY REPORT #1, FEBRUARY 1992**



## CRIMINAL JUSTICE COMMISSION

# QUEENSLAND POLICE RECRUIT STUDY

## SUMMARY REPORT #1

February 1992

Christine Bond and David Gow

### 1. INTRODUCTION

In December 1991, a survey of Queensland Police Recruits was conducted by the Criminal Justice Commission as part of an evaluation of the new Certificate Course. A questionnaire was administered to the first group of recruits to complete the new training course. The major findings of the survey are summarised in this initial report.\*\*

Of the 368 graduating recruits, a total of 350 recruits responded. They identified themselves as 94 females, and 251 males (5 non-responses); 168 attended Queensland University of Technology, and 175 attended Griffith University (7 non-responses).

### 2. DEMOGRAPHIC PROFILE

A demographic profile of the first (1991) intake of recruits is presented in Table 1. This indicates that over a quarter (27%) of the class are female, the large majority of the recruits (80%) are 25 years of age or less, that a large proportion (75%) are single, that around half (51%) have a highest educational qualification of Senior, and that about three-quarters (76%) have worked prior to joining the Police Service as a recruit.

Therefore, the class of '91 was predominately male, relatively young, with prior experience in the workforce.

\*\* Percentages have been rounded, and therefore may not add up to exactly 100%. Remember that not all respondents answered every question; thus percentages are based on the number of those who responded to the question.

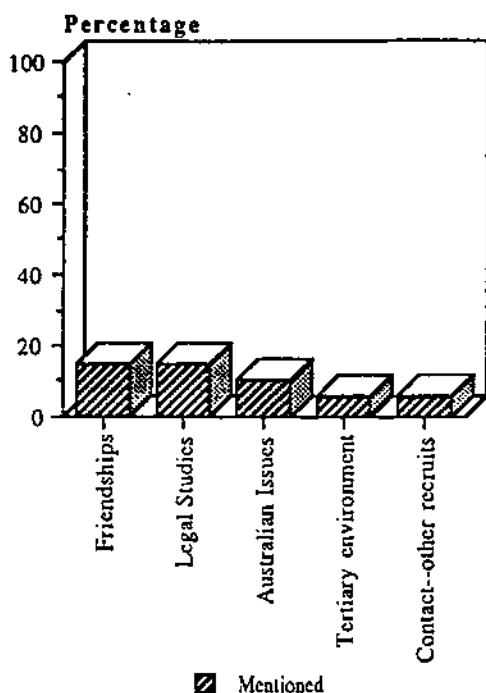
### 3. REASONS FOR JOINING

Respondents were asked to rate a series of possible influences on their decision to join the Police Service. Most of the recruits reported similar influences. Virtually all indicated that working with people (98%), serving the community (95%) and job security (93%) were important factors (either very or somewhat) in their decision to join. About half (49%) indicated having a position of authority was important. Most also considered that fighting organised crime (75%) and maintaining civil rights (77%) were important factors in joining the Police Service. Just over half of the recruits (58%) saw admiration for person(s) in the Police Service as an important factor.

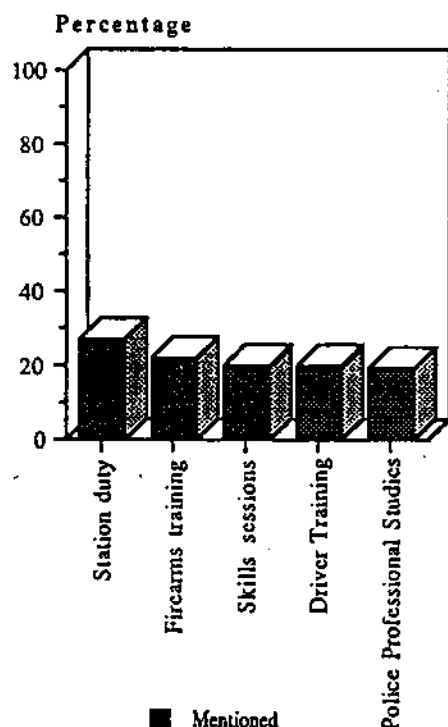
TABLE 1: DEMOGRAPHIC PROFILE  
QUEENSLAND POLICE RECRUITS  
(1991)

Females	27%
Males	73%
Less than 21 years of age	40%
21 - 25 years	40%
26 - 30 years	13%
31 - 35 years	4%
More than 35 years	3%
Single	75%
Married/De Facto	25%
Some secondary education	6%
Senior	51%
Diploma, Certificate, or Trade	16%
Attended university, no degree	22%
University degree	5%
Worked prior to joining	76%
No previous work experience	24%

**FIGURE 1: SELECTED BEST ASPECTS OF THE UNIVERSITY SEMESTER**



**FIGURE 2: SELECTED BEST ASPECTS OF THE ACADEMY SEMESTER**



Few (6%) reported failure to gain admittance to another course as a factor in their decision to join the Police Service. Parents (8%), relatives (7%), teachers (1%), and friends (10%) were reported by few to have had influence on the decision. About a third of the recruits (38%) indicated that they joined the Police Service as a step towards a career in another profession.

#### 4. UNIVERSITY SEMESTER

The survey asked respondents "for you, what was the best aspect of the university?" (see Figure 1). (Some respondents nominated more than one feature, and therefore the percentages add to more than 100%.) Over three-quarters (76%) of the recruits identified one or more positive features. Of those recruits who did provide positive aspects, the "best" features included the friendships made (15%), the subjects of Legal Studies (15%) and Australian Issues (10%), the tertiary environment (6%), and contact with the other recruits (6%). Overall, the university curriculum was favourably mentioned by 24% of the recruits.

There was little agreement among the recruits about improvements for the university semester. (Respondents could identify more than one change.) Of those who provided suggestions, the largest proportion (25%) indicated that the units should be more relevant to policing. Other changes mentioned by the recruits who gave suggestions included teaching more law (9%), and making the law taught more relevant to the tasks of policing (8%).

#### 5. ACADEMY SEMESTER

There was greater agreement among the recruits about the Academy semester (see Figure 2). When asked "what was the best aspect of your time [at the Academy]?", 92% provided a positive response. Of those who did respond, over a quarter (27%) mentioned station duty; 22% identified firearms training; 20% identified the skills sessions; 20% mentioned Driver Training; and 19% referred to Police Professional Studies. (Respondents could nominate more than one aspect). Generally, operational policing aspects were identified favourably.

Recruits were asked for one or more suggestions to improve the Academy semester. Of those who provided suggestions, under one-third (28%) reported that there should be more emphasis on Police Professional Studies; a greater emphasis on skills training (11%); more "real life" policing (5%); and the subject of Organisational Theory and Management should be replaced (5%).

## 6. CERTIFICATE COURSE

The survey also sought to assess how prepared for Field Training the recruits felt after completing the Certificate Course (see Figure 3). Only 26% of the recruits believed that they were prepared for Field Training. An almost equal proportion (24%) disagreed--they felt unprepared. Half (50%) of the recruits were unsure.

Overall, the Certificate Course had a neutral to positive effect on the recruits' desire to be police officers. Less than half (43%) expressed an increase since starting the course; while for 49% the Certificate Course had not made any difference. Only 8% considered that they felt less desire to be a police officer than when they started.

## 7. CAREER PLANS

Among the recruits, there is a high level (96%) of satisfaction with their career choice. About half (46%) also indicated that they would be satisfied to remain an uniformed police officer for most of their careers, and a further 27% were undecided.

Figure 4 shows how the recruits saw their careers five years after completing the Certificate Course. (Some respondents indicated more than one career plan for the next five years.) About two-thirds (66%) of the recruits mentioned that they would like to be working in a specialist squad. Of those who wanted to "specialise", the most popular "specialities" were the JAB (17%), drugs (14%), and the CIB (13%). More female recruits than males (15% vs 10%) mentioned the JAB; while males were more likely than females to choose the drugs squad (11% vs 4%). The little interest shown in the Traffic Branch came from the male recruits (2% vs 0%). Around 29% did not specify a type of squad.

FIGURE 3: HOW PREPARED FOR FIELD TRAINING

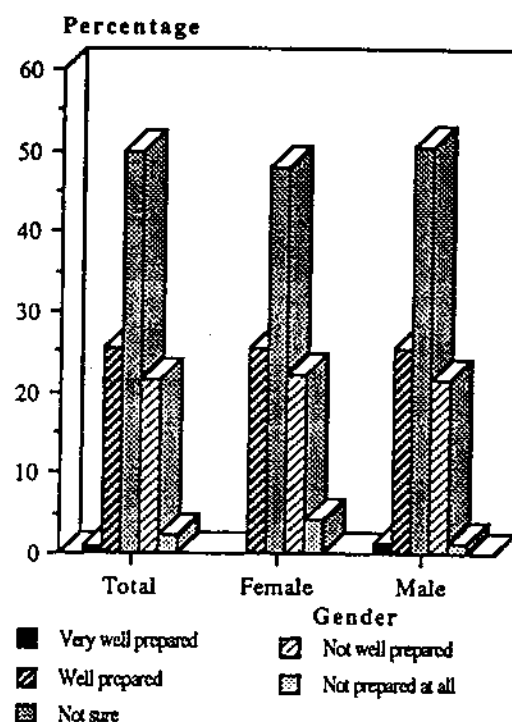
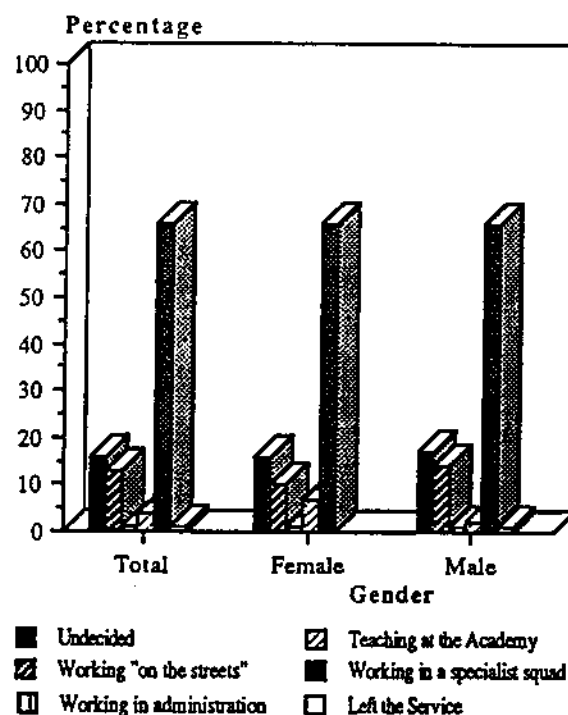


FIGURE 4: MAJOR CAREER PLANS  
(Expectation for 5 years)



About 13% of the recruits also indicated that they might like to remain working "on the streets". This was mentioned by more male recruits than females (14% vs 10%). A small number showed interest in administration (1%) and teaching at the Academy (4%). Only 1% of the recruits said that they planned to leave the Police Service within five years. (These were all male recruits). However, 16% of the recruits were undecided about their career plans.

## 8. EDUCATIONAL PLANS

The class of '91 intends to undertake further tertiary studies. Almost all (91%) indicated that they intended to do further study within the next five years; but just under 1% would only do so if it was needed for the job.

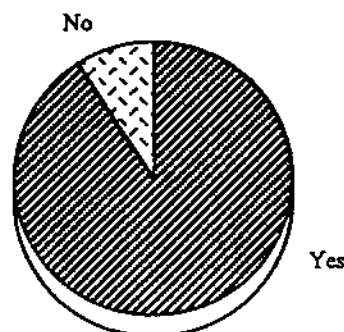
Just over half (57%) of the recruits indicated that they intended to complete the Bachelor of Arts (Justice Studies) or the Bachelor of Arts (Justice Administration); about a third (36%) also expressed interest in pursuing a different Bachelor's degree. About 1% proposed to complete degrees already started before joining the Police Service. (Some respondents chose more than one.)

## 9. CONCLUSIONS

A note of caution about the interpretation of the results. Undoubtedly some of the dissatisfaction expressed by recruits reflects the organisational difficulties associated with the design and implementation of the initial offering of a new program. The recruits' lack of sufficient information about the total training program (one year university/Academy, one year Field Training) may also be a factor in their judgement of the Certificate Course. A different assessment may be provided after the completion of the Field Training Program. The new orientation program for 1992 should provide the recruits with a better introduction to the training program.

The most consistent theme emerging from the survey was that the recruits believed that the curriculum should be more relevant to the day-to-day demands of operational policing. About

**FIGURE 5: INTENTION TO PURSUE FURTHER TERTIARY STUDY**



one-quarter of the respondents felt unprepared for the Field Training stage on completion of the Certificate Course.

In contrast to the view that the Certificate Course should have more emphasis on operational policing, nearly all (91%) of the respondents indicated that they intend to pursue further tertiary study. Clearly, many recruits saw the benefits of tertiary education.

Another interesting theme also emerges from the survey: the policing career. Over a third (38%) indicated that they saw policing as temporary, as a step towards a career in another profession. Policing was also viewed by almost all as providing job security (93%), as a way to serve the community (95%) and to work with people (98%).

What the recruits personally expect from their policing careers is indicated by their career plans. The majority (66%) of all recruits said that working in a specialist squad was a career path they would like to pursue. Fitzgerald, however, recommended a shift away from the use of specialist squads.

## 10. FURTHER INFORMATION

This is a summary report which is based on a more detailed report. For further information contact Christine Bond, Research and Coordination Division, Criminal Justice Commission. Phone: (07) 360 6136.



## **APPENDIX M**

### **PERFORMANCE APPRAISAL IN THE QUEENSLAND POLICE SERVICE**

## **PERFORMANCE APPRAISAL IN THE QUEENSLAND POLICE SERVICE**

The Queensland Police Service has two current systems of job performance appraisal. The Performance Planning and Assessment System for serving officers and staff up to the rank of superintendent and the Personal Performance Review for First Year Constables.

### **Performance Planning and Assessment System**

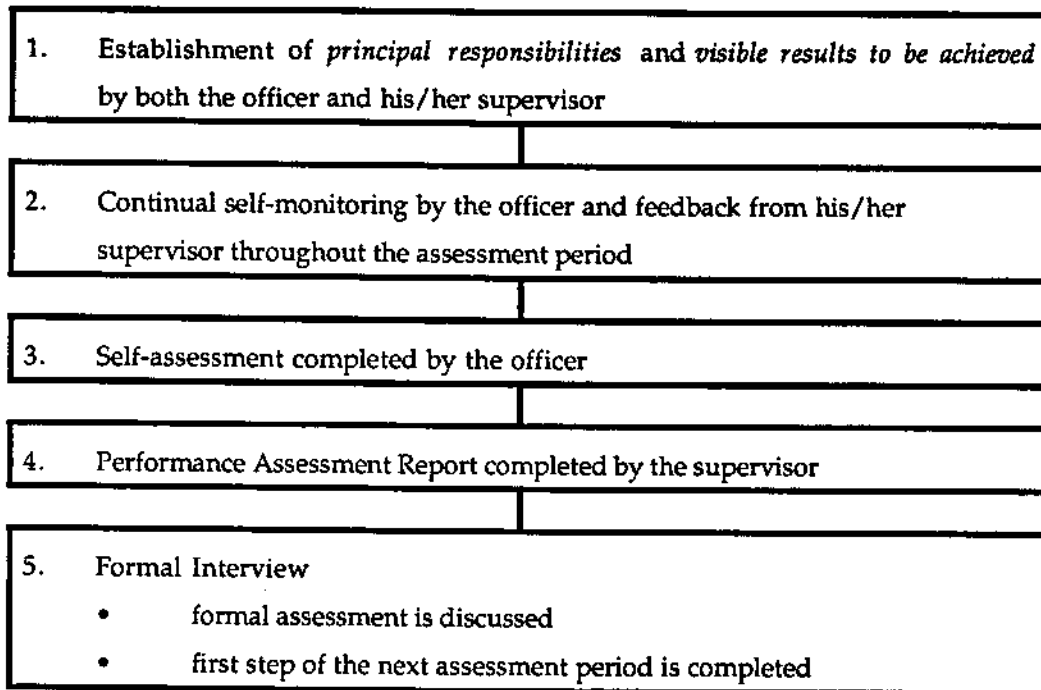
Since the 1st of February 1991, a Performance Planning and Assessment System has replaced the Authorised Commissioned Officer's Report for the evaluation and monitoring of job performance in the Queensland Police Service. To date, the first round of appraisals were completed in June/July. Before implementation, the Service ran a trial program as well as training sessions for all staff; all Sergeants and Commissioned Officers attended a two day training program while all other officers were involved in a half-day information program. The Performance Planning and Assessment System is also a module in the District Education Programs set up under the Competency Acquisition and Development Program. A segment on Performance Planning and Assessment has been proposed for recruits at the Queensland Police Academy.

Information obtained in the assessments will be used to help identify persons suitable for promotion based on merit; as a criteria for assessing progression of officers; to assist with transfers of officers; to identify training needs; and to select personnel for education and training courses (Queensland Police Service 1990b).

This system assesses the performance of all personnel from Constables to Superintendents and all public service staff, and will usually occur six monthly. The process involves three officers: the officer being assessed, his supervising officer who conducts the assessment, and an overseeing officer responsible for the overview of the assessment report (Queensland Police Service 1990b). It is important that the report is completed by the actual supervisor of the officer. (Queensland Police Service 1990b). An outline of the assessment system is provided in Figure 1 below.

Figure 1

### Performance Planning and Assessment System



The first stage in the performance assessment is the establishment of *principal responsibilities* and *visible results to be achieved* by the officer being assessed during the assessment period. These will be set by agreement between the officer and his/her supervisor at the beginning of the assessment period. The relevant competencies are decided upon using the organisation's overall objectives, generic job descriptions, and the objectives of the work unit and its responses to community needs. But they should include the four to eight key groups of duties and at least one development or improvement responsibility. There should also be a crime prevention activity wherever possible.<sup>1</sup> Therefore, the system involves some flexibility. Not every district will have the same policing problems or needs. So, different officers of the same level could have some different responsibilities to demonstrate within their assessment period. Realistic plans for the officer to achieve these goals must be identified and set out (Queensland Police Service 1990b).

Throughout the assessment period, there should be constant monitoring of performance by the individual officer him/herself (that is, self-monitoring) and by the supervising officer. Regular feedback of work performance should be given to the officer, so that the final assessment should not come as any surprise to him/her (Queensland Police Service 1990b). A record of critical incidents (both good and bad) must be maintained by the supervisor throughout the whole year for each officer being assessed (Queensland Police Service 1990b).

1 Queensland Police Service Performance Planning and Assessment Form, notes p. 6. A copy can be found in Appendix H.

At the end of the assessment period, the supervising officer completes a performance assessment report. Evaluations are to be based on a standard forced-choice scale (Queensland Police Service 1990b). At some stage during the assessment process, the officer completes a self-assessment of his/her job performance, which includes a career planning section.<sup>2</sup>

The final step is a formal interview in which the supervising officer discusses his/her evaluation of the officer's job performance. Plans to improve performance should also be developed at this time. The interview then becomes the first step of the next assessment period, that is, new responsibilities and plans for their attainment are agreed upon (Queensland Police Service 1990b).

The overseeing officer has the responsibility to ensure that the report is fair and equitable. If the officer being assessed is dissatisfied with the report, he/she can seek a formal review which will be conducted by the overseeing officer (Queensland Police Service 1990b).

Upon completion of the report, it was intended that the overseeing officer would record identified information on the Personnel Records System computer. However, due to the inadequacy of computer facilities, this has not been achieved.

However, the evaluation of work performance for newly-admitted First Year Constables is not conducted within this Performance Planning and Assessment System. Because the First Year Constables are entering another 12-month training program, the general performance appraisal system was seen as inappropriate by both the Service and the Union. Instead, a continual performance review has been built into the training program itself.

### **The First Year Constable and Performance Review**

The performance review is not only a review of general work performance but also an assessment of the competencies required to be demonstrated by the First Year Constables before progression to the Evaluation Reflection component of the Field Training (see Figure 2).

A Training Profile accompanies First Year Constables to their assigned stations. This contains the topics which have been covered, comments about the Constable regarding factors such as his/her attitudes and interpersonal skills, comments by the Constable about his/her own interests and efforts, as well as basic personal details (Queensland Police Service 1991b).

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2 The time at which this is completed is at the discretion of the officer being assessed: Queensland Police Service (1990b).

**Figure 2**

### **Performance Review of the First Year Constables**

<b>COMPETENCY TESTING</b>	<b>PERSONAL PERFORMANCE REVIEW</b>
<ul style="list-style-type: none"> <li>• Required competencies are pre-determined</li> </ul>	<ul style="list-style-type: none"> <li>• Field Training Officer reports are completed at the end of a shift or series of shifts worked with the first-year Constable</li> </ul>
<ul style="list-style-type: none"> <li>• Competencies are assessed and their achievement recorded in the Competency Record Book</li> </ul>	<ul style="list-style-type: none"> <li>• Regular Comprehensive and Administrative Evaluation Reviews</li> </ul>
<ul style="list-style-type: none"> <li>• Self-assessment of performance required for each assessment</li> </ul>	<ul style="list-style-type: none"> <li>• A summary of all the first-year Constables performance is provided in the District Training Audit Reports in weeks eight, 26, and 45</li> </ul>
<ul style="list-style-type: none"> <li>• Verbal debriefing following each assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Incident Reports are available to be completed if required</li> </ul>
	<ul style="list-style-type: none"> <li>• Final Field Training Recommendation occurs at the end of the General Training phase</li> </ul>

Unlike under the Performance Planning and Assessment System, the competencies or responsibilities are pre-determined. Each First Year Constable must attain certain standard police competencies. Obviously, in different districts, other competencies could be achieved in addition to the basic operational functions common to all. Although the additional competencies are recorded, First Year Constables cannot be required to achieve them (Queensland Police Service 1991b).

The approved competencies are divided into two groups: those attainable in the "mentor" period and those to be achieved in the general training component. (Details of the competencies can be found in Appendix F.) Assessment involves the judging of the competency performance against the prescribed standards of performance (Queensland Police Service 1991b). Actual assessment will be performed by the Field Training Officer after agreement that the evaluation is to

take place (Queensland Police Service 1991c). Once a competency is demonstrated, the Field Training Officer will make an entry in the Competency Record Book held by the First Year Constable. A self-assessment of performance is also required from the Constable. A verbal de-briefing is then provided (Queensland Police Service 1991c).

If a First Year Constable is not satisfied with the assessment, he/she may apply for a formal review. The request must be accompanied by the criteria or reasons for such a review (Queensland Police Service 1991c).

As well as competency testing, work performance appraisals are also undertaken throughout the Field Training period. After each shift worked with a First Year Constable, a Field Training Officer must complete a report that evaluates the Constable's job performance as well as listing any competencies assessed in that period. If the Field Training Officer works a series of shifts with the same Constable, then a report is due at the end of seven shifts (Queensland Police Service 1991b).

In the first eight weeks, the Constable will attend two Personal Performance Reviews, known as Comprehensive Evaluation Reviews with the District Education and Training Officer (Queensland Police Service 1991b).<sup>3</sup> This involves a review of all competency assessments and Field Training Officer reports during that period (Queensland Police Service 1991c). It will be conducted in a face-to-face interview. The First Year Constable is also required to make a self-assessment. Thereafter, such reviews are conducted bi-monthly. On the alternate month, an administrative review is performed; that entails a summary of the current performance reports given by the Field Training Officers (Queensland Police Service 1991b). The reviews are to assess the overall progress of the First Year Constable, his/her suitability to continue, and whether any extra training is needed (Queensland Police Service 1991b).

At various stages in the Field Training (namely weeks eight, 26, and 45), a District Training Audit Report is completed, summarising the progress of all First Year Constables in the district. It is compiled from the ongoing reports and evaluations, and is distributed to the Regional Education and Training Co-ordinators and the Training Standards Unit.

At any stage during Field Training, an *incident report* is available to record training difficulties or details about First Year Constables who have achieved excellence in operational performance (Queensland Police Service 1991b). However, any behaviour that amounts to a breach of professional conduct is dealt with via the formal disciplinary procedures, not by an incident report.

All this documentation (except the District Training Audit Report) is maintained in a file by the District Education and Training Officer for each First Year Constable. Before the Constable proceeds to the Evaluation Reflection component at the Academy, these files are forwarded to the Academy with a Final Field Training Recommendation. This recommendation will cover the

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<sup>3</sup> At the discretion of the District Education and Training Officer, the Field Training Officer may be included in these reviews: Queensland Police Service (1991b).

First Year Constable's knowledge, skills, and attitudes in performing policing duties generally (Queensland Police Service 1991b). It also involves a self-assessment by the individual Constable.<sup>4</sup>

Although not a part of the performance appraisal for First Year Constables, all Constables will be introduced to the Performance Planning and Assessment System in the second half of the program. Basically, its objectives and form will be included in the Personal Performance Reviews, so that the Constable has an understanding of the system. However, it is merely a trial period and is not used as part of the assessment process (Queensland Police Service 1991b).

This review schedule has three "progression gates" through which the First Year Constables must pass in order to proceed further. Before proceeding to the next component, the Constable is assessed as to his/her suitability to progress to that component. These reviews are conducted at weeks eight (mentor to general training stage), 26 (mid general training), and 45 (general training to evaluation and reflection). The recommendations of suitability are made at the conclusion of the relevant Comprehensive Evaluation Review (Queensland Police Service 1991b, 1991c).

## Feasibility

The most feasible and direct way of ensuring regular and adequate performance monitoring is to enter the data from the Regional Offices into a machine readable form. By doing this, quarterly or half-yearly reporting of performance would be achievable without it being a huge task. This, however, will require some co-ordination. One way might be to develop a standard template (that is, a standard layout for a spreadsheet for use across all regions). Once the data is entered, it can then be transferred to other offices via floppy disks.

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<sup>4</sup> Copies of the relevant forms are in Appendix G.

