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May 22, 2007

Gerald Whitman
Chief of Police
Denver Police Department

Dear Chief Whitman:

Please find enclosed a report, prepared on behalf of the Office of the Independent Monitor (OIM), detailing the results of the second stage of a multi-year research project that examines satisfaction of Denver Police Department sworn personnel with the Police Department's complaint handling and disciplinary processes. Survey results relating to complainant satisfaction will not be ready to be published until later this year.

One of my first initiatives, when I was hired as the Independent Monitor, was to create and distribute satisfaction surveys to complainants and Denver Police Department (DPD) officers to establish baseline information that my office could use to evaluate and improve on the Department's current complaint handling processes. In addition, I wanted to evaluate what effect the work of the Monitor's Office could have on community and officer perceptions of the Department's disciplinary processes.

The results of the first survey instrument were historical. They gauged respondents' perceptions of the disciplinary system during the period when it was under the jurisdiction of the Monitor's predecessor agency, the Public Safety Review Commission (PSRC). The current survey is the first to gauge respondents' perceptions of the disciplinary processes that have been the subject of civilian monitoring by the OIM.

This survey was not intended to be a referendum on complainant or officer satisfaction with the Department's Command Staff nor the City administration. Looking at the surveys, you will see that all questions asked were within the context of satisfaction with the complaint handling and disciplinary processes. As such, the intent of the survey was to obtain information that the Monitor's Office can use, on an ongoing basis, to try to improve both community member and officer satisfaction with the complaint handling and disciplinary processes, in the long-term term.

We must recognize that the complaint handling and disciplinary processes were not created, nor intended to be used, as tools to ensure "customer" satisfaction. The complaint handling system is often incapable of satisfying the expectations of community members who are unhappy with police contacts. In addition, the disciplinary process cannot be expected to satisfy many of those officers who must endure an internal investigation whether or not they are ultimately sanctioned by the Department for inappropriate conduct.

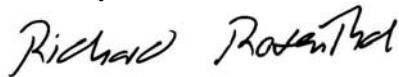
Chief Gerald Whitman
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I note that the respondents in the first survey (both complainants and officers) were, to a large extent, not satisfied with the processes in place during the existence of the PSRC. I am pleased to note that officer dissatisfaction with the complaint process in general dropped dramatically in this second survey and satisfaction with the complaint process increased significantly.

It would be naive of us to believe that we will ever be able to satisfy a majority of the individuals involved in a system that is largely adversarial and, at times, punitive. But that does not mean that we should not try to use the data collected in this survey, as well as future surveys, to continuously evaluate the manner in which the Department handles its complaint and disciplinary processes in order to achieve as high a level of satisfaction as possible while ensuring that the primary goals and intent of the complaint handling and disciplinary processes are met.

I want to thank you and your Department for your cooperation and assistance in making the administration and subsequent public distribution of this survey possible. Without your cooperation and assistance, this project would never have become a reality.

Sincerely,



Richard A. Rosenthal
Independent Monitor

c: Honorable John Hickenlooper, Mayor
Alvin LaCabe, Manager of Safety

Officer Satisfaction with the Denver Police Complaint Process: A Comparison of the Baseline and Post-Implementation Surveys

Conducted for the
Office of the Independent Monitor
Denver, Colorado

May 20, 2007

Joseph De Angelis, Ohio University
Aaron Kupchik, University of Delaware

Introduction

This report presents the results of the second stage of a multi-year research project that uses anonymous mailed surveys to examine how the implementation of Denver's Office of the Independent Monitor (OIM) affects satisfaction among complainants and police officers.¹ The first stage, called the *baseline* survey, was an anonymous mailed survey sent in fall 2005 to all Denver police officers and to community members who filed police complaints PRIOR to the implementation of the OIM. In order to gauge how the implementation of the OIM has affected levels of satisfaction, a *post-implementation* survey was administered to Denver police officers in September 2006. In addition, community members who filed complaints after the implementation of the OIM have received surveys on a quarterly basis as their complaints have been resolved.

In this report, we compare the levels of officer satisfaction between 2005 and 2006. Specifically, we compare levels of officer satisfaction with the previous citizen complaint process to officer satisfaction with the new complaint process. We had initially intended to also report on patterns in complainant satisfaction. Due to a low rate of response among citizen complainants (20%), however, we received too few post-implementation surveys (n=94) to draw any valid conclusions about the impact that the OIM has had on complainant satisfaction. To overcome this obstacle, we have chosen to extend the data collection period for the complainant surveys through the early fall of 2007. We will issue a separate report examining patterns in complainant satisfaction in late fall 2007.

The report is divided into four main sections:

- **Executive Summary:** In this section we highlight the central findings of the baseline and post-implementation officer surveys;
- **Methodology:** This section outlines survey methodology used in the research;
- **Research Findings:** In this section we report the findings of the research; and
- **Appendix:** This appendix contains copies of the survey instruments and officer demographics

Questions and comments about the implications of the research for the City of Denver can be directed to the Office of the Independent Monitor at (720) 913-3306 or by email at oim@ci.denver.co.us.

Questions or comments about the research methodology or findings should be directed to Dr. Joseph De Angelis, Assistant Professor of Sociology, Ohio University at (740) 593-1371 or by email at deangeli@ohio.edu. Inquiries may also be directed to Dr. Aaron Kupchik, Assistant Professor of Sociology and Criminal Justice, University of Delaware at (320) 831-3267 or by email at akupchik@udel.edu.

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Executive Summary

In November 2005, a *baseline* satisfaction survey was sent to all Denver Police Department (DPD) officers. In response, 648 officers completed and returned the baseline survey (43%). In September 2006, a post-implementation survey was administered to all Denver police officers. Overall, 439 officers completed and returned the post-implementation survey, resulting in a conservative response rate of 29%.

The following is a brief summary of the results of the post-implementation surveys, with particular attention paid to differences between the baseline and post-implementation survey results. We strongly encourage readers to read the more detailed results.

Familiarity with the Complaint Process

- Similar to what we found in the baseline surveys, about half of the respondents reported that they understood the complaint process well.
- There was a noticeable increase between 2005 and 2006 in the percentage of officers reporting that they learned about the complaint process from a roll call presentation.

Satisfaction with Internal Affairs

- About one-third of respondents in the post-implementation survey agreed that Internal Affairs is biased in favor of the citizen, and about one-half agreed that it is biased against certain officers. However, relative to the baseline survey results, the post-implementation survey results showed some positive changes, overall, regarding officer evaluations of Internal Affairs' objectivity, thoroughness, and efficiency.
- Officers who have been the subject of complaints tended to be very satisfied overall with the performance of Internal Affairs staff.

Satisfaction with Communication

- Among officers who have been the subject of complaints, satisfaction with the quality of communication about the complaint process improved noticeably from the baseline to the post-implementation surveys.

Overall Satisfaction with the Complaint Process and Outcomes

- Though officers' perceptions of the complaint process were similar in the baseline and post-implementation surveys, the proportion of officers who agreed that the complaint process is biased in favor of citizens decreased noticeably.
- There was a very strong increase between 2005 and 2006 in satisfaction with the overall complaint process among officers who have been the subject of citizen complaints (from 12% to 35%).

Views on Citizen Oversight

- Though we observed no change between surveys in the attitudes of officers toward the necessity or benefits of citizen oversight, officers offered substantially more positive appraisals of the OIM in 2006 than they did the PSRC in the 2005 baseline survey.

The Effect of Reported Morale and Job Satisfaction on Attitudes toward the Complaint Process

- Officers' reported levels of job satisfaction did not change fundamentally between the baseline and post-implementation surveys. Officers reported that they were relatively satisfied with their job overall.
- Reported officer morale and job satisfaction were strongly related to satisfaction with the complaint process. Those with high morale or job satisfaction were substantially more likely than those with low morale or job satisfaction to be satisfied with the complaint process.

Survey Methods

This survey project was designed to measure how the implementation of the Office of the Independent Monitor has affected levels of satisfaction among Denver police officers. Accordingly, the research involved the distribution of two waves of surveys. The first wave, called the *baseline* survey, was distributed to complainants and police officers at the beginning of November 2005. The second wave of *follow-up* surveys was sent to police officers in September 2006.

Survey Instrument Design

The officer questionnaires were designed as anonymous mailed surveys (see appendix A for copy of the post-implementation survey instrument). Each survey respondent was provided with a questionnaire that solicited no individually identifying personal information and a postage paid return envelope in which he/she could anonymously return the completed survey. All respondents were informed of the goals of the study, their rights as research participants, that their participation was voluntary, and that their responses would be anonymous.

Both the baseline and post-implementation survey instruments had a mix of closed and open questions that were designed to measure core issues,² such as:

- Satisfaction with the fairness, thoroughness, efficiency, and outcomes of the complaint process;
- Perceptions regarding the professionalism and objectivity of the internal affairs and police monitor staff;
- Satisfaction with the overall job the city of Denver is doing in responding to allegations of misconduct;
- Details about the survey respondents (such as the number of complaints in which they have been involved and demographic information); and,
- Ideas for improving the complaint process.

In addition, police officers were asked about their overall thoughts on police oversight and Internal Affairs, their knowledge of the citizen complaint process, and their job satisfaction.

The response format for many of the questions on the survey instruments consisted of five-point Likert-type scales that were anchored by either Very Satisfied/Very Dissatisfied or Strongly Agree/Strongly Disagree. Other questions included Yes/No responses and several questions were formatted to elicit open-ended comments about the complaint process.

Distribution of Surveys

Both the baseline and post-implementation surveys were administered to Denver officers directly via their precinct mailboxes. In order to boost the officer response rate to the survey, the Independent Monitor sent two emails to all DPD officers after distribution of each of the surveys encouraging them to complete and return the surveys. Approximately 1,500 officer surveys were distributed during both the baseline and the post-implementation surveys

(representing all sworn DPD police officers). Overall, 648 completed and returned the baseline survey (43% response) while 439 officers completed and returned the post-implementation survey (29% response).³ For the baseline survey, 373 of the 648 respondents (57.5%) reported being the subject of a citizen complaint in the three years prior to the implementation of the OIM. In the post-implementation survey, 154 of the 439 respondents reported being the subject of a citizen complaint during the first year of the OIM's operation (35.1%).

Demographic and case information supplied by officer respondents were compared to the overall population of DPD officers. Overall, the characteristics of the respondents were similar with regard to complaints received, race/ethnicity, gender, age, rank, and number of years on the force to that of the overall population of DPD officers.⁴ Officer demographics were also compared between the baseline and post-implementation survey, and there were no statistically significant differences in terms of race, age, education, or gender.⁵

Response categories were collapsed for this report

In order to simplify the reporting of the survey results, we chose to collapse the reported responses from a five-point scale to a three-point scale in this report. For example, on questions where officers and complainants reported being very satisfied or satisfied, responses were collapsed into the category of satisfied. On questions where the respondents reported very dissatisfied or dissatisfied, responses were collapsed into the category of dissatisfied.⁶ Blanks and responses of “Don’t Know” were excluded from the analysis.

Research Findings

Familiarity with the Complaint Process

The first section of the survey included questions that were designed to measure how well officers felt they understood the complaint process.⁷

Officers' Understanding of the Process

There was little change between the baseline and post-implementation surveys in relation to officers' understanding of the complaint process. For both surveys, more than half of officers reported that they understood the process well. Relatively few officers indicated that they had a poor understanding of the complaint process (22%).

Table 1: How well do you feel you understand the citizen complaint process?

	2005	2006
<i>Well</i>	54.3%	50.6%
<i>Neutral</i>	22.6%	27.2%
<i>Poorly</i>	23.2%	22.2%
<i>Number</i>	643	437

Officer knowledge of the complaint process came from multiple sources. The most common source of information for officers in 2005 was being the subject of a citizen complaint, and in 2006 it was a roll call presentation.

Table 2: How did you learn about the police complaint process?

	2005	2006
Academy	14.4%	7.3%
Roll Call Presentation	10.6%	19.0%
Police Oversight Agency	0.0%	5.2%
Supervisors	8.4%	5.9%
Union	2.8%	5.2%
Other Officers	11.4%	13.6%
Complaint Filed Against Me	15.9%	7.7%
Other Source	9.2%	10.8%
Multiple Sources	27.3%	25.5%
<i>Number</i>	641	427

Satisfaction with Internal Affairs

In the next section of the surveys, officers were asked a series of questions that were designed to measure their opinions about the efficiency, thoroughness, and objectivity of the Internal Affairs Bureau.

Satisfaction of ALL Officers

Officer views toward the Internal Affairs Bureau (IAB) were similar between the baseline and post-implementation surveys. For example, roughly a third of all officers reported in both surveys that they believe IAB is biased in favor of the citizen. About half of all officers reported in both surveys that IAB is biased against certain officers.

There were, however, a few changes in relation to IAB. The percentage of officers who agreed that Internal Affairs investigates complaints efficiently increased from 20% to 29%. There was also an increase in the percentage of officers who agreed that IAB listens carefully to information given by officers. Moreover, there were declines in the percentages of officers who agreed that IAB spends too much time on frivolous complaints and that IAB actions negatively affect officer morale.

Table 3: Officer Evaluations of the Objectivity, Thoroughness, and Efficiency of Internal Affairs

	2005	2006
Internal Affairs is biased in favor of the citizen.		
<i>Agree</i>	38.6%	36.8%
<i>Neutral</i>	31.5%	33.1%
<i>Disagree</i>	29.9%	30.1%
<i>Number</i>	616	432
Internal Affairs is biased against certain officers.		
<i>Agree</i>	52.1%	48.6%
<i>Neutral</i>	21.5%	24.5%
<i>Disagree</i>	26.4%	26.9%
<i>Number</i>	595	420
Internal Affairs listens carefully to information given by officers. ⁸		
<i>Agree</i>	42.1%	48.8%
<i>Neutral</i>	22.5%	28.0%
<i>Disagree</i>	35.4%	23.2%
<i>Number</i>	565	422
Internal Affairs investigates all complaints in an unbiased manner.		
<i>Agree</i>	24.3%	26.5%
<i>Neutral</i>	26.5%	29.0%
<i>Disagree</i>	49.2%	44.5%
<i>Number</i>	593	407
The actions of Internal Affairs negatively affects the morale of police officers.		
<i>Agree</i>	65.1%	52.8%
<i>Neutral</i>	17.3%	27.3%
<i>Disagree</i>	17.6%	19.9%
<i>Number</i>	625	432
Internal Affairs investigates all complaints thoroughly.		
<i>Agree</i>	44.5%	47.6%
<i>Neutral</i>	24.9%	26.6%
<i>Disagree</i>	30.6%	25.9%
<i>Number</i>	591	410
Internal Affairs investigates complaints efficiently.		
<i>Agree</i>	20.0%	29.2%
<i>Neutral</i>	20.5%	25.5%
<i>Disagree</i>	59.4%	45.3%
<i>Number</i>	594	411
Internal Affairs spends too much time on frivolous complaints.		
<i>Agree</i>	91.6%	80.2%
<i>Neutral</i>	5.6%	10.6%
<i>Disagree</i>	2.8%	9.2%
<i>Number</i>	609	415

Satisfaction of Officers who Received Complaints

As we observed in the baseline report, officers who had complaints filed against them tended to be satisfied overall with the performance of IAB investigators. For example, close to 90% of officers who received a complaint were either satisfied or neutral that they had been treated politely and with respect by the IAB staff. Similar percentages (80-90%) were satisfied or neutral that they were listened to, treated with respect, asked fair questions, and that the investigator was unbiased.

Table 4: Satisfaction with Internal Affairs Staff for Officers Who Received a Citizen Complaint During the Data Collection Periods

	2005	2006
How Satisfied Were You:		
That you were treated politely by the staff of Internal Affairs?		
<i>Satisfied</i>	68.4%	63.3%
<i>Neutral</i>	15.9%	25.8%
<i>Dissatisfied</i>	15.6%	10.8%
<i>Number</i>	339	120
That the investigator treated you with respect?		
<i>Satisfied</i>	70.3%	68.2%
<i>Neutral</i>	18.7%	22.7%
<i>Dissatisfied</i>	11.0%	9.1%
<i>Number</i>	353	132
With how well the investigator listened to your description of what happened?		
<i>Satisfied</i>	65.2%	65.1%
<i>Neutral</i>	16.4%	21.7%
<i>Dissatisfied</i>	18.4%	13.2%
<i>Number</i>	348	129
With how fair the investigator's questions were?		
<i>Satisfied</i>	65.0%	64.1%
<i>Neutral</i>	15.7%	17.2%
<i>Dissatisfied</i>	19.4%	18.8%
<i>Number</i>	351	128
With the objectivity of the complaint investigator?		
<i>Satisfied</i>	48.9%	54.1%
<i>Neutral</i>	26.6%	26.3%
<i>Dissatisfied</i>	24.6%	19.5%
<i>Number</i>	354	133
That the investigator was unbiased?		
<i>Satisfied</i>	56.0%	57.4%
<i>Neutral</i>	23.6%	23.3%
<i>Dissatisfied</i>	20.4%	19.4%
<i>Number</i>	348	129

Satisfaction with the Quality of Communication

Officers were also asked questions that were intended to examine satisfaction with the quality of communication about their complaint. In particular, we wanted to measure how satisfied officers were that the complaint process was clearly explained to them, that they were kept adequately informed about the progress on their case, and that they were clearly informed about the outcome of the complaint.

There was a noticeable increase in reported officer satisfaction with the quality of communication. For example, satisfaction with how promptly they were notified about a complaint increased from 31% to almost 41%. Similar increases in satisfaction were seen in relation to how quickly officers were interviewed and with how well they were kept informed about the progress on their complaint.

There were no observable changes in satisfaction with the quality of communication in regard to complaint outcomes or with explanations about the complaint process.

Table 5: Officer Satisfaction with Communication on their Last Complaint

	2005	2006
How Satisfied Were You:		
That you were promptly notified of the complaint?		
<i>Satisfied</i>	31.3%	40.6%
<i>Neutral</i>	20.0%	23.9%
<i>Dissatisfied</i>	48.7%	35.5%
<i>Number</i>	355	138
That the complaint process was clearly explained to you?		
<i>Satisfied</i>	39.7%	42.3%
<i>Neutral</i>	24.5%	24.8%
<i>Dissatisfied</i>	35.8%	32.8%
<i>Number</i>	355	137
That you were interviewed soon enough after the complaint was filed?		
<i>Satisfied</i>	24.7%	38.8%
<i>Neutral</i>	12.2%	18.7%
<i>Dissatisfied</i>	63.1%	42.5%
<i>Number</i>	352	134
That you were kept informed of the progress of the complaint?		
<i>Satisfied</i>	13.2%	23.0%
<i>Neutral</i>	13.8%	20.1%
<i>Dissatisfied</i>	73.0%	56.8%
<i>Number</i>	356	139
That you were told about what happened as a result of the complaint?		
<i>Satisfied</i>	31.5%	33.3%
<i>Neutral</i>	16.5%	18.8%
<i>Dissatisfied</i>	52.0%	47.8%
<i>Number</i>	352	138

Officer Satisfaction with the Overall Complaint Process

In order to measure satisfaction with the overall complaint process and outcomes, officers were asked a series of questions that were meant to measure their views regarding the overall complaint process.

Satisfaction of ALL Officers with Neutrality of the Process

There were several changes in the satisfaction of all officers in relation to the neutrality of the complaint process. While a majority of officers who responded to the post-implementation survey reported that they believed that the complaint process was biased in favor of citizens (54%), this was an improvement over the baseline survey, where roughly 66% of officers reported that the process was biased.

Satisfaction of ALL Officers with the Complaint Process Decision-making

Regarding officer attitudes toward administrative decision-making within the complaint process, there were two improvements from the baseline to the post-implementation surveys. We observed increases in the percentages of officers reporting that that they agreed or were neutral that officers' rights were protected within the complaint process, and that police command staff usually make fair disciplinary decisions.

Table 6: Officer Evaluations of the Neutrality of the Complaint Process

	2005	2006
The complaint process is biased in favor of citizens.		
<i>Agree</i>	66.4%	54.3%
<i>Neutral</i>	19.8%	25.3%
<i>Disagree</i>	13.8%	20.4%
<i>Number</i>	616	427
Most citizen complaints against officers are frivolous.		
<i>Agree</i>	89.2%	85.1%
<i>Neutral</i>	7.3%	10.7%
<i>Disagree</i>	3.5%	4.2%
<i>Number</i>	627	429
The investigation of citizen complaints helps improve how the police department is run.		
<i>Agree</i>	35.1%	35.4%
<i>Neutral</i>	22.1%	23.1%
<i>Disagree</i>	42.8%	41.5%
<i>Number</i>	624	429

Table 7: Officer Views on Complaint Process Decision-making

	2005	2006
Officers' basic rights are well protected within the complaint process		
<i>Agree</i>	24.5%	27.9%
<i>Neutral</i>	17.9%	26.9%
<i>Disagree</i>	57.6%	45.2%
<i>Number</i>	625	420
Police command staff usually make fair disciplinary decisions.		
<i>Agree</i>	17.9%	21.3%
<i>Neutral</i>	16.2%	18.2%
<i>Disagree</i>	65.9%	60.5%
<i>Number</i>	613	428
Police command staff carefully consider information given by officers before making a decision on a complaint.		
<i>Agree</i>	21.2%	21.0%
<i>Neutral</i>	18.2%	23.4%
<i>Disagree</i>	60.6%	55.6%
<i>Number</i>	599	414

Satisfaction with the Overall Process for Officers Who Received Complaints

When we looked specifically at officers who had been the subject of citizen complaints (and thus had first-hand contact with the complaint system), we found several areas of clear improvement in relation to officer satisfaction. Satisfaction with the efficiency of the complaint process increased from 20% to 32% between 2005 and 2006. Additionally, there was some improvement in officer satisfaction with how fairly they were treated and with the outcomes on their complaints.

The most remarkable change was that overall satisfaction with the complaint process increased from 12% to 35%.

In other areas, there was little change in levels of satisfaction with the overall process. Even so, a majority of officers continued to feel that the city of Denver is serious about investigating officer misconduct (63%).

Table 8: Satisfaction with the Overall Process and Outcomes for Officers who Received Complaints

	2005	2006
How Satisfied Were You:		
That the decision on the complaint was made in a reasonable amount of time?		
<i>Satisfied</i>	20.0%	32.1%
<i>Neutral</i>	13.6%	23.9%
<i>Dissatisfied</i>	66.4%	44.0%
<i>Number</i>	360	134
That enough information was gathered before a decision was made on your complaint?		
<i>Satisfied</i>	47.1%	42.9%
<i>Neutral</i>	25.5%	30.8%
<i>Dissatisfied</i>	27.5%	26.3%
<i>Number</i>	357	133
That the Denver Police Department considered your views before making a decision on the complaint?		
<i>Satisfied</i>	28.1%	34.6%
<i>Neutral</i>	25.0%	25.0%
<i>Dissatisfied</i>	46.9%	40.4%
<i>Number</i>	360	136
That you were treated fairly?		
<i>Satisfied</i>	46.3%	52.6%
<i>Neutral</i>	24.2%	26.7%
<i>Dissatisfied</i>	29.5%	20.7%
<i>Number</i>	363	135
That you received the outcome you deserved?		
<i>Satisfied</i>	49.0%	53.3%
<i>Neutral</i>	16.2%	25.2%
<i>Dissatisfied</i>	34.7%	21.5%
<i>Number</i>	357	135
That Denver is serious about investigating officer misconduct?		
<i>Satisfied</i>	59.2%	63.2%
<i>Neutral</i>	23.5%	23.5%
<i>Dissatisfied</i>	17.3%	13.2%
<i>Number</i>	358	136
With the complaint process in general?		
<i>Satisfied</i>	11.8%	34.8%
<i>Neutral</i>	24.2%	34.8%
<i>Dissatisfied</i>	64.0%	30.5%
<i>Number</i>	364	141

Views on Citizen Oversight

In addition to asking questions about Internal Affairs, officers were also asked a series of questions that were designed to determine their views on citizen participation within Denver’s police complaint process. In particular, we were interested in measuring two specific attitudes. First, we wanted to determine the extent to which officers believe that citizen involvement in the complaint process is necessary or beneficial. Second, we wanted to compare officer attitudes toward the Public Safety Review Commission (PSRC) to attitudes toward the OIM.

General Views on Citizen Oversight

There was relatively little change in the attitudes of Denver police officers in relation to citizen oversight *in general*. That is to say, officers remained skeptical that citizens can play a constructive role in the investigation and review of citizen complaints.

Table 9: Officer Views of Citizen Oversight in General

	2005	2006
Citizens can competently review police complaints.		
<i>Agree</i>	18.3%	20.7%
<i>Neutral</i>	18.3%	20.2%
<i>Disagree</i>	63.5%	59.1%
<i>Number</i>	526	352
The presence of the [Oversight Agency] affects how I act towards citizens.		
<i>Agree</i>	16.9%	16.5%
<i>Neutral</i>	26.7%	28.5%
<i>Disagree</i>	56.4%	55.0%
<i>Number</i>	614	424
Citizen oversight improves the quality of Internal Affairs investigations.		
<i>Agree</i>	14.2%	14.6%
<i>Neutral</i>	30.9%	27.5%
<i>Disagree</i>	54.9%	57.9%
<i>Number</i>	576	411

Specific Views on Denver's Oversight Agencies

Even though Denver officers are clearly dubious about the role that citizens can play in the investigation of complaints, they just as clearly make distinctions between different types of oversight agencies. While roughly 80% of officers reported in the baseline surveys that the PSRC was biased in favor of citizens and did not carefully weigh information provided by officers, fewer than 30% of officers felt similarly about the OIM in the post-implementation surveys. Moreover, officers seem to be holding a "wait-and-see attitude" in relation to the OIM. Roughly half of all responding officers reported neutral attitudes as to whether the OIM is biased in favor of citizens and whether they do a good job of monitoring IAB investigations. Yet, only 21% of officers reported being dissatisfied with the overall performance of the OIM.⁹

One notable change in officer attitudes was that officers appear to be more optimistic about changes that have been made recently to the complaint process. For example, only 10% of officers reported in the baseline survey that complaint process had improved in recent years, while 38% of officers reported in the post-implementation survey that the complaint process has improved.

Table 10: Comparing Officer Views of the PSRC to Views of the OIM

	PSRC	OIM
Administration of the complaint process has improved in recent years		
<i>Agree</i>	10.4%	37.6%
<i>Neutral</i>	15.9%	31.6%
<i>Disagree</i>	73.7%	30.8%
<i>Number</i>	579	396
The [Oversight Agency] was biased in favor of citizens.		
<i>Agree</i>	85.0%	29.3%
<i>Neutral</i>	11.7%	50.7%
<i>Disagree</i>	3.4%	20.0%
<i>Number</i>	592	375
The [Oversight Agency] carefully weighs information given by officers before making decisions.		
<i>Agree</i>	7.6%	23.5%
<i>Neutral</i>	14.4%	49.2%
<i>Disagree</i>	78.1%	27.2%
<i>Number</i>	556	327

Table 11: Officer Views of the OIM

	2005	2006
The OIM will [has] improved the complaint process.		
<i>Agree</i>	43.5%	40.5%
<i>Neutral</i>	40.5%	33.5%
<i>Disagree</i>	15.9%	25.9%
<i>Number</i>	464	370
The Office of the Independent Monitor will do [does] a good job of monitoring [IAB] investigations.		
<i>Agree</i>	34.3%	23.2%
<i>Neutral</i>	53.1%	51.2%
<i>Disagree</i>	12.6%	25.6%
<i>Number</i>	437	297
Overall, I am satisfied with the performance of the Independent Monitor		
<i>Agree</i>	-	32.0%
<i>Neutral</i>	-	46.9%
<i>Disagree</i>	-	21.2%
<i>Number</i>	-	397

Effect of Reported Morale and Job Satisfaction on Attitudes toward the Complaint Process

In addition to asking officers about their satisfaction with the complaint process, we also included several questions that were intended to measure how officers felt about their jobs. The goal of asking these questions was to determine whether officer job satisfaction influenced officer attitudes toward the complaint system.

There was a significant increase between 2005 and 2006 in the percentage of officers who reported having either average or high morale (from 39.6% to 56.7%). Similarly, there was a 6 point increase in the percentage of officers who agreed with the statement that: "All in all, I am satisfied with my job" (from 63.6% to 70.0%).

Moreover, we found that reported officer morale and job satisfaction were strongly related to officer satisfaction with the complaint process. This is a particularly interesting finding because it suggests that some part of overall satisfaction with the complaint process may be related to factors that are external to the process itself (and hence potentially beyond the control of agencies such as the IAB or the OIM).¹⁰

Table 12: How would you rank your overall morale?

	2005	2006
High	13.8%	22.6%
Average	25.8%	34.1%
Low	60.3%	43.3%
<i>Number</i>	643	434

Table 13: Officer Job Satisfaction

	2005	2006
I am very involved in my work.		
<i>Agree</i>	89.1%	89.5%
<i>Neutral</i>	5.9%	5.0%
<i>Disagree</i>	5.0%	5.5%
<i>Number</i>	641	438
Doing my job well gives me a good feeling.		
<i>Agree</i>	91.9%	89.9%
<i>Neutral</i>	6.3%	7.1%
<i>Disagree</i>	1.9%	3.0%
<i>Number</i>	639	437
All in all, I am satisfied with my job.		
<i>Agree</i>	63.6%	70.0%
<i>Neutral</i>	17.2%	14.0%
<i>Disagree</i>	19.1%	16.0%
<i>Number</i>	638	437

For example, on a question that asked officers to report their morale level (very low, low, average, high, very high) we found that officers who reported high or very high levels of morale were much more likely to be satisfied with the IAB, the OIM and with the outcomes on their complaint than officers who reported low or very low levels of morale.

Table 14: Comparing Satisfaction on Key Indicators for Officers who Reported either Low or High Morale

	% of Officers with LOW morale who agreed with the following statements Complaints	% of Officers with HIGH morale who agreed with the following statements Complaints	n
Internal Affairs investigates all complaints thoroughly	34.1%	67.5%	406
Internal Affairs investigates all complaints in an unbiased manner	16.2%	57.5%	403
Administration of the complaint process has improved in recent years	25.7%	63.1%	391
The Office of the Independent Monitor has improved the complaint process	30.2%	61.7%	365
Overall, I am satisfied with the performance of the Independent Monitor	19.6%	52.3%	392
Police command staff usually make fair disciplinary decisions	8.6%	51.6%	423

The same pattern was also visible when officers were asked about their level of job satisfaction, though the magnitude of the effect was somewhat smaller. Officers who agreed with the statement that "All in all, I'm satisfied with my job" were more likely to report satisfaction on key complaint process indicators than officers who disagreed with the statement.

Table 15: Comparing Satisfaction on Key Indicators for Officers who Reported either Low or High Job Satisfaction

	% of Officers with LOW job satisfaction who agreed with the following statements Complaints	% of Officers with HIGH job satisfaction who agreed with the following statements Complaints	n
Internal Affairs investigates all complaints thoroughly	28.4%	55.7%	409
Internal Affairs investigates all complaints in an unbiased manner	20.3%	30.9%	406
Administration of the complaint process has improved in recent years	33.8%	42.2%	394
The Office of the Independent Monitor has improved the complaint process	41.1%	43.9%	369
Overall, I am satisfied with the performance of the Independent Monitor	27.9%	35.8%	395
Police command staff usually make fair disciplinary decisions	13.0%	25.0%	426

Conclusions

Our focus in this report has been to report on the differences between the baseline survey results – which gauge officers’ views about citizen complaints prior to implementation of the OIM – and the post-implementation survey results – which gauge officers’ views about the OIM. Thus the differences between survey results may help us to understand what effects, if any, Denver’s changes in handling citizen complaints may have had on police officers’ perceptions of the citizen complaint process.

In general, officers’ perceptions as voiced in the post-implementation surveys were similar to their perceptions as voiced in the baseline surveys. Yet we observed noticeable improvements in officers’ satisfaction with a number of important areas of the citizen complaint process, including: increased satisfaction with the IAB’s objectivity, thoroughness, and efficiency; increased satisfaction with communication about the complaint process; a declining perception that the process is biased in favor of citizens; and increased satisfaction with Denver’s police oversight body. Taken together, these results seem to indicate that recent changes to the complaint process have had a positive impact on officer satisfaction. Of course, since we are outsiders to Denver’s complaint process, we cannot speculate as to what specific changes have impacted officer satisfaction. Such an analysis is beyond the scope of our duties and best left to the OIM and the Denver Police Department. Yet, from the perspective of the officers who responded to the surveys, it appears that the complaint process is headed in the right direction.

Though the trends in satisfaction appear to be positive, we would like to end the report on a cautionary note. Because the response rate dropped between the baseline and post-implementation survey (from 43% to 29%), some caution is warranted when trying to draw strong conclusions about how well the post-implementation represents the views of all Denver Police Officers. It is not entirely clear to us why the response rate dropped between surveys. It may be that citizen oversight is simply less controversial among officers. As a result, officers might believe that the second survey is redundant and feel no strong need to respond to the survey a second time. However, because the characteristics of officer respondents were so similar between the baseline and the post-implementation surveys, we feel confident in the comparability of the results. More fundamentally, though, it seems to us that any bias in the post-implementation survey brought about by the declining response rate would likely trend toward over-emphasizing dissatisfaction rather than satisfaction. By this we mean that officers who are dissatisfied with the process (or with any other part of the Denver Police Department for that matter) arguably have a great incentive to respond to the survey than officers who are satisfied with the process. Thus, it is entirely possible that the post-implementation survey data *understates* the increase in officer satisfaction. The fact that we observed an increase in satisfaction between the baseline and post-implementation surveys in the face of a declining response rate indicates to us that the changes we observed do reflect an underlying change in officer attitudes, though we cannot be sure of the magnitude of that change.

Appendices

Appendix A

Post-Implementation Survey Instrument

2006 DENVER POLICE OFFICER SATISFACTION SURVEY

In this survey we are concerned with understanding what officers of the Denver Police Department think about the citizen complaint process. Your participation in this survey is VOLUNTARY and responses will be completely ANONYMOUS. Please do not write your name or any other identifying information on this form. For each question, please check the box that best fits your opinion. After you complete the survey, please return it to us in the enclosed business reply envelope. The postage is already paid. Questions or comments should be directed to Dr. Joseph De Angelis, Assistant Professor of Sociology, Ohio University at (740) 593-1371 or by email at deangelis@ohio.edu. **Thank you for your help!**

Section A. One of the responsibilities assigned to Internal Affairs and the Office of the Independent Monitor is the job of telling officers and the community about the complaint process. The following will assist us in learning about useful outreach opportunities.

Q1. How well do you feel you understand the citizen complaint process?	Very Well	Well	Neutral	Poorly	Very Poorly
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. How did you learn about the police complaint process?	<input type="checkbox"/> --Academy Training <input type="checkbox"/> --Roll Call Presentation <input type="checkbox"/> --Independent Monitor <input type="checkbox"/> --Supervisor		<input type="checkbox"/> --Union <input type="checkbox"/> --Other Officers <input type="checkbox"/> --Had Complaint Filed Against Me <input type="checkbox"/> --Other: _____		
Q3. How would you rank your overall morale?	Very Low	Low	Average	High	Very High
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section B. In this section we would like to ask you how you feel about Internal Affairs. Please mark your level of agreement with each of the following statements.

	Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree	Don't Know/ NA
Q1. Internal Affairs is biased in favor of the citizen.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. Internal Affairs listens carefully to the information given by officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q3. The actions of Internal Affairs negatively affect the morale of police officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q4. Internal Affairs is biased against certain officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q5. Internal Affairs investigates all complaints thoroughly.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q6. Internal Affairs investigates complaints efficiently.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q7. Internal Affairs investigates all complaints in an unbiased manner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q8. Internal Affairs does a better job of investigating complaints than citizens (such as the OIM).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q9. Internal Affairs spends too much time on frivolous complaints.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Survey continues on the next page...

Section C. In this section, we would like to ask you how you feel about Denver’s police oversight mechanisms. Please mark your level of agreement with each of the following statements.

	Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree	Don't Know/ NA
Q1. Citizens can competently review police complaints.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. The Office of the Independent Monitor (OIM) is biased in favor of citizens.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q3. The OIM carefully weighs information given by officers before making decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q4. The presence of the OIM affects how I act toward citizens.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q5. Administration of the complaint process has improved in recent years.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q6. Citizen oversight improves the quality of Internal Affairs investigations.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q7. The Office of the Independent Monitor has improved the complaint process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q8. The Office of the Independent Monitor does a good job of monitoring Internal Affairs investigations.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q9. Overall, I am satisfied with the performance of the Independent Monitor.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section D. In this section, we would like to ask you how you feel about the complaint process in general. Please mark your level of agreement with each of the following statements.

	Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree	Don't Know/ NA
Q1. The complaint process is biased in favor of citizens.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. Most citizen complaints against officers are frivolous.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q3. The investigation of citizen complaints helps improve how the police department is run.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q4. I accept the decisions made by command staff, even if I think they are wrong.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q5. Officers' basic rights are well protected within the complaint process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q6. Police command staff usually make fair disciplinary decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q7. Police command staff carefully consider information given by officers before making a decision on a complaint.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Survey continues on the next page...

Section E. In this section, we would like to ask you some questions about your job. Please mark your level of agreement with each of the following statements.

	Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree	Don't Know/ NA
Q1. I am very involved in my work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. The majority of the public respects police officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q3. Citizens are generally cooperative.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q4. The command staff supports line officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q5. The citizens of Denver support police officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q6. I feel burned out from my work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q7. I don't feel the public trusts me as a police officer.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q8. All in all, I am satisfied with my job.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q9. I have the support of my fellow officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q10. I have become more callous since I took this job.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q11. The news media is biased against police officers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q12. Doing my job well gives me a good feeling.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q13. The public does not understand what police officers have to put up with.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section F. In this section, we would like to ask you about your experience with citizen complaints.

Q1. Have you been the subject of a citizen complaint within the last year? Yes No Don't Know

(If YES, please continue with Q2. If NO, please skip to Q1 in Section I on the last page of the survey)

Q2. If yes, how many complaints have been filed against you in the last year? 1 2 3 4 5 More than 5 Don't Know

(If more than 1 complaint has been filed against you, please answer the remaining questions using the most recent complaint)

Q3. What type of complaint was filed against you? Excessive Force Discrimination Rude Behavior Police Procedure Law Violation Other: _____

Q4. What was the outcome on that complaint? --Sustained --Informal/Service Complaint
--Not Sustained --Mediated
--Exonerated/Unfounded --Pending
--Dismissed --Other: _____

Section G. In this section, we would like to ask you about your satisfaction with the Internal Affairs investigation.

How satisfied were you :	Very Dissatisfied	Dissatisfied	Neither Sat. Nor Dissat.	Satisfied	Very Satisfied	Don't Know/ NA
Q1. With the objectivity of the complaint investigator?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. That you were treated politely by the staff of Internal Affairs?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q3. With how well the investigator listened to your description of what happened?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q4. With how fair the investigator's questions were?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q5. That the investigator was unbiased?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q6. That you were interviewed soon enough after the complaint was filed?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q7. That the investigator treated you with respect?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q8. That you were promptly notified of the complaint?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q9. That the complaint process was clearly explained to you?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q10. That you were kept informed of the progress of the complaint?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q11. That you were told about what happened as a result of the complaint?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section H. In this section we would like to ask you about your overall satisfaction with the citizen complaint process.

How satisfied were you:	Very Dissatisfied	Dissatisfied	Neither Sat. Nor Dissat.	Satisfied	Very Satisfied	Don't Know/ NA
Q1. That the Denver Police Department considered your views before making a decision on the complaint?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q2. That enough information was gathered before a decision was made on your complaint?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q3. That you were treated fairly?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q4. That the decision on the complaint was made in a reasonable amount of time?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q5. That you received the outcome you deserved?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q6. That Denver is serious about investigating officer misconduct?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Q7. With the complaint process in general?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section I. Since this survey is anonymous, we would like to ask you some background questions.

Q1. What is your age?	18-24 <input type="checkbox"/>	25-34 <input type="checkbox"/>	35-44 <input type="checkbox"/>	45-54 <input type="checkbox"/>	55-64 <input type="checkbox"/>	65 or Over <input type="checkbox"/>
Q2. What is your race/ethnicity (check all that apply)?	African American <input type="checkbox"/>	Hispanic/Latino <input type="checkbox"/>	White/Caucasian <input type="checkbox"/>	Native American <input type="checkbox"/>	Pacific Islander <input type="checkbox"/>	Other <input type="checkbox"/>
Q3. What is your gender?	Male <input type="checkbox"/>	Female <input type="checkbox"/>				
Q4. What is the highest level of education that you have completed?	Some High School <input type="checkbox"/>	High School Graduate <input type="checkbox"/>	Some College <input type="checkbox"/>	College Graduate <input type="checkbox"/>	Advanced Degree (MA, Ph.D.) <input type="checkbox"/>	Other <input type="checkbox"/>
Q5. How long have you worked for the Denver Police Department?	Less than 1 year <input type="checkbox"/>	1—3 years <input type="checkbox"/>	3—5 years <input type="checkbox"/>	5—10 years <input type="checkbox"/>	10—15 years <input type="checkbox"/>	More than 15 years <input type="checkbox"/>
Q6. What is your rank?	<input type="checkbox"/> --Academy Recruit			<input type="checkbox"/> --Lieutenant		
	<input type="checkbox"/> --Officer			<input type="checkbox"/> --Captain or Higher		
	<input type="checkbox"/> --Corporal/Technician			<input type="checkbox"/> --Reserve Officer		
	<input type="checkbox"/> --Sergeant			<input type="checkbox"/> --Other: _____		
	<input type="checkbox"/> --Detective					

Section J. In this final section, we would like to give you the opportunity to explain, in greater detail, your perceptions of the complaint process.

Q1. Overall, what were the strengths of the complaint process?

Q2. Overall, what were the weaknesses of the complaint process?

Q3. How has the implementation of the Office of the Independent Monitor affected the complaint process?

End of Survey
Please place the survey form in the return envelope and place it in the mail. The postage is already paid.
Thank you very much!

Appendix B Demographic Characteristics for Officers

Characteristics of Responding Officers

	2005	2006		2005	2006
Age			How long have you worked for the DPD?		
Under 25	1.5%	1.4%	<1	4.9%	0.9%
25-34	21.2%	16.7%	1--3	3.4%	6.7%
35-44	40.8%	41.1%	3--5	7.5%	3.5%
45-54	29.7%	32.5%	5--10	21.6%	20.2%
55 and over	6.8%	8.4%	10--15	21.8%	20.6%
Number of Officers	532	431	15 and over	40.9%	48.0%
			Number of Officers	533	431
Race/Ethnicity			Rank		
African American	4.4%	4.7%	Officer	35.6%	31.2%
Latino/Hispanic	17.4%	16.4%	Corporal/Technician	13.9%	16.9%
White	72.7%	73.8%	Sergeant	14.2%	20.0%
Other Race/Ethnicity	3.3%	4.7%	Detective	1.7%	18.5%
Multiple Race/Ethnicities	2.3%	0.5%	Lieutenant	3.7%	5.2%
Number of Officers	523	427	Captain or Higher	1.7%	3.2%
			Unknown	29.2%	5.0%
			Number of Officers	648	439
Gender			What is the highest level of education that you		
Male	88.9%	87.4%	Some High School	0.2%	0.0%
Female	11.1%	12.6%	High School Graduate	5.2%	6.3%
Number of Officers	532	427	Some College	45.7%	43.5%
			College Degree	39.7%	42.4%
			Advanced Degree	9.2%	7.9%
			Number of Officers	534	432

Appendix C

Excerpted Officer Comments on Process Strengths

Question: "Overall, what were the strengths of the complaint process?"

Use of Mediation

Mediation seems to be an excellent addition to the complaint process.

The complainants feel that they are heard even if they don't like the outcome. Mediation is a good tool to use during the complaint process and should be used more.

Mediation has helped a lot!

Officer and citizen can sit down and talk problem out.

Better at Screening Trivial/False Complaints

Attempts to dismiss obviously frivolous complaints.

The ability to decline taking cases that are obviously not a legitimate complaint.

The new policy of IAB dismissing frivolous complaints is good.

Increased Discretion for Frontline Supervisors

The ability of supervisors to handle minor complaints at the station level.

Giving limited discretion back to sergeants to allow them to handle minor citizen concerns (most are misunderstanding about policy) without officially documenting the incident, contacting IAB etc, etc, most people just want to vent and be heard.

The modifications seem to be better and more trust is left with the street supervision to handle minor infractions.

Process is Fair and Unbiased

The process appears to be unbiased and officers are treated fair[ly] and with respect.

The fairness of the entire process.

Seems to be a bit more fair.

Process is More Streamlined and Efficient

Shortened process - increased citizen confidence.

Citizens can get heard quickly.

Minor complaints are now handled more efficiently.

More Open and Transparent

It's good that everything is exposed to the officer during the process.

Fairness in letting the citizens be heard.

That the process allowed the citizen to vent and find that most complaints are a matter of presentation and attitude.

Thorough IAB Investigations

Did a very detailed investigation to know the whole story.

Very thorough investigations.

They are thoroughly investigated.

Professional IAB Investigators

The investigators in IA are polite.

The sergeant interviewer was very professional when I went through my investigation.

Some of the investigators are very good.

Improved Communication

The notification process has become faster since the first survey.

The monitor goes to roll calls and explains his role.

Appendix D

Excerpted Officer Comments on Process Weaknesses

Question: "Overall, what were the weaknesses of the complaint process?"

Process Still Takes Too Long

Still takes a long time to investigate / get results.

The ridiculous amount of time it takes to resolve complaints.

Major complaints still take too long, drag on. If a time line for major complaints could be drawn out and then adhered to. [This may] force efficiency [and] be effective.

Need Better Communication About Process and Outcomes

I don't understand the complaint process very well; certainly not well enough to provide overall comments on the strengths and weaknesses of the program. A simple, clear and detailed training bulletin would be nice. One with an outline of different scenarios and the different levels of review which are involved.

The weakness of the process is nobody understands how it exactly works. This includes sergeants who are the first in line to take citizen complaints. The process, as explained in the OPs manual is more confusing than informative.

Lack of information concerning the outcome and how the case was investigated (information about it).

Too Many Layers of Oversight

Monitor's involvement in police complaints after issues were already addressed and discipline decided by chief and manager of safety (civilian oversight position for department). How many levels of civilian oversight do we need?

[T]he process has become so bureaucratically overburdened over the years. There are so many levels of oversight that officers do only the amount of work to stay out of trouble - not excel in doing aggressive policing. This environment has created a state of institutional mediocrity.

Punishments are Too Uneven and Subjective

Too much subjectivity! I would prefer specific penalties w/ a mitigating / aggravating range. Take the command discretion out of it!

The dept. claims to have a standard discipline model, however one officer may get suspended much longer for the same offense than another. Also, a few officers are suspended with pay for well over a year for IAB investigations. How long does it take? It makes morale low.

Process is Still Biased Against Certain Officers

If the Department hates you, you're SOL.

Depending on your rank, you get treated differently...

Discipline is still a top concern. Command staff has favorites. Also, command officers are protected through the process.

Process is Still Biased in Favor of Citizen

It is biased towards the citizens, officers are guilty until proven innocent. If you are disliked by the investigators they will try their hardest to file a case against you...

Bias towards citizen.

Appendix D (cont.)

Still too many False/Trivial/Frivolous Complaints

They will accept a complaint against an officer even though it is obvious that the complaint is false or otherwise has absolutely no merit. Why even waste the time on such a complaint?

It's too easy to complain on an officer. Over the internet is ridiculous.

That every discourtesy complaint usually makes the review of IA or the citizens board. [E]ven cops have bad days.

Citizens are Not Prosecuted for Filing False Complaints

Charges are not charged on those who are proven to have made false complaints.

After a complaint is found false, the citizen should be charged. The officer has that right. The officer is a citizen also.

Citizens who lie during complaint process never get charged with making a false report... never.

Complaints Remain on Record for Too Long

Long process - frivolous complaints - no sunset dates for certain complaints.

Need to dispose of exonerated and/ or unfounded complaints after so many years.

Media and Activists Have Too Much Influence

Too much information is released to the media before the investigation is complete. Decisions are media driven in many cases.

The administration takes the whims of the media and activist groups into consideration when dealing with complaints. I think they actively seek ways to circumvent the process.

Appendix E

Excerpted Officer Comments on Impact of OIM

Question: "How has the implementation of the [OIM] affected the complaint process?"

Unsure of the Impact

Too soon to tell.

I don't know for sure. I think he has tried to streamline the process for the better. I have seen no feedback or statistics since the beginning of the OIM.

I don't know. You don't hear anything about the OIM or what they are working on, unless it makes the news. This is one area where I would like to see/hear more about what is being investigated and what the outcomes are...

I have no experience yet, but it has to be an improvement.

No Substantive Impact

Street officers don't see any difference.

Not as far as I've seen.

For the officer on the street relatively little has changed except as stated above. I still have to worry constantly about a citizen making a complaint against me for simply doing my job.

No effect to my knowledge.

More Objective, Fair, and Professional than Previous Oversight Body

Hopefully, it's more fair and unbiased. The only 2 complaints I had this past year were handled at the station level because they were so minor. All of us handle a lot of people every year, and I am confident that the OIM takes this into consideration.

The complaint process is now fair, considering what it was in the past.

I think it helps [that] the OIM seems to be strict but fair.

Very positive, must continue. Ethics and integrity is building.

Trained personnel, outside the department, with no allegiances or debts, increases the likelihood of a fairly impartial, thorough process.

Has Reduced Trivial, Frivolous, and False Complaints

Hopefully it will eliminate the frivolous complaints.

Eliminated some processes on frivolous complaints/ complaints with no merit.

Streamlined the small complaints.

Minor complaints or unjustified complaints have been streamlined.

Gives more discretion into decision making procedure for declining complaints - frivolous or false complaints are more easily declined.

Increased Transparency and Objectivity

Hopefully has made it faster and more transparent to citizens.

I think a little more common sense and a little more legitimacy as far as the public is concerned.

It may possibly advance the relationship between police and citizens with the one on one meetings. Yet again it may hamper that relationship with the general public that is unable to understand how police work is conducted.

It helped/confirmed with citizens that the DPD investigates complaints properly.

The office has a very positive history and reputation (despite the above complaint, which is not entirely controllable by any one entity). I believe the OIM has brought a measure of integrity back to the process.

Monitor is Too Aggressive, Biased, and/or Political

Has made the process more cumbersome and biased against officer. Rather than being independent the monitor is doing everything possible to sway the outcome of complaints in favor of the citizen and city without regard for the facts of the case. Clearly, the monitor has lost sight of the objective of his officer independent oversight. He is too aggressive in his involvement in investigations rather than reviewing them.

Hindered investigations, and covered to the media demands.

It has politicized the process and raised the spectre of potential conflict of interest in higher profile complaints.

Appendix E (cont.)

Improved Efficiency

Made it quicker/easier to an extent.

It streamlined the process and helped to interject common sense into the process.

Timeliness greatly improved.

It appears the process has been simplified and streamlined which is a positive thing.

Made Process More Cumbersome and/or Inefficient

Has heightened the fear of officers - that we have one more person watching us and adding to the bureaucracy and more rules and training, etc...

More time consuming - waste of city [money]. How are citizens with no police training going to tell an officer what they should have or should not have done.

Also the OIM gets too involved with too many investigations. If the investigation is adequate then they should have no involvement other than minor review.

Made Process More Manageable

The complaint process has become more manageable. There is still the problem of supervisors or command amending pending complaints against other officers without any monitor's review.

The increased variety of ways to handle a complaint is appreciated.

About the Researchers

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Endnotes:

¹ We would like to thank Chris Campbell, Meredith Basak, Chris Kast, Tyler Wall, and Sheruni Ratnabalasuriar for their research assistance on this project. We would also like to thank Richard Rosenthal, Dr. Jon Proctor and Gerylann Castellano of the Office of the Independent Monitor for their help in completing the both the baseline and post-implementation surveys.

² A number of the questions used on the complainant and officer surveys were tested and employed in previous research projects. Several questions on the complainant surveys were adapted from a survey instrument employed by the Independent Police Review Division in Portland, Oregon. See for example *Independent Police Review Division Annual Report 2004*. Office of the City Auditor, City of Portland, Oregon, pgs. 97-107. In addition, several of the questions on the officer survey were adapted from a survey instrument used during an evaluation of the Albuquerque Police Department and from the Michigan Organizational Assessment Questionnaire. See Betsey Kreisel (1998) *An Analysis of Police Officers' Perceptions of Internal and External Systems of Citizen Complaint Procedures of Police Misconduct*, unpublished dissertation. Finally, several questions were adapted from the work of Tom Tyler. See Tom Tyler and Cheryl Wakslak. (2004), "Profiling and Police Legitimacy: Procedural Justice, Attributions of Motive, and Acceptance of Police Authority," *Criminology*, vol. 42, no. 2, pp.253-281.

³ Given that the distribution methods for both waves was very similar, it is unlikely that the drop in response rate from wave 1 to wave 2 is due to survey distribution methods. Rather, a possible reason for the drop in response rate is that some officers may have viewed the post-implementation survey as redundant with the baseline survey, and refused to participate a second time.

⁴ There were a few small differences between the respondent pool and the overall DPD population. For the baseline survey, the pool of responding officers may have contained a slightly higher percentage of officers who received complaints, and a slightly smaller percentage of female officers, Latino/Hispanics, African Americans, officers under age 35, officers who have been on the force five or fewer years, and detectives. For the post-implementation survey, sergeants and detectives, males, and those between the age of 45-and 54 may have been slightly overrepresented. African American and Latino/Hispanic officers may have been slightly underrepresented. Unfortunately, information relating to gender, race, and age were missing for roughly 20% of the baseline respondents. Rank information was missing for 29% of the baseline respondents. As a result of this missing data, we report only unweighted data.

⁵ The post-implementation survey may have had a higher percentage of sergeants and detectives. Unfortunately it is not possible to be certain due to the level of missing rank information in the baseline survey.

⁶ The same pattern was followed on questions that asked respondents to strongly agree/strongly disagree with a statement.

⁷ During the baseline survey, officers were asked several questions that were designed to measure their actual knowledge of the complaint process. A large proportion of both officers and complainants checked "Don't Know" on these questions. As a result, these questions were dropped from the post-implementation survey.

⁸ The wording to the third question in Table 3 was changed between the baseline and post-implementation surveys. The baseline wording to this question was: "Internal Affairs carefully weighs the information given by officers before issuing a finding on a complaint." Since the DPD Internal Affairs Bureau does not issue findings, the post -implementation survey wording was changed to: "Internal Affairs listens carefully to the information given by officers."

⁹ This is a new question that was added to the post-implementation survey.

¹⁰ Alternatively, it may suggest that officers' perceptions of the citizen complaint process have an influence on their job satisfaction, which highlights the importance of taking measures to improve the citizen complaint process.