The Rockford Police Officer Survey: Results

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September 2019

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Executive Summary

Over the past two years, the Rockford Police Department has worked with Winnebago county criminal justice agencies, community groups and organizations as well as state criminal justice agencies to design and implement a focused deterrence project, facilitated by the Region 1 Planning Council (R1PC) and Loyola University Chicago. Because an important component of the focused deterrence project in Rockford is the support, cooperation and involvement of the community, a survey was administered to citizens in the fall of 2017 that gauged their perceptions of crime and disorder in Rockford, their notions of the appropriate responses to violent crime and those who commit violent crime, and their perceptions of the Rockford Police Department and the Winnebago County Court system. A number of key findings emerged related to community perceptions of the Rockford Police Department, as well as to the state of police-community relations. As a follow-up to this survey of *community members*, the project team subsequently conducted a survey of Rockford *police officers* to better understand their perceptions of how they are treated within their organization and their interactions with community members. The voluntary survey was sent to 249 non-supervisory officers during Winter 2018-19, and 113 officers completed the survey.

A summary of the key findings from the officer survey include:

- *Officers largely view their supervisors as fair and objective in their decision-making concerning the officers under their supervision.* For example, 65% of officers agreed that supervisors treat all their employees the same when making decisions. Moreover, 85% of officers agreed that supervisors are open to proposals or suggestions from officers, and 92% of officers agreed that supervisors treat them with dignity and respect.

- *Officers had mixed feelings towards citizens.* Almost all (91%) of the officers agreed that most citizens have good intentions. However, 70% of officers agreed that they have reason to be distrustful of citizens, and only 54% agreed that citizens mostly could be trusted to do the right thing.

- *Burnout and job frustration were a concern for many officers*. For example, more than one-quarter of officers (27%) indicated that they feel burned out from their work at least once per week. On a positive note, almost half of officers (48%) feel like they make a difference through their work at least once per week; although, another 23% indicated they only have that feeling a few times per year.

- *Most officers are satisfied with their job*. Most officers indicated at least somewhat satisfaction with pay and benefits (84%), the work that police officers do (89%), and the department as a place to work (89%).

- *Most officers indicate that they adhere to the principles of procedural justice during their interactions with citizens.* For example, 97% of officers agreed that they treat all citizens with respect, even criminals or those suspected of crimes. In addition, 99% of officers agreed that they take the time to listen to citizens giving their side of the story.

- *Officers expressed more concern for violent crime than they did for property, drug, and nuisance crimes.* For example, 70% and 83% of officers were very concerned about robberies and shootings, respectively. Additionally, 63% of officers were very concerned about gang activity.

- *Almost all officers expressed punitive attitudes towards violent offenders, but many also saw the need for rehabilitation for these offenders*. For example, 97% of officers agreed that violent criminals should be punished severely, and slightly more than half of officers (53%) agreed that violent criminals need to be provided with services/treatment.

Introduction

Over the past two years, the Rockford Police Department has worked with Winnebago county criminal justice agencies, community groups and organizations as well as state criminal justice agencies to design and implement a focused deterrence intervention, facilitated by the Region 1 Planning Council (R1PC) and Loyola University Chicago. Support for this planning activity was provided by the Illinois Criminal Justice Information Authority through a grant made available by the U.S. Department of Justice, Bureau of Justice Assistance.[1] One of the key elements of any violence reduction strategy is the support, cooperation and involvement of the community, and this is an important component to the focused deterrence project in Rockford. To that end, a community survey was administered during Fall 2017. Several key findings emerged related to police-community relations and community perceptions of the Rockford Police Department.[2]

As part of a focused deterrence initiative—and as part of a larger effort to strengthen the relationship between the police and the community—police departments need to be acutely aware of the importance of procedural justice. In fact, several questions in the community survey asked residents their perceptions of procedurally just policing in Rockford. Subsequent to the community survey, Loyola researchers surveyed Rockford police officers. This was done in an effort to gauge their perceptions of procedural justice, but also to examine any similarities and differences with respect to citizen perceptions. Obtaining this information from Rockford officers was accomplished through an online, voluntary and anonymous survey. Question topics in the survey included: perceptions about *internal* and *external* procedural justice; perceptions of the community and society; job satisfaction; job burnout and cynicism; concerns about various types of crime in Rockford, and personal demographic information (e.g., gender, race or ethnicity, age, education level).

Methodology

The present research utilizes survey data from 113 non-supervisory (e.g., patrol, detectives) police officers from the Rockford Police Department. An initial component of the larger focused deterrence project was the administration of a community survey to gauge citizens' perceptions (e.g., of crime, of police-community relations, of police-community interactions, etc.). After soliciting responses from citizens, the research team then sought to

[2] The final report, entitled *The Rockford Community Survey: Results*, can be accessed on the Winnebago County government website under "Chairman's Updates."

compare citizens' perceptions to officers' perceptions through the administration of an officer survey. The survey was submitted to, and subsequently approved by, the Institutional Review Board (IRB) at Loyola University Chicago. A letter of research support was obtained from the Rockford Chief of Police, and the recruitment of participants took place in person during seven roll call briefings over a period of four days.

The police supervisor, who led the roll call, introduced a member of the research team at the end of each roll call. The researcher asked all police supervisors to exit the briefing room, and then explained the purpose of the project and the informed consent process to the officers. Officers were given an opportunity to ask questions and have them answered. Lastly, the researcher explained the method through which officers could participate—that the officers would receive an email with a survey link. To incentivize participation, a $10 donation was offered to the Jaimie Cox Memorial Fund for every completed survey. Jaime Cox was an officer with the Rockford Police Department; he was killed in the line of duty on November 5, 2017.

The link to the survey, electronically administered via Opinio, included the informed consent language, and officers were able to consent by clicking a "Begin Survey" button. The data collection period lasted approximately one month (early December 2018 — early January 2019), and weekly reminders were emailed to the officers. A population of 249 non-supervisory officers received the email, and 113 usable surveys were returned, yielding a 45% response rate.

Sample

On average, the sample was almost 34 years of age, and officers' age ranged from 23 to 53 years old. Overwhelmingly, the sample was comprised of White (85.5%) males (86.4%). The modal education level was having earned a bachelor's degree, and the average length of

service in the policing profession was 13 years. Officers' assignment was virtually equal with 48.6% of the officers assigned to patrol and 51.4% of the officers assigned to non-patrol (e.g., detective). Additional sample characteristics can be found in Table 1.

Table 1: Sample Characteristics (N=113)

Categorical Variables	N	Valid Percentage	Total
Gender (1 = Male)	95	86.4%	100%
Race (1 = White)[a]	94	85.5%	100%
Education			
H.S. Diploma or G.E.D.	3	2.8%	100%
Some College	26	23.9%	100%
Associate's Degree	19	17.4%	100%
Bachelor's Degree	55	50.5%	100%
Some Graduate Courses	4	3.7%	100%
Graduate or Professional Degree	2	1.8%	100%
Assignment (1 = Patrol)	53	48.6%	100%
Military Service (1 = Yes)	30	27.5%	100%
Shift (*Patrol only*)			
Day (beginning at 6:30am)	14	32.5%	100%
Evening (beginning at 4:00pm)	15	35.0%	100%
Overnight (beginning at 9:00pm)	14	32.5%	100%
Patrol District (*Patrol only*)			
1	14	30.0%	100%
2	20	42.6%	100%
3	13	27.4%	100%

Continuous Variables	M	SD	Min	Max
Age	37.87	8.21	23.00	53.00
Years of Service in Law Enforcement	13.17	7.98	1.00	30.00

Note: [a] The "non-white" race category was almost evenly split between African-American and Hispanic officers, with a very small number of officers who identified as another race.

Data Analysis Strategy

Data were examined using a variety of analytic techniques, including univariate, bivariate, and multivariate analyses. The results presented below provide frequency distributions to the responses for each of the questions included on the survey, along with a brief description of the patterns evident in the data. The order of the analyses presented below follows the order of the questions as they appeared in the survey, and for each specific survey question or element, the tables below include the specific number of respondents that answered each individual question. In addition to the frequency distributions and explanation of the patterns evident in the data, for some questions more comprehensive and sophisticated analyses were used to examine the data. Specifically, bivariate and multivariate statistical techniques were used to determine if there were statistical relationships among the variables, and the strength of these relationships. More information regarding these analyses are provided below.

In addition to examining the responses to each individual question on the survey, attitudinal scales were also developed and analyzed. Specifically, by combining the responses to individual questions used in the survey, five additive scales were created to represent five attitudinal variables: (1) internal procedural justice, (2) external procedural justice, (3) cynicism, (4) burnout, and (5) job satisfaction. These five variables were created based on face validity of the survey items, factor analyses, and prior research using validated items (e.g., Maslach, 1982; Regoli, 1976; Rothwell & Baldwin, 2007). All five variables demonstrated acceptable internal consistency (i.e. reliability) as evinced by Cronbach alpha statistics.

Results

Below are analyses of the individual survey questions designed to measure the officers' perceptions of the various survey topics.

Section A: Views of Supervision

The first set of survey items asked respondents their level of agreement with statements about their supervisors (see Table 2). These items were designed to capture officer perceptions of *internal procedural justice*. In the simplest of terms, procedural justice refers to the fairness and equity of a decision-making <u>process</u>. Procedural justice contrasts with *distributive justice*, which refers to the fairness of the outcome itself (Blader & Tyler, 2003; Tyler et al., 2007). In other words, procedural justice is concerned with the "means" of

decision-making, while distributive justice is concerned with the "ends" of decision-making (Lowe & Vodanovich, 1995). Procedural justice is commonly identified by four pillars: 1) fairness in the process, 2) transparency in actions, 3) opportunities for voice, and 4) impartiality in decision-making (Kunard & Moe, 2015). While this concept is predominately examined in terms of police-citizen interactions "out on the street" (i.e., *external procedural justice*), it has particular relevance to an organization's decision-making processes "in house" as well (e.g., Donner et al., 2015).

The majority of respondents agreed (combining the responses of "strongly agree" and "somewhat agree") that their supervisors treat all employees the same when making decisions, while less than one-fifth agreed their supervisors' organizational decisions are influenced by prejudices. The majority of officers also disagreed (combining the responses of "strongly disagree" and "somewhat disagree") that their supervisors don't take time to listen when they express their views and disagreed that their supervisors do not take time to explain the decisions that they have made.

Table 2: Views of Supervision

Please indicate the extent to which you agree or disagree with the following statements about your supervisors. Note: Percentages of the total sample are reported for each row.	Strongly Disagree	Disagree Somewhat	Agree Somewhat	Strongly Agree	Total
My supervisors' organizational decisions are influenced by prejudices	66.4%	14.2%	16.8%	2.75%	100%
My supervisors treat all employees the same when making decisions	13.3%	22.1%	35.4%	29.2%	100%
My supervisors are disrespectful toward their officers	67.3%	24.8%	3.5%	4.45%	100%
My supervisors can be rough with officers when trying to get them to do what they want	69.0%	21.2%	8.0%	1.8%	100%
My supervisors don't take time to listen when I express my views	68.8%	17.0%	12.5%	1.8%	100%
My supervisors don't tell officers the reasons for their decisions	46.9%	38.1%	12.4%	2.7%	100%
My supervisors do not take time to explain when they make decisions directed at me	61.1%	25.7%	9.7%	3.5%	100%
My supervisors are open to proposals and suggestions from officers	5.3%	9.7%	37.2%	47.8%	100%
My supervisors treat me with dignity and respect	3.5%	4.4%	24.8%	67.3%	100%

Section B: Views of Society

The second set of survey items asked respondents their level of agreement with statements about society (see Table 3). These items were designed to capture officer *cynicism*. In the context of the policing profession, cynicism can be regarded as an attitude of contemptuous distrust of human nature and motives (e.g., Niederhoffer, 1967; Regoli, 1976).

The results here were somewhat mixed. Approximately 70% of officers agreed that they have reason to be distrustful of citizens, and only about half (54%) of them agreed that citizens mostly could be trusted to do the right thing. On the other hand, the vast majority (91%) of officers agreed that most citizens have good intentions. Additionally, the vast majority (93.8%) _disagreed_ that police officers should not work so hard because it will not make much of a difference. Lastly, the vast majority (96.4%) of officers agreed that citizens do not understand the problems that officers face in their job.

Table 3: Views of Society

Please indicate the extent to which you agree or disagree with the following statements about citizens and society. Note: Percentages of the total sample are reported for each row.					
	Strongly Disagree	Disagree Somewhat	Agree Somewhat	Strongly Agree	Total
Officers have reason to be distrustful of citizens.	8.0%	22.1%	53.1%	16.8%	100%
Citizens mostly can be trusted to do the right thing.	7.1%	38.9%	48.7%	5.3%	100%
It is naive to trust citizens.	8.8%	42.5%	42.5%	6.2%	100%
Most citizens have good intentions.	1.8%	7.1%	61.6%	29.5%	100%
Citizens do not understand the problems that we face as police officers.	1.8%	1.8%	34.5%	61.9%	100%
Police officers are expected to gather information from victims of crime, not comfort them.	13.3%	45.1%	33.6%	8.0%	100%
Police officers should not work so hard because it will not make much of a difference – the problems will remain the same.	69.0%	24.8%	4.4%	1.8%	100%

Section C: Stress, Health, and Well-being at Work

The third set of survey questions asked respondents how often they feel stressed out and frustrated by their job (see Table 4). These questions were designed to capture officer perceptions of *burnout*. Burnout is generally defined as a syndrome comprising emotional exhaustion, depersonalization, and reduced sense of personal accomplishment that often develops among individuals who do "people work" (e.g., Maslach, 1982). It has been a common area of research inquiry in the police profession (e.g., Yun et al., 2015).

Burnout and job stress/frustration were a concern for many officers. Approximately one-quarter of officers indicated that they feel burned out from their work at least once per week. About the same proportion reported that they feel frustrated by their job at least once per week. On a more positive note, almost half of officers feel like they make a difference through their work at least once per week; although, another quarter or so of the sample indicated they only feel like they make a difference a few times per year.

Table 4: Stress, Health, and Well-being at Work

Please respond to these questions regarding your health and well-being as a product of your job. Note: Percentages of the total sample are reported for each row.								
	Never	A Few Times a Year	Monthly	A Few Times a Month	Every Week	A Few Times a Week	Every Day	Total
I feel used up at the end of the workday.	8.0%	24.8%	5.3%	21.2%	13.3%	20.4%	7.1%	100%
I feel burned out from my work.	13.3%	33.6%	7.1%	18.6%	3.5%	18.6%	5.3%	100%
I feel like I make a difference through my work.	0.0%	23.0%	6.2%	23.0%	15.0%	19.5%	13.3%	100%
I feel frustrated by my job.	9.7%	42.5%	8.0%	15.0%	10.6%	10.6%	3.5%	100%

Section D: Job Satisfaction

The fourth set of survey items asked respondents about their level of satisfaction with various aspects of their job (see Table 5). These items were designed to capture officer perceptions of *job satisfaction*.

For the most part, Rockford officers are satisfied with their job. The vast majority of officers indicated satisfaction (combining the responses of "very satisfied" and "somewhat satisfied") with pay and benefits. Additionally, nine-in-ten officers reported satisfaction with the work that police officers do and the police department as a place to work.

Table 5: Job Satisfaction

Please indicate the extent to which you are satisfied or dissatisfied with the following aspects of your job. Note: Percentages of the total sample are reported for each row.					
	Very Dissatisfied	Somewhat Dissatisfied	Somewhat Satisfied	Very Satisfied	Total
Pay and benefits	1.8%	14.2%	54.9%	29.2%	100%
The type of work that police officers do	0.0%	10.6%	46.0%	43.4%	100%
The department as a place to work	3.5%	7.1%	49.6%	39.8%	100%

Section E: Interactions with Citizens

The fifth set of survey items asked respondents to indicate their level of agreement with statements about their interactions with citizens (see Table 6). These items were designed to capture officer perceptions of *external procedural justice*. Again, procedural justice refers to the fairness and equity of a decision-making <u>process</u>, and it is commonly identified by four pillars: 1) fairness in the process, 2) transparency in actions, 3) opportunities for voice, and 4) impartiality in decision-making (Kunard & Moe, 2015).

Similar to *internal procedural justice*, most officers reported that they, themselves, adhere to the principles of procedural justice during their police-citizen interactions. The vast majority of police officers agree that they are routinely impartial when dealing with citizens, take the time to listen to citizens give their side of the story, routinely explain their decisions when dealing with citizens, and make sure that citizens understand the process by which they are treated. The only survey item that garnered slightly less support was treating

all citizens with politeness and respect even when they are not polite to the officers. For this item, nearly one-fifth of the officers in the sample disagreed with it.

Table 6: Interactions with Citizens

Please indicate the extent to which you agree or disagree with the following statements about police-citizen interactions. Note: Percentages of the total sample are reported for each row.					
	Strongly Disagree	**Disagree Somewhat**	**Agree Somewhat**	**Strongly Agree**	**Total**
It is important that I express a true interest in what a citizen has to say, even if it would not affect the outcome of the encounter.	1.8%	4.4%	50.4%	43.4%	100%
I am routinely impartial when dealing with citizens.	2.7%	4.4%	34.5%	58.4%	100%
I treat all citizens with respect, even criminals or those suspected of crimes.	0.0%	2.7%	35.4%	61.9%	100%
I take the time to listen to citizens give their side of the story.	0.0%	0.9%	24.8%	74.3%	100%
I routinely explain my decisions when dealing with citizens.	0.0%	2.7%	40.7%	56.6%	100%
I regularly allow citizens to express their point of view before making a decision regarding their case.	1.8%	8.0%	42.5%	47.8%	100%
I regularly use hard language toward citizens.	32.7%	48.7%	16.8%	1.8%	100%
I treat all citizens with politeness and respect, even when they are not polite to me.	1.8%	16.8%	54.0%	27.4%	100%
I make sure that citizens understand the process by which I treat them.	0.0%	3.6%	49.1%	47.3%	100%

Section F: Purpose of the Criminal Justice System

The sixth set of survey items asked respondents to indicate their level of agreement with statements about the purpose of the criminal justice system (see Table 7). It should be noted that the survey items are individual survey items and are not meant to be interpreted as being mutually exclusive.

Overall, the officers tended to express more punitive—rather than rehabilitative—attitudes as it relates to the general purpose of the criminal justice system when it comes to violent crime. The vast majority (97%) of surveyed officers agreed that violent criminals should be punished severely, which is consistent with the result obtained from Rockford residents when they were surveyed (94% agreed violent criminals should be punished severely). This contrasts with slightly more than half of officers (53%) who agreed that violent criminals need to be provided with services/treatment. This also differs from the responses of the community members who participated in a similar survey in 2017, where almost 80% of residents agreed that violent criminals need to be provided with services/treatment. Thus, the majority of both citizens and officers see the need to both punish and treat violent offenders; however, the level of support among offices to treat violent criminals is not nearly as strong as it is among citizens.

Table 7: Purpose of the Criminal Justice System

Please indicate the extent to which you agree or disagree with the following statements about the purpose of the criminal justice system. Note: Percentages of the total sample are reported for each row.					
	Strongly Disagree	**Disagree Somewhat**	**Agree Somewhat**	**Strongly Agree**	**Total**
People who commit violent crime should be punished severely.	0.9%	1.8%	9.7%	87.6%	100%
People who commit violent crime need to be provided with services and treatment to change their behaviors.	15.9%	31.0%	37.2%	15.9%	100%

Section G: Crime and Disorder in Rockford

The seventh set of survey items asked respondents their level of concern with various types of crime and disorder in Rockford (see Table 8).

The officers in the sample expressed greater concern for violent crime than they did for property, drug, and nuisance crimes. More than half of officers were _very_ concerned about gang activity, robberies and shootings. Additionally, almost half of officers were _very_ concerned about domestic violence incidents and drug trafficking. The crimes and disorder of least concern for the officers in the sample were loud music from automobiles, panhandling, and traffic violations. The three crime areas where there was the largest difference in perceptions between officers and residents were in the areas of domestic violence, gang activity and the use of drugs. Officers tended to be more concerned about domestic violence than residents (95% of officers versus 67% of residents were concerned about domestic violence) and gang activity (97% of officers versus 67% of residents were concerned about gang activity). Similarly, 86% of officers were concerned about drug use, compared to 68% of the residents being concerned about drug use.

Table 8: Crime and Disorder in Rockford

Please indicate the extent to which you are concerned with the following behaviors in Rockford. Note: Percentages of the total sample are reported for each row.					
	Not at all concerned	**Not very concerned**	**Somewhat concerned**	**Concerned**	**Very concerned**	**Total**
Loud music from automobiles	13.3%	54.9%	25.7%	4.4%	1.8%	100%
Burglary	0.0%	3.5%	13.3%	44.2%	38.9%	100%
Sale of drugs	0.0%	2.7%	9.7%	44.6%	46.0%	100%
Use of drugs	3.5%	10.6%	22.1%	31.9%	31.9%	100%
Prostitution in public places	3.5%	15.9%	32.7%	33.6%	14.2%	100%
Speeding/Traffic issues	5.3%	26.5%	37.2%	28.3%	2.7%	100%
Robbery/Mugging	0.0%	0.0%	0.9%	29.2%	69.9%	100%
Shootings	0.0%	0.9%	0.9%	15.0%	83.2%	100%
Domestic Violence	0.9%	4.4%	8.8%	38.9%	46.9%	100%
Loitering/Panhandling	8.8%	37.2%	38.9%	12.4%	2.7%	100%
Disorderly Youth	1.8%	16.8%	36.3%	31.9%	13.3%	100%
Auto Theft	0.0%	7.1%	24.8%	42.5%	25.7%	100%
Gang Activity	0.0%	2.7%	8.8%	25.7%	62.8%	100%

These analyses conclude the univariate frequency analysis of the individual survey items. The next set of analyses take a deeper look into officers' perceptions of procedural justice and are outlined below.

Officers' Perceptions of Procedural Justice

Recently, several highly publicized and troubling police-citizen encounters around the United States have led many to question not only police tactics, but also, more broadly, police legitimacy. These events, among other things, led President Obama to create a Task Force on 21st Century Policing. Part of its focus was on fostering legitimacy through procedurally just policing practices. In fact, one of its recommendations to police departments to strengthen their policing practices through the principles of procedural justice—and thereby increasing their external legitimacy—is to promote legitimacy internally by applying those same procedural justice principles within the organization. According to Van Craen (2016), part of the reasoning behind this thinking is that officers will be more likely to treat citizens in procedurally just ways if they themselves are treated in procedurally just ways within their organizations' decision-making processes.

Using survey data from Section A and Section E of the survey, two procedural justice scales were created: *internal* and *external procedural justice*.[3] Internal procedural justice is measured with a 7-item scale. The items, which are conceptually similar to items used in previous research (e.g., Blader & Tyler, 2003; Rothwell & Baldwin, 2007; Wolfe & Piquero, 2011), tap into the four pillars of procedural justice (e.g., "My supervisors treat all employees the same when making decisions"). These items were measured on a four-point Likert scale (1 = Strongly Disagree; 4 = Strongly Agree), with higher scores indicating a higher perception of procedural justice. The variable had a mean of 3.34 (SD = .59), and it demonstrated good internal consistency (α = .83). Please see the Appendix for all survey items that were used to create the scaled variables in this study. For a graphical display of the variable distributions for internal and external procedural justice, see Figure 1.

External procedural justice is measured with a 6-item scale. Like internal procedural justice, the items are conceptually similar to items used in previous research (e.g., Bradford, 2014; Tyler & Wakslak, 2004) and tap into the four pillars of procedural justice (e.g., "I am routinely impartial when dealing with citizens"). These items were measured using the same four-point Likert scale (1 = Strongly Disagree; 4 = Strongly Agree), with higher scores indicating a higher perception of procedural justice. This variable had a mean of 3.48 (SD = .34)[4], and it demonstrated acceptable reliability (α = .72).

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[3] Each scale was created by taking the values for each officer (1 to 4) for each of the items in the scale, adding them together, and dividing by the number of items for the given scale.

[4] In the community survey, residents' perceptions of external procedural justice had a mean of 3.00 (SD = 0.83) on a similar 1 to 4 scale. While these were two independent samples, with different sampling techniques and questions used to create the procedural justice scales, it appears that both suggest a positive view of external procedural justice.

Figure 1: Distribution of means for internal and external procedural justice

IPJ (Mean = 3.34, SD = 0.59)   EPJ (Mean = 3.48, SD = 0.34)
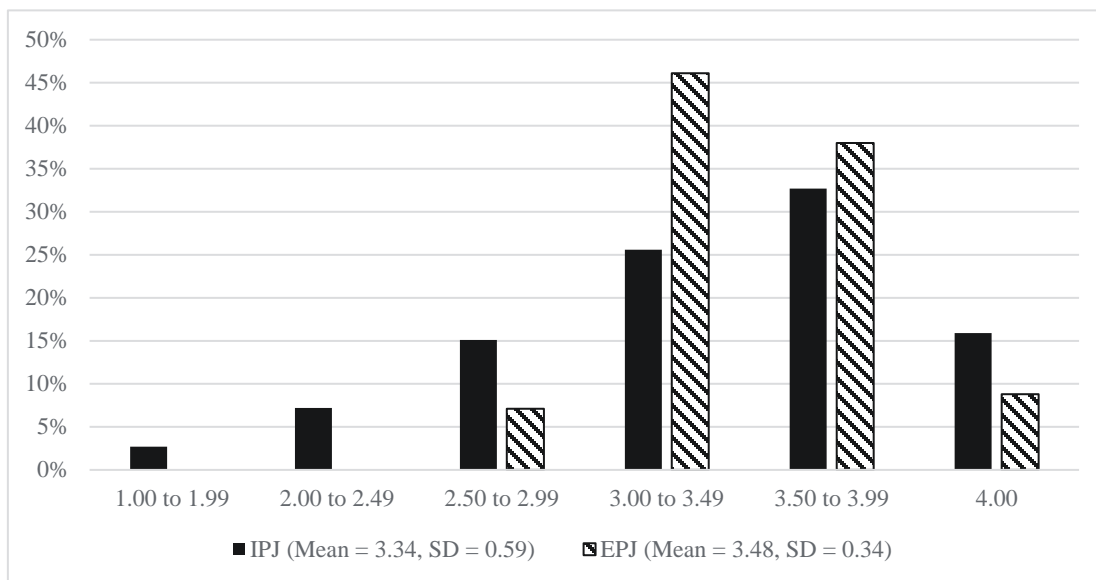
In examining the descriptive statistics for the procedural justice variables, it is clear that the officers in this sample reported considerably high perceptions of both internal and external procedural justice (see Figure 1). Recall that the maximum value for each variable was 4.00. The sample yielded a mean of 3.34 for internal procedural justice and a mean of 3.53 for external procedural justice. In fact, 84 officers (74% of the sample) had internal procedural justice values of 3.00 or greater and 105 officers (93% of the sample) had external procedural justice values of 3.00 or greater. Moreover, 18 officers yielded a value of 4.00—the highest value possible—for internal procedural justice and 10 officers yielded a value of 4.00 for external procedural justice. Thus, this sample perceives—fairly strongly— that 1) they are treated with procedural justice "in house" and that they treat citizens with procedural justice "on the street".

## The Importance of Internal Procedural Justice

According to Greenberg (1990), internal procedural justice is "a basic requirement for the effective functioning of organizations" (p. 399). Pursuant to this framework, an employee's perception of whether the rules and decisions within an agency are procedurally just is central to his/her views of the agency and its legitimacy (e.g., Blader & Tyler, 2003; Colquitt et al., 2001; Tyler et al., 2007). As with police-citizen encounters, employees' assessments of the decision-making processes within an agency are as important as, or even more important than, their assessments of the outcomes of those decisions. When utilized, procedurally just practices amount to supervisors treating subordinates with respect, having supervisors listen to what employees have to say, having

supervisors make objective decisions, and having supervisors explain their actions. Again, the *process* through which an outcome is arrived matters.

Prior research has documented a link between internal procedural justice in policing and a variety of outcomes (for a meta-review, see Donner et al., 2015). Perceptions of procedurally just decision-making has been found to be positively related to organizational commitment (e.g. Morris et al., 1999), job satisfaction (e.g. Myhill & Bradford, 2013), perceptions of distributive justice and satisfaction with decisional outcomes (e.g. Carless, 2006), trust in one's organizational administration (e.g. Sholihin & Pike, 2010), and compliance with decisions (De Angelis & Kupchik, 2009). In addition, internal procedural justice has been found to be negatively related to police misconduct and positively related to willingness to report misconduct (e.g. Rothwell & Baldwin, 2007; Wolfe & Piquero, 2011).

Within the current sample, we were able to analyze the effect of internal procedural justice on several important outcomes. Using bivariate correlation analysis, we found that internal procedural justice was positively—and statistically—correlated with job satisfaction and external procedural justice (see Figure 2). Moreover, internal procedural justice was found to be negatively—and statistically—related to burnout. Lastly, internal procedural justice was determined to be unrelated to cynicism.

Figure 2: Correlations among scaled variables

Note: *p < .05   **p < .01
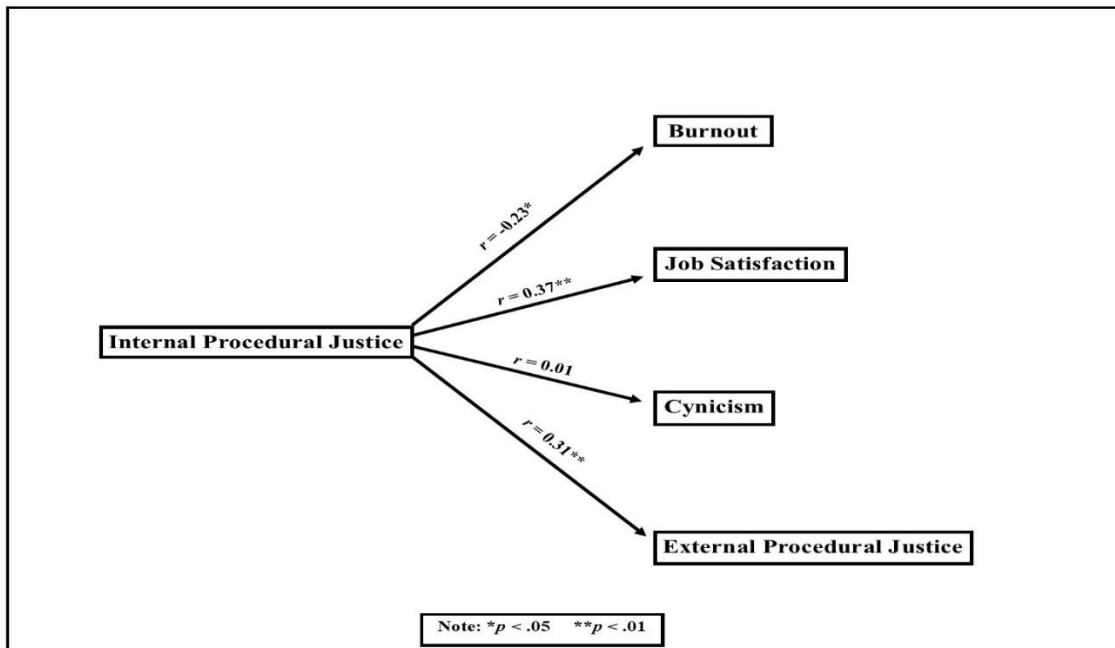
While the bivariate analyses indicated that there was a significant association between internal and external procedural justice, it was prudent to consider this relationship within a multivariate context. Due to the continuous nature of the dependent variable (i.e. external procedural justice), an ordinary least squares (OLS) regression model was employed (see Table 9). The model fit the data well (F = 3.64, p < .01), and it was able to explain 19% of the variance in the dependent variable. Overall, results from the model demonstrated that an increase in officers' perceptions of internal procedural justice significantly predicted an increase in officers' perceptions of external procedural justice (b = .19, p < .01). Consequently, these data reveal that officers who perceive fair treatment within their organization's decision-making processes are more likely to indicate that they exhibit the same fairness when making decisions within police-citizen encounters. Additionally, education exerted a marginally significant effect (b = -.11, p < .10), while cynicism exerted a statistically significant effect (b = -.20, p < .05). The model indicated that having a bachelor's degree or higher and an increase in an officer's level of cynicism were both predictive of a decrease in external procedural justice.

Table 9: OLS Regression Model Predicting Officer Perceptions of External Procedural Justice

Variable	b	SE	β
Sex (1 = Male)	0.13	0.09	0.13
Race (1 = White)	-0.10	0.09	-0.10
Education (1 = Bachelor's or higher)	-0.11[+]	0.06	-0.16
Years of Service	0.01	0.01	0.13
Assignment (1 = Patrol)	-0.02	0.08	-0.02
Cynicism	-0.20*	0.08	-0.24
Burnout	0.00	0.02	0.02
Job Satisfaction	0.03	0.07	0.05
Internal Procedural Justice	0.19**	0.06	0.33
Model Diagnostics			
F-statistic	3.64 **		
Adjusted R^2	.19		
[+]$p < .10$ *$p < .05$ **$p < .01$			

Supplemental Analyses

In light of the fact that patrol officers and non-patrol officers (i.e. detectives/investigators) perform vastly different job functions and have markedly different visibility in the community (e.g., Stenross & Kleinman, 1989; Walker & Katz, 2018), several analyses were performed to see if patrol and non-patrol officers varied in their responses to the survey questions. Specifically, we re-ran the frequency analyses with respect to Sections A through F. The full results can be found in the tables contained in the Appendix. While patrol and non-patrol officers generally gave comparable responses to the survey items within these sections, a few noteworthy differences stood out. We surmise that these differences may be attributable to 1) differences in job functions; 2) differences in interactions with community members; 3) differences in age and years of experience (with patrol officers being younger and having fewer years on the job); and 4) possible differences in training academy curriculum and structure (the older, more experienced non-patrol officers may have completed a training academy that was quite different years ago from what it is today).

Regarding Views of Supervision (i.e. internal procedural justice) in Section A, 23% of patrol officers agreed (a combination of "strongly agree" and "somewhat agree") that "My supervisors' organizational decisions are influenced by prejudices," but only 16% of non-patrol officers agreed with that statement. Moreover, 23% of patrol officers also agreed that "My supervisors don't take time to listen when I express my views," whereas only 8% of non-patrol officers agreed with that statement. Regarding Interactions with Citizens (i.e. external procedural justice) in Section E, 87% of

patrol officers agreed that "I am routinely impartial when dealing with citizens," yet 98% of non-patrol officers agreed with that statement.

Statements regarding Views of Society were contained in Section B, and these survey items reflected issues of cynicism and trust. Concerning cynicism, 49% of patrol officers agreed (a combination of "strongly agree" and "somewhat agree") that "Police officers are expected to gather information from victims of crime, not comfort them," whereas only 34% of non-patrol officers agreed with that statement. Conversely, only 8% of patrol officers agreed that "Police officers should not work so hard because it will not make much of a difference – the problems will remain the same," but more than a quarter (29%) of non-patrol officers agreed with that statement. Concerning trust, patrol officers appeared to be less trusting of citizens in general. Here, three-quarters (76%) of patrol officers agreed that "Officers have reason to be distrustful of citizens," whereas only 64% of non-patrol officers agreed with that statement. Less than half (47%) of patrol officers agreed that "Citizens mostly can be trusted to do the right thing," yet three-fifths (61%) of non-patrol officers agreed with that statement. Additionally, more than half (53%) of patrol officers agreed that "It is naive to trust citizens," but only two-fifths (41%) of non-patrol officers agreed with that statement.

Lastly, two noteworthy differences were observed with respect to burnout and job satisfaction. Statements regarding stress, health, and well-being at work were contained in Section C. Here, almost half (49%) of patrol officers experienced feeling "used up at the end of the workday" weekly or more often (a combination of "Every Week", "A Few Times a Week", and "Every Day"), whereas only one-third (34%) of non-patrol officers felt this way. Finally, statements regarding Job Satisfaction were contained in Section D. While patrol and non-patrol officers generally gave comparable responses to pay/benefits and the work that police officers do, there was one notable difference. Here, 94% of patrol officers were satisfied (a combination of "somewhat satisfied" and "very satisfied") with "The department as a place to work," but only 85% of non-patrol officers felt the same way.

Conclusions

The survey of police officers in the Rockford Police Department yielded a number of useful findings, and provide insight into the perceptions of officers with respect to how they feel they are treated by their supervisors, how they perceive their interactions with the public, and feelings of burnout and job satisfaction. In general, officers have positive ratings of their supervisors in relation to the fairness and objectiveness of supervisory decision-making, and feel as though they too adhere to the principles of procedural justice during their interactions with citizens. The vast majority of officers are also satisfied with their jobs, and almost one-half (48%) feel like they make a difference through their work at least once per week. That said, burnout and job frustration were also a concern for many officers. For example, more than one-quarter of officers (27%) indicated that they feel burned out from their work at least once per week.

Similar to a survey conducted of Rockford residents, almost all officers expressed punitive attitudes as it relates to the purpose of the criminal justice system for violent offenses. In addition, while

slightly more than one-half (54%) of officers also saw the need for rehabilitation for violent offenders, a larger share of the residents (79%) supported rehabilitation for these offenders. There also tended to be a fair amount of agreement between what the degree to which officers and residents perceived specific crimes/crime issues to be of concern. That said, there were some specific categories of crimes that police officers tended to have more concern about than did residents, including domestic violence, gang activity and drug use. These differences in perception are likely one of the reasons why such a large share of the officers agreed with the statement "Citizens do not understand the problems that we face as police officers."

As a primary focus, it is important to briefly discuss the topic of procedural justice. Recall that a bivariate correlation revealed a statistical association between internal and external procedural justice. Additionally, a multivariate OLS regression model indicated that internal procedural justice was predictive of external procedural justice, net of other relevant variables. This finding indicates that officers, who perceive fair treatment in their own organization, are more likely to indicate that they employ the same fairness when interacting with citizens. If police departments truly wish to enhance their legitimacy, their relationship with the communities they service, and the public's trust, they would be wise to use procedural justice practices during police-citizen encounters.

The findings herein indicate that officer engagement in such external procedural justice practices is affected by their perceptions of internal procedural justice practices. Thus, it follows that external procedural justice practices can be enhanced when police supervisors are "practicing what they preach." In fact, this line of recommendation was highlighted in President Obama's Task Force on 21st Century Policing. Recommendation 1.4—along with Action Items 1.4.1 and 1.4.2—encourage police departments to enhance their own internal legitimacy by implementing procedural practices within their organizational decision-making. By engaging in procedurally just behavior themselves, police supervisors and administrators can demonstrate their commitment to fair policing and show officers how they can put it into practice. From a social learning perspective, police officers might model their supervisors' internal procedural justice practices during their own external encounters with citizens. One big question surrounding this premise concerns this issue of training. In recent years, police departments have begun to implement the practice of procedural justice into their training curriculums; however, such training has typically been implemented solely with patrol officers, and it is likely that police supervisors and administrators need at least as much training in engaging in internal procedural justice practices (Van Craen & Skogan, 2017).

Importantly, mere talk about procedurally just treatment of citizens from supervisors will likely be dismissed by officers as hypocritical if they perceive that their supervisors are not actively engaged in internal procedural justice practices. Such practices to be reformed based on the pillars of procedural justice to encompass things like giving officers an opportunity to share their opinions and concerns, greater fairness in job assignments, and greater transparency in promotion and disciplinary decisions.

On the other hand, the analyses did not reveal any independent relationship between external procedural justice and either burnout or job satisfaction. This finding may suggest that officers are able to separate their feelings about their job—burnout and satisfaction—from how they interact with the public. While there were correlations between burnout and job satisfaction of the respondents, the sentiments measured through these scales did not appear to affect their perceptions of how they interacted with the public when it came to external procedural justice. Thus, while management efforts to address burnout and job satisfaction are important, and may indirectly influence external procedural justice through improved job satisfaction, these efforts may not have a direct impact on external procedural justice.

Lastly, recall that these data stem from a larger research project in Rockford concerning the implementation of a focused deterrence initiative to reduce violent crime. Focused deterrence initiatives should embrace the principles of procedural justice when law enforcement personnel and other stakeholders are interacting with program participants. This is because the effectiveness of such programs is largely dependent on public perceptions of police legitimacy. This is why advocates of focused deterrence strategies argue that targeted offenders should be treated in such a way as to reflect the pillars of procedural justice. That is, they should be treated fairly and impartially, given an opportunity for their voices to be heard, and to have decisions be explained to them in a transparent manner. In this way, focused deterrence strategies can seek to increase the likelihood that offenders will "buy in" and voluntarily comply with the program.

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Appendix: Supplemental Analyses

Section A: Views of Supervision

	Full Sample		Patrol		Non-Patrol	
	Agree	**Disagree**	**Agree**	**Disagree**	**Agree**	**Disagree**
My supervisors' organizational decisions are influenced by prejudices	20%	80%	23%	77%	16%	84%
My supervisors treat all employees the same when making decisions	64%	36%	60%	40%	68%	32%
My supervisors are disrespectful toward their officers	8%	92%	8%	92%	9%	91%
My supervisors can be rough with officers when trying to get them to do what they want	10%	90%	8%	92%	13%	87%
My supervisors don't take time to listen when I express my views	15%	85%	23%	77%	8%	92%
My supervisors don't tell officers the reasons for their decisions	15%	85%	15%	85%	17%	83%
My supervisors do not take time to explain when they make decisions directed at me	14%	86%	15%	85%	13%	87%
My supervisors are open to proposals and suggestions from officers	85%	15%	85%	15%	84%	16%
My supervisors treat me with dignity and respect	92%	8%	92%	8%	91%	9%

Section B: Views of Society

	Full Sample		Patrol		Non-Patrol	
	Agree	**Disagree**	**Agree**	**Disagree**	**Agree**	**Disagree**
Officers have reason to be distrustful of citizens.	70%	30%	76%	24%	64%	24%
Citizens mostly can be trusted to do the right thing.	54%	46%	47%	53%	61%	39%
It is naive to trust citizens.	49%	51%	53%	47%	41%	59%
Most citizens have good intentions.	91%	9%	90%	10%	92%	8%
Citizens do not understand the problems that we face as police officers.	96%	4%	96%	4%	96%	4%
Police officers are expected to gather information from victims of crime, not comfort them.	42%	58%	49%	51%	34%	66%
Police officers should not work so hard because it will not make much of a difference – the problems will remain the same.	6%	94%	8%	92%	29%	71%

Section C: Stress, Health, and Well-being at Work

	Full Sample		Patrol		Non-Patrol	
	Weekly or more	Monthly or less	Weekly or more	Monthly or less	Weekly or more	Monthly or less
I feel used up at the end of the workday.	41%	59%	49%	51%	34%	66%
I feel burned out from my work.	27%	73%	28%	72%	27%	73%
I feel like I make a difference through my work.	48%	52%	50%	50%	48%	52%
I feel frustrated by my job.	25%	75%	25%	75%	25%	75%

Section D: Job Satisfaction

	Full Sample		Patrol		Non-Patrol	
	Satisfied	Dis-satisfied	Satisfied	Dis-satisfied	Satisfied	Dis-satisfied
Pay and benefits	84%	16%	85%	15%	83%	17%
The type of work that police officers do	89%	11%	91%	9%	87%	13%
The department as a place to work	90%	10%	94%	6%	85%	15%

Section E: Interactions with Citizens

	Full Sample		Patrol		Non-Patrol	
	Agree	**Disagree**	**Agree**	**Disagree**	**Agree**	**Disagree**
It is important that I express a true interest in what a citizen has to say, even if it would not affect the outcome of the encounter.	94%	6%	90%	10%	96%	4%
I am routinely impartial when dealing with citizens.	93%	7%	87%	13%	98%	2%
I treat all citizens with respect, even criminals or those suspected of crimes.	97%	3%	96%	4%	98%	2%
I take the time to listen to citizens give their side of the story.	99%	1%	98%	2%	100%	0%
I routinely explain my decisions when dealing with citizens.	97%	3%	96%	4%	98%	2%
I regularly allow citizens to express their point of view before making a decision regarding their case.	90%	10%	91%	9%	89%	11%
I regularly use hard language toward citizens.	19%	81%	19%	81%	20%	80%
I treat all citizens with politeness and respect, even when they are not polite to me.	81%	19%	81%	19%	82%	18%
I make sure that citizens understand the process by which I treat them.	96%	4%	96%	4%	96%	4%

Section F: Purpose of the Criminal Justice System

	Full Sample		Patrol		Non-Patrol	
	Agree	Disagree	Agree	Disagree	Agree	Disagree
People who commit violent crime should be punished severely.	97%	3%	98%	2%	96%	4%
People who commit violent crime need to be provided with services and treatment to change their behaviors.	53%	47%	51%	49%	55%	45%