

Preface

Police integrity, the police resistance to temptations to abuse the rights and privileges of their office, is a topic that has long held the interest of academics, practitioners, and the public. This interest has been intense not only in the USA, but also around the world. For most of the history of the police, the study of the police has been the study of their shortcomings, failures, scandals, corruption, and brutality. Although within the past twenty years, the focus of the police literature has shifted to topics of professional policy and management, community and problem-oriented policing, and the tools of technological and management sophistication, problems associated with integrity still haunt policing. Police integrity and police misconduct continue to be the topics of great concern worldwide.

Since the mid-1990s, Carl Klockars, Sanja Kutnjak Ivković, and Maria “Maki” Haberfeld have been studying police integrity, pioneering its study in a variety of ways. We have, for the first time, defined the concept of integrity in a way that distinguishes it from approaches toward defining corruption, brutality, and other forms of misconduct. We have also pioneered the measurement of integrity. In doing so, we showed that the measurement tool we devised could describe not only the contours of integrity within a particular police agency, but also how the contours of integrity could change within police agencies over time. This instrument also enables us to compare the culture of integrity in different police agencies, compare those cultures, and, for the first time in the history of policing, measure the strength of police cultures of integrity cross-nationally.

Measuring Police Integrity Across the World provides a unique perspective by conducting in-depth analyses of police integrity cross-culturally. This book moves away from the relatively narrow paradigm of police integrity viewed as resistance to for-gain misconduct, and provides a true comparative, cross-cultural exploration of police integrity, understood as resistance to *various forms* of police misconduct. It contains ten chapters describing the state of police integrity in ten countries as diverse as Croatia, Australia, South Africa, Russia, and South Korea. All these chapters follow the same format, starting with the brief introduction to the country’s police, continuing with the exploration of the four dimensions of the police integrity theory and the analyses of the empirical data collected using the police integrity questionnaire, and concluding with the interpretations and implications of the findings.

In Chap. 1, Kutnjak Ivković sets the stage for the chapters studying individual countries by describing the theory of police integrity and the accompanying methodology. The chapter discusses the challenges that scholars experience while trying to study police misconduct directly and reasons why the alternative approach that focuses on its opposite—police integrity—should be used instead. The chapter presents the definition of police integrity and the theory of police integrity we employ throughout the book. Each of the four dimensions of the theory, from the emphasis on official rules, curtailing of the code of silence, and the reliance on the internal control efforts, to the influence of the society at large, is illuminated in detail. The author also incorporates a comprehensive account of the methodology used to study police integrity and describes the evolvement of the police integrity questionnaire.

In Chap. 2, Khechumyan and Kutnjak Ivković explore the contours of police integrity in Armenia, a small country in transition located in South Caucasus. The chapter describes the struggles of a country in which the transition from Soviet-dominated authoritarianism to a democracy has been ongoing since the early 1990s. It also illustrates the reforms of a centralized police agency in which implementation of community-based policing model and enhancement of police education have been top priorities. The police operate in a corrupt environment and are exposed to a close relationship between the police and the political elites. The empirical results of the study are consistent with this state of affairs; although the respondents had no problems recognizing the scenarios in the questionnaire as rule violating and evaluated most of them to be very serious, they rarely supported and expected dismissal for such behavior. The authors also present evidence of a strong code of silence.

In Chap. 3, Porter, Prenzler, and Hine explore the contours of police integrity in Australia, an established democracy. The chapter shows the evolution of the police in Australia, from the first European settlement in the eighteenth century and haphazard policing, the nineteenth century attempts of the colonial self-government to make police more professional and accountable, twentieth century policing, characterized by high levels of discretion, and the recent period of extensive reform. The chapter discusses the refinement of the laws and official rules, the development of independent police oversight mechanisms, and prior efforts to measure police culture among the police in Australia. The empirical results show that the respondents had no problems labeling cases of police misconduct as rule violations. The authors also note that despite the fact that most jurisdictions in Australia have mandatory reporting of misconduct there is a substantial minority of the respondents who would not report their fellow officers who had engaged in police misconduct.

In Chap. 4, Kutnjak Ivković explores the contours of police integrity in Croatia, an East European country in transition and the most recent member of the European Union. The chapter describes the turbulent history of one of the youngest national police agencies in Europe and argues that the events in the society at large, involving a war, strengthening of nationalism, mismanagement of economy, war profiteering, and extensive corruption, as well as transition into market economy, all affected the police and the state of police integrity. The author shows how, as time passed, the society learned to become more successful in dealing with corruption and nepotism, as well as in addressing ethnic-based violence and hostility. The

empirical results show that the state of police integrity has changed over time. In particular, the chapter argues that although the code of silence is still present among the Croatian police officers, it seems to have weakened substantially since the earlier, 1995 survey. The author further finds that, although the respondents accurately evaluated examples of misconduct described in the questionnaire as rule violating, they neither supported nor expected severe discipline for such behavior.

In Chap. 5, Vallmüür explores the contours of police integrity in Estonia, a Baltic country in transition and one of the smallest and most sparsely populated members of the European Union. The author argues that the close cultural association with the Nordic countries has been a rather unique factor singling out Estonia among the other post-Soviet countries; moreover, the influence of the Protestant religion seems to have ameliorated the Soviet heritage of corruption because Estonia is perceived to be the least corrupt of all Central and East European countries. On the other hand, the chapter presents an analysis of why whistle-blowing in general, and in the police in particular, could be viewed as culturally challenging and how the recent legislative changes to the whistle-blower laws should address the shortcomings and provide more protection to the whistle-blowers. The empirical results are highly supportive of the perception of a relatively clean country. The respondents evaluated most the scenarios as serious and rule violating. At the same time, they also supported and expected dismissal for many of the behaviors described.

In Chap. 6, Cheloukhine, Kutnjak Ivković, Haq, and Haberfeld explore the contours of police integrity in Russia, a large and populous country in northern Eurasia. Based on the results of the Transparency International Corruption Perceptions Index, Russia is perceived as a highly corrupt country. In such an environment, it is not surprising that the police are perceived as one of the country's most corrupt agencies. Despite the relatively small sample of police officers participating in the survey, the results of this study, the first police integrity survey in Russia, highlight the baseline dimensions, thereby paving the road toward a future, more comprehensive study. The authors' major finding is that the majority of the respondents indeed recognized the behaviors depicted in most scenarios as violations of official rules. Given the estimates produced by Transparency International concerning corruption of governmental institutions in Russia, it is encouraging to discover that this recognition is embedded in police officer perceptions. However, the authors also report that their respondents thought that even the behaviors the majority had recognized as rule violating—use of excessive force, be it verbal or physical—neither warrant nor would receive serious disciplinary action. Finally, the existence of the code of silence is correlated with perceptions of misconduct seriousness.

In Chap. 7, Lobnikar and Meško explore the contours of police integrity in Slovenia, a transitional country in Central Europe. The chapter illustrates extensive legal changes put in place to regulate police practices, from the strengthening of the limitations on the search and seizure powers and cross-examination of witnesses, to the strengthened judicial control over police powers. The authors further describe how the legal reform has been complemented with the establishment of the Constitutional Court and the Ombudsman, both of which have shaped the conduct of Slovenian police officers. The chapter describes a captivating interplay between a

complex set of domestic and transnational institutions in the control of police misconduct. The chapter compares the respondents' views about the appropriate and expected discipline and reveals that the respondents tended to view the discipline they expected their police agencies to mete out as fair. The authors also show that the police officers' evaluations of misconduct seriousness were the best predictors of the police officers' willingness to report.

In Chap. 8, Kutnjak Ivković and Sauerman explore the contours of police integrity in South Africa, a transitional country with a long history of human rights abuses. The chapter contains an in-depth exploration of the complex history of policing in South Africa and the reforms performed with the goal of changing the former apartheid regime's police force. The authors describe the twenty-year-long transition into the South African Police Service, a large national police agency. The chapter discusses questionable policies, strategies, and practices that result in an integrity-challenged organizational climate and prevent the SAPS from addressing successfully corruption and other challenges to police integrity. The results of the empirical analyses presented in the chapter show that while the respondents evaluated misconduct as rule violating and serious, they rarely expected and supported severe discipline for such rule-violating behaviors. Finally, the authors also demonstrate the presence of a rather strong code of silence.

In Chap. 9, Kang and Kutnjak Ivković explore police integrity in South Korea, an Asian democracy with a long legacy of military and autocratic regimes. In the overview of historic development of policing in South Korea, the authors argue that until about thirty years ago, the police served the interests of nondemocratic regimes and violated its citizens' human rights. The chapter explores the recent police reform—the Grand Reform. It focused primarily on police corruption and, at the same time, neglected to address the use of excessive force. The empirical results presented in the chapter demonstrate the consequences of the limited scope of the reform. The authors show that along all dimensions of police integrity, the respondents were more likely to exhibit lower levels of integrity related to the use of excessive force than to corruption and other forms of police misconduct. The chapter also shows evidence of a strong code of silence among the Korean police officers, particularly for the scenarios describing the use of excessive force.

In Chap. 10, Phetthong and Kutnjak Ivković explore police integrity in Thailand, an Asian kingdom with a turbulent history. The political instability in the country, coupled with the tradition of nepotism and corruption, create an atmosphere conducive toward police misconduct. Indeed, NGO reports suggest that corruption is widespread among the Thai police and that violations of citizens' human rights are not a rare occurrence. The empirical results seem to support these assertions. In particular, the authors show that the respondents did not evaluate most scenarios describing misconduct as serious, that they did not recognize most of them as violations of official rules, and that they neither expected nor supported severe discipline for the violations described in the scenarios. The results reveal that there is large discrepancy between the respondents' perceptions of the code of silence and its documented empirical contours.

In Chap. 11, Kutnjak Ivković, Haberfeld, and Peacock explore the contours of police integrity in the USA, a highly decentralized Western democracy. The chapter describes the 200-year-long history of policing in the United States, from the night watchmen and slave patrols to community policing and responses to terrorism. In the process, the authors review the country's heterogeneity of approaches to policing in general and police misconduct in particular. The chapter documents the existence of official rules, both federal and state laws and internal agency rules, with a particular emphasis on the role of the U.S. Supreme Court. The authors discuss how different social and political environments create different expectations of police integrity. The chapter presents empirical results of a police officer survey from a dozen municipal and sheriff police agencies. In the process, the authors show that the respondents' views about the use of excessive force scenarios match very closely with the use of force continuum. The chapter also demonstrates that police officers generally perceive their police agencies to be in line with their own views regarding appropriate discipline for misconduct.

In Chap. 12, Kutnjak Ivković and Haberfeld present a comparative view of police integrity. The authors analyze the results of the police integrity survey performed across ten countries. They find that, although absolute evaluations of seriousness and willingness to report vary across countries, relative rankings of seriousness and willingness to report seemed to be very similar. In all of these comparisons, the results from Russia and, to a certain degree, from South Korea, stand out from the remaining countries. While the respondents from most of the countries expected at least some discipline for the behaviors described in the questionnaire, the severity of the expected discipline is far from uniform. The authors conclude that police agencies across those countries create different disciplinary environments. Finally, although the authors document that the code of silence was detected in every country, the contours of the code of silence vary substantially.

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Studies from Established Democracies and Countries in
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