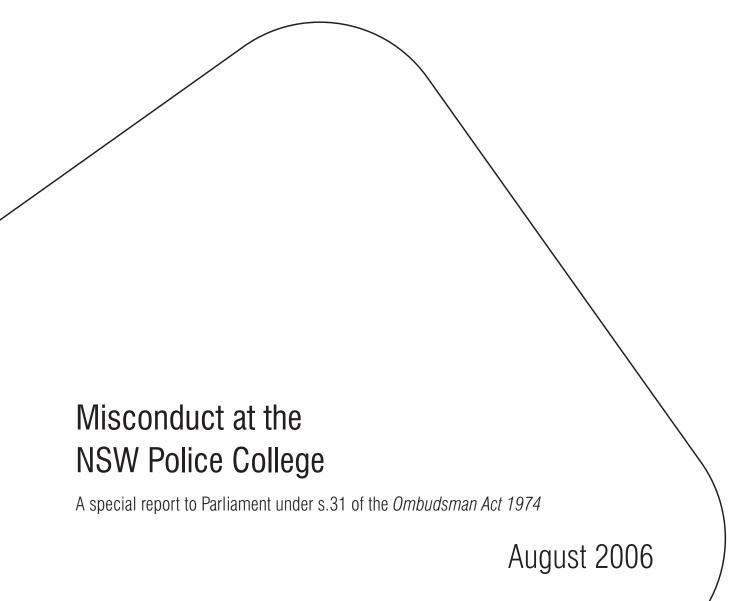


MISCONDUCT AT THE NSW POLICE COLLEGE

A special report to Parliament under s.31 of the *Ombudsman Act 1974*



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ISBN 1 9211 3157 8

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August 2006

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Legislative Council Parliament House SYDNEY NSW 2000 The Hon John Acquilina MP

Speaker

Legislative Assembly
Parliament House
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Dear Madam President and Mr Speaker

I submit a report pursuant to section 31 of the *Ombudsman Act 1974*. In accordance with the Act, I have provided the Minister for Police with a copy of this report.

I draw your attention to the provisions of section 31AA of the *Ombudsman Act* in relation to the tabling of this report and request that you make it public forthwith.

Yours sincerely

Bruce Barbour

Ombudsman



Foreword

Media reports in past weeks have made public allegations of significant misconduct of police officers at the NSW Police College. Under headlines such as 'Carry on Constable', 'Police college out of control', and 'Police college stint 'like a P&O cruise'', the reports have outlined many serious allegations, in particular about sexual relationships between Police College instructors and students.

Much of the material reported is sourced from documents obtained by a journalist following an application in May 2005 to NSW Police under freedom of information laws. It is significant that in December 2005, the application was refused, on the basis that any disclosure may be prejudicial to the proper working of NSW Police. It was only after the Ombudsman reviewed this decision that documents were recently provided to the journalist. Our view, strongly put to NSW Police Legal Services, was that so long as names and other identifying material were removed, there was no good reason why the documents should not be released. This view was eventually accepted.

The misconduct allegations outlined in the documents released, and subsequent media reports, are grave, and the Parliament and community deserve full information about them. Because of this, I have determined to provide further information about complaints at the Police College. This includes problems we have identified about how some of these complaints have been managed, and solutions to improve outcomes for any future complaints.

The community is entitled to expect police officers to act with the highest integrity. This is particularly so for officers working at the Police College, who are in a position of trust and authority over students, and are responsible for the instruction of new police officers.

A robust complaints system is essential to ensure that police officers conduct themselves properly. Recently, NSW Police has suggested changes to wind back the complaints system, so that the Ombudsman and Police Integrity Commission would have a role only in the most serious matters. This report demonstrates the danger of this proposal. In particular, it would compromise our capacity to review systems and processes which can prevent police misconduct, and to hold police to account for their improvement.

I emphasise that this report deals with a small cohort of police officers. Most police who instruct at the Police College conduct themselves properly. These officers provide expert instruction to the many police students who have and will attend the Police College.

Bruce Barbour

NSW Ombudsman



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Introduction

In 2002, NSW Police conducted a large scale investigation into a complaint about instructors forming sexual or other close personal relationships with students at the NSW Police College. Some of the instructors were full time employees at the college, while others were seconded to the college from police commands around New South Wales.

As recently as January this year, my office reported our concerns about the investigation to the Commissioner and Minister, in particular because the outcomes of the police inquiries were neither timely nor consistent. In some respects, they fall well short of the strong response the community would expect to demonstrated police misconduct. As this report explains, some of the problems in managing these complaints have included:

- past police codes of conduct have not been explicit in prohibiting instructor/student relationships
- · expectations about appropriate conduct have not been clearly explained or reinforced in induction training
- some local commanders, who have had the final say on implementing management action, departed significantly from agreed benchmarks in their treatment of officers found to have engaged in misconduct.

This report identifies some of the outstanding actions required so any future misconduct is dealt with properly. In particular, codes of conduct need to be clarified, to ensure officers know what is expected of them, and decision making processes need to be improved, where misconduct is found to have occurred.

Managing complaints against police officers — a brief explanation

Local area commanders are responsible for the timely and effective investigation of complaints about the conduct of police officers. Commanders are assisted by a complaints management team, which includes senior command staff and an executive officer. The Commander of Education Services Command is responsible for almost all complaints about the conduct of officers at the Police College. He is assisted by a complaints management team, and a dedicated professional standards manager.

At the end of an investigation, if a matter is proved, the commander can:

- · refer the matter to the Commissioner to determine if an officer should be sacked
- commence criminal action against the officer, and/or
- take management action. More serious management action, such as demotion, reduction of salary or disciplinary transfer, can be reviewed if the officer disagrees with the proposed action. Less serious management action, such as counselling, training or a conduct management plan is not reviewable.

The Employee Management Branch assists in making these determinations. A significant restriction on the functions of the Commander of Educations Services is that, where officers have been seconded to the Police College and then have returned to their local command, the final say on management action for proved misconduct at the Police College will rest with the local commander, not Education Services.

The Ombudsman oversights significant complaints including those alleging crimes, serious misconduct, corruption, harassment and victimisation, serious incompetence and reprisals. The Ombudsman ensures matters are investigated, and assesses the adequacy of investigations and any management or disciplinary action taken. The Ombudsman can also examine guidelines, policies and processes for dealing with complaints, or that concern conduct or operational matters that are the subject of complaint. The Ombudsman cannot make decisions about officers or complaint findings. However, the Ombudsman can make recommendations and where these are not accepted, report to the Commissioner and Minister.

Professional distance

NSW Police uses the term 'professional distance' to describe the requirement that officers keep personal and professional relationships apart. The current NSW Police Code of Conduct for Education Services staff states that professional distance is 'the actual space a person must keep between their professional relationship with a person and any other relationship that they have with that person' and that 'a breach of professional distance occurs when the above relationships converge.'

While many may find this definition less than illuminating or even obscure, the principle that underlies the concept of professional distance is simple enough. Where an instructor/student relationship exists, it will generally be inappropriate for other relationships — especially intimate and personal relationships — to simultaneously develop. Reasons for this include that:

- it leaves both parties exposed to a conflict of interests, which may be to the detriment of the student or their colleagues, and
- the instructor/student relationship is readily open to abuse there is therefore a need for clear rules to protect students and instructors from allegations of improper conduct.

The 2002 complaint about misconduct at the Police College

The police investigation

To put recent media reports of misconduct at the Police College in the proper context, this report outlines the handling of a 2002 complaint by a Police College instructor about other police officers forming sexual or close personal relationships with students. The subsequent investigation identified 30 involved officers from many different police commands.

In all, 23 officers were found to have had sex with students or former students. Others were found to have otherwise behaved inappropriately, for example by drinking and dancing with students, visiting students in Police College accommodation, or sending students personal emails and text messages. Adverse findings were made against officers for a range of misconduct issues, including:

- having sex while on duty
- providing a favoured student with exam questions
- threatening to prevent a student from passing unless she performed a sexual favour
- lying to investigators
- · failing to report the misconduct of other officers, and
- breaching the Code of Conduct for police instructors.

Some officers who had sex with students did not have adverse findings recorded against them, on the basis that it was not specifically prohibited by the Code of Conduct for police instructors as it was then drafted. We have set out, in Appendix 1, case studies of some of the officers who were involved in the 2002 complaint.

Recommending a management response

Given the scale of the investigation into misconduct at the Police College, the Internal Review Panel, convened by the Employment Management Branch, met to develop benchmarks for action taken against the officers. This was to ensure that the action taken against officers was appropriate and consistent. The Panel identified a number of constraints on strong action. These included:

- the documentation about expected conduct of instructors was minimal
- · the responsibilities of instructors and supervisors were open to interpretation, and
- the guidelines were not well circulated or formally acknowledged.

Because of these impediments, the strongest action which could be recommended for officers found to have had sexual relationships with students was the giving of a warning notice and the implementation of a conduct management plan.

Implementing management action

The recommended action for each officer was provided to the officer's commander for implementation. For those officers who had left the Police College, their new local area commanders would be responsible for determining the appropriate action.

Some commanders were reluctant to implement even the minimal action recommended by the Review Panel, and did so only after significant delays and numerous requests. Others decided they would not implement the action recommended by the Review Panel. For example, a senior constable and constable were found to have had sexual relationships with a number of students. The Review Panel recommended the officers be given warning notices, and be placed on a 12 month management plan. The officers were both given a warning notice, but their commanders did not put them on conduct management plans.

Our oversight of the 2002 complaint

The Ombudsman's oversight of the 2002 complaint about misconduct at the Police College achieved a number of significant outcomes. In particular, we:

- pushed to have action taken against the officers who were found to have engaged in misconduct which had been delayed by police for months and in some cases years
- have made recommendations about how large scale investigations, involving officers from a number of different commands, could be improved, and
- identified deficiencies in the policies in place at the time, and made recommendations to improve them.

A consistent and appropriate management response

While we generally support local commanders making decisions about officers in their commands, different considerations may apply following large scale police investigations, especially where the officers involved come from different police commands. For example:

- Our 2000 report to Parliament, Police and Improper Use of Email, examined Operation Providence, a police investigation of hundreds of officers transmitting offensive emails. We highlighted the failure of investigators and commanders to take management action consistent with recommended police guidelines. We emphasised in that report the need for consistent enforcement.
- In 2004, following our oversight of *Strikeforce Uman*, which investigated 80 complaints about promotions misconduct and corruption from officers at many local commands, we suggested that at any time a local commander proposes to depart from Internal Review Panel recommendations, the commander should be required to consult the Panel again, before implementing the alternative action. The Panel could then reconsider the matter, and if appropriate refer the matter to the commander's next line of command. Our most recent advice is that, while commanders must give reasons for departing from a Panel recommendation, their decision is final.
- NSW Police is presently finalising management action following an investigation of false travel claims by
 officers with the Forensic Procedures Implementation Team. The investigation commenced in 2002 and made
 findings of misconduct against 12 officers from separate commands. At our recommendation, police will
 evaluate the success or otherwise of internal procedures in achieving timely and appropriate outcomes where
 findings of misconduct were made. We will closely assess the review.

Following our review of the Police College investigation, we recommended the Commissioner further consider alternative arrangements for determining management outcomes for complaints where large numbers of officers are involved. We suggested that a single senior officer be delegated to make decisions in all matters. This would promote consistency and improve timeliness of decision making. NSW Police has resisted this approach.

A particular matter of concern in the investigation into misconduct at the Police College was that a finding of indecent assault against a police officer resulted in counselling only (this is outlined in Appendix 1, case study B). Our view was that this was manifestly deficient, even by the standards of this investigation. NSW Police responded that as they had already counselled the officer, there was legally nothing further that could be done. We have recently made a submission to the 'Ten Year Review of the Police Oversight System in NSW', being conducted by the Parliamentary Committee on the Office of the Ombudsman and the Police Integrity Commission, to ensure that commanders can reconsider decisions at our recommendation where the original decision is misconceived or unreasonable.

Changes to the Code of Conduct for police instructors

From the beginning of this investigation, it has been apparent that applicable Codes of Conduct were inadequate. In September 2003 we wrote to the Commander of Education Services noting that officers were clearly confused about professional distance. Our own view was that the Codes were not sufficiently clear on how a conflict of interest may develop, why it may be inappropriate, and what action officers should take so that they are not compromised.

Despite our requests for the revised Code of Conduct throughout 2004, 2005 and 2006, we are yet to receive it. We understand it was referred to the NSW Police Professional Standards Council for review. In April 2006, NSW Police advised that the Code would be finalised now that a permanent Commander of the Education Services Command has been appointed.

In June 2006, the Commander of Education Services made a Standing Direction regarding the standards of behaviour and discipline for police and unsworn staff attending the Police College. This provides some advice about matters including accommodation, appointments, bar operations, professional distance, dress standards, and protocol. The extent to which this Direction applies to instructors at the Police College is entirely unclear.

We have not as yet received final advice about the revised Code of Conduct, although it is almost four years since inadequacies were first identified and three years since we emphasised the need for it to be reviewed.

Informing police officers about their obligations

The 2002 investigation of misconduct at the Police College demonstrated that no adequate explanation was given to new members of staff as to the standard of conduct expected of them. Some officers had assumed that it would only be inappropriate to have sex with students who they were responsible for assessing. For example, a senior constable who had sex with two students explained:

I went down for two weeks. On the first day they told us they discouraged sleeping with the students, they had all these problems, which is why they were videotaping [the classes]. Try to stay away from the students, but if you do, come and tell us and we'll find someone else to assess her... At no time was I told we were not to sleep with the students, we were told to try not to.

Another senior constable, who had sex with at least two students, made similar comments:

I had a sexual relationship with [name omitted] which is still continuing and I saw another girl there for about a week from the same junior class, however, nothing eventuated from that on the basis that she had two kids... I remember Inspector [name omitted] giving us a brief outline as to what we were expected to do... I remember him mentioning that students were off limits. I remember him using those words. At that time I assumed that he was referring to students that we had direct control over and were [assessing].

The variable quality of advice to staff and students during their induction at the Police College was clearly a problem. NSW Police has advised that officers working at the Police College now attend a mandatory lecture which addresses the issue of professional distance. They also have to sign an acknowledgement form. We reviewed the material outlining the revised induction process and are satisfied that reasonable attempts are now being made to alert staff and students to their obligations with respect to professional distance.

Complaints since 2003

Since the 2002 complaint, officers have continued to report suspected misconduct, including sexual misconduct. Since January 2003, 113 complaints about police officers at or connected with Education Services Command or the Police College, or concerning professional distance, have been made or notified to the Ombudsman.

It is important to report that complaints have reduced significantly in 2006. This is a positive sign indicating improved conduct. We outline the types of complaints that have been made below.

Types of complaints

Sexual misconduct

There have been 18 complaints involving allegations of a sexual nature, 7 of which resulted in adverse findings. Examples of these complaints include:

- A senior constable was found to have had sex with two students. This resulted in the officer being transferred out of the Police College, receiving managerial counselling and being issued a warning notice.
- A senior constable was found to have had sex with a student on one occasion. This resulted in the officer
 being prohibited from working at the Police College for 12 months, receiving managerial counselling and being
 issued a warning notice.
- A senior constable was found to have kissed a student after going to a nightclub. The relationship did not appear to progress any further. This resulted in the officer being managerially counselled.

Other breaches of professional distance

Appropriate professional distance is not only breached by sexual relationships between officer instructors and students. Situations that do not involve allegations of a sexual nature may also be inappropriate. Since 2003, 7 complaints alleging breaches of professional distance of a non-sexual nature have been made or notified to the Ombudsman. 4 have been sustained, including:

- A senior constable on secondment to the Police College was found to have frequently socialised with students through his regular attendance at the Police College bar. The officer was also found to have formed a relationship with a student but both claimed it only became sexual after his secondment ended. The officer was managerially counselled, and restricted from further secondment to the Police College for 12 months.
- A senior constable was found to be sub-letting police owned housing in which he lived to students for a period
 of approximately 3 months, without notifying NSW Police. The officer was managerially counselled.

Complaints about complaints

There have been 7 complaints by officers about how complaints against them were investigated, 4 resulting in adverse findings. A typical example is a complaint that was made about a senior sergeant who investigated a complaint involving allegations that numerous staff members had engaged in personal relationships with students at the Police College. It was alleged that the investigator: used inappropriate questioning techniques in his interview; failed to supply the subject officer with a copy of his interview notes; failed to inform the subject officer of the status of the investigation or return calls; and asked inappropriate questions pertaining to the subject officer's sexual preference. The complaint resulted in investigation training being conducted across the Education Services Command.

Criminal conduct

There have been 12 complaints since 2003 making criminal allegations against police officers attached to the Police College. Three of these resulted in criminal charges. For example, an off-duty officer participating in a course at the Police College was found to have urinated in a civilian woman's handbag at the Goulburn Worker's Club. The officer was charged with malicious damage. The officer was found guilty of the offence, however the court dismissed the charges pursuant to section 10(1)(a) of the *Crimes (Sentencing Procedure) Act 1999* and awarded \$80 compensation to the victim. In addition the officer's salary progression was deferred for 12 months and he was placed on a conduct management plan for 6 months.

Inappropriate emails

It has been clear, at least since our 2000 special report to Parliament, *Police and Improper Use of Email*, that officers should not use police email systems to receive or transmit offensive emails. Since 2003, we have been notified of 4 complaints that involved Education Services police officers sending or receiving inappropriate emails. All resulted in adverse findings. As the emails were at the lowest end of seriousness, the officers were managerially counselled for failing to comply with the NSW Police email policy.

Complaints in 2006

In 2006, the Ombudsman has received or been notified of 8 complaints about police officers at or connected with Education Services Command or the Police College, or concerning professional distance. Complaints about officers having sex with students continue to be made.

One complaint concerned an alleged sexual relationship between a senior constable and student. While the investigation did not establish a sexual relationship existed while the student was at the Police College, the senior constable and student admitted they had formed a sexual relationship shortly after the student finished at the College. This conduct is not in breach the current code of conduct. We are presently assessing the adequacy of this investigation.

A second matter concerns a senior officer who was alleged to have met a police officer who was a student at a club, and later left the club with and had sex with the student. We are awaiting advice as to the outcome of the investigation in this matter.

Officers with significant complaint histories

It is important that commanders manage officers with significant complaint histories effectively. We reported to Parliament and the community on this issue in our 2002 report, *Improving the management of complaints* — *identifying and managing officers with complaint histories of significance.* The first case study in that report dealt with an instructor with a history of sexual misconduct who was removed from the Police College, only to become an education officer at his new command, with ongoing contact with student police officers. Soon after, the officer was criminally charged with sexual assault of a student police officer.

A number of police officers who have recently been ordered out of the Police College have lengthy track records of misconduct. For example, a senior constable who was stationed at the Police College has been the subject of 15 complaints, 6 made since 2002. Complaints include that:

- the officer had sexual relationships with at least three former students after they finished at the Police College. Because they had left the Police College, this was not a breach of the code of conduct in place at the time.
- the officer left a van with ammunition unguarded outside a former student's house while he had sex with her. He was given a warning notice and put on a 12 month conduct management plan.

• the officer, who was directed not to approach witnesses in an internal investigation, almost immediately approached a key police witness to find out if the witness had 'ratted' on the officer. When confronted with his conduct, the officer stated he could not remember the conversation.

Because of the last complaint, the officer has now undergone a disciplinary transfer to remove him from the Police College. His salary was also reduced.

Another senior constable stationed at the Police College has attracted a range of inappropriate conduct complaints. These include:

- alleged indecent exposure to a female student, which resulted in a warning and the implementation of a conduct management plan
- failing to report the receipt of an inappropriate email message
- placing a chocolate bar to his groin as a phallic symbol and asking a female colleague to bite it, and
- sending a picture of his genitals to a female colleague's mobile phone. Shortly afterwards, it was alleged that he had shown another female colleague a picture of his genitals on his own phone.

Following an adverse determination in the last matter, we pressed for the officer to be referred to the Commissioner for consideration of removal; this did not occur. The officer has, however, been transferred out of the Police College.

Education Services and complaint handling

Complaints in the recent past have generally been investigated in a satisfactory manner by Education Services Officers — only 3 of the 24 investigations reviewed by the Ombudsman in 2005-2006 have not been satisfactory. However, there are a range of issues about complaints management within Education Services that we have commented or acted upon in the past year:

- Some very minor workplace complaints such as a complaint about students house-sitting an instructor's
 house or inappropriate language in the workplace are subject to the same intensive investigation as more
 serious matters, resulting in reports with dozens of attachments. This wastes both time and money. Another
 commander has also raised concerns about too much time being devoted by Education Services to a minor
 management issue. We have written to Education Services encouraging the informal resolution of these less
 serious complaints.
- We met the new commander of Education Services in March 2006, shortly after his appointment, and observed his complaints management team meeting. Our view was that too many people were involved in the meeting and the focus was not squarely on managing serious complaints. We were also concerned that officers who had complaints made against them were required to excuse themselves from the meeting at certain times, causing embarrassment and possibly affecting the integrity of complaint investigations. We made suggestions about how to streamline and improve the command's complaint handling process.
- We have raised concerns with two previous acting commanders about officers who were witnesses in a complaint being involved in discussions about the way the complaint was managed.

Conclusion

This report demonstrates that while serious complaints about the conduct of officers at the Police College are generally investigated adequately, action taken against officers found to have engaged in misconduct in many cases has been too little, too late.

The recommendations we have made following our review of the 2002 complaint, if implemented, provide the real prospect of improved outcomes for any new complaints:

- An unambiguous code of conduct, explained to and acknowledged by police instructors, will rule out excuses for any identified misconduct. There is a pressing need for the new code of conduct to be finalised.
- Consistent, timely decision making will not only be fairer to all police officers, but will send a clear message that identified misconduct will not be tolerated.

It is especially important where officers already have a significant complaint history, for commanders to take a strong stance on any occurrences of misconduct at the Police College. The community and student police should rightly expect that only officers of the highest integrity and good conduct are recruited to, and remain at, the Police College.

The matters in this report provide further evidence of the ongoing importance of external oversight of police complaints by the Ombudsman. It is important to recognise that, if changes presently proposed by NSW Police are implemented, many of the Ombudsman's oversight functions in these matters would be removed in the future.

However, without this oversight, it is unlikely the failings of commanders in implementing appropriate management action in the 2002 complaint would have been identified. The investigation and decision making process would almost certainly have taken even longer and the factors underlying the misconduct may have gone unaddressed.

To ensure that Parliament and the community remain informed about matters raised in this report, we will provide further information, in our Annual Report or to our Parliamentary oversight Committee, as to the progress in finalising the revised Code of Conduct at the Police College. We will also report as to our own assessment of the foreshadowed review of police decision making procedures.

Appendix 1 — case studies from the 2002 complaint

Case study A

This case study illustrates some of the worst aspects of the culture of the Police College at the time of the 2002 complaint

A senior constable was interviewed about allegations that he had sex with a number of students. He denied having sex with them, but admitted having formed a close personal relationship with one of them. He said he was not responsible for her assessment and so there was nothing inappropriate about the relationship. He was aware there were stories about him having sex with students but maintained they were only rumours, and that he always maintained 'a high standard of professionalism and integrity.'

During a subsequent interview, the officer admitted that he had in fact had sex with four students at the Police College. He again said that he didn't think it was inappropriate, as they weren't his students: 'I couldn't control them or have power over them.' The investigator made adverse findings against the officer for having sex with students and then lying about it.

The officer was given a warning notice, and put on a 12 month conduct management plan. This included being banned from working at the Police College for the duration of the plan.

Case study B

This case study highlights poor handling by police of a serious complaint

Several students made allegations about a senior constable sexually harassing them. One incident involved the officer propositioning two students after a night out drinking and dancing. He told the students 'I could go all night' and that 'technically I'm not your teacher, so we can do whatever we want.' He then grabbed one of the students on the buttocks. She pushed him away. She said that the following day, he had told her that 'women don't really belong in the force, you aren't strong enough to handle it.'

When questioned about the incident, the officer denied having touched any students inappropriately, or having made any inappropriate comments. After interviewing other witnesses, the police investigator found that the officer had indecently assaulted the student by grabbing her on the buttocks. He had sexually harassed her physically and verbally and had then lied about it.

Another incident involved the officer threatening a student, saying that if she didn't perform a sexual favour he could prevent her from passing the course. When interviewed about it, she said she felt intimidated, but not to the point where she would comply with his request. The police investigator found the misconduct had occurred as alleged.

Although the officer was found to have indecently assaulted a student and threatened another in an attempt to obtain a sexual favour, no action was taken against the officer other than managerial counselling.

We asked the commander to consider a stronger response to this very serious conduct. NSW Police replied to the effect that, based on legal advice, no further action could be taken, because it would be unfair to the officer given some action had already been taken against him.

Case study C

This case study outlines subsequent complaints against an officer who had no action taken against him despite a finding that he had sex with a student

A senior constable who worked at the Police College as a weapons trainer began a sexual relationship with a student. There were no adverse findings against the officer, on the basis that he had informed his supervisor about the relationship, and had not been involved in the student's assessment. There was no action taken against the officer. Since the 2002 investigation, there have been a further 13 complaints against this officer for a range of misconduct issues, including drink driving, offensive conduct and untruthfulness. He is currently suspended and is being considered for removal from NSW Police.

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