Evaluation of police activity as an indicator of public safety: the experience of empirical research in Ukraine

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Abstract. The ability of a society for sustainable development is determined by its ability to maintain and develop the parameters of life within the security corridor not least under the condition of continuous action of both internal and external factors. The connection between the activities of law enforcement agencies and the sustainability development of socio-territorial communities is obvious since the leading mission of the police is to prevent the constantly growing threats associated with various kinds of offenses. It is well known that the development of public opinion is an integral part of the rule of law and civil society. In the context of active reformation of law enforcement agencies, empirical sociological studies play the role of a measurer of efficiency, a barometer of public trust. The leading task of sociologists is to establish a two-way communication with the population whose security should be ensured by law enforcement officials. The article summarizes the experience of existing empirical sociological research of public opinion on the evaluation of the formation of a new methodology and methods of evaluating the effectiveness of the police. The authors of the article note that to date, considerable research experience has been accumulated, a base of empirical research has been formed to study the effectiveness of the national police, but there is still some methodological and methodological inconsistency. Researchers point to the appropriateness of using the in-depth interview method of the police officers themselves, conducting a focus group and expert evaluation.

1. Introduction
The ability of a society for sustainable development is determined by its ability to maintain and develop the parameters of life within the security corridor not least under the condition of continuous action of both internal and external factors. The connection between the activities of law enforcement agencies and the sustainability development of socio-territorial communities is obvious since the leading mission of the police is to prevent the constantly growing threats associated with various kinds of offenses. Accordingly, the possibility of increasing the efficiency of their activities using available methods and tools in particular public opinion will remove some of the obstacles to the country’s sustainable development. That is why an important component of the analysis in this study is to determine the place and role of empirical sociological studies of public opinion regarding the assessment of the activities of law enforcement agencies as a
leading indicator of the safety of life in society and a leading precondition for its sustainable development. Thus, the logical consistency of the implementation of research activities is based on determining the range of basic issues related to the need to involve the public in assessing the state of problems and prospects for reforming the national system of law enforcement agencies. There is also a need to substantiate possible ways to solve them, in particular, by defining the circle of the main informants and expanding the system of indicators for making indicative assessments within the framework of conducting mass public opinion polls.

Of course, in any country, region there are reasons for dissatisfaction with the activities of law enforcement agencies, which vary depending on the quality of the functioning of a given state social institution, as well as the state of legal awareness of representatives of the local community. The basic need for efficiently ensuring the safety of citizens’ life, maintaining law and order in modern society is satisfied by the state, namely the institution of law enforcement agencies, in particular, the police. Of all the representatives of law enforcement agencies, the “closest” to ordinary citizens are the police officers with whom they most often come into contact. Therefore, oddly enough, most of them draw conclusions about the effectiveness of law enforcement agencies precisely taking into account their own experience of interacting with the police. In this sense, it is public opinion that influences the law enforcement system, first of all, by providing feedback. On the other hand, the persistent negative image of a police officer in the minds of most citizens, characterized by a certain set of moral and business characteristics, significantly complicates professional selection. After all, most worthy representatives of this profession refuse to work in the system, taking into account their own principles and ambitions. No less significant is the fact that the negative attitude and distrust of citizens towards representatives of the law enforcement system negatively affects the desire to cooperate with them, making it difficult to insure the protection of law and order, crime detection, and the like. Also, non-compliance with laws on the part of law enforcement officers themselves destroys the rule of law and the legal consciousness of citizens, thereby threatening public safety and law and order in general. It is well known that the development of public opinion is an integral part of the rule of law and civil society. In the context of active reformation of law enforcement agencies, empirical sociological studies play the role of a measurer of efficiency, a barometer of public trust. The leading task of sociologists is to establish a two-way communication with the population whose security should be ensured by law enforcement officials.

2. Materials and methods
This study involved the use of a mixed methodology, that is, a combination of general scientific and special methods, the choice of which was determined by the purpose and objectives of this scientific work. In particular, the work used the method of systematization, traditional and critical analysis to summarize the experience of conducting sociological studies of the effectiveness of the police. To identify the problems of methodology and methodology for evaluating the activities of the police through the study of public opinion, special sociological methods were used, namely the method of secondary analysis of the results of surveys conducted by the European Social Survey, the Institute of Sociology of the National Academy of Sciences of Ukraine, the Razumkov Center, the Sociological Group ”Rating”, TNS Ukraine, Kharkov Institute of Social Research and other research organizations in the period 1994-2021. The use of the scenario planning method made it possible to formulate practical recommendations for changing the strategy for conducting monitoring public opinion polls regarding the effectiveness of the police in the realities of Ukraine.
3. Stages of development of the methodology and methodology for studying the level of public confidence in the police

Studying the experience of monitoring public opinion on the evaluation of law enforcement agencies, a number of researchers (A. Bova [1], D. Kobzin, A. Chernousov, R. Sheiko, S. Shcherban [2,3], Y. Krapivin [4] and others) state that there are certain difficulties in forming a national system of evaluation. Basic works devoted to the study of the reliability and validity of methods for assessing public opinion regarding the effectiveness of police work and trust in it are practically absent in the sociological literature. Separate attempts in this direction were made by J. Engel [5], J. Jackson and J. Sunshine [6], E. Maguire and D. Johnson [7], B. Bradford [8], J. Zhao, C. Tsai, L. Ren and Y. Lai [9], S. Morgan, D. Murphy, B. Horwitz [10], C. Mills, A. Kwon, K. Brown [11], who tested European measures of trust in law enforcement, consulted with police stakeholders to identify and test factors that may affect their policing performance.

The norm enshrined in the law of Ukraine “On National Police” is rather declarative. At present, neither the state nor the society has the proper tools to evaluate the effectiveness of law enforcement agencies, and the police themselves do not understand exactly what should be changed to increase the level of public trust in them. In this sense, public does not control their activity.

A multidimensional approach to measuring police performance involves conducting public opinion polls using two types of questions for respondents: direct (about victim experience and real help from the police) and indirect (about trust in the police and satisfaction with their work in general). Accordingly, standardization, consistency and clarity of wording of the questions allow for comparative studies. The purpose of this article is to review and critically evaluate current survey methods used to measure policing performance in common law jurisdictions. In particular, the public opinion polls that were conducted in Ukraine and other countries are analyzed in order to develop practical recommendations for improving the quality of the methodology and methodology for conducting such monitoring polls.

The prerequisites for the formation of a methodology and methodology for assessing the effectiveness of police activities were laid down in the works of the American scientist A. Bellman, who developed a scale for rating police organizations in accordance with standards, a method of survey and measurement of citizens’ assessment of police activities [12].

The first experiments with alternative methods of evaluating the police effectiveness were conducted by American sociologists in the 1960s. Thus, in 1966, the Center for Public Opinion Research at the University of Chicago, on behalf of the Presidential Commission on Law Enforcement and Management, conducted a survey of 10,000 families determining the level of their victimization [13]. Since 1972, the US Bureau of Legal Statistics has conducted national surveys of crime victims twice a year, with a representative sample of 49,000 families. Widespread use of opinion polls in the US and European countries dates back to the 1980s. It was determined by the sharp surge in crime and the need to counteract it by intensifying cooperation with the population [4].

One of the most famous studies of public attitudes towards the police is the work of S. Decker, who attempted to analyze the impact of individual and contextual variables (race, socio-economic status, place of residence of citizens, crime rate, etc.) on the attitude of the public towards the police and its employees [14].

In 1982, a Crime Prevention Unit was set up in the United Kingdom. It developed a number of projects, including the Neighborhood Observation Program (1983), the establishment of advisory committees (1984), the Safe Cities Volunteer Units (1986). Since 1982, there have been regular surveys of respondents (British Crime Survey) at the place of residence using a methodology that identifies the variety of crimes faced by people during the year, the level of community satisfaction with police work, the nature and extent of cooperation with local authorities, the number of antisocial manifestations, incidents of violence, road accidents, etc. [4].
In the 1990s, the innovative information system Compstat was introduced in New York. It regularly provides information on recorded crimes and offenses. Since 2016 Compstat 2.0 has been available to all police officers via smartphones. In parallel, the On-Line Complaint System operates to record complaints of victims. Alternative sources of information include results of surveys of the population, including police officers and persons who have directly contacted them [13].

In the late 1990s, a successful American experience of “community policing” was actively introduced in France, Sweden. In Germany, a police-private-partnership program has been operating as a corps of voluntary police assistants since 2000. According to the German authorities, the closer cooperation of the population with the police through the formation of voluntary units, the increased visible presence of law enforcement, the higher level of trust in them [13].

Since 1987, the United Nations Inter-regional Crime and Justice Research Institute (UNICJRI) has launched an international Crime Victims Survey in more than 80 countries around the world [12]. Since 1997 Ukraine has participated in it. A separate European Survey on Crime and Safety is being conducted in the European Union [15].

In Poland, by 2006, a similar, objective (quantitative-statistical) system of performance appraisal had been in operation. From 2007 the best practices of the United Kingdom, Norway, the Netherlands, France and Germany have begun to be implemented. In particular, external (public opinion polls in the areas served by territorial police units) and internal (clarifying police evaluations) sociological surveys are conducted [4].

According to A. Kiselev an integral part of implementing the doctrine “police in the service of a society” in the US and European countries was the audit of law enforcement agencies. It allowed to deploy a large-scale PR company aimed at increasing public confidence in the police [15]. This, in turn, according to S. Koralev, has led to the need to change the directions of vocational training in police academies. It happened since programs of social and psychological training of police officers for effective communication with different categories of the population actively introduced [16].

Governmental structures of the US and European countries sought to make the most effective transition from a repressive model of law enforcement to a socially oriented one to ensure public order, taking into account the peculiarities of historical experience and sociocultural differences. Such innovations have resulted in a change in the social status of police officers, an increase in the level of trust in them as an indicator of legal integration of citizens. It is expressed in the desire to comply with the law, to participate in law enforcement, freelance cooperation with police, creation of initiative groups, etc.

Mass studies on victimization in the USSR were not conducted. In the USSR during 1970-1990 only episodic, mostly closed sociological surveys were carried out. In 1990-1991 State Statistics Committee and Scientific Center of Management and Sociology, which operated at the Academy of the Ministry of Internal Affairs of the USSR conducted the first poll on the effectiveness of law-enforcement bodies. In Ukraine, there have been only a few attempts to carry out such research, mostly to determine the level of victimization of the society, trust in law enforcement agencies. They were implemented mainly within the framework of powerful international research projects.

Trends in the development of methodology and methods for assessing the effectiveness of police activities are determined by the intensification of research aimed at identifying the level of victimization of society, studying the problem of crime prevention, which are of immediate practical importance. Historically, the development of theoretical provisions provides for the allocation of three stages:

1) 1940-50s The first attempts of empirical sociological research of public opinion to assess the effectiveness of police activities, the study of the emergence of victimology as an independent
area of criminology;

2) 1960-70s systematization of empirical public opinion polls, victimological research, development of theoretical research and development of programs to provide assistance to victims of crime and compensation for harm caused to them;

3) 1980s to the present – active involvement of the public in the process of reforming the law enforcement system at all levels, institutionalization of public control over the activities of police officers, the stage of practical implementation of victimological research, institutionalization of the protection of victims interests, international cooperation in order to prevent the victimization of society.

4. Experience in conducting empirical research in Ukraine

Since 1994 the Institute of Sociology of NASU has conducted annual nationwide polls, some questions on the victimization of Ukrainian society, as well as the trust in law enforcement agencies. The results showed a low level of trust in law enforcement bodies. From 1994 to 2004, the respondents from the social groups that play a significant role in the life of Ukrainian society gave priority to the mafia and representatives of the criminal world. Crime ranked third after unemployment, rising prices and hunger in the rating of Ukrainians’ fears. The level of trust (the total number of respondents who gave a positive answer (“I fully trust”, “rather trust”) to the question “Do you trust the police?”) remained almost unchanged during 1994-2005, varying from 10.7% to 14.2%, compared to 7.0% in 2013 [17].

Within the framework of the common European monitoring project “European Social Survey” during 2005-2011 experts from the Institute of Sociology of NASU realized four waves of the nationwide poll. In the section entitled “Law, Morality, Religion” respondents were asked to express their opinion on trust in the country’s judicial and legal system, assessing it as a 10-point system (respectively, 0 – “do not trust at all”, 10 – “completely trust”). As a result, it was determined that the average score in Ukraine in 2005 was 3.91, in 2007 – 2.45, in 2009 – 1.91, in 2011 – 2.26. Similarly, the average indicator of trust in the police in 2005 was 3.30, in 2007 – 2.61, in 2009 – 2.27, in 2011 – 2.50. Almost one in five respondents (17.5%) in 2005, one in seven (13.8%) in 2011 were victims of robbery or physical abuse in the last 5 years. In the dark period of the day, 44.3% of the respondents felt danger in 2005, compared to 49.9% in 2011 [18].

Comparing the average indicators of trust in the police in different countries, presented in table 1 [18], let us designate that this indicator is the highest in Finland, Denmark and Norway, but the lowest in Russia and Ukraine.

Taking into account the numerical indicators of the existing level of victimization (see table 2 [18]), it cannot be argued that there is a functional inverse relationship between the level of trust in the police and the level of victimization, and then crime.

After all, a high level of victimization does not always correspond to a low level of trust in the police, or vice versa. In this sense, in order to determine the pattern, the level of trust in the police should be determined by posing this question to those respondents (victims) who had direct experience of communicating with them. Such a survey model will allow assessing the level of trust, using the thoughts of real informants, taking into account the level of their willingness to seek help again.

During 2000-2004, the Razumkov Center conducted a survey of public opinion on trust in law enforcement agencies, during which 2,000 respondents were interviewed in all regions of the country. This survey was carried out every two years. According to the results of the last research (April 2004), 14.2% of the respondents rated the activity of Ukrainian law enforcement officers as “very bad”, 32.4% – “bad”, 40.9% – “satisfactory”, 7.9% – “good”, 1.1% – “excellent”. Among the reasons for dissatisfaction with the activities of law enforcement agencies, respondents indicated a low level of their morality and culture, merger of law
Table 1. The average indicator of public confidence in the police.

| Country     | 2005 | 2007 | 2009 | 2011 |
|-------------|------|------|------|------|
| Austria     | 6.18 | 6.30 | -    | -    |
| Belgium     | 5.78 | 5.94 | 5.96 | 6.01 |
| Bulgaria    | -    | 3.89 | 3.29 | 3.85 |
| United Kingdom | 6.12 | 6.00 | 6.24 | 6.24 |
| Greece      | 6.03 | -    | 4.88 | 4.63 |
| Denmark     | 7.94 | 7.83 | 7.58 | 7.68 |
| Estonia     | 5.69 | 5.54 | 6.05 | 6.17 |
| Israel      | -    | -    | 4.76 | 4.80 |
| Ireland     | 6.59 | 6.15 | -6.51| -    |
| Spain       | 5.91 | 6.04 | 6.10 | 6.25 |
| Cyprus      | -    | 5.63 | 5.94 | 5.46 |
| Latvia      | -    | 4.20 | 4.61 | -    |
| Luxembourg  | 6.47 | -    | -    | -    |
| Netherlands | 5.97 | 6.18 | 6.34 | 6.26 |
| Germany     | 6.48 | 6.63 | 6.85 | 6.86 |
| Norway      | 7.13 | 7.16 | 7.04 | 7.20 |
| Poland      | 4.58 | 5.01 | 5.12 | 5.39 |
| Russia      | -    | 3.38 | 3.70 | 3.53 |
| Romania     | -    | 4.56 | 4.36 | -    |
| Slovakia    | 4.35 | 4.71 | 4.80 | 4.49 |
| Slovenia    | 4.71 | 5.01 | 5.05 | 4.99 |
| Turkey      | -    | -    | 6.51 | -    |
| Hungary     | 5.17 | 5.12 | 4.30 | 5.10 |
| Ukraine     | 3.30 | 2.61 | 2.27 | 2.50 |
| Finland     | 7.96 | 8.05 | 7.99 | 8.03 |
| France      | 5.66 | 5.71 | 5.78 | 5.64 |
| Croatia     | -    | -    | 4.37 | 4.40 |
| Czech Republic | 4.23 | -    | 4.81 | 4.91 |
| Switzerland | 6.86 | 6.93 | 6.85 | 7.03 |
| Sweden      | 6.49 | 6.54 | 6.55 | 6.98 |

enforcement agencies with criminal structures, low level of funding, insufficient level of vocational education, technical insecurity, commercialization of law enforcement structures, and lack of public control. Ukrainians considered corruption as the leading determinant of negative attitude towards law enforcement agencies [19].

The Razumkov Center carried out the project “Ukrainian Police through the Eyes of Citizens: Assessments of the State, Problems and Prospects for Reforms” during August 2012 – March 2015. The results determined a decrease in public confidence in the police from 30.2% to 24.6% of respondents. Citizens trusted more local law enforcement agencies with whom they are in direct contact. Regarding the forms of public participation, it should be noted that 23.4% of the respondents are not ready to assist the police in any circumstances. It shows again low efficiency of law enforcement activities. Over the past year, 20.0% of the respondents had direct contact with law enforcement officials. An indirect criterion of law enforcement effectiveness is people’s fear for their own life. Thus, 41.8% of respondents feel threatened to become a victim of
Table 2. Distribution of positive answers of respondents to the question “Have you or your family members been victims of robbery or physical violence in the last 5 years?”, % of the total respondents.

| Country / Year | 2005 | 2007 | 2009 | 2011 |
|----------------|------|------|------|------|
| Austria        | 10.9 | 9.3  | -    | -    |
| Belgium        | 26.9 | 25.0 | 24.1 | 21.7 |
| Bulgaria       | -    | 21.7 | 15.2 | 15.8 |
| United Kingdom | 25.7 | 24.1 | 26.4 | 20.3 |
| Greece         | 18.9 | -    | 16.3 | 19.9 |
| Denmark        | 26.8 | 24.9 | 22.8 | 24.0 |
| Estonia        | 26.1 | 24.8 | 25.1 | 22.5 |
| Israel         | -    | -    | 14.0 | 10.0 |
| Ireland        | 24.7 | -    | -    | -    |
| Spain          | 26.5 | 20.1 | 21.0 | 23.4 |
| Cyprus         | -    | 6.4  | 5.5  | 11.2 |
| Latvia         | -    | 12.1 | 18.6 | -    |
| Luxembour      | 24.9 | -    | -    | -    |
| Netherlands    | 18.9 | 18.4 | 20.2 | 18.0 |
| Germany        | 10.8 | 9.6  | 9.2  | 9.5  |
| Norway         | 24.8 | 22.0 | 20.2 | 18.6 |
| Poland         | 21.3 | 17.9 | 14.1 | 10.6 |
| Russia         | -    | 21.8 | 15.7 | 14.4 |
| Romania        | -    | 15.2 | 10.9 | -    |
| Slovakia       | 14.9 | 14.6 | 9.6  | 11.9 |
| Slovenia       | 11.8 | 13.5 | 11.4 | 9.2  |
| Turkey         | -    | -    | 7.1  | -    |
| Hungary        | 20.2 | 14.4 | 11.8 | 13.8 |
| Ukraine        | 17.5 | 14.0 | 14.3 | 13.8 |
| Finland        | 32.1 | 29.0 | 27.4 | 27.1 |
| France         | 27.4 | 26.1 | 25.9 | 21.6 |
| Croatia        | -    | -    | 5.9  | 4.6  |
| Czech Republic | 18.9 | -    | 11.7 | 11.5 |
| Switzerland    | 18.0 | 18.2 | 15.9 | 16.1 |
| Sweden         | 27.0 | 24.7 | 24.2 | 25.3 |

an insult in a public place, 37.6% fear road accidents, 36.9% – fraud, 32.9% – robbery, 32.0% – physical violence. In parallel with the mentioned research, expert evaluation and interrogation of law enforcement officers were carried out. Significantly alarming is the fact that 28.0% of the polled police officers have acknowledged the existence of corruption in law enforcement agencies. They also note that the reason for the low level of their activity efficiency is the lack of adequate material and technical support, overtime employment, low salary. While identifying priority forms of public control, 54.6% of polled law enforcement officers and 72% of experts preferred public opinion polls [20].

In December 2011, the Sociological group “Rating” conducted a nationwide survey on trust in law enforcement agencies, internal security issues, and public preparedness to cooperate with police. The data obtained indicate a low level of trust in all law enforcement agencies by
Ukrainians. Responding to the question “To what extent do you think such law enforcement and judicial authorities in Ukraine deserve credibility...?”, more than a third (33.9%) of the respondents said that none of these institutions is credible. Ukrainian population trust more the local police than the national one. The confidence indicator in the East and South of the country is significantly lower than in the West and in the Center. It is significantly higher in the village than in the city. Among the problems which obstruct the police to perform their functions effectively, the respondents noted the corruption in law enforcement agencies, mistrust of the population, low level of morality of police officers, dependence on high-ranking officials and politicians, etc. Concerning forms of public participation, only 14.0% of the respondents said they would assist police officers in all circumstances. While the vast majority (54.0%) are prepared to take active action only in the absence of a threat to their own lives or their relatives’ interests, which is again a consequence of distrust of law enforcement officers [21].

From January 2016 to September 2019, the Sociological group “Rating” with the support of the Center for Analysis and Sociological Research at the International Republican Institute conducted five waves of a nationwide municipal survey in 24 regional centres of Ukraine. Among a number of measured indicators were determined indicators of a sense of security in the city, approval of the activities of law enforcement agencies. On average 21.5% feel at risk after dark in the area of residence. According to evaluative judgments of Ukrainians, the five most dangerous regional centers of Ukraine include Kherson, Kropyvnytskyi, Zaporizhzhia, Poltava, Kyiv. The whole Western region of the country is relatively safe. Regarding police activity, the average index of its approval ranged from 1.7 to 1.0 (where 0 is “completely disapprove”, 3 is “completely approve”). This indicator is the highest for residents of Mariupol, the lowest – for residents of Odesa and Kyiv. An almost similar situation is observed with regard to the evaluation of the activities of courts, prosecutors, security services of Ukraine [22].

In 2012, the Kharkiv Institute for Social Research with the financial support of the International Renaissance Foundation conducted a nationwide survey of 15,000 people over the age of 16. The data obtained showed that only a quarter of respondents (25.2%) considered police activity effective. The level of fear of being a victim of a crime is quite high and is characteristic of more than two-thirds (64.6%) of Ukrainians. Only 6.0% of the respondents experienced similar situations last year. Not all respondents contact law enforcement agencies as needed, as 72.7% of them do not believe in police effectiveness [23].

Talking about domestic experience of studying trust in law enforcement agencies and a sense of personal security, it would be advisable to analyze existing regional surveys in addition to these national studies.

According to D. Kobzin, the first experience of introducing regional public surveys on the effectiveness of police activity was dated 2003. The staff of the National University of Internal Affairs conducted interviews with the population of two district departments of Kharkiv region [24].

In 2010, the first comprehensive regional survey was conducted in Kharkiv on law enforcement issues using a structured interview method at the place of residence (2,000 respondents were interviewed) and a focus group with police officers, law enforcement agencies and local media. The data obtained allowed us to conclude on the level of personal safety of the locals (35.0% of the respondents are afraid of becoming a victim of crime at their place of residence). The most dangerous places in Kharkiv are public transport and large crowds. The majority (68.0%) of those who were victims of crime (6.0%) and sought help from law enforcement agencies are satisfied with their activities. Among the leading deficiencies in the work of the police, 45.6% of the respondents identified their corruption. Nearly one-third (27.3%) of Kharkiv respondents are ready to assist the police in any situation [24].

During 2013-2017 in Kharkiv and Kharkiv region, with two-year intervals, three waves of public opinion polling were conducted by the specialists of the research laboratory on
crime counteraction at Kharkiv National University of Internal Affairs together with the Main Directorate of the National Police in Kharkiv region with the financial support of the European Union Advisory Mission. The results assessed the subjective perception of the crime rate in the region. In particular, these indicators in 2013 reached high and average levels of 8.2% and 45.9% of the respondents respectively, while in 2017 there was a significant deterioration of the situation – 19.0% and 55.6%. Almost two-thirds of the respondents felt anxiety and fear about it. The average score for evaluating the effectiveness of local police in 2013 was 0.07 in the city and 0.17 in the oblast (from –1 – “very bad”, +1 – “excellent”), in 2017 – 0.22 and 0.23. Instead, the index of confidence in local police in 2013 was 0.17 in the city and 0.28 in the region (from –1 to “completely distrust”, +1 to “completely trust”), in 2017 – 0.30 and 0.29, respectively. In 2013, 11.4% had direct contacts with police (appealed for help during the last year) and 44.3% of whom were satisfied with their work; in 2017 – 22.1%, and 46.3% of whom consider this experience a positive one [25].

In September 2016 and January-March 2017, TNS Ukraine conducted two waves of research in 12 cities of Ukraine as part of a pilot project on cooperation between people and police (Kramatorsk, Sloviansk, Mariupol, Sievierodonetsk, Rubizhne, Lysychansk, Kropyvnytskyi, Vinnytsia, Chernihiv, Ivano-Frankivsk, Uzhhorod, Mukachevo) [26]. During 2016, experts from the Expert Center for Human Rights, with the support of the International Renaissance Foundation’s Human Rights and Justice Program, conducted a sociological survey on security and community-based policing in Bar, Vinnytsia [27, 28]. In 2017, the Chernihiv Civic Committee for the Protection of Human Rights, with the support of the International Renaissance Foundation, conducted a public opinion poll “Safe Chernihiv”. The list of social indicators measured during the survey: the level of satisfaction with the local police, the level of credibility in local police activity, changes in police activity over the past year, community readiness to assist the police, etc. [29].

As we can see, the analyzed data testify to the persistent negative attitude of the public towards the police officers. The reason is that problems are constantly identified, discussed, but not solved. The problems are corruption, abuse of power, use of authority for personal purposes, low level of communication culture, immorality, lack of a proper level of vocational education, aggressive behavior towards citizens, etc.

Determining the current problems of evaluating the effectiveness of law enforcement agencies, as a result of the planned system of crime detection in the Soviet system, there is still a “chase” to positive indicators today. Therefore, even in the face of a worsening crime situation, law enforcement officers report a relatively stable percentage of case investigations, and consequently, corruption, abuse of authority and other illegal actions among police officers who are “programmed” to succeed in crime fighting. Overt fears to get negative public opinion led to the fact that the Ministry of Internal Affairs of Ukraine tried to assess their activity by conducting research by specialists of public relations departments who lacked the proper methodology. While most opinion polls conducted by international or national research agencies contain questions about crime rates, citizens’ concern to become a victim of crime. These are some of the leading indicators of law enforcement activity. Unfortunately, during the introduction of the experience of such surveys, the Ministry of Internal Affairs of Ukraine ignored the data obtained and the most important aspects of their effectiveness – independence and objectivity.

The situation was changed with the departmental reform which involves the introduction of public control, in particular by means of conducting opinion national and regional polls by independent sociological services. Namely, in order to determine the level of trust, a mechanism was developed, approved by the Resolution of the Cabinet of Ministers of Ukraine of February 7, 2018 No. 58 “On approval of the Procedure for assessing the level of public confidence in the National Police”. Regarding the analysis of the results of recent research in this area, they are
Quite contradictory, primarily given the method of assessing the level of confidence used. During November-December 2018, a nationwide public opinion poll “Assessment of National Police Activities” was conducted. 19.5 thousand respondents participated in it. According to the survey, it was determined that Ukrainians are most afraid of becoming a victim of road accidents (71.9%), theft (62.2%), robbery (57.3%), and physical violence (55.8%). 33.7% and 29.5% of respondents respectively consider the work of local and national police as generally satisfactory. The lowest scores were given to the effectiveness of police activity in Kyiv, Kherson and Dnipropetrovsk regions. Over the past year, 14.3% of informants had experience of direct communication with the police. 40.4% of respondents trust the modern national police, 11.9% trust prosecutors, 10.3% – judicial authorities, and 18.1% – Security Service of Ukraine. 36.3% of the respondents expressed their willingness to assist police officers in any situation. Among the main disadvantages in the work of the police, respondents identified the lack of professionalism, corruption, inaction, unwillingness to protect ordinary people. 10.2% of Ukrainians became the direct victims of crime last year. Among reasons for not reporting crimes to the police was distrust [3]. The study conducted is more informative than past experience. In particular, some indicators were studied for the first time. Namely, it is a thorough analysis of work with victims of crime. The following information was determined: type of crime, the amount of material loss, reasons for not reporting to the police, methods of a message, assessment of the speed of the statement acceptance, the quality of informing the victim about the progress of the investigation, etc.

Table 3. Distribution of respondents’ answers to the question “How much do you trust the police?”, % of the total number of respondents.

| Country/Level of trust | Trust completely | Trust somewhat | Do not trust very much | Do not trust at all |
|------------------------|------------------|----------------|-----------------------|---------------------|
| Greece                 | 20.0             | 51.1           | 22.7                  | 6.2                 |
| Germany                | 24.2             | 62.6           | 11.6                  | 1.7                 |
| Russia                 | 12.1             | 39.6           | 30.2                  | 8.1                 |
| Romania                | 14.4             | 34.4           | 32.6                  | 18.6                |
| Turkey                 | 38.4             | 45.9           | 11.6                  | 4.2                 |
| Ukraine                | 4.2              | 34.7           | 37.6                  | 23.6                |

According to the World Values Survey 2017-2020 (see table 3, 4 [30]), despite the active reforms of the law enforcement system in Ukraine, which have been implemented over the past 5 years, the situation has hardly changed. Only 36.9% of Ukrainian respondents trust the police, this indicator is the lowest in comparison with other countries, despite the fact that the number of respondents who feel safe is significantly greater and is 76.7%. Consequently, the question arises about the content of the term “safety” among representatives of different countries, as well as the correspondence of the subjective assessment of the level of life safety to its real objective meaning. Equally important is the place and role of the police in its fencing, taking into account the value judgments of the respondents themselves.

For the first time after the signing of the Resolution of the Cabinet of Ministers of Ukraine dated February 7, 2018 No. 58, Forservice UA Sales LLC, which won the tender announced by the National Police of Ukraine, conducted a nationwide public opinion poll in November 2020 (N = 15000 Ukrainian over 18 years old, all regions of Ukraine are covered, with the exception of the temporarily occupied territories) [31]. The first question that arises relates to the competence of the specialists who were involved in this study. After all, this organization does not have an
Table 4. Distribution of respondents’ answers to the question “Could you tell me how secure do you feel these days?”, % of the total number of respondents.

| Country/Level of security | Very secure | Quite secure | Not very secure | Not at all secure |
|--------------------------|-------------|--------------|-----------------|------------------|
| Greece                   | 14.1        | 44.3         | 28.2            | 13.5             |
| Germany                  | 27.5        | 58.7         | 13.0            | 0.7              |
| Russia                   | 12.1        | 54.3         | 30.0            | 3.7              |
| Romania                  | 36.2        | 50.3         | 11.0            | 2.4              |
| Turkey                   | 8.5         | 68.0         | 20.5            | 3.0              |
| Ukraine                  | 16.6        | 60.1         | 20.8            | 2.5              |

official website or a page on social networks, where one could get acquainted with the statutory documents, organizational structure, the main results of earlier studies. In academic circles, no information has been found about this research agency either.

The methodology for assessing the level of trust in the police, which was used, also raises doubts, since it is not possible to assess the validity of the trust scale without presenting the research instruments. According to the results of the study, it was found that the level of trust in the national police is 40.8%. However, the researchers did not determine to what extent the interviewed Ukrainians trust the police? It was also noted that the highest is the level of trust in the police in the Zakarpattia, Kharkov, Nikolaev, Donetsk and Poltava regions. But the work of police officers in Zhytomyr, Odessa, Dnepropetrovsk and Zaporozhye regions was recognized as “ineffective”. Kiev. But was the representativeness of the sample population of respondents ensured by regions, too?

Since only short press releases based on the results of the study were made public, and the promised detailed report was not presented on the official website of the National Police of Ukraine, it is incorrect to compare by any parameters of sociological measurement. And how all the procedural components were met, however, it is too early to talk about the effectiveness of such work. In May 2021, the Ilko Kucheriv Democratic Initiatives Foundation conducted a public opinion poll (N = 2020 people over 18 in all regions of Ukraine with the exception of the Autonomous Republic of Crimea and the occupied Donetsk and Luhansk regions). The analysis of the results obtained allowed us to conclude that the level of Ukrainian confidence in the police does not exceed 31.0%. The better the financial situation of the respondents, the higher the trust in law enforcement agencies. Assessing the state of security and public order, the most pessimistic about this are residents of cities with a population of one million and urban-type settlements, respondents from the southern regions of Ukraine. Also, respondents from the largest cities often complain about the deterioration of security and public order in their communities and near their homes. The situation has changed somewhat under quarantine conditions. In particular, the respondents noted an increase in the crime rate [32].

5. Conclusions and discussion

Systematization and comprehensive analysis of published studies, as well as methodological literature in the field of studying the effectiveness of police work using surveys, led to the conclusion that, considerable research experience has been accumulated, a base of empirical research to study the effectiveness of national police activity has been formed but still remains some methodological inconsistency. Most of the questions are of a direct nature, so the possibility of avoiding socially unacceptable questions for the respondents is not excluded. In addition, the study of problems is superficial. Most of the polls only state dissatisfaction with the police, but
it does not identify the causes and factors that lead to such a situation in society. Therefore, it
can not be used to develop and implement specific management decisions.

An analysis of the available scientific research has led to the conclusion that the study of value
judgments of citizens about the activities of the police and the assessment of the trust of its
employees are extremely complex theoretical models that take into account various combinations
of variables. Now in foreign studies, attention is focused on such social characteristics as place
of residence and income level, age, gender, race, income level, education, etc. There is still
no consensus as to which combinations of variables explain the greatest deviations. But in
domestic empirical sociological studies, only the causal relationship between indicators of trust
in the activities of police officers and the place of residence, gender and age of respondents is
analyzed rather narrowly.

It should also be noted that the formation of a subjective attitude towards the police is an
extremely complex process, determined, first of all, by the experience of direct communication
and the peculiarities of the conceptualization of police activities in general.

Most of the analyzed studies measure five main groups of social indicators:
1) security of life (subjective perception of crime rate, its dynamics; anxiety level, including
fear of becoming a victim of crime, etc.);
2) evaluation of law enforcement agencies effectiveness (subjective perception of the success
of specific tasks assigned to them, approval of work);
3) trust in law enforcement agencies;
4) interaction with police officers;
5) problems of law enforcement at the community level.

The above list is necessary but not sufficient. When evaluating the performance of the police,
it is necessary to take into account both direct and indirect indicators. Direct measures of police
performance can be compared with official statistics on crime rates, number of arrests and fines,
clearance rates, and response times to support calls. At the same time, some indirect indicators
of the work of the police should include not only surveys, but also direct observation of social
behavior, situational reactions of respondents, which the researcher can record during the survey.

Indirect questions provide a generalized assessment of the performance of the police, allowing
you to assess the overall level of satisfaction with the police, without highlighting specific
information about what citizens like / dislike about police services. Through these questions, it is
impossible to identify what exactly the respondents are dissatisfied with. Other methodological
problems are associated with non-standard, inconsistent wording of questions and categories
of answers, which makes it impossible to conduct comparative studies. No less important is
the problem of categorizing the concepts of "trust" and "satisfaction" used in various studies
measuring public sentiment.

In Ukraine, only one national survey conducted by the Institute of Sociology of the National
Academy of Sciences covers the period 1994-2021 and asks six questions about police work. This
is the only source of indicators of the work of the public opinion police, which is comparable over
time, in different regions of Ukraine. Most police services conduct their own annual or biennial
opinion polls, which include many general and specific questions about policing. However, the
questions, as a rule, are not standardized, inconsistent, with different categories of answers,
which makes them incomparable both in time and in the context of different regions of the
country. More research is needed to test the validity and reliability of the methods used to
assess the effectiveness of police performance, or the creation of new standardized questions,
in order to improve the measurement of public satisfaction with the services provided by
the police in Ukraine. In the absence of credible, reliable and standardized metrics, police
services and politicians will continue to ask different, sometimes vague questions that are not
comparable. This inconsistent measurement can lead to misjudgment of the performance or
policies and practices of policing across Ukraine. In our opinion, important indicators are:
expectations of the population regarding the work of police officers, the level of legal protection of police officers, access to sources of information about their activities, awareness of police departments work, evaluation of the effectiveness of appeals. Speaking about the possible objects of empirical sociological research, we point out the expediency of conducting surveys among both ordinary citizens and groups of individuals who had direct experience of communication with law enforcement representatives. It would be appropriate to use the in-depth interview method with police officers, focus group or expert evaluation. By the way, the experts involved in the study could be divided into dependent (internal, directly related to the work of the department) and independent (external, non-departmental), etc.

It is also important to recognize that the sociological data on police activities obtained during monitoring studies should be an informative basis for outlining the range of major problems and developing effective mechanisms to solve them. In this sense, the development of external relations system at law enforcement agencies should be aimed at optimizing the police with other institutions in order to achieve the sole purpose – ensure the safety of society.

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