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### EVALUATION OF THE EFFICIENCY OF PROVIDING SOCIAL AND SERVICE SERVICES BY THE POLICE OF THE COUNTRIES OF WESTERN EUROPE AND UKRAINE

**Станіслава Миронюк, Майкл Антонів. ОЦІНКА ЕФЕКТИВНОСТІ НАДАННЯ СОЦІАЛЬНИХ ТА СЕРВІСНИХ ПОСЛУГ ПОЛІЦІЄЮ КРАЇН ЗАХІДНОЇ ЄВРОПИ ТА УКРАЇНИ.** Визначено засоби та способи оцінювання ефективності надання соціальних та сервісних послуг поліцією та стан їх законодавчого закріплення. З'ясовано ефективність та доцільність їх застосування з огляду на позитивний міжнародний досвід реалізації контрольних функцій громадянського суспільства за діяльністю поліції.

Виокремлено недоліки нормативного визначення підстав та процедур оцінювання ефективності надання поліцейських послуг: визначення індикаторів оцінювання не громадськістю, а МВС; відсутності вимог та процедур оприлюднення результатів оцінки, а також процедур врахування результатів оцінки в подальшу діяльність поліції та наслідків оцінки ефективності діяльності поліції, як позитивних так і негативних, які мають наступати в обов'язковому порядку, що призводить до нівелювання процедури оцінки ефективності діяльності поліції з надання поліцейських послуг.

З урахуванням міжнародного досвіду оцінювання якості надання поліцейських послуг запропоновано ефективні критерії комплексної оцінки сервісно-обслуговуючої діяльності Національної поліції, які поділено на чотири блоки: громадське оцінювання шляхом соціологічного опитування громадян, у тому числі через електронні сервіси за певними критеріями; оцінювання з боку бізнес-середовища шляхом онлайн опитування за відповідними критеріями; оцінювання з боку органів публічної влади та місцевого самоврядування за визначеними критеріями; самооцінка сервісно-обслуговуючої діяльності поліції шляхом анонімного анкетування.

**Ключові слова:** соціальні та сервісні послуги Національної поліції, оцінка публічно-сервісної діяльності поліції, критерії та процедури оцінювання; зарубіжний досвід; форми адаптації зарубіжного досвіду.

**Relevance of the study.** As a member of the Council of Europe, Ukraine, in accordance with the Paris Charter for a New Europe of November 21, 1990, undertook to accede to international human rights standards, to create domestic guarantees of their implementation, based on universally recognized international legal guarantees enshrined in relevant international law.

The need to introduce uniform international standards in policing is due to the growing level of transnational organized crime, significant rates of migration in the world, significant

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differences in national training systems, as well as the problem of human rights in policing. The signing of international agreements also stipulates strict adherence to human rights standards in the work of the police in the implementation of law enforcement functions, the need to respond to the emergence of new types of crime and act in accordance with international human rights standards.

**The article's objective.** Therefore, there is an urgent need to harmonize the principles of the National Police of Ukraine (hereinafter – NP) with world (including European) standards. It is, first of all, about the transition from punitive to social and service content of its activities, the transformation of the police into a law enforcement institution of the European standard, which should provide law enforcement services to citizens who in accordance with Art. 3 of the Law of Ukraine «On the National Police» are provided in the areas of: ensuring public safety and order; protection of human rights and freedoms, as well as the interests of society and the state; crime prevention; providing, within the limits specified by law, services to assist persons who, for personal, economic, social reasons or as a result of emergencies, need such assistance [1].

**Discussion.** Thus, based on the new «service» function of the police, the main customer of police services is the people of Ukraine, its citizens, who support the police by paying taxes, and therefore must have a statutory guarantee of control over its activities. Modern legislation of Ukraine, which regulates the system of citizens' rights in general and their observance and protection by the police provides certain opportunities for evaluation of police activities, but forms of evaluation of police service, types of evaluation criteria, technologies and evaluation methods need to be implemented and improved.

Thus, in order to fulfill the research objectives within this scientific article, it is advisable to find out the means and methods of assessing the effectiveness of social and service services by police in foreign countries (especially Europe) and identify areas for their implementation in the national doctrine of public control over the National Police in Ukraine.

In order to fulfill this goal, the following tasks will be solved within the scientific article: means and methods of assessing the effectiveness of the provision of social and service services by the police and the state of their legislative consolidation will be identified; the efficiency and expediency of their application are clarified in view of the positive international experience in the implementation of the control functions of civil society over the activities of the police.

Statement of basic provisions. Article 11 of the Law of Ukraine «On the National Police» for the first time since the creation of the national model of police (militia) defines the legal basis for assessing the effectiveness of police, in particular the main criterion for such assessment – the level of public confidence in the police, determined by the Cabinet of Ministers of Ukraine [1].

In accordance with this procedure, the main principles of the assessment are the objectivity of the processing of information about the work of bodies and units of the National Police, the systematic assessment of the quality of their work. The objects of assessment are: the level of satisfaction of the population's need for police services; processes occurring in the system of the National Police, and the characteristics and results of its activities. The assessment is carried out by an independent sociological service on the basis of a contract concluded with the National Police in accordance with the Law of Ukraine «On Public Procurement» periodically: at the national level – at least once a year, at the territorial level – when necessary [2]. At the same time, the indicators on which the assessment is carried out are determined by the Ministry of Internal Affairs. The National Police determines: issues on which the level of trust is investigated in accordance with the powers of the National Police defined by the Law of Ukraine «On National Police»; terms of assessment; an independent sociological service that will conduct an assessment in the manner prescribed by the Law of Ukraine «On Public Procurement»; the degree of representativeness of social groups; receives final analytical information on the results of the assessment; takes into account the results of the assessment in its activities; prepares a report on the results of the assessment and publishes it on the official websites of the Ministry of Internal Affairs, the National Police and in other acceptable ways. The independent sociological service, which evaluates the effectiveness of police activities, has the following functions: preparation of a research program; publication of a questionnaire on issues identified by the National Police; conducting a study of the level of public confidence in the National Police; generalization and analysis of research results; preparation of final analytical information on the results of the assessment; providing the National

Police with final analytical information on the results of the assessment.

The analysis of normatively defined grounds and procedures for evaluating the effectiveness of police services makes it possible to identify a number of its shortcomings: first, the indicators on which the evaluation is carried out are determined by the Ministry of Internal Affairs and not by the active public; secondly, the requirements and procedures for publishing the results of the evaluation are not defined, and most importantly, the procedure for taking into account the results of the evaluation in further police activities and the consequences of evaluating the effectiveness of police activities, both positive and negative, must be determined, leveling the procedure for assessing the effectiveness of police activities in providing police services.

The following are the criteria for evaluating the effectiveness of policing. Without going into a detailed analysis of these criteria, which have been studied in the works of many sociologists and lawyers, and taken into account by us, we summarize that there were and are not objective criteria for such an assessment [3, pp. 155–159; 4, pp. 52; 5, pp. 145–149]. Thus, one of the main criteria for police activity in the international context is the state of crime. Distortions of this criterion in Soviet times led to its next interpretation – the state of crime detection. In today's realities of reforming the National Police, the main criterion for assessing police performance in the international context is the level of public confidence in policing, which together with the analysis of crime can give an objective picture of the effectiveness of policing, but again it is distorted, leading to such its interpretation – estimates of the number of complaints about police activities. The main problem in this sense is the so-called «going from one extreme to another» and the lack of a «golden mean», namely, taking into account all the rational criteria for assessing the effectiveness of the police. We agree with the opinion of I. Okhrimenko, who believes that the assessment of the effectiveness of law enforcement should not be limited to the level of public confidence in the police, which according to the law is calculated by independent sociological services in the manner prescribed by the Cabinet of Ministers (Part 4 of Article 11). After all, a set of factors (both objective and subjective) should be taken into account, which in general determines the effectiveness of the police in all its manifestations [6, p. 142]. M. Nebeska concludes that an effective policing system should be multidimensional, taking into account the immediate and final results of policing, the various dimensions of policing (crime prevention, crime detection and investigation, law and order, the effectiveness of policing, public policing) [7, p. 96].

As noted above, the evaluation of the effectiveness of public policing is carried out according to certain criteria, which are developed by the world practice of public monitoring of police activities, the most successful examples of which should be given below.

Thus, historically, when evaluating the work of police units in the United States, attention was paid primarily to four indicators: reducing crime; number of arrests and detentions; level of disclosure (ratio between recorded and disclosed crimes); call response time [8, p. 2]. In addition, with the introduction of the community policing system in a number of departments, the level of public satisfaction with police services began to be used as an indicator of efficiency. The most common alternative sources of information for assessing police performance in the United States are:

1. Public opinion research. This data is used by about a third of local police departments. Such surveys are conducted annually, in particular to assess the level of latent crime and the community's assessment of police work.

2. Questionnaire of persons who had contacts with the police. The information obtained by this method, as a rule, more accurately reflects the quality of police work, and allows a more detailed assessment of certain areas of police activity (e.g. questionnaires of drivers about traffic police, questionnaires of victims, including certain categories of crimes, etc.).

3. Questionnaire of police officers. This technique allows you to assess the state of morale in the unit, to identify problems with management, and so on.

4. Direct observation. It provides for the study by specially trained observers of certain aspects of police work or its consequences (eg, observation of police contacts with citizens in everyday situations, the state of law in problem areas of the city, etc.). This method is considered effective for independent evaluation of police work, though, given the need for special training, it is quite expensive.

5. Simulation method. Unlike the previous method, researchers are not passive observers, but simulate certain typical situations (e.g. reporting a crime to the police). However, this method remains controversial, especially in simulations that lead police officers

to illegal actions [9; 10, p. 19].

In summary, it can be pointed out that, on the one hand, the United States has a significant theoretical basis and practical experience in evaluating police activities, but in fact there is no system for evaluating police activities as such. Despite the lack of systematic assessment of the police at the national level, in the context of police reform in Ukraine, the US experience in developing and using methods to study the effectiveness of law enforcement is extremely interesting.

Canada's police system, as in the United States, is complex. The state has a federal police, the Royal Canadian Mounted Police, and two provinces (Ontario and Quebec) have separate police services; in addition, municipal police have been established in a number of cities. Accordingly, the state has several systems for evaluating police performance, but, unlike the United States, they are much more unified. The performance of the federal police body, the Royal Canadian Mounted Police, is evaluated primarily in the context of achieving strategic goals, each of which, in turn, is specified by the relevant budget programs. This practice is typical for other public authorities, and is based on the already mentioned methodology of a balanced scorecard, the key of which are: 1) the percentage of Canadians satisfied with the contribution of the Royal Canadian Mounted Police to ensure order and security; 2) reduction of the damage caused by crimes in Canada within the jurisdiction of the Royal Canadian Mounted Police; 3) reducing the number of crimes per capita in Canada within the jurisdiction of the Royal Canadian Mounted Police; 4) the percentage of respondents who agree that the Royal Canadian Mounted Police provides quality services; 5) the percentage of international commitments made by Canada that meet the priorities of its government; 6) the percentage of participants in training programs who positively assess the skills and knowledge acquired within them; 7) the percentage of respondents who agree that the Royal Canadian Mounted Police is a recognized symbol of Canada; 8) the percentage of responses to inquiries and requests submitted within the established standards. At the local level, there is no single, generally accepted system for evaluating the work of police units. The legislation of the Canadian provinces provides for the operation of police commissions, which are formed in the cities to supervise the activities of the municipal police. Thus, the Canadian Association of Police Commissions defines their main powers as follows: determining the adequate number of staff; budget formation; budget execution supervision; evaluation of police activities; appointment of the police chief; providing assistance in the field of labor relations; implementation of disciplinary practice; assistance in the development of unit policy [11]. In other words, police commissions in Canada have a slightly wider range of powers and tasks than their American counterparts.

Although the United States and Canada have a unitary state, Britain's police structure is also complex and highly decentralized. In particular, there is no single police service in England and Wales. Instead, these parts of the UK are served by 43 independent police services. In addition, Scotland and Northern Ireland have their own police forces. Under the Police Act 1996, the main body evaluating the work of the police in England and Wales is the Police Inspectorate (Scotland has a separate Police Inspectorate in Scotland, in Northern Ireland it carries out inspections on request). This body is one of the four law enforcement inspectorates (the other three are the Prosecutor's Office, the Probation Inspectorate and the Prison Inspectorate). The Inspectorate uses a number of forms to assess the activities of the police. The largest is the annual generalized assessment of territorial police services according to the PEEL method. According to it, three basic indicators of police activity are evaluated: 1) efficiency, i.e. how fully the territorial police service performs its tasks; 2) expediency, i.e. how effectively the territorial police service uses its available resources; when assessing this area determines the effectiveness of management of resources available in the service, the feasibility of planning and implementation of financial activities, etc.; 3) legitimacy, i.e. the degree of public confidence in the police unit is assessed; in this area, the work of the unit to ensure compliance with the norms of professional ethics, as well as the state of interaction of the unit with the population, the degree of faith in it [12]. When preparing the report, each of these indicators is specified in separate areas. The result of the study is a report on each of the 43 territorial police services of England and Wales, which provides a detailed assessment of each of the areas in terms of the above issues. Each question and each direction as a whole is evaluated by one of the four evaluations «excellent», «good», «needs improvement», «unsatisfactory».

One such example is the British Crown Inspectorate of Police

(<http://justiceinspectors.gov.uk/hmic>), which inspects police units and prepares thematic and periodic (annual) reports on the evaluation of police units with recommendations [13]. These reports and recommendations are available to the public. One of the tools of such assessment is «PEEL assessment» (police effectiveness, efficiency, legitimacy – police efficiency, productivity, legitimacy). Effectiveness is assessed in how the police perform their duties, including reducing crime, protecting vulnerable people, combating anti-social behavior, dealing with emergencies, and other service challenges. Productivity is assessed in relation to the means by which the result is achieved. Legitimacy is assessed in relation to how ethically and within the law the police unit operates. This technique can be applied to both approaches. In this regard, it is much better to develop certain incentives to improve the quality of police work. These include criteria for evaluating the effectiveness of policing as a tool to improve policing [14].

In contrast to the states mentioned above, the French police system has a high level of centralization, which is reflected in the system of its evaluation. The activity of the police, as well as many other public authorities, is evaluated primarily to determine the degree of performance of tasks [4, p.45]. At the same time, a common point of criticism of the police evaluation system in France is the lack of indicators that characterize public opinion about its activities [15, p. 334]. At the same time, the evaluation system in particular and the management system in general are often compared with its British counterpart; researchers point to a paradoxical situation: while the level of violent crime in France is lower than in the UK or the US, the level of trust in the police in the latter two countries is much higher. In addition, it is necessary to emphasize the high level of centralization of the evaluation system, which does not allow to take into account regional characteristics and needs and expectations of local communities in the field of security when measuring the effectiveness of police units.

In conclusion, the optimization of police interaction with the public in the context of law enforcement has the main purpose – to give new impetus to positive domestic practices of involving citizens in policing, which are time-tested and supported by society and implement best practices of police structures in the world. procedures of public interaction with the police, which is implemented in one particular country, and which is more or less adapted in those countries that have passed similar stages of statehood with Ukraine and show the prospects for their development.

**Conclusions.** Taking into account the international experience of assessing the quality of police services, we will offer effective criteria for a comprehensive assessment of service activities of the National Police, which can be divided into four blocks:

1. Public evaluation by sociological survey of citizens, including through electronic services on the criteria: speed and quality of service for which there was a citizen's appeal to the police; the state and consequences of police intervention on its initiative in the activities of citizens in the application of preventive and coercive measures; a sense of security when communicating with the police and in connection with the presence of a police officer in the service area; general legal literacy of the police officer and the possibility for him to provide priority legal assistance; readiness of citizens for police assistance (cessation of violations, notification of violations, testimony as a witness to the violation).

2. Evaluation by the business environment through an online survey on the criteria: completeness, efficiency and quality of registration, permitting and licensing services; the quality of ensuring public order within the activities of a legal entity, which is a public place (restaurant, cafe, hotel, office, trade hall, playground or pavilion, etc.); awareness of the personnel of police officers who provide police services in the service area (posting information about them at facilities); readiness to assist the police in providing police services (additional placement of surveillance cameras, lighting, equipment for smoking areas, etc.).

3. Evaluation by public authorities and local governments on the criteria: completeness, efficiency and quality of police services, especially for the protection of public order at mass events; the quality of ensuring public order within the activities of a legal entity, which is a public place (parks, squares, transport, educational institutions and cultural institutions); awareness of the personnel of police officers who provide police services in the service area (posting information about them in communal property); readiness to assist the police in providing police services (placement of surveillance cameras, lighting, road signs, equipment for smoking areas, etc.).

4. Self-assessment of service and service activities of the police by anonymous questionnaire on the criteria: state of satisfaction with the performance of state functions; availability of moral, psychological and service resources for further service, the state of

financial, social and material resources of activities and areas for improvement; the state of efficiency of management (heads) of departments and their level of trust among the staff.

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#### **Abstract**

The authors have identified means and methods of assessing the effectiveness of the provision of social and service services by the police and the state of their legislative consolidation. The efficiency and expediency of their application are clarified in view of the positive international experience in the implementation of control functions of civil society over the activities of the police.

Taking into account the international experience of assessing the quality of police services, effective criteria for a comprehensive assessment of service activities of the National Police have been proposed, which are divided into four blocks.

**Keywords:** *social services of the National Police, evaluation of public service activities of the police, evaluation criteria and procedures; foreign experience; forms of adaptation of foreign experience.*