INDIAN POLICE FOUNDATION

IPF SMART POLICING SURVEY 2021

INDEX OF PUBLIC PERCEPTIONS &
CITIZEN SATISFACTION

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Any queries may be addressed to:
discussions@policefoundation.in

Indian Police Foundation

Registered Office
8758/C8, Vasant Kunj
New Delhi 110070

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Index of Public Perceptions & Citizen Satisfaction

Principal Researcher
N. Ramachandran IPS (Retired)
President, Indian Police Foundation

About This Survey

The IPF Citizen Satisfaction Survey on SMART Policing, 2021, is a pioneering effort by Indian Police Foundation (IPF) to gauge public perceptions about the quality of policing in India and the level of public trust in the police. This would be the first of a series of annual, longitudinal surveys that the IPF intends to conduct, to obtain an evidence-based understanding of the ground realities of how India's citizens perceive the police.

It would be possible for the police to use the insight to improve legitimacy, restore confidence, build trust and strive to progressively bring about a transformation in policing. We hope that this and our future surveys will motivate State Police to improve their performance over the years.

The report is being shared in public so that citizens would exercise pressure on the police to improve the quality of policing. Above all, this exercise provides an opportunity for all players and stakeholders to work together to build heightened awareness and devise strategies to improve competencies and reinforce values, the two fundamental dimensions of SMART policing and public trust in the police.

A survey for the people, promoted by the people

One notable aspect of this survey was that many well-intentioned citizens, students, teachers, lawyers and civil society leaders directly participated in promoting it and providing the logistics. IPF succeeded in galvanizing citizens from across the country, mostly students and youth, to reach out to people from the lengths and breadths of India, to carry out this survey. Our current and past student interns played a spirited role in this process. In spreading and promoting the survey, retired police persons as well as professional members of the Indian Police Foundation and the Police Institute played a crucial role.

It is significant that many citizen volunteers displayed incredible enthusiasm and zeal in supporting the data collection process and in also ensuring that the samples were representative of the local populations as far as possible.

Such remarkable levels of public enthusiasm constituted a message in itself: that India's citizens, particularly the youth, are eager for reform and that they are willing to participate and contribute to the process. IPF has been very fortunate to secure the assistance of some of the most respected academicians, social scientists and experts in systems and statistics to construct a scale as well as a composite index, for measurement of citizen satisfaction and trust levels.

N. Ramachandran IPS (Retired)
President, IPF
& Principal Researcher

The SMART Policing Vision

The SMART Policing idea was envisioned, articulated and introduced by the Hon'ble Prime Minister of India at the Conference of DGPs of State and Central Police Organizations, held at Guwahati, in the year 2014. It envisaged systemic changes to transform the Indian Police to be: Strict and Sensitive, Modern and Mobile, Alert and Accountable, Reliable and Responsive, Techno-savvy and Trained. It has been nearly 7 years, since articulation of the vision, arguably the most comprehensive effort at modernizing and reforming the Indian Police. The strategy combined the development of physical infrastructure, technology adoption, a focus on the critical soft skills and attitudes, as well as a deep commitment to the values of professional excellence and service to the people, considered essential to take the Indian Police to the next level.

The purpose of the IPF survey was to gather information on citizens' perceptions about the impact of the SMART policing initiative. How far have our police forces progressed in realizing the Prime Minister's vision in the seven years since the announcement of the SMART policing goal? Do the public perceive the impact of any transformation in line with the ideals outlined in SMART policing ? To what extent do our citizens trust and bestow their confidence in the police?

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The Team
Principal Researcher: N. Ramachandran

Advised by: Prakash Singh

SCIENTIFIC, ACADEMIC & TECHNICAL ADVICE

Prof Shalabh, Professor of Statistics and Data Sciences
Indian Institute of Technology (IIT), Kanpur

Prof Ruchi Sinha, Tata Institute of Social Sciences (TISS), Mumbai

Dr. KP Asha Mukundan, TISS, Mumbai

Dr. Roshini Nair-Shaikh TISS, Mumbai

Dr. V. Sivakumar, Data Analysis Specialist, TISS, Mumbai

FIELD SURVEY SUPPORT

VG Markam	J. Kalita	Rakshitt C Bajpai
R. Malaroli	Abhijit Rabha	Rohit Dubey
M. Kavyarasi	Arun Kumar	Sejjal Malik
Srija Nair	Amal AS	Shantanu Singh
Aparna Mohan	Abin Abraham Kurian	Shivani Raj Singh
Salim Ali	Aditi Singh	Shubham Kumar
Murugavel N	Akanksha Yadav	Shubham Manchani
Satish Gogina	Ananya Chaudhary	Shubhi Jadoun
Chirag desai	Akash Tiwari	D. Vaishnavi
Eswariaih JNK	Ankit Pandey	Harshita Pandey
RP Rabha	Ashi Agarwal	Nikhil Koratla
Mohammed Iqbal	Anusha Gupta	Mahak
Jayakrishnan	Arti Kalambe	Elisa Durrani
Akhil Raj	Manisha Singh	
Arun Kumar S	Mayank Jain	**IPF SUPPORT TEAM**
Ramesh Das	Thomas Abraham	Dhruv Mishra
T. Ghosh	Shardul Jha	Poonam Arora
Rajender T	Nakkala Praveen	Ravinder Kumar
Abdul Aziz	Naved Anjum	Sumesh
Amousu D	Paras Chaudhari	Nishi Nair
Shankar	Purnima Ojha	

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Executive Summary

Based on the philosophy underlying the Prime Minister's SMART policing idea, IPF constructed a survey framework to measure citizens' perceptions from a perspective of public trust in police. Trust was identified as the overarching element of the SMART policing vision.

IPF identified six competency-based dimensions and three values-based dimensions of trust. Thus, the survey framework comprised two sets of indicators of SMART policing as dimensions of public trust in policing, one set to gauge perceptions about core professional competencies and the other, to assess the perceived adherence to core values and ethical principles.

Professional competence and ethical values are not only the essence, but the determinants of SMART Policing. While a competent police force provides reliable, accessible, responsive, technology-driven and trained policing services to the people, a police force that is values-driven, will promote

Competence-Based Indicators

1. Perception index of police sensitivity
2. Perception index of strict and good behaviour
3. Perception index of accessibility
4. Perception index of police responsiveness
5. Perception index of helpful and friendly policing
6. Perception index of technology adoption

Values Based Indicators

1. Perception index of integrity and corruption-free services
2. Perception index of fair, unbiased and lawful policing
3. Perception index of police accountability

Trust: As the Overarching Element

integrity, set standards of conduct, make efforts to reduce corruption, ensure that police discharge their duties with fairness and impartiality and build appropriate accountability mechanisms.

Citizens' feedback could be an invaluable tool to measure public perceptions and sentiments of confidence in the police. It will help the police gain actionable insights and explore ways to improve services.

This survey is based on the premise that police should listen to what the citizens have to say.

IPF designed the survey questionnaire around 10 areas of SMART policing, comprising six indicators of competence, three indicators of values and one on public trust. *Determination of the SMART Policing Index* has been done by establishing a 'SMART Policing Score' against each of the 'SMART Policing Elements' (SPEs) and integration of those scores to arrive at a Consolidated Smart Policing Index.

Based on the responses received and the 10 smart Scores that have been arrived at, IPF tried to understand the determinants and drivers of public trust in the police. We attempted to correlate citizens' perceptions, satisfaction levels and public trust. The result appears to show that those States with high index values on the elements of SMART Policing, were also likely to receive higher ratings for public trust. This indicates that citizens' satisfaction levels and public trust in the police are closely connected.

The practical lesson from this survey is that police departments should do everything possible to improve their performance in respect of every element of SMART policing, with an added focus on the values-based dimensions.

We believe that these annual surveys would be an ideal strategy to nudge State Police organisations to strive for better public perception and trust levels, year on year, by continuously improving their professional competencies and ethical values and thereby, the quality of their service to the people.

Highlights: Smart Policing Index 2021

A statistical portrait of public perceptions about the Indian Police

- The survey gathered an impressive sample size of n=1,61,192 responses, but the distribution of the samples was skewed, with sizeable variations between States/UTs. Some States and UTs could not be included in this report for want of a minimum, statistically significant number of representative responses from those States/UTs.

- IPF had initially announced that this would be a survey to rank the States on citizens' satisfaction levels, relating to different aspects of policing services. However, considering the huge variations in sample sizes across the States, we have decided not to announce a formal ranking of citizens' satisfaction this year. We propose to do the satisfaction rankings from next year onwards.

- The SMART Scores are set on a scale of 1 to 10 and are indicative of the levels of citizen satisfaction, a score of 10 being the highest level of satisfaction.

- The half-full glass: Despite being attacked for insufficient sensitivity, declining public confidence and growing concerns about the quality of policing, a majority of citizens (a weighted average of 66.93%) believe that the police are doing their job well and strongly support the police.

- The levels of popular satisfaction with the quality of policing was highest in Andhra Pradesh, Telangana, Assam, Kerala, Sikkim, Mizoram and Gujarat in that order, with an index value of 7 or above, 19 States/UTs scored an index value between 6 and 7, while 3 States scored between 5 and 6.

- Almost all States scored slightly higher ratings for professional competency-based elements, while they received lower scores for the values-based ones. Questions on integrity and corruption-free services received the lowest scores across States.

- The elephant in the room is the share of the population that have expressed their disenchantment, some holding deeply negative sentiments. While the percentage of those having positive perceptions may be larger, the share of the dissatisfied population that remains unhappy with the state of policing, is sadly, very significant and sizeable.

- Even the top scorers have much more work to do, having to tackle substantial mass of negative sentiments. Similarly, even the lowest scorers have significant reservoirs of positivity; and they have the opportunity to build on their positive strengths.

- Negative feedback should be seen as an opportunity to question why so many citizens have responded the way they did. What have triggered the negative perceptions? What factors disappoint the people most? What can be done to improve the quality of services, change citizens' perceptions and improve trust?

Does the half full glass rouse despondency or hope?

We vote for hope.

Smart Policing Index 2021

The table below lists 29 States and Union Territories indicating their SMART Policing Index value, arranged in descending order of their scores. States/UTs having the topmost SMART Policing Scores, indicating the highest levels of citizen satisfaction and trust are on the top. The Consolidated SMART Policing Index (CSPI) for each State/UT is based on their aggregate scores in the 6 Competence-based indices, 3 Values-based indices and the index of Citizens' Trust in Police.

IPF Smart Policing Index 2021

State/UT	SMART Index Score
Andhra Pradesh	8.11
Telangana	8.10
Assam	7.89
Kerala	7.53
Sikkim	7.18
Mizoram	7.14
Gujarat	7.04
Odisha	6.94
Himachal Pradesh	6.91
Puducherry	6.91
Goa	6.86
Delhi	6.85
Tamil Nadu	6.73
Karnataka	6.69
Uttarakhand	6.69
West Bengal	6.66
Meghalaya	6.60
Haryana	6.39
Tripura	6.33
Jammu & Kashmir	6.26
Maharashtra	6.25
Rajasthan	6.17
Madhya Pradesh	6.15
Nagaland	6.11
Punjab	6.07
Jharkhand	6.07
Chhattisgarh	5.93
Uttar Pradesh	5.81
Bihar	5.74

Indicators for Competence-Based Dimensions of Smart Policing

Perception Score of Police Sensitivity

State/UT	Score
Telangana	8.27
Andhra Pradesh	8.22
Assam	8.14
Kerala	7.51
Mizoram	7.40
Sikkim	7.25
Gujarat	7.22
Odisha	7.08
Delhi	7.02
Uttarakhand	7.00
Karnataka	6.99
Puducherry	6.94
Himachal Pradesh	6.94
Goa	6.85
West Bengal	6.81
Tripura	6.70
Tamil Nadu	6.65
Meghalaya	6.64
Haryana	6.62
Rajasthan	6.42
Jammu & Kashmir	6.39
Jharkhand	6.24
Maharashtra	6.19
Madhya Pradesh	6.19
Punjab	6.05
Nagaland	6.02
Chhattisgarh	6.02
Uttar Pradesh	5.79
Bihar	5.75
Average Score	**6.80**

Perception Score of Strictness and Good Behaviour

State/UT	Score
Telangana	8.14
Andhra Pradesh	8.14
Assam	7.97
Kerala	7.42
Mizoram	7.32
Sikkim	7.31
Gujarat	7.08
Himachal Pradesh	6.98
Puducherry	6.97
Delhi	6.96
Odisha	6.93
Uttarakhand	6.90
Meghalaya	6.83
Goa	6.71
West Bengal	6.69
Karnataka	6.63
Tamil Nadu	6.57
Haryana	6.43
Tripura	6.39
Maharashtra	6.12
Jharkhand	6.12
Madhya Pradesh	6.10
Rajasthan	6.03
Nagaland	6.01
Chhattisgarh	5.95
Uttar Pradesh	5.89
Punjab	5.76
Bihar	5.74
Jammu & Kashmir	5.71
Average Score	**6.68**

Indicators for Competence-Based Dimensions of Smart Policing

Perception Score of Accessibility

State/UT	Score
Telangana	8.29
Andhra Pradesh	8.24
Assam	8.09
Sikkim	7.77
Kerala	7.58
Mizoram	7.36
Uttarakhand	7.35
Gujarat	7.35
Delhi	7.16
Himachal Pradesh	7.11
Odisha	7.11
Puducherry	7.10
Goa	7.08
Tamil Nadu	6.91
Karnataka	6.84
West Bengal	6.72
Haryana	6.65
Rajasthan	6.63
Jammu & Kashmir	6.62
Meghalaya	6.61
Nagaland	6.51
Jharkhand	6.45
Maharashtra	6.43
Tripura	6.40
Uttar Pradesh	6.40
Punjab	6.39
Madhya Pradesh	6.39
Bihar	5.95
Chhattisgarh	5.86
Average Score	**6.94**

Perception Score of Police Responsiveness

State/UT	Score
Telangana	8.28
Andhra Pradesh	8.23
Assam	8.09
Sikkim	7.55
Kerala	7.48
Gujarat	7.27
Himachal Pradesh	7.20
Puducherry	7.19
Delhi	7.17
Odisha	7.17
Uttarakhand	7.14
Mizoram	7.14
Goa	7.09
Tamil Nadu	6.97
West Bengal	6.93
Nagaland	6.76
Karnataka	6.69
Jammu & Kashmir	6.63
Meghalaya	6.54
Haryana	6.49
Rajasthan	6.47
Madhya Pradesh	6.46
Tripura	6.42
Maharashtra	6.41
Punjab	6.25
Jharkhand	6.23
Uttar Pradesh	6.16
Chhattisgarh	5.97
Bihar	5.84
Average Score	**6.90**

Indicators for Competence-Based Dimensions of Smart Policing

Perception Score of Helpful and Friendly Policing

State/UT	Score
Andhra Pradesh	8.11
Telangana	8.08
Assam	7.92
Sikkim	7.44
Kerala	7.36
Mizoram	7.27
Gujarat	7.17
West Bengal	6.95
Delhi	6.92
Puducherry	6.91
Himachal Pradesh	6.85
Uttarakhand	6.82
Odisha	6.80
Goa	6.73
Karnataka	6.70
Meghalaya	6.59
Tripura	6.44
Tamil Nadu	6.42
Haryana	6.30
Maharashtra	6.24
Jammu & Kashmir	6.21
Madhya Pradesh	6.15
Rajasthan	6.13
Jharkhand	6.04
Nagaland	6.03
Chhattisgarh	6.01
Bihar	5.84
Punjab	5.79
Uttar Pradesh	5.59
Average Score	**6.68**

Perception Score of Technology Adoption

State/UT	Score
Telangana	8.17
Andhra Pradesh	8.13
Maharashtra	7.63
Karnataka	7.60
Delhi	7.57
Tamil Nadu	7.47
Kerala	7.43
Assam	7.37
Gujarat	7.21
Uttarakhand	6.98
Goa	6.93
Odisha	6.90
West Bengal	6.78
Himachal Pradesh	6.75
Puducherry	6.72
Sikkim	6.61
Tripura	6.55
Mizoram	6.54
Meghalaya	6.54
Madhya Pradesh	6.39
Punjab	6.37
Jammu & Kashmir	6.32
Haryana	6.31
Nagaland	6.23
Rajasthan	6.19
Jharkhand	6.07
Uttar Pradesh	5.91
Chhattisgarh	5.87
Bihar	5.81
Average Score	**6.81**

Indicators for Values–Based Dimensions of Smart Policing

Perception Score of Fair, Unbiased and Lawful Policing

State/UT	Score
Andhra Pradesh	8.00
Telangana	7.97
Assam	7.84
Kerala	7.17
Gujarat	7.00
Puducherry	6.85
Mizoram	6.84
Odisha	6.79
Himachal Pradesh	6.79
Goa	6.70
Sikkim	6.59
Delhi	6.49
Meghalaya	6.47
Tamil Nadu	6.41
Karnataka	6.34
Uttarakhand	6.33
West Bengal	6.33
Jammu & Kashmir	6.18
Haryana	6.17
Maharashtra	6.06
Tripura	6.00
Punjab	5.99
Chhattisgarh	5.92
Madhya Pradesh	5.91
Jharkhand	5.86
Nagaland	5.85
Rajasthan	5.75
Bihar	5.67
Uttar Pradesh	5.27
Average Score	**6.47**

Perception Score of Integrity and Corruption–free Service

State/UT	Score
Kerala	8.07
Andhra Pradesh	7.88
Telangana	7.78
Assam	7.68
Mizoram	7.13
Sikkim	7.01
Odisha	6.68
Puducherry	6.66
Goa	6.65
Himachal Pradesh	6.60
Tamil Nadu	6.48
Meghalaya	6.42
Delhi	6.36
West Bengal	6.32
Gujarat	6.31
Karnataka	6.01
Chhattisgarh	5.82
Nagaland	5.74
Uttarakhand	5.71
Jammu & Kashmir	5.68
Tripura	5.61
Punjab	5.56
Haryana	5.48
Rajasthan	5.35
Maharashtra	5.31
Uttar Pradesh	5.23
Madhya Pradesh	5.19
Jharkhand	5.00
Bihar	4.97
Average Score	**6.23**

Perception Indices of Accountability and Public Trust

Perception Score of Police Accountability

State/UT	Smart Score
Andhra Pradesh	8.00
Telangana	7.95
Assam	7.78
Kerala	7.20
Odisha	7.07
Mizoram	6.99
Sikkim	6.92
Puducherry	6.91
Goa	6.82
Himachal Pradesh	6.71
Meghalaya	6.55
Gujarat	6.51
Tamil Nadu	6.50
Karnataka	6.48
West Bengal	6.45
Rajasthan	6.38
Haryana	6.37
Jammu & Kashmir	6.33
Delhi	6.32
Tripura	6.26
Punjab	6.21
Jharkhand	6.12
Madhya Pradesh	6.09
Maharashtra	6.04
Chhattisgarh	5.90
Bihar	5.83
Uttarakhand	5.83
Nagaland	5.81
Uttar Pradesh	5.80
Average Score	**6.56**

Perception Score of Public Trust in the Police

State/UT	Smart Score
Andhra Pradesh	8.15
Telangana	8.07
Kerala	8.05
Assam	8.04
Mizoram	7.45
Sikkim	7.40
Gujarat	7.25
Himachal Pradesh	7.17
Haryana	7.09
Goa	7.00
Tamil Nadu	6.97
Odisha	6.92
Puducherry	6.84
Uttarakhand	6.83
Meghalaya	6.81
Karnataka	6.63
Madhya Pradesh	6.59
West Bengal	6.58
Delhi	6.56
Tripura	6.53
Jharkhand	6.52
Jammu & Kashmir	6.51
Rajasthan	6.37
Punjab	6.35
Maharashtra	6.10
Nagaland	6.10
Uttar Pradesh	6.04
Chhattisgarh	6.00
Bihar	5.98
Average Score	**6.86**

IPF Smart Policing Survey 2021 – The Conceptual Framework

SMART Policing: Professional competencies and ethical values as dimensions of public trust

Public trust is usually understood as a positive perception about police's *professional competence, actions, and performance* on the one hand and the *values and principles that guide them in their actions,* on the other. Trust gives people the confidence that (1) the police have the willingness, the ability, the wherewithal, the technology, and the training to act according to the law and the expectations of the people and that (2) in their actions and behaviour, the police will always be guided by the core principles of professional ethics and the rule of law. Thus, for purposes of this survey, we have disaggregated the elements of SMART Policing into two sets, namely Competence-based and Values-based elements.

A competent police force provides reliable, accessible, responsive, technology-driven and trained policing services to the people and also builds appropriate accountability mechanisms. A police force that is *values-driven,* will promote integrity, set standards of conduct, make efforts to reduce corruption, and ensure that police discharge their duties with fairness and impartiality.

Above all, citizens expect their police to uphold the rule of law in all situations.

Identifying the 'SMART elements' of good policing

Based on the philosophy underlying the SMART policing idea, after due analysis and in consultation with well-respected police professionals and subject experts, IPF identified ten 'SMART elements' that are thought to be vital and at the foundations of good policing. Out of these, Citizens' trust was identified as the overarching element of good policing.

The survey questionnaire was built around the identified 10 areas of SMART policing, comprising six indicators of competence, three indicators of values and one on public trust.

Although the survey questions have been asked in somewhat the same order as in 'SMART', the analysis seeks to measure citizens' perceptions and satisfaction levels based on the undermentioned two broad dimensions of SMART policing – whether the police are perceived as professionally competent and whether in their actions they are driven by the core professional values and the law of the land.

Smart Policing Elements Around which the Survey Questions were Framed

Competence-based	Values–based
1. My police are sensitive 2. My police combine strictness with good behaviour 3. My police are accessible 4. My police are responsive 5. My police are alert, helpful and friendly 6. My police are techno-savvy, technology-driven and adopt modern systems, tools and processes.	1. My police are unbiased, impartial, and fair in their dealings and uphold the law in all situations. 2. My police are corruption-free 3. My police have the necessary accountability mechanisms in place **Trust as the overarching element of SMART policing**

Determination of the Composite SMART Policing Index

In this survey, the levels of satisfaction have been assessed through the establishment of a 'SMART Policing Score' for individual States and Union Territories (UT), against each of the 'SMART Policing Elements' (SPEs). Using statistical tools, the scores for each indicator have been normalized on a scale of 1-10.

The Composite SMART Policing Index (CSPI) for each State/UT has been calculated, based on the quantified representations of citizens' perceptions on each of these elements and then consolidating the scores in the 6 Competence-based indices, 3 Values-based indices and the index of citizens' trust in police.

The Context

The practice of conducting surveys to obtain feedback on police performance and measure the levels of citizen satisfaction of the quality of policing services, is common in some of the developed countries, though rarely seen in this country. This situation is changing now, even as an increasing number of citizens demand information on aspects of governance and wish to actively express their opinions, comments and suggestions on the quality or service delivery. Today's citizens want to participate in the decision-making process. Gone are the days when citizens would silently suffer shoddy public services, without questioning.

Policing in today's world is drastically different from what it was even a few years back, considering the roller coaster of social changes, disruptive technologies, social media, knowledge explosion, a stupendous rise in cybercrimes and digital threats to public safety and national security. The relentless dynamics of population growth, urbanization, and demographic changes, as well as dangers arising from cross-border and home-grown terrorism, regional insurgencies, organized crimes like trafficking in humans, arms, ammunition and drugs, communal, caste and sectarian conflicts, political violence, agrarian and student movements and multifarious other threats to internal security, have been presenting tremendous pressures on our police.

The volatile, unpredictable, complex, ambiguous and ever shifting scenario calls for continuous review, evaluation and measuring of the pulse of the citizens, for generating the foresight and anticipating future threats. Continuously preparing the police for meeting the challenges of today and tomorrow require a careful calibration of policing responses to the rising expectations of the people, as well as the mounting pressures to raise the levels of police accountability. Genuine efforts to meet public expectations would lead to better levels of public perceptions of police legitimacy and an overall faith in the institution of policing.

Limitations of a Perception Survey

- The job of a policewoman or policeman is very unpredictable and complex. Their duties require them to respond quickly and decisively in a number of situations often in rapidly changing or even dangerous circumstances, with poise, calmness and courage. Police duties are also such that it is difficult for them to satisfy all parties. Those who are dissatisfied often accuse police of being corrupt, insensitive and incompetent. Perception surveys have their limitations to be an accurate barometer of correct police response or behaviour.

- Similarly, public sentiments are not simple expressions of forces in linear motion. The complex interplays of social, cultural and ethical norms, pre-existing goodwill, bitterness, prejudices, bias, fear, individual attitudes and influences of the local political situations, vested interests, the gap between expectations and ground realities and a host of other factors contribute to the construction of sentiment as well as its dynamic expressions.

- These complexities not only confound the individual's faculty to objectively assess or articulate her opinions correctly, but they also seriously limit the surveyor's ability to measure public perceptions with any level of accuracy. Nevertheless, surveys do provide a broad, general sense of the sentiment and can provide useful insights into the pulse of the people.

Why citizen satisfaction survey?

This survey is based on the premise that police should listen to what the citizens have to say.

Traditional methods of police performance appraisal depend heavily on inspections and internal appraisals, seen from the perspectives of the police leaders or intelligence people. It

may now be timely to look at some performance appraisal of the police through the eyes of the people.

In the years to come, the measurement of satisfaction and trust levels is going to attract tremendous public interest and therefore, this could be the next frontier that the police organisations should explore and work on. We consider this survey to be a unique opportunity to identify and quantify the concerns and what matters to the people. It opens new possibilities for a two-way information sharing between the police and the citizens. We list the following benefits:

a. **Gaining actionable insights:** While the primary purpose of the exercise is to measure the levels of citizen satisfaction and trust, it is also expected to help us understand the existing strengths and weaknesses in policing and to identify the perceived areas of dissatisfaction. Citizens' feedback through this survey would be an invaluable tool to measure public perceptions and sentiments of confidence and trust in the police. It could provide helpful insights for the police leadership to sense the pulse of the people, train their policy focus on specific areas of concern and explore ways to improve their services.

b. **An opportunity for external evaluation of reform:** While the country has a sizeable population of progressive police officers who are continuously driving change, and have brought about visible reforms, an external evaluation of their good work could have the potential to help consolidate, bring about scale and sustainability of their reform efforts.

It is believed that the incentive to bring change is more when an organisation comes under public glare. Time for police organisations to come out of their comfort zones and subject themselves to public evaluation and scrutiny.

c. **Offers policy perspectives:** The survey is an attempt to shine light on some areas that may not be usually visible. It could provide useful insights for planning; changing the perceptions and behaviour of both citizens and police officers. This survey can thus help the police in decision making, based on the dynamically changing perceptions of the people.

d. **A real-time monitoring of public sentiments:** In a world teeming with digital channels and social media platforms competing with each other to influence peoples' opinion, it is important to realize that fake news, misinformation campaigns and rumour mongering have the potential to damage public confidence and trust in the police. Moreover, public perceptions are known to change very fast and negative opinions spread rapidly, making it imperative that the police respond quickly and address such concerns and provide honest information and the right assurances to the public. We believe that some of the adverse consequences of negative sentiments may be preventable and reversible, if there is timely feedback.

e. **Enabling citizens' accountability function:** One of the purposes of this exercise is to enable citizens to participate in and exercise their accountability role. Both police personnel as well as citizens need to be continuously made aware of their accountability roles and functions. Both have their responsibilities towards crime prevention, societal peace and public safety.

f. **Provides useful visualizations:** In this report, we attempt to highlight some of the hidden areas of concern and dissatisfaction. It would be pertinent for every police organisation to ask themselves: What is the correlation between corruption and public satisfaction? How do misconduct, bias, corruption and impunity undermine the positive outcomes of trust? How does public trust in the police impact police behaviour and effectiveness? How does trust strengthen procedural justice?

g. **A powerful tool for social dialogue:** We believe that this survey has tremendous potential to enhance the quality of communication between the police and citizens, improve community engagement and strengthen police's relations with the people. Negative feedback should be seen as an opportunity to question why so many citizens have responded the way they have. What have triggered the negative perceptions? What can be done to improve the quality of services and to change citizens' perceptions and improve trust?

A Note on the Process

Design of the questionnaire

The survey questionnaire was designed and built, in consultation with serving police officers and retired professional experts. The questionnaire covered ten 'SMART elements' identified above, covering a wide range of constructs governing different dimensions of policing, presenting clear and easily understandable, short questions. The questions were specifically designed to elicit citizens' perceptions about the quality of policing in their respective police station area, district and State. The response-matrix was designed on a 4 - point satisfaction scale, in a 'Likert-pattern' format.

During internal discussions at the design stage of the questionnaire, it was decided to make efforts to reduce response-biases like social desirability bias, neutral response bias, and acquiescence bias, so that the survey elicited truthful answers as far as possible. Considering the need to reduce the 'neutral choice bias', a conscious decision was taken to have only 4 answer choices (instead of a minimum of 5 as in a standard Likert format) for each question – 2 positives and 2 negatives, so that respondents would be required to take a position either way. However, not having a neutral response choice has been questioned by some of the survey participants.

Using a hybrid methodology – a combination of online and offline methods

Reaching out to people in every State, Union Territory or region of this vast country and obtaining responses from representative populations from geographically distant places has been a stupendous challenge, especially when we set out on a mammoth survey expedition for the first time. The IPF made use of a combination of online and offline methods to obtain representative samples from across the country.

The survey experience

In this process, the online outreach addressing the entire citizenry has been very convenient. The survey questionnaire could be easily designed and rapidly deployed, and responses obtained relatively quickly, without much of financial costs. The biggest advantage of online survey has been the easy automation in data input, data handling and analysis. The ability to automatically store large volumes of responses on a survey database, providing the ability to analyze the data using automated, built-in statistical and digital tools, has been a big advantage.

While online fetched the numbers from across India, resort to offline methods was inevitable to ensure that the samples represented their population demographics. Right in the planning stage itself, it was known that a purely online methodology would exclude large sections of people who are not literate, or do not have access to computers and the internet. For ensuring a wide and representative range of participation of people from geographically distant areas of the country and to ensure participation by people from diverse communities, social backgrounds, marginalized and illiterate citizens and those without access to the internet, it was decided that a combination of an online and offline paper-based survey format would be most ideal.

Standardized sets of questions for online and offline methods

With a view to make the data collection modes as equivalent as possible, and for the sake of comparability, a single set of questionnaire was created and standardized for both online and offline use. This meant that there was no difference between the questions and the answer choice matrix of online and offline forms.

The questionnaire was developed in English and translated into 11 major Indian Languages namely, Hindi, Punjabi, Gujarati, Marathi, Kannada, Malayalam, Tamil, Telugu, Odiya, Assamese and Bengali with the help of police officials and they were got independently verified by language experts.

The printed paper-based questionnaires were distributed among data collection assistants and volunteers across India. Our volunteers comprised of current and past IPF interns, youth volunteers, students, teachers, NGOs and retired police officers from all over India. Survey volunteers were regularly and periodically briefed and their progress was monitored almost on a daily basis. This ensured that their questions were answered in reasonable timeframes and local logistics support could be arranged where necessary.

Another variant of the offline methodology followed by our survey teams involved distribution of the survey forms in different areas and communities, requesting people to fill in the forms at their convenience. The volunteers would collect the filled in survey forms after a time gap. This allowed participants to fill in the forms leisurely and without having to go through a face-to-face interview which made some persons uncomfortable. Also, this method helped the volunteers reach out to larger sections of people but at the same time reduce their exposure to the pandemic-related risks. In some cases, participants instead of returning the forms to the survey facilitators, sent their responses to the IPF address directly by post, where the information was entered on our survey database.

Assisted online method: Another methodological variant that we term as 'assisted online method', involved some of our survey assistants and volunteers using their laptops and smartphones to assist citizens without digital resources to participate in the survey, submitting the interviews online from the field itself.

Promotion of the survey

Prior to the launch of the survey, the IPF carried out consultations with our constituents in different States and regions of the country. Personal contacts by members of the IPF and IPI, academic researchers, NGOs and retired police officers, reaching out to their contact circles in turn, helped in obtaining extensive participation.

Both the electronic and offline surveys were launched simultaneously on July 1, 2021. The online survey window was initially fielded and open for a period of one month from July 1 to July 31, 2021, but subsequently the deadlines were extended twice, first until August 31, 2021, and later until September 15, 2021.

The survey was announced on the IPF website and promoted through the available email databases in waves and time intervals on different social media platforms like facebook, whatsapp and Instagram. The offline survey also began in all the States simultaneously and concluded by September 15, 2021. All the filled-in offline survey forms received before September 15 were accepted. Data entry was completed by September 30, 2021.

A Truly Citizens' Survey

One remarkable aspect of this survey was that many well-intentioned citizens, students, teachers, lawyers and civil society leaders directly participated in promoting it and providing the logistics. IPF succeeded in galvanizing citizens from across the country, mostly students and youth, to reach out to people from the lengths and breadths of India, to carry out this survey. Our current and past student interns played a spirited role in this process. In spreading and promoting the survey, retired police persons as well as professional members of the Indian Police Foundation and the Police Institute played a crucial role.

It is significant that many citizen volunteers displayed incredible enthusiasm and zeal in supporting the data collection process and in also ensuring that the samples were representative of the local populations as far as possible. Such remarkable levels of public enthusiasm constituted a message in itself: that India's citizens, particularly the youth, are eager for reform and that they are willing to participate and contribute to the process.

Data entry and integration

The offline survey responses collected by our field surveyors were returned to the IPF office where all offline data was entered on the same database, using online Google forms. Thus, it was ensured that data from both the online and offline streams were integrated on a single digitized database and available on the same Google Form platform, which enabled automated analysis. Finally, the data was tested and cleaned to eliminate duplicate entries and errors.

When we combine online and offline survey data, questions could be raised about comparability arising from the different types of biases that creep in when the survey participant conveys her opinion to an interviewer. Pew Research has reported of the susceptibility of certain kinds of questions to 'mode effect' that when an actual person, in the form of an interviewer, is involved in asking questions, people are more likely to respond in a way that paints them in a positive light or avoids an uncomfortable interaction. Online surveys are less likely to encounter some of these biases like social desirability bias, as this social dynamic is removed when people are taking online surveys. We believe that the engagement of 'citizen surveyors' from local communities may have mitigated prejudices and biases to a certain extent

Confidentiality of responses

As we had used the Google Forms platform, only persons having a Gmail account were able to access the online survey form. However, the option to file offline responses would have mitigated this disadvantage to a certain extent.

It was emphasized that the survey was voluntary, would be managed exclusively by the IPF and completely independent of the police departments, and that all responses would be fully private and confidential. This meant that the police or anyone else would not have access to look at the responses or to establish a link between the response and the respondent.

There was conflicting feedback on whether we should seek personal information and identity of respondents. As the survey was to be an exercise in citizens' accountability function and considering the need for reducing the chances of possible survey frauds, a conscious decision was taken to ask for personal information, although some of these details were made optional.

We are aware that this dampened the spirits in some cases and some potential participants refrained from sending in their responses. We also received feedback from some citizens expressing their distrust and discomfort in sharing their views on a digital platform, expressing concerns of privacy.

Exclusion

After elimination of errors and duplicate entries, the IPF received a total of 1,61,192 number of responses from all the States and Union Territories combined. We have not taken into consideration those territories that returned lower than a minimum of 300 responses. Thus, the States of Arunachal Pradesh and Manipur and the Union Territories of Ladakh, Chandigarh, Lakshadweep, Dadra & Nagar Haveli and Andaman & Nicobar Islands, could not be included in this survey.

IPF had initially worked on an ambitious assessment framework to measure citizen satisfaction levels at the police station and district levels. This could have helped in constructing a pyramidal accountability structure with a robust base. However, as the survey progressed, we realized that the logistics involved in collecting feedback from nearly 16,000 police stations could be rather stupendous, particularly when we are setting out on this journey for the first time. Thus, for want of sufficiently representative data for Police Station and District levels for all States and UTs in the country, this part of the project had to be shelved for this year. It would be one of our future efforts, to identify the best rated Police Stations and Districts in each State, that deserve recognition and encouragement.

Text comments

A text box was provided at the end of the questionnaire, for survey participants to write their

comments. On the online survey forms alone, we received 25,761 text messages and comments. The remarks, comments and ideas received in the comments section are a real barometer of the issues that are currently agitating the minds of citizens and has been a veritable goldmine of information and insights to the public sentiment. Some of them provide deep and nuanced understanding of the issues at hand. Many participants wrote supportive messages, conveying their overall satisfaction and approval, while many wrote very negative comments. We also received some very well considered thoughts, comments, opinions, propositions and ideas.

An interesting insight from the comments section indicates that contemporary events may have directly influenced survey participants' perceptions about the police. It was evident that certain recent events in their locality or State that attracted copious public attention in the print and electronic media, resulting in extensive dissemination through the social media, came to be reflected in the response forms. This was more true of negative rather than positive reporting. We shall be quoting from some of the text-based feedback in subsequent pages. Unfortunately, the good reputations built through diligent and dedicated hard work over the years, gets demolished quickly by one or more incidents of indiscretion or excesses that have the potential to shake the faith of citizens.

We list two examples here, gleaned from the text box comments. The first is about two unconnected incidents that happened in Thoothukudi, one in 2018 relating to an incident of excessive use of force and another in 2020 involving custodial violence. These incidents were extensively cited by respondents from Tamil Nadu as reasons for their negative ratings. In the second example, some of the recent controversies surrounding a few officers of Mumbai Police, connected with a case of planting of explosives, a murder to cover up evidence and related unverified

stories of extortions from traders and businesses, were subjects of angry and revulsive comments from people of that State. We chose these two examples out of many, because they apparently influenced perceptible negative ratings for the police of those States that were otherwise traditionally known for professional policing and held in high esteem by the people of those States. The sad reality is that even one instance of aberration, has the potential to influence public perceptions, obliterating all the good work that is routinely done by a silent majority of conscientious policewomen and men.

Other reasons for large-scale negative ratings of the police came from perceptions about police bias. In many States, it was palpable that imageries of police partiality, bias and illegal actions in cahoots with, or sometimes intended to 'impress' political masters have resulted in public disapproval and dissatisfaction, apart from undermining public trust.

> Petty corruption, venality and sometimes open extortion of money by some policepersons, has been the largest single subject of adverse comments. Perceptions of corruption have resulted in tremendous impairment of police image and trust.

Some people used the opportunity provided by the comments box to write messages praising individual officers, while also trolling a few.   The survey comments box was littered with many sweeping comments. Obviously, the entire police force is sometimes painted black for the misdemeanours of a few. The authors of these comments are apparently angry and frustrated with the system and even their impolite or unacceptable language sends a powerful message of their strong disapproval and dissatisfaction. It is important that the police read and internalise the writing on the wall, and introspect on the need to enforce strong internal controls and accountability mechanisms.

Feedback from the Field Survey Teams

The surveyors, facilitators and volunteers were requested to submit their reports describing their experiences. Many of them wrote interesting accounts of what they saw and experienced. In J&K for example, our field surveyors reported that many citizens were unaware of the difference between State Police and Central Police Forces like the CRPF, although they considered the Army as a separate entity. Thus, citizens' perceptions about the work done by State and Central Forces often overlapped. Nevertheless, the efforts of the J&K Police in containing militant violence were well appreciated by citizens, even as J&K saw relatively peaceful days during and prior to the months when the survey was conducted. 92.57% of respondents were from Jammu region and only 7.43% were from the Kashmir valley.

Some of our young survey volunteers who visited slums or interior areas used the opportunity to speak with people to remove their apprehensions about Covid vaccinations and spreading awareness about other social issues to gain acceptability in the area before they presented their main purpose of carrying out the survey!

1. **Asymmetries in sample sizes** have been an area of concern. Resorting to a strategy of combining online and offline survey methodologies helped in obtaining a large sample size, with some minimum level of participation from the States and UTs. However, in spite of our best efforts during the survey window of two and a half months, the numbers of responses have been drastically uneven across States. While the overall sample size (n=1,61,192) looked very impressive, the distribution of the samples has been very skewed, with some States having shown an unexpectedly large number of responses, while the participation from others remained disproportionately low. Comparing States with large sample sizes (Andhra Pradesh n=64,095 vis a vis Nagaland n=300) presented a challenge, although statistical tools exist for making such comparisons. Even within States and UTs, the district-wise distributions have not been even. However, we have not been able to locate any discernible correlation between internet penetration and online participation, because even some States with very high internet and smart phone penetration have returned fewer sample sizes.

2. **Fear of the police:** Ironically, one of the major reasons for a reluctance to participate, as reported by our field survey volunteers and facilitators has been: a 'fear of the police' or 'an apprehension that their feedback might fall in the hands of the police'. Our volunteers and facilitators attempted to remove such apprehensions, giving assurances that IPF is an independent professional thinktank, that the survey information would be used only for analytical purposes and that no names would be disclosed to anyone. These clarifications helped to a limited extent. However, despite such assurances, many citizens were very distrustful of the entire exercise. This fear and distrust of the survey is to be seen as reflective of the fear and distrust of the police that many citizens may be harboring. Another factor that deserves mention is a general sense of apathy, a cynicism that such surveys have 'no meaning' and that no useful purpose would be served by such surveys.

3. **About validity of the questionnaire:** There was an apprehension that in a country of India's size with its immense social, economic, political and cultural diversities, the perceptions of citizens about the police and the standards of their expectations, scrutiny and evaluations may not be comparable from region to region. Similarly, urban, and rural populations or people from very far-flung areas may have very different perspectives and expectations. Measuring citizens' perspectives using a 'one size fits all' questionnaire has its limitations.

4. **Communication challenges:** Our volunteers encountered several obstacles in survey and data collection. In many interior areas, and even in certain urban localities, the very process of talking about police and obtaining feedback made people uncomfortable, suspicious and even fearful. This has in fact, affected the sampling and data collection process in many areas. For this reason, we had attempted to keep the questions as short and direct as possible. However, the meaning of certain words like accountability or responsiveness gets twisted when translated to different languages and thus created difficulties for the survey personnel. This did not dampen the enthusiasm of our field volunteers, who carried out determined efforts to communicate with people and obtain their feedback.

5. **Constraints in data collection:** Face to face interviews became difficult in many areas because of pandemic related restrictions that prevented our field volunteers from free movement and interaction with potential

responders. We surmise that the reasons for the low participations in many States /UTs may have ranged from fear, our own inability to reach the survey evenly to all regions, lack of computers, smart phones and the internet as well as a lack of awareness or apathy among citizens. It would be important to delve deeper and identify the causes, so that we fare better in future surveys.

6. **There are reasons** to believe that there may be significant differences in perception existing between different demographic groups like gender, age, socio-economic groups and communities. We have not gone into the

granularities of analyzing what demographic groups have expressed the most levels of satisfaction or dissatisfaction.

7. **Guarding against survey frauds:** The apparent anonymity of the internet also presents the potential for insertion of multiple survey forms by interested persons. In spite of our best efforts and safeguards, it would be difficult to guarantee against possible efforts to influence the survey by some persons. The use of multiple methodologies and a careful scrutiny of the data to eliminate multiple entries and errors, have helped us deal with this problem, to a certain extent.

The Sample and Its Demographics

The survey returned a total sample size of n=1,61,192. As will be seen from the table of State-wise number of responses, the distribution of samples has been markedly uneven, even raising questions about their comparability and social applicability. It is significant to note that Andhra Pradesh and Telangana together accounted for 56.48% of the total number of responses. At the same time, many States and Union Territories returned relatively small number of responses, constituting far less than 1% of the overall sample. The skewed distribution of sample sizes engaged the team of social scientists and experts in statistics who advised the IPF in the analysis, over several rounds of discussions.

It was noted that the samples from the rest of India would be significant even without taking into account the States of Andhra Pradesh and Telangana. Considering that the distribution of age / social status / education / employment status / levels of marginalization etc, of the overall sample were within acceptable limits, it was felt that the overall sample would be reasonably reflective of the general population. However, the gender distribution of respondents showed significantly more participation by males (66%) than females (34%), which is obviously not reflective of the general population.

Another source of concern was the risk of false positives. As some of the States with large sample sizes had produced relatively positive feedbacks, it was noted that there could be a risk of their evening out the predominantly negative feedback from many other States. This concern was addressed by separately determining the Smart Policing Index for each State/UT, using reliable statistical tools.

Table: State-wise distribution of sample sizes

State/ UT	Number of Responses	Percentage
Andhra Pradesh	64,095	39.76%
Telangana	27,151	16.84%
Assam	18,645	11.57%
Tamil Nadu	11,935	7.40%
Puducherry	5,417	3.36%
Delhi	4,161	2.58%
Maharashtra	3,588	2.23%
Uttar Pradesh	2,868	1.78%
West Bengal	2,637	1.64%
Kerala	2,497	1.55%
Karnataka	1,977	1.23%
Gujarat	1,677	1.04%
Rajasthan	1,658	1.03%
Bihar	1,615	1.00%
Punjab	1,579	0.98%
Jharkhand	1,513	0.94%
Madhya Pradesh	1,331	0.83%
Haryana	1,133	0.70%
Odisha	890	0.55%
Chhattisgarh	835	0.52%
Uttarakhand	685	0.42%
Jammu and Kashmir	538	0.33%
Meghalaya	465	0.29%
Tripura	456	0.28%
Goa	440	0.27%
Himachal Pradesh	404	0.25%
Mizoram	380	0.24%
Sikkim	322	0.20%
Nagaland	300	0.19%
Total	**1,61,192**	**100.00%**

Representative sampling

While the survey was addressed to the people at large allowing every citizen to participate, the methodology explained above ensured that at least a limited number of samples could be gathered from every State / UT, representing different geographical areas and from people representing different socio-demographic groups. The following paragraphs will explain how.

Size of the online and offline data

Out of the total sample size of n=1,61,192 responses, 1,03,637 were obtained on the online channel and 57,555 number of paper responses were collected by our survey volunteers in the field. Data entry of offline data was done, integrating the online and offline data on a single, consolidated electronic database. We presume that there is no distinction between the online and

offline data sources and all analyses have been for the consolidated database, using the automated tools available on the Google forms platform.

Age groups of respondents were fairly well-distributed, with 46,922 (29.11%) coming from the 18-25 bracket, 80,494 (50%) from the 26-40 years groups, 24,363 (15.11%) from the 41 -60 years groups, 3,187 belonging to the 61-80 years group and 84 belonging to the above 80 years age group. 6,142 (3.81%) did not answer this question.

Demographic Profile of survey respondents.

In this report, demographic analysis has been carried out only in respect of the whole, all-India sample. There could be significant variations of demographic distribution of participants between States/UTs.

Table showing number of responses received online and through offline methods

Number of online responses received.	Number of offline, paper-based responses gathered	Total sample size
1,03,637	57,555	1,61,192

Gender

The number of male participants far exceeded female participants.

Gender distribution n= 1,61,192

Total Sample size (n) : 1,61,192

Male
Participation : 1,06,586 (66%)

Female
Participation : 54,514 (34%)

Others : 92

Age Profile

Age profile of participants

Above 80
0.05%

61 - 80 Years
1.98%

41 - 60 Years
15.11%

Unanswered
3.81%

18-25 Years
29.11%

26-40 Years
49.94%

Total Sample size (n) : 1,61,192

18 – 25 Years : 46,922

26 – 40 Years : 80,494

41 – 60 Years : 24,363

61 – 80 Years : 3,187

Above 80 Years : 84

Not Answered : 6,142

■ 18-25 years ■ 26-40 years ■ 41-60 years
■ 61-80 years ■ Above 80 ■ Unanswered

Social Status

Social Status

Economically
Weaker
1.06%

Minority
6.20%

Unanswered
7.13%

General
29.84%

OBC
31.07%

ST
7.89%

SC
16.81%

Social Status of Participants

General : 48,094

SC : 27,098

ST : 12,722

OBC : 50,075

Minority : 9,995

Economically Weaker : 1,712

Unanswered : 11,496

■ General ■ SC ■ ST ■ OBC ■ Minority
■ Economically Weaker ■ Unanswered

Educational Profile of Participants

The largest participation was of graduates and postgraduates. Percentage of participation of those with some schooling or no schooling and illiterates was 18.44%, far below their percentage in the total population. 20% of the respondents were Matriculates and those up to Pre-University levels. The online population being dominated by mostly educated people, may have influenced larger participation of predominantly educated sections of citizens. The simultaneous pursuit of offline, face to face interviews methodology may have helped in ensuring substantial numbers of people from lower educational backgrounds and illiterates also to participate, although their percentage should have been much larger.

Doctorate/ Post Doctorate 0.54%
Professional 4.33%
Schooling upto High School/ illiterates 18.44%
Matric / Pre - University 20.18%
Graduate/ Post Graduate 56.51%

Educational Profile

Some schooling/ No schooling/Illiterates : 29,728

Matric / Pre – University : 32,535

Graduate/ Post Graduate: 91,083

Professional : 6,979

Doctorate/ Post Doctorate : 867

Legend:
- Some schooling / No schooling / Illiterates
- Matric / Pre – University
- Graduate / Post Graduate
- Professional
- Doctorate / Post Doctorate

Employment Status

Government employees constituted the largest single group of respondents (27.95%). Self-employed persons were the next largest (21.13%), followed by the unemployed (17.61%), private sector employees (15.59%), students (14.10%), those in the unorganised sector (2.54%) and pensioners (1.08%). Participation of the last two groups has been far below their representation in the general population.

Pensioner 1.08%
Student 14.10%
Self employed 21.13%
Unemployed 17.61%
Private sector 15.59%
Government employee 27.95%
Unorganized sector, 2.54%

Students : 22,735

Unemployed : 28,383

Unorganized sector : 4,093

Government employees : 45,055

Private sector : 25,125

Self employed : 34,065

Pensioner : 1,736

Legend:
- Students
- Unemployed
- Unorganized sector
- Government employees
- Private sector
- Self employed
- Pensioner

Share of responders who had contacts the police during the last 5 years
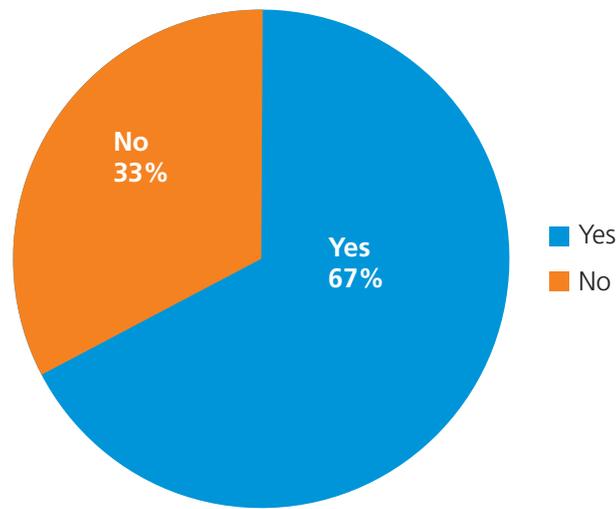
Share of respondents who had contacts with the police

Out of the total sample size of 1,61,192, 67% (1,08,491) of respondents had come in contact with police. These included those who contacted the police as well as those who were contacted by the police. (We did not separately seek this information). Those who had no contacts with the police accounted for 33% of the respondents (52,701).

People without a previous police contact form perceptions and opinions about police effectiveness in controlling crime, investigation, law and order and security, based on what they read or watch on television. They form opinions about police behavior, often based on the perceptions of how their friends / relatives were treated during their contacts with police. Police officers should keep in mind that every contact between them and citizens should be handled sensitively. Police stations, field officers and supervisors who remain sensitive and alert to this facet and display genuine levels of concern for public service, invariably receive high approval ratings on professionalism, legitimacy and trust.

At the same time, it must be remembered that even those who have had no contacts with or no experience interacting with the police too form strong opinions on the police and about policing, based on perceptions springing from media / social media and hearsay. The following slides will show how.

What this Survey Teaches us About the Effect of Police-Citizen Relations on Building Mutual Trust

One very interesting learning from this survey has been about the impact of interactions between police and the public and the impact of such interactions on developing police legitimacy and trust. We separately categorised the entire 1,61,192 samples into two categories of respondents - those who had contact or had some interaction with the police during the last five years (67%) and those who did not have any contact with the police 33%). For the purpose of this section of the analysis, question-wise Index values were separately calculated for these two categories and the results were very revealing. It was seen that those respondents who had no prior contacts with the police have been more critical of the police, providing significantly more negative ratings than those who had interacted with the police. The table on page 28 gives the comparative index values for the two categories of respondents.

This finding reinforces the theory that police officers as well as police organisations that have more interactions with the public and build relationships are more likely to earn public trust than those who are aloof, non-transparent and uncommunicative. Personal as well as institutional level interactions between police and members of public help build police legitimacy and mutual trust. It is important for police officers to develop the cultural competencies to interact with people of different strata of society, across their social or economic status, religions, castes, and cultures in a constructive manner and without bias. This should be one of the lessons for police trainers as well.

Comparing indices separately generated for respondents who had interactions with police and those who had no contact

S. No	SMART element	Question	Average Index Value for those who had Police Interaction n= 1,08,491	Average Index Value for those with no Police Interaction n= 52,701	Difference in Index Value
1	Sensitivity	The Police in my area are sensitive and sympathetic to peoples' problems	7.27	6.33	0.94
2	Strictness & good behaviour	Our Police are strict, at the same time polite and behave well with citizens. There are no complaints of custodial violence etc in our police station.	7.14	6.22	0.92
3	Accountability	Our Police are usually held responsible and answerable for any wrongdoings.	7.00	6.12	0.88
4	Accessibility	Citizens are able to easily contact / approach the police in our area for filing complaints and other assistance.	7.39	6.49	0.90
5	Responsiveness	When people approach the police with a complaint, their complaints are accepted and follow up action is taken, including registration of FIR, as per law.	7.27	6.53	0.74
6	Impartiality & fairness	Our police are unbiased, impartial and fair in their dealings.	6.88	6.06	0.82
7	Integrity & Corruption-free Services	Our police are honest and do not demand bribes.	6.68	5.78	0.9
8	Modern & Techno-savvy	Our police make use of modern technology and scientific methods for public security, crime prevention, crime investigation and citizen services.	7.17	6.45	0.72
9	Alert, helpful & friendly	The police in my area are always alert. They are reliable in controlling crime and ensuring peace in our area. They are helpful and friendly with the people.	7.16	6.2	0.96
10	Trust	I trust my police.	7.38	6.34	1.04

Analysis and Key Findings

Indicators of SMART policing as dimensions of public trust in policing

Competence-Based Indicators	Values Based Indicators
1. Perception index of police sensitivity 2. Perception index of strict and good behaviour 3. Perception index of accessibility 4. Perception index of police responsiveness 5. Perception index of helpful and friendly policing 6. Perception index of technology adoption	1. Perception index of integrity and corruption-free services 2. Index of fair, unbiased and lawful policing 3. Perception index of police accountability

Smart Policing: Perceptions of Professional Competencies and Ethical Values as Predictors of Trust

As already indicated, the State-wise Citizen Satisfaction Index (CSI) has been arrived at, based on an analysis of the ratings given by respondents against each question, ascribing a value to each response and thus arriving at a quantified representation of citizens' perceptions. The Consolidated SMART Policing Index (CSPI) for each State/UT has been calculated, based on the quantified representations of citizens' perceptions on each of these elements and then consolidating the scores in the 6 Competence-based indices, 3 Values-based indices and the index of Citizens' Trust in Police.

Professional experts who helped us in the design of the questionnaire were of the opinion that all the 'SMART Policing Elements' (SPEs) were of equal importance and should carry equal weightage while calculating citizens' satisfaction levels.

Following the framework described in the first chapter, the indices that seek to measure citizens' perceptions in different areas of SMART policing have been grouped in two sets: one set to gauge the core professional competencies and another set to assess police's perceived adherence to core values.

The competence-based indices are about the professional and social skills, attributes, behaviors and technical competencies. Out of the six 'competence-based' indices, the first five are behavioural indicators and the sixth is an indicator of perceptions about how the police are seen as leveraging technology and modern systems and processes to enhance the quality of policing and service delivery.

The three 'Values-based indicators' seek to measure the perceived extent to which the police are guided by core values and the tenets of the rule of law. These, categorized as 'values-based' dimensions of trust, are the immutable, ethical principles that should guide police's daily actions and behaviour.

Indicators that Assess Perceptions of Professional Competence of Police

We provide a brief analysis of the indices in the following pages. The index value which is on a scale of 1 to 10, is a pointer to the extent to which the public have given their positive approval ratings in respect of the State / UT concerned. An index value of 10 shows the highest level of public satisfaction and positive perception.

We have also read through the 25,761 observations and comments received in the text box of the online survey forms. Studying all the comments would be a separate research project in itself. Some of them provide deep and nuanced understanding of the issues at hand. Some interesting comments / suggestions or those that may throw light on specific issues that matter to citizens, are included in the descriptive analysis.

The purpose of citing from text comments is to draw attention to the state of the public sentiment. The descriptive comments also shine light on some of the issues that are currently agitating the minds of citizens, or what matter to them most and what may have made them give the ratings that they have given.

1. Perception Index of Police Sensitivity

Police sensitivity is the very first element of the Prime Minister's SMART policing agenda. Sensitivity, compassion and a sympathetic attitude towards citizens in distress is a crucial trait that every police officer should possess. The lack of sensitivity is often the subject of criticism and serious debate in the print, electronic, as well as social media, generating strong negative perceptions among citizens. Police sensitivity straddles a number of areas of police effectiveness, legitimacy and trust. Sensitivity and the ability to empathize calls for thoughtful understanding of the situation of the citizen, who may be approaching the police in whatever capacity, especially the situation of the poor and those from marginalized sections of society, the scheduled castes, tribes, minorities etc. Sensitivity towards the genders, the elderly as well as children encompasses this important attribute of a police officer.

Telangana, Andhra Pradesh and Assam scored 8.27, 8.22 and 8.14 respectively, in the Perception Index for Sensitivity, with Kerala following with a score of 7.51. Seven States scored between 7 and 8, while 17 scored between 6 and 7. Uttar Pradesh and Bihar scored below 6, with an index number of 5.79 and 5.75 respectively.

The average perception index value of 6.80, indicates the existence of roughly more than one third negative perceptions and beliefs that the police are not sufficiently sensitive.

The text-box provided at the end of the questionnaire produced several interesting observations and comments. Although the survey was expected to elicit general perceptions and existing sentiments, there were profuse comments citing specific instances of perceived insensitivity. One respondent highlighted an instance of police not listening to a dalit victim of gangrape, not registering FIR initially, and later doing damage control when the entire incident came out in the public, leading to mass agitations. Had the police registered the case in the first instance, it could have saved a lot of embarrassment to the department as well as the political costs to the government, the citizen writes.

2. Perception Index of Strictness and Good Behaviour

This question specifically asked citizens about their perceptions about the police combining strictness with polite behaviour. This question also included a specific sub-question on citizens' perceptions about the existence of custodial violence. Seven States – Telangana, Andhra Pradesh, Assam, Kerala, Mizoram, Sikkim and Gujarat received scores of 7 or above, 17 States scored between 6 and 7 and five States scored between 5 and 6. The average perception index value was 6.68.

Our analysis of comments in the text box has been very instructive of citizens' views in the matter. Citizens believe that being strict does not require a police officer to be aggressive, bellicose, or argumentative. At the same time, many respondents say that police officers should enforce the law strictly and take legal action against those who do not obey their lawful orders.

The use of excessive force, third degree and custodial violence invoked several hundred strong comments from citizens. Some persons wrote notes on the need to put an end to custodial violence once and for all. The general belief is

that custodial violence and third degree measures get perpetrated due to inadequate supervision on the one hand and insufficient accountability mechanisms on the other. Citizens perceive that a proclivity on the part of some officers to gloss over or cover up excesses by their colleagues and subordinates has been one of the reasons for persistence of this problem.

Interestingly, we counted more than 700 comments decrying police's use of third-degree, excessive force and custodial violence and as many as 49 comments that said that police was justified in taking 'tough action' against those who disobeyed the law. Some comments even justified the resort to so-called 'encounter killings'. Another comment says that sensitive behaviour amounts to softness and may be counterproductive. Policing, as the quintessential translation of state power to rein in criminals, should be legitimately allowed to 'display' their muscularity, according to these persons.

One citizen wrote a deeply analytical comment on what is 'reasonable' and what amounts to 'excessive' use of force and connecting the concept of 'reasonable' use of force with police legitimacy.

3. Perception Index of Police Accessibility

Access to the police is usually a step towards access to justice. It is important that citizens have free access to the police and the police station, whether to lodge complaints or obtain services. Accessibility of the police is often seen as a function of trust in the police. When citizens lack trust in the police, they are reluctant to access the police and report crime, thus limiting their access to justice itself.

Ideally, our police stations should become people-friendly spaces. However, the fact remains that ordinary citizens harbour different levels of hesitancy and even fear of visiting a police station. This is a serious systemic issue that potentially hampers the course of justice. Even 75 years after independence, the citizen-police relationship remains fraught; and for an ordinary citizen, walking into a police station is a stressful

situation, whether to report an emergency, lodge a complaint or seek any other form of police assistance or service.

Community policing initiatives of many States have been lauded in the text comments for their potential to improve public access to police. The 'janamaithry police' of Kerala has received excellent feedback for their innovative methods of improving citizens' access to police. Many State Police organisations have introduced schemes for the police to visit citizens, especially the elderly and these schemes have found several mentions in the text boxes. This was particularly helpful during the pandemic period.

Many progressive police officers in the country are known to have established initiatives aimed at easier access to police. Several comments signifying citizens' satisfaction have been received in the text boxes, lauding schemes like the 'Bharosa' centres of Telangana police, the women's helpline 1090 of Uttar Pradesh, the initiatives by Madhya Pradesh Police to create women-friendly police stations with specially trained women officers to assist women complainants etc.

One suggestion in the comment box has been that the practice of counselling of victims of domestic violence should be discontinued or revisited, as it often aims at reconciliation, discouraging women from lodging formal complaints and thereby acting as a barrier to their access to justice itself.

Text box comments indicated that citizens are reluctant to visit police stations or approach the police because of an apprehension that the police officer may not behave well with them. This fear of misbehaviour has been very pervasive, although it may not be true on the ground. Interestingly, a retired senior police officer wrote that if he were to approach the police, he would always speak to a known police officer and get a recommendation, before he would dare to walk into the police station!

Telangana, Andhra Pradesh and Assam scored more than 8 on the Perception Index of accessibility. Ten States namely, Sikkim, Kerala, Mizoram, Uttarakhand, Gujarat, Delhi, Himachal Pradesh, Odisha, Puducherry and Goa scored

between 7 and 8, while 14 States had an index scoring between 6 and 7. Bihar and Chhattisgarh scored low, between 5 and 6.

4. Perception Index of Police Responsiveness

The survey sought to measure the perceived level of police responsiveness to people's calls, complaints, concerns and problems. During the course of their daily duties, the police are required to interact with and respond to citizens in their different contextual roles as complainants, victims, suspects, witnesses, politicians, community leaders or simply as members of the civil society, each requiring appropriate response.

It is well recognized that the quality of police responsiveness is a key driver of public trust. For example, when the nearest police patrol van quickly responds and arrives in response to a distress call, trust levels increase. The ability of the police to adjust the services to meet the needs of citizens in distress is a key to trust. Personalized services rendered to the poor, the migrant labour, the elderly and the disabled persons during the pandemic crisis have similarly improved public trust in the police tremendously.

Many police departments and individual officers in the country have introduced innovative solutions to improve the quality of police responsiveness, developing new approaches to police service delivery, not only raising the quality and efficiency of services, but also improving the citizens access and reach to those services, thereby enhancing the quality of the overall police responsiveness.

The subject of inadequate police responsiveness towards women victims of sexual violence has been highlighted very forcefully in the text comments. Many citizens complain that police responsiveness towards sexual violence is rather inadequate. The tendency on the part of some police officers to 'persuade' the victim against filing an FIR for inexplicable reasons, has been brought out repeatedly. Some comments say that it is very 'frustrating' to see inadequate police responsiveness towards women who approach the police for help and say that there is a strong case for police leadership to take note and take

corrective action. There is a call for specialized training to investigators of sexual offences so that they acquire the specialized skills specific to investigating those category of offences.

One area that is agitating the minds of citizens is the perceived reluctance on the part of police to receive complaints and register FIRs.

The Perception Index for Police Responsiveness had Telangana, Andhra Pradesh and Assam attained indices above 8. These were followed by Sikkim, Kerala, Gujarat, Himachal Pradesh, Puducherry, Delhi, Odisha, Uttarakhand, Mizoram and Goa, with scores between 7 and 8. The number of States scoring between 6 and 7 was 14, while the States of Chhattisgarh and Bihar received scores of less than 6. The average score for responsiveness was 6.90.

5. Perception Index of Alert, Helpful and Friendly Policing

People consistently expect the police to be visibly present, alert, well-behaved, friendly, and helpful. At the same time, too much police presence and over-policing is resented. Police should be always there when required and always not there when not required! Perceptions about police alertness are formed when people see the police in action. Whether on patrol duties on foot or vehicle-borne, actively regulating traffic, stopping public brawls or unruly behaviour, engaging in security or regulatory duties in public places, directing and managing crowds at sites of events, festivities or political rallies or while engaged in saving lives and properties in emergency situations and natural disasters.

People generally admire well-turned out, strict and businesslike officers rather than sloppy ones who look visibly distracted or lax in their duties. A friendly and helpful approach is consistently expected. Lasting impressions about the police are formed through personal experiences of people when they come in contact with the helpful police officers, in multiple settings.

A plethora of conscious and consistent initiatives to raise the quality of services, including the use of technology to bring about more transparency

and accountability into the system and sustained efforts to train up the police as a citizen-friendly and helpful service, have been consistently appreciated by common people, leading to higher levels of approvals and satisfaction.

Participants in the survey have appreciated many citizen-friendly initiatives across the country. To name only a few, the *Janmaithry* initiative of Kerala Police, *Janaagraha* of Karnataka Police, *Saanjh* programme of Punjab Police, Police *Mitra* scheme of Maharashtra Police, *Abhayam* of Andhra Pradesh Police as well as community policing schemes under Rajasthan, Chhattisgarh and the outreach programmes of Delhi police have received several positive mentions in the survey comments section. The Bharosa scheme of Telangana Police, the 24/7 women's helpline 1090 of Uttar Pradesh Police for redressal of harassment of women, and the child-friendly initiatives of Assam Police have been profusely praised by citizens of these States.

The Perception Index for alert, helpful and friendly policing shows Andhra Pradesh with a score of 8.11 and Telangana with a score of 8.08. Only 5 States had a score between 7 and 8, while 19 States scored between 6 and 7. Bihar, Punjab and Uttar Pradesh received scores below 6. The average score was 6.68.

6. Perception Index of Technology Adoption

Technology and Science are fundamental realities that the police cannot ignore. India's Police organisations recognize the need to adopt modern methods, systems and processes not only in the field of crime investigation, but also in crime prevention, security, public order, traffic management and every conceivable aspect of policing, to keep pace. Technology and social media are driving social changes at frenetic pace and police being in the midst of this roller-coaster ride has to constantly renew their strategies and operate faster than before. Recent advances in Information Technology, Data analytics, Artificial Intelligence and Machine Learning as

well as the unprecedented penetration of the internet and the Smart Phone technology have completely transformed the way people interact, communicate, work, travel and play. How far are the police alive to the fast-moving world and the resultant uncertainties and complexities? Are the police continuously learning, exploring the frontiers of technology to remain effective and relevant?

Most citizens may not be aware of the exact measures being adopted by the police in this direction, but they form perceptions based on the visible initiatives of the police that leverage technology.

It is heartening to see many State Police organizations harnessing technology tools for almost every aspect of policing: crime control, investigation, crowd regulation, traffic management, security management as well as intelligence collection and processing. Technology is also enabling police organizations to facilitate administration, HR management, police communications, interactions with people and introducing new training methods.

Technology adoption by police serves to boost public perceptions about police. Some of the States have been using technology in a big way to improve citizen services and also for communicating with people on the status of their complaints / application etc. Citizens are alive to the innovations by the police. We have positive remarks in the comments section lauding the modern operational methods of several States, for example, the efforts of Karnataka, Telangana, Delhi, Kerala and Tamil Nadu have been highly applauded. The women's helpline call centre of Uttar Pradesh has received appreciation from hundreds of survey participants, although the overall rating of Uttar Pradesh remains below 6 in this index, along with Chhattisgarh and Bihar. 17 States scored between 6 and 7, while 7 States scored between 7 and 8. Telangana and Andhra Pradesh received scores exceeding 8.

Indicators that Assess Perceptions of Ethical Values of Police

1. Perception Index of Fair and Unbiased Policing

People's perception of police fairness, both in terms of process and outcome, is a critical dimension of trust. Citizens must have the confidence that the police are unbiased, impartial and fair in their dealings and act strictly according to the law. Citizens while dealing with the police, should develop the confidence that they would be treated with dignity and respect. Positive perceptions of fairness lead to better compliance with the laws and acceptance of police decisions. Citizens' trust depends on their confidence that the police will uphold the law in all situations, enforce the law impartially, without taking sides and that they do not easily come under extraneous influence. Victims of bias and arbitrariness as well as those who hold perceptions of police partiality are unlikely to express trust and confidence in the police.

The survey text box comments are indicative of huge levels of negative perceptions of police being biased. There are also those expressing dissatisfaction of people feeling that they have been unfairly treated. Perceptions of police partiality make the entire policing system less effective. People having such perceptions often refuse to cooperate with the police, turn aggressive and even indulge in antisocial behaviour. Conversely, when people feel they have been fairly treated, they trust the system more. Trust grows when people have positive perceptions and develop the confidence that the police will enforce the law impartially without taking sides and follow procedurally just processes.

The survey results indicate that a significant number of citizens believe that some police officers in their area may be acting unfairly or in a biased manner, in disregard of the law. These perceptions may have been buttressed by news stories and comments appearing in the print,

electronic and social media and perceptions of political interference and other extraneous influences on the police.

Fairness is the essence of procedural justice. Perceptions of fairness improve when people feel they are treated politely and with respect during the course of interactions. Feedbacks about police's handling of persons venturing out during the Covid curfews provide several examples to prove this point. Where police personnel treated the people with dignity and respect, they complied.

On the other hand, people complained of disrespectful and base treatment by policemen, which have been termed as unfair treatment by them. Some respondents spoke of the difference between polite and respectful treatment by some traffic police officers and the abusive treatment by others.

Perceptions of fairness can be improved only by real and genuine efforts to be fair in one's dealings. Trust building is not only dependent on the reality of fair and legal treatment, but also on the perceptions of fairness through the nuances of behaviour of police officials. Professional hygiene and visible behaviour of rectitude are of utmost importance. Training plays a crucial role here. For the police as an institution, as well as officers in their individual capacities, building a reputation for being fair and just could be a great and essential investment. For example, when a law and order situation gets combustible and fraught, a police that commands respect and confidence alone can step in and bring the situation under control.

In the survey results, only Andhra Pradesh scored more than 8, while the four States of Telangana, Assam, Kerala and Gujarat scored between 7 and 8. Sixteen States scored between 6 and 7 while as many as 8 States scored between 5 and 6. The average index score was a low of 6.47.

2. Perception Index of Integrity and Corruption-Free Service

In this survey, out of all the 10 indices, the Perception Index for Integrity and Corruption-free services received the lowest approval ratings, indicated by the lowest average perception score of 6.23. One big message from this survey has been the huge public dissatisfaction and displeasure over perceptions of corruption, ranging from petty corruption and venality to more serious rent-seeking behaviour and organized extortion of money by some elements in the police.

Kerala was the only State to register a score of more than 8 points in the Perception Index of Integrity and Corruption-free services. Only 5 States namely Andhra Pradesh, Telangana, Assam, Mizoram and Sikkim scored between 7 and 8. There are 10 States in the 6 to 7 category, while as many as 13 States scored less than 6. The State of Bihar scored below 5. These scores are not very flattering for the Indian Police.

The text box comments has large chunks of corruption-related entries. Many of them angry outbursts. In fact, out of more than 25,761 comments received in the text box, a majority related to perceptions of police corruption.

One of the interesting observations received in the text box has been that some State governments encourage corruption by not providing for even essential expenses of the police station and expecting the police to meet those expenses through their own 'means'. The police station vehicle has a rationed quota of 15 litres of diesel for an entire month, which gets exhausted within the first 4 to 5 days of the month. Where do policemen go to buy fuel for their official vehicles? They are often required to pay for feeding under trial prisoners, pay for police stations' electricity, water and telephone bills and several other sundry expenses. Many State governments do not supply police stations with stationery or computer consumables. One concerned citizen writes that this is an area that State Governments should look at seriously. India is not so poor that the State cannot pay for these basic needs of the police

station, another person says. Addressing this could also eliminate an excuse that some officers may be advancing to justify petty corruption.

Time has come for the police leadership to sit up and take notice of this gnawing problem. Acting helpless and leaving it to the forces of nature is not an option. It is also necessary to realize that integrity goes beyond financial corruption.

3. Perception Index of Police Accountability

Accountability involves answerability for professional effectiveness as well as police conduct. Conventionally, the systemic approach to police accountability has been through internal control processes within the department. However, there is an increasing concern that some supervisory officers tend to ignore, gloss over, or cover up cases of poor professionalism including instances of police misconduct, insensitivity, custodial violence and corruption.

Accountability is also about taking responsibility for mistakes or deficiencies at the personal or organsiational levels and a willingness to learn from mistakes. A tendency to deny, justify and sweep mistakes under the carpet, does not help.

An excellent note received in the text box says that just as the police is to be held to account to discharge their functions efficiently and honestly, it is time to hold the society accountable to ensure certain minimum levels of compliance and disciplined behaviour.

Enforcement of the law, crime prevention and control cannot be the exclusive responsibility of the police. Police cannot be held responsible to solve all the problems alone. For example, local residents, RWAs etc should also accept accountability for crime prevention. It is time to explore these new areas and methods of accountability. It is also important to generate a public debate on the accountability role of citizens. Maybe in our future surveys, we should attempt to measure community accountability as well.

Public perceptions about police's willingness to provide accountability in their functioning are very low. The Perception Index of Police Accountability

showed a very low average index value of 6.56. Andhra Pradesh received an index score of 8.00, with Telangana, Assam, Kerala and Odisha receiving scores between 8 and 7. Nineteen States/UTs received scores between 7 and 6, while 5 States had a score below 6.

4. Index of Public Trust in the Police

Trust is the foundation on which the legitimacy of the police as an institution is built. Trust is contingent upon the congruence between citizens' expectations and their interpretation of what is right and fair and what is unfair and the perceived functioning of the police. Trust deeply influences the relationship between citizens and the police and plays a very tangible role in police effectiveness and efficiency. An absence of trust seriously undermines citizens' willingness to follow the law and cooperate with the police, which is crucial for effective crime prevention, investigation and intelligence work. Better trust ensures better compliance with the laws of the land and better policing outcomes. Good levels of trust also enhance police's ability to respond rapidly in crisis situations.

In this survey, we attempted to measure public trust by asking participants to respond to a simple and direct statement: I trust the police in my area. The results have thrown up several interesting insights.

An analysis of the participants' comments indicates that some of the recent events may have shaken the faith of the people in the police, significantly contributing to the negative sentiments expressed. Gleaned from citizens' comments, we identified the following possible reasons for negative trust perceptions:

1. Inadequate respect for the law and human dignity

2. Persistent problems of corruption

3. An inability on the part of some officers to stand up for the law or stand by their decisions

4. A deficit in moral authority to resist extraneous interferences and pressures.

Survey responses clearly indicate that professional competence, efficiency and effectiveness on the one hand and a strong adherence to the values of ethical and constitutional policing and rule of law on the other, were strong predictors of trust. Responsiveness, sensitivity, technology adoption, reliability and good accountability mechanisms are critical dimensions of competence. The values of integrity, transparency, openness, and unbiased and fair policing are equally crucial predictors of trust. Many survey participants felt that there should be better quality of communications between the police and the public and that police should be more willing to listen, consult, explain and engage with citizens for improving trust.

The overall Index of Public Trust in the Police produced an average rating of 6.86. Andhra Pradesh, Telangana, Kerala and Assam have received the highest trust ratings of citizens, all scoring above 8. Another six States namely Mizoram, Sikkim, Gujarat, Himachal Pradesh, Haryana and Goa received scores between 8 and 7. Eighteen States scored between 7 and 6, while the State of Bihar, the lowest on the accountability scale, received a score of 5.98.

Taking a cue from the learnings from this survey, it would be useful for police leaders to identify and study some of the recent incidents that may have shaken public trust in the police, while also working on the well-known building blocks of trust.

Conclusions

SMART Policing: Competence, fairness and integrity as the foundations of public trust in the police

Based on the responses received and the 10 SMART indices that have been arrived at, we tried to understand the determinants and drivers of public trust in the police. We attempted to correlate citizens' perceptions, satisfaction levels and public trust. The result appears to show that those States with high index values on the elements of SMART Policing, were also likely to receive higher ratings for public trust. This indicates that citizens' satisfaction levels and public trust in the police are closely connected.

We also looked at trust through its two fundamental building blocks of (1) competence and (2) values. A competent police not only provides accessible, reliable and efficient services to the people, but also puts in place appropriate accountability mechanisms. A values-driven police will promote integrity, high standards of conduct for its personnel, reduce corruption and strive for procedural justice through fair and impartial systems and processes.

Citizens' trust the police when they have the confidence that their police have the competence, that they are fair in their dealings and that they function with integrity. The two factors of values-based dimensions of trust – integrity and fairness appear to be mutually reinforcing. At the same time, perceptions of corruption and bias constitute a strong barrier to forming perceptions of trust.

Almost all States in India received lower ratings for values-based indicators of fairness and unbiased policing as well as integrity and corruption-free services. While copious efforts are being made to improve professional skills and technology adoption, there is inadequate focus on the values-based attributes and principles that should guide the police in their actions.

There is a saying that trust is not only a means to success, but it is also a driver of success. Considering its significant and tangible influence on the outcomes of policing, building trust is not only an objective worth pursuing, but should also be a policy imperative for the police.

There is a significant correlation between the SMART Policing Index and Trust Index of States. States with higher SMART Index values enjoy higher levels of public trust.

Correlation Between Smart Policing Index and Public Trust
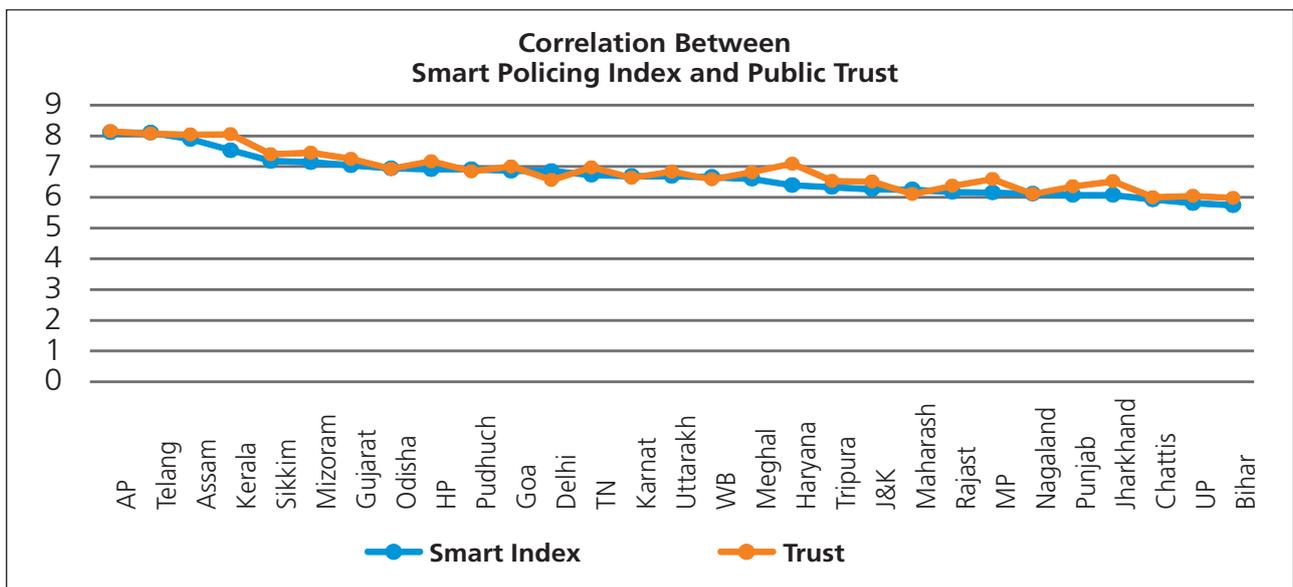
Correlations between Competence, accountability, fair & unbiased policing, corruption-free services, and public trust: Satisfaction level for competence-based elements was larger than the satisfaction levels for values-based elements. As perceptions about competencies as well as values are strong predictors of trust, relatively lower perceptions about values may have resulted in expression of lower trust levels.

Correlations between Competence, and trust

Legend:
- Competence Index
- Corruption-free Index
- Trust Index
- Accountability Index
- Fair Policing Index

Category 1
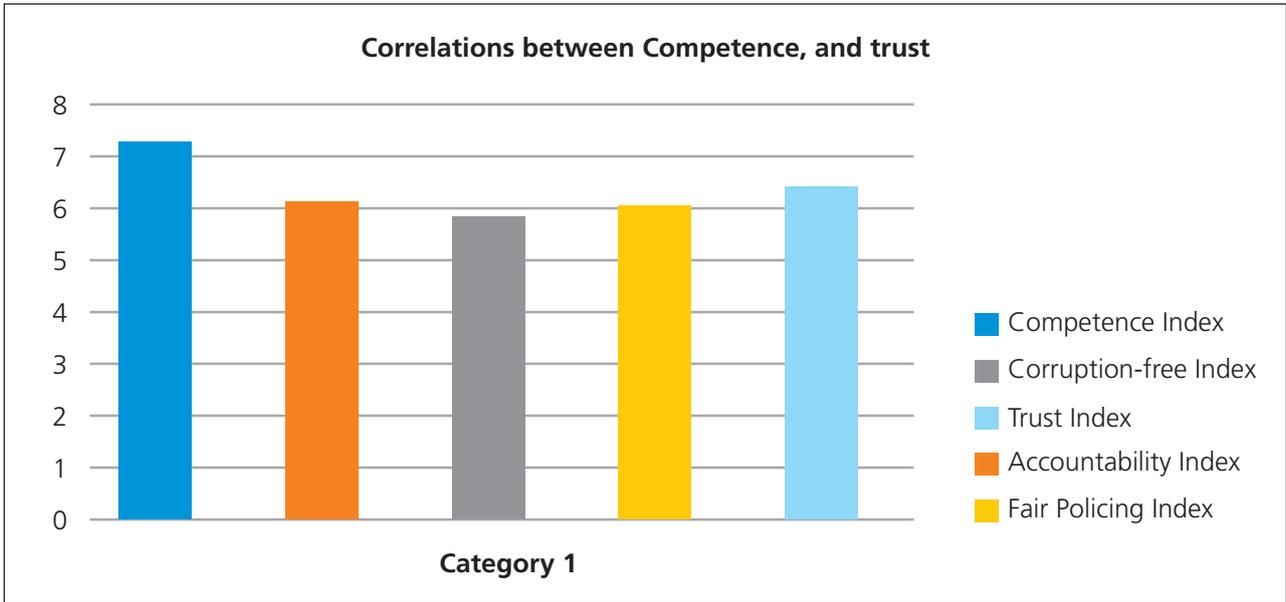
SMART policing offers an opportunity to influence public trust, but it will take significant investments in trust-building through personal commitment on the part of police leaders. The ability to stop the abuse of power or authority requires the highest levels of commitment to professional and ethical standards. Police leaders should themselves set an example, displaying their own integrity by taking prompt action in cases of unprofessional or unethical behaviour by their subordinates. They should develop the moral authority to stand up and stand by decisions that are in the interests of the organisation even at the cost of being unpopular.

Police leaders may also consider taking a new look at the mission statements of their departments or build a brand-new mission statement if necessary, to guide them while re-calibrating their policies and training programmes. Police can ignore trust only at their peril.

It has been 7 years since the Hon'ble Prime Minister articulated his vision for a SMART Indian Police. It is now time for the police to introspect and ask themselves what has been done to realize that vision. The practical lesson from this survey is that police departments should do everything possible to improve their performance in respect of every element of SMART policing, with an added focus on the values-based dimensions. Enhancing competence, fairness and integrity and promoting a strong commitment to the core values and tenets of the rule of law that should guide the police in their daily actions and behaviour, should become the police's organizational moto. Focusing only on professional skills will not do.

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Appendix

SMART POLICE : CITIZENS' SURVEY QUESTIONNAIRE

1. SENSITIVITY

The Police in my area are sensitive and sympathetic to peoples' problems

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

2. COMBINING STRICTNESS AND GOOD BEHAVIOUR

Our Police are strict, at the same time polite and behave well with citizens.
There are no complaints of custodial violence etc in our police station.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

3. ACCOUNTABILITY

Our Police are usually held responsible and answerable for any wrongdoings.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

4. ACCESSIBILITY

Citizens are able to easily contact / approach the police in our area for filing complaints and other assistance.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

5. RESPONSIVENESS

When people approach the police with a complaint, their complaints are accepted and follow up action is taken, including registration of FIR, as per law.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

6. IMPARTIALITY AND FAIRNESS

Our police are unbiased, impartial and fair in their dealings

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

7. CORRUPTION-FREE

Our police are honest and do not demand bribes.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

8. MODERN AND TECHNO-SAVVY

Our police make use of modern technology and scientific methods for public security, crime prevention, crime investigation and citizen services.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

9. ALERT, HELPFUL AND FRIENDLY

The police in my area are always alert. They are reliable in controlling crime and ensuring peace in our area. They are helpful and friendly with the people..

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

10. Trust

I trust my police.

4 Fully Agree	3 Agree	2 Do not agree	1 Strongly disagree

11. ANY OTHER COMMENTS

Your brief comments, if any. (Maximum 100 words). Please also indicate if your opinion is based on an actual interaction with the police.

12. Name and contact details of the survey assistant, if any, who helped filling in this survey form.

INDIAN POLICE FOUNDATION

The premier independent think tank of the Indian Police

About the Indian Police Foundation

India is changing fast. One of the largest economic growth engines in the world, India is poised to become a global economic and political power in the next few decades. However, this trailblazing story of growth and transformation has not been matched by efforts to reform our law enforcement and criminal justice system. And research from across the world show that a country's security environment has a direct relationship with its ability to meet its economic aspirations.

It is in this context that several eminent citizens, members of the police fraternity, civil servants, academic scholars, lawyers, editors and leaders of the industry came together to set up the **Indian Police Foundation & Institute** – a multidisciplinary think tank and policy advocacy platform, to drive a nationwide campaign for reform and transformation. The IPF is a think tank, conceived as a professional body and research institute - a platform for law enforcement professionals, dedicated to applied research, ideas generation, standards-setting, capacity building and evidence-based policing, all in an informal setting. The Indian Police Foundation and the Indian Police Institute were inaugurated on October 21, 2015, by Hon'ble Shri Rajnath Singh, the then Union Home Minister. The Foundation is led by an eminent Board that provides visionary leadership and values-based governance.

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Contact us at

discussions@policefoundation.in
www.policefoundationindia.org

INDIAN POLICE FOUNDATION

Registered Office: 8758/C8, Vasant Kunj, New Delhi 110070
Web: www.policefoundationindia.org