INTRODUCTION

One of the most important objectives of the state in the context of the risks of a transitive society is prevention of serious dysfunctions and disorganizations, primarily in the field of law and order and the rule of law (the attributes of effective state power). That is why the complex of problems related to the system of public administration in conditions of deep transformation processes is gaining serious theoretical and applied significance (CHERDYMOVA et al., 2019).

The Russian Police - one of the key elements of the state institution system has been reformed since 2009 (DECREES, 2019). The ongoing reform is actively represented in social consciousness due to reorganization of the department in media processes. In a sense, one of the tasks of such an activity at the level of rebranding is to “update” the media space and change the quality of media representation of this department in social consciousness (VINOGADHOVA et al., 2018).}

The original idea was not fully implemented, because of some specific social reasons.

Any actions of the internal affairs management system should be based on up-to-date primary information that directly reflects the essence of the ongoing processes, concerning all the actors involved in this social situation: the citizens, the police, the internal affairs management system, the expert community, politicians, public figures, journalists, etc.

In various regions of the Russian Federation, the reform of Russian police sometimes acquires unique features that were previously unknown to science and management practices (EZHOV ET AL., 2019). At the same time, verification of general theoretical information in practice is the key objective of sociological science, since the police activities and the ongoing reform of internal affairs bodies may differ in certain regions (PUKHAREV ET AL., 2019; KARGAPOLYTEVA ET AL., 2019; EROFEEVA ET AL., 2020). This is where the danger of unverified models of public administration manifests itself, including the aspect of implementing the reform of Russian police at the present stage.

Sociological research makes it possible to overcome the emerging public administration difficulties most effectively in implementation of the Police reform, to unify and verify the received information, to counteract voluntarism and incompetence of the persons directly involved in management process of internal affairs bodies. It is important to establish the feedback, considering opinion of the citizens regarding the police work. Systemically organized interaction of sociologists and representatives of public administration allows for a qualitative improvement in the functioning of internal affairs bodies by creating certain models and algorithms of actions aimed at improving the efficiency of all levels of management.

METHODOLOGY

In order to get the objective information about activities of Russian police and its media representation in modern conditions, there were applied the general theoretical approaches. The conceptual basis of this research was made up of works (first of all, on sociology of management, as well as philosophical, historical, political science, and legal works), with the
help of which there were investigated the possibilities of sociological evaluation of Russian police effectiveness. The content analysis method was used as a special one to identify the "sharp corners" of media representation.

The study of the system of public administration effectiveness, including the bodies of internal affairs (both at theoretical and empirical level), is carried out within the framework of theoretical and methodological approaches developed by the world's leading sociologists of management: F. Taylor (Scientific Management School), M. Weber (1978), K. Marx and F. Engels (2018), R.K. Merton (2006), H. Fayol (2017) "Administrative Management School", R. Trahair and E. Mayo (2005) "Human Relations" School, who contributed to scientific evaluation of management systems and development of indicators of its effectiveness or inefficiency.

The sociological study of the problem area of public administration in Russian society is carried out taking into account the theoretical developments of E.A. Glukhov (2019), R.V. Gevondyan (2017). The study of police as a tool for ensuring social order was carried out based on conceptual provisions of both sociological and socio-philosophical science. The authors used the theoretical constructs of structural functionalism (DURKHEIM, 1995; PARSONS, 1997; SOROKIN, 1992), structuralism (DERRIDA, 2012) and poststructuralism (BOURDIEU & SAYAD, 1964; LUHMANN, 1971).

The state institution (the police being its integral element) was studied using provisions of the main theories: psychological, social contract, Marxist, the theory of violence, etc. The verification principle of police reform (main measures), as well as the emerging effects was substantiated and carried out using the classical methodology of positivism by A. Comte (2011) whose ideas were fundamental to the development of Sociology. The logic development of the empirical project research was carried out taking into account the positivist (COMTE, 2011), phenomenological (SHUTS, 2004) and ethnomethodological methodology (GARFINKEL, 2007). The empirical study of the police activity and its media representation was carried out using both quantitative and qualitative methodology.

RESULTS

Today, to optimize the police reform they propose the social engineering projects aimed at integrating the results of analysis of the problem into the practice of public administration. This kind of social engineering research is a unique tool for measuring the effectiveness of the ongoing Russian police reforms, eliminating bias and other negative aspects.

The use of quantitative representative studies of Russian police activities at the present stage is difficult, since such projects are long in time, require serious funding and are really strong only in the all-Russian regime monitoring. In different regions of the Russian Federation (as shown by the analysis) they are poorly consistent with each other. Verification of their results is significantly difficult (and sometimes impossible) as well.

When working with the management system of internal affairs bodies, a sociologist should not only quickly monitor the changes, fix their nature and direction, determine the impact of police reform on both the employees and the citizens, but also actively influence the course of reforms. In classical empirical analysis it is possible only by making recommendations to the management structures of the Ministry of Internal Affairs of Russia. To solve this problem, they propose the draft concept for improving the efficiency of management of internal affairs bodies. This concept, in particular, provides for:

- systematization, scientific validity, primacy of the verification principle for the subjects of management of internal affairs bodies;
- optimization of external departmental control systems;
- development of a system of indicators to ensure the effectiveness of the management system of internal affairs bodies, independent monitoring of the results;
- sociological monitoring of internal affairs bodies management system;
- development of the personnel potential (in management of internal affairs bodies), training in the basics of integrating sociological science into the practice of
management, the specifics of conducting and implementing social engineering developments;
• creation of structures (in the management system of internal affairs bodies) responsible for interaction with civil society and systematic sociological reputation monitoring of the Ministry of Internal Affairs of Russia.

As a result of the qualitative analysis, at the regional level there has been developed a system of functional or dysfunctional police activity indicators. In the first case, there are observed the following indicators:

• law enforcement;
• respect for the rights and freedoms of citizens;
• counteraction to offenses;
• prevention of offenses;
• meeting the security needs of citizens;
• absence of conflicts within police units;
• absence or insignificant number of complaints against employees from the citizens;
• absence or insignificant number of supervisory proceedings of the Prosecutor's Office against employees.

In the second case, the indicators are as follows:

• corruption;
• formalism;
• low professionalism in solving citizens' problems;
• lack or weak motivation to solve people's problems;
• profanity, inappropriate treatment of police officers to citizens;
• lack of knowledge of existing legal acts, poor legal literacy;
• aggression, cruelty to citizens;
• conflicts within divisions;
• complaints against employees from citizens;
• supervisory proceedings of the Prosecutor's Office in relation to the employees;
• internal investigations of the Department of Internal Security in relation to the employees;
• criminal cases against employees;
• a fear of affecting the interests of elite groups in official duties;
• cronyism, nepotism, informal friendly relations with representatives of other law enforcement agencies and administrations.

It is necessary to pay attention to the significant differentiation in assessment of activities of Russian police, the reform progress and its consequences by different groups of respondents (citizens and policemen). According to the survey, the citizens were more skeptical about the results of reforms (they believe that the changes are slow, contradictory, and along with some positive aspects, there are also some quite negative ones). From the point of view of police officers, the reform was generally successful: they have increased motivation for service, got more social guarantees, improved selection of recruits, become more responsible and
professional, so the negative aspects (increase in the workload, persistence of systemic problems) cannot worsen the impression of the reform.

The use of sociological research in order to optimize public administration reforms (including the police one), is very promising and corresponds, in general, to the current trends of the open information society, where our country has been increasingly integrating in recent years. There is a question of the possibility of control over the previous methods, forms, approaches, etc., including implementation of reforms because of further complication of the social system (its elements are layered and substitute each other).

Based on results of the empirical study, there was developed a model for integrating sociological diagnostics into the management system of Krasnodar Territory internal affairs bodies. It is a balanced system of elements that define the vector of effective scientifically based management decision-making (with the assumption of a significant increase in importance of sociological scientific component).

Based on the analysis of statistical information, as well as on results of the surveys (both for citizens and police officers), the model accumulates the most important directions for improving the effectiveness of decisions and actions within the management system of Krasnodar Territory internal affairs bodies: the expert survey of sociologists with experience in organizing and conducting large-scale projects, content analysis and traditional analysis of messages in social networks on the Internet; focus group discussions with citizens; in-depth interviews with experts (scientists, journalists, employees of administrations, public figures, police officers, former police officers, etc.). At the regional level such a model will improve the management efficiency of internal affairs bodies. It was also revealed that the negative stereotypes of police officers (in social consciousness) are as a rule determined by:

- personal negative experience (inductive level);
- retold personal experiences of other people (discursive level);
- the image of a law enforcement officer in the media (mass media level);
- the image of representatives of the Department of Internal Affairs and the Department as a whole (cultural level).

We believe that the qualitative content of police officers representation in social consciousness directly affects effectiveness of the law enforcement system due to the following aspects:

- the effectiveness of interaction with the population;
- motivation for entering the service;
- reproduction of behavior patterns;
- understanding of both employees and representatives of civilian population (a kind of "rules of the game" - the social situation to which it is necessary to respond).

So, the main thesis is that representation of police in the discourse can both form social representations and be formed by them.

**DISCUSSION**

The conducted research actualized several epistemological problems that require scientific and managerial reflection. In particular, we mean the following:

- at present, a significant part of Russian society has distorted ideas about the law and the state, which is reflected in dysfunctionality of the legal culture and legal consciousness. In practice, this leads to an increase in importance of criminal subcultures and general criminalization of consciousness, which negatively affects its perception, including the Russian police as an element of the law enforcement system;
- in the management system of internal affairs bodies there is a negative inertia associated with the lack of traditions of using the modern approaches, techniques and
models that correspond to the current stage of social development, as well as with the negative stereotypes regarding the practical effectiveness of sociological research of some employees responsible for decision-making;

- the interaction of the management system of internal affairs bodies with sociologists (researchers) is complicated by the special nature of the information, which is often not a subject to the public disclosure. As a result there naturally arise various prohibitions and restrictions for sociologists (researchers), which is a very significant difficulty;

- subjective resistance to research, prejudices of some employees regarding the possible disclosure of confidential information by sociologists reduce the quality of the primary sociological information and increase the risks of unreliable data;

- poor development of social engineering research - to the detriment of traditional empirical methods, techniques and techniques, which have no "direct action" within the framework of a specific management problem and require certain actions that go beyond the scope of traditional sociological research.

- In addition, at the general theoretical level, there is a growing contradiction associated with the lack of information for a relevant comparative analysis of Russian police and its foreign counterparts. The identified problems at the present stage of Russian society development have a negative impact on cooperation of sociologists and the management system of internal affairs bodies.

**CONCLUSION**

Currently, the point-based (rarely repeated) sociological surveys conducted in various subjects of the Russian Federation mainly assess the state of public opinion about the Russian police, including the citizens’ reflection on success or failure of the reform. Such sociological projects are unable to present a complete picture of the problem regarding the reform of Russian police. That is why at present they can argue that the potential of practical sociology is poorly realized by the management system of internal affairs bodies. There are no proven, verified algorithms for interaction between researchers and representatives of public administration. In the near future, it is necessary to focus the interdisciplinary efforts to resolve this contradiction.

Effective public administration is impossible without feedback from the managed object or objects. One of the main tools for establishing such a feedback is an empirical sociological research (including regular monitoring of discursive trends). The primary obtained information allows to solve a wide range of management tasks.

Reforms of public administration require the use of empirical sociological research. However, such an algorithm is not always in demand in the practice of public administration, because of the effect of biases and stereotypes of the officials responsible for cooperation with sociologists (researchers). Meanwhile, empirical sociology plays an important role in the reform process, as it has the ability to objectively and independently diagnose a specific problem situation, make recommendations for overcoming it and perform predictive social and managerial functions. The algorithm of interaction between sociologists and representatives of public administration can be as follows:

1) awareness of the problem and the level of its localization in order to make a decision about actions on their own or to contact professional sociologists;

2) in the case of cooperation with sociologists:
   a. discussion of the problem and approval of the procedure for sociological research;
   b. conducting the “field work”, systematization of primary information;
   c. submission of a report, final discussion, recommendations; in some cases - continuation of cooperation in the form of social engineering research.
Similar possibilities of empirical sociology should be used in implementation of police reform as an element of the state administration system. Monitoring projects, as well as social engineering, have the greatest potential for management of internal affairs bodies, but at present they are not widespread enough due to the lack of funding, qualification of sociologists, prejudices and misconceptions of responsible persons in the public administration system. One of the tools for solving this problem is the proposed draft concept, the key elements of which are as follows:

- systematization, scientific validity, the primacy of verification principle for the subjects of management of internal affairs bodies;
- optimization of external departmental control systems;
- development of a system of indicators to ensure the effectiveness of internal affairs bodies management system, as well as independent monitoring of the results;
- sociological monitoring (on a permanent basis) of the management system of internal affairs bodies;
- development of the personnel management potential of internal affairs bodies, training in the basics of integrating sociological science into the practice of management, the specifics of conducting and implementing social engineering developments;
- creation of structures (in the management system of internal affairs bodies) responsible for interaction with civil society and systematic sociological monitoring of reputation of the Ministry of Internal Affairs of Russia, including in the global computer network.

Regarding the prospects for development of the situation related to integration of tools and approaches of sociological diagnostics in the practice of management of internal affairs bodies, it is advisable to note the influence of two main factors. First, the transformation processes taking place in Russian society have a significant impact, which contribute to a number of risks and threats (for example, the risks associated with a distorted perception of police in the mass consciousness, the lack of willingness to voluntarily cooperate with the police), they can fully overcome these risks only by relying on cooperation of the management system of internal affairs bodies with sociologists (researchers).

Secondly, there is a gradual change in the consciousness of responsible persons (in the management system of internal affairs bodies) in taking into account the trends in development of modern science and practices, generating a desire to work with objective, evidence-based, verified facts, as well as rejection of voluntarism and subjectivity in making important decisions. In the near future the institutional prospects for sociological diagnostics in the management system of internal affairs bodies will depend on the symbiosis of these factors.

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Features of sociological diagnostics of Russian police and its media representation in the aspect of improving management quality

Características dos diagnósticos sociológicos da polícia russa e sua representação midiática no aspecto de melhorar a qualidade da gestão

Características del diagnóstico sociológico de la policía rusa y su representación en los medios de comunicación en el aspecto de la mejora de la calidad de la gestión

Resumo
O artigo considera a avaliação teórica e aplicada dos diagnósticos. Neste artigo são analisados os aspectos teóricos gerais da integração do diagnóstico sociológico na prática de gestão das corregedorias, as possibilidades e limitações da metodologia quantitativa e qualitativa de análise empírica. A polícia é tratada como uma instituição local e integrada do sistema institucional, simultaneamente representada na consciência social por meio dos recursos tradicionais e das novas mídias. O artigo apresenta os resultados de uma investigação investigativa e de um estudo empírico de orientação metodológica que teve como objetivo avaliar a eficácia do sistema de gestão dos órgãos de corregedoria, bem como investigar as fragilidades do sistema de diagnóstico sociológico. A conclusão é formulada da seguinte forma: a simbiose da sociologia empírica quantitativa e qualitativa (baseada em construções teóricas e metodológicas do positivismo e da fenomenologia) permite o estabelecimento de feedback com o objeto controlado.

Keywords: Polícia russa. Sistema de gestão dos órgãos da Corregedoria. Efetividade das decisões de gestão. Diagnóstico sociológico. Pesquisa quantitativa e qualitativa.

Abstract
The article considers theoretical and applied assessment of Russian police sociological diagnostics. In Russian society there is a problem of improving efficiency of internal affairs bodies management system, overcoming formalism, voluntarism, bureaucratization and other negative effects. In this article there are analyzed the general theoretical aspects of sociological diagnostics integration into the management practice of internal affairs bodies, the possibilities and limitations of quantitative and qualitative methodology of empirical analysis. The police is treated as a local and integrated institution of the institutional system, simultaneously represented in the social consciousness by the means of traditional and new media resources. The article presents the results of research investigation and methodological-oriented empirical study aimed at evaluating the effectiveness of internal affairs bodies management system, as well as searching for weaknesses of sociological diagnostic system. The conclusion is formulated as follows: the symbiosis of quantitative and qualitative empirical sociology (based on theoretical and methodological constructs of positivism and phenomenology) allows establishment of feedback with the controlled object.

Keywords: Russian police. Management system of internal affairs bodies. Effectiveness of management decisions. Sociological diagnostics. Quantitative and qualitative research.

Resumen
El artículo considera la evaluación teórica y aplicada de los diagnósticos sociológicos de la policía rusa. En este artículo se analizan los aspectos teóricos generales de la integración del diagnóstico sociológico en la práctica gerencial de los órganos de asuntos internos, las posibilidades y limitaciones de la metodología cuantitativa y cualitativa del análisis empírico. La policía es tratada como una institución local e integrada del sistema institucional, representada simultáneamente en la conciencia social a través de los recursos mediáticos tradicionales y nuevos. El artículo presenta los resultados de una investigación de investigación y estudio empírico de orientación metodológica que tuvo como objetivo evaluar la efectividad del sistema de gestión de los órganos de asuntos internos, así como buscar las debilidades del sistema de diagnóstico sociológico. La conclusión se formula de la siguiente manera: la simbiosis de la sociología empírica cuantitativa y cualitativa (basada en constructos teóricos y metodológicos del positivismo y la fenomenología) permite establecer una retroalimentación con el objeto controlado.

Palabras-clave: Policía rusa. Sistema de gestión de los órganos de asuntos internos. Eficacia de las decisiones de gestión. Diagnóstico sociológico. Investigación cuantitativa y cualitativa.