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## Methodological Foundations for Developing the Mentoring Institution in Law Enforcement Agencies

**INNA S. SKLYARENKO**

Management Academy of the Ministry of the Interior of the Russian Federation,  
ic-k@mail.ru, <https://orcid.org/0000-0001-9520-6797>

**MARIYA A. BLAGOVESHCHENSKAYA**

Management Academy of the Ministry of the Interior of the Russian Federation,  
bmatula@yandex.ru, <https://orcid.org/0009-0005-4395-5514>

### Abstract

*Introduction:* the article discusses methodological foundations for the development of the institution of mentoring in law enforcement agencies with an emphasis on the system of the Ministry of Internal Affairs of the Russian Federation. The stated problem is actualized by the authors by providing concretized modern statistics of dismissals from the internal affairs bodies of the Russian Federation. Accordingly, the authors consider the institution of mentoring in law enforcement agencies to be a form of pedagogical support of professional activities of young employees. Justifying the institution of mentoring as a formal social institution, its functionality is revealed, which focuses on interaction with young employees and providing them with assistance within the framework of pedagogical support. *Purpose:* to theoretically comprehend the concept of mentoring in the law enforcement system, including the Ministry of Internal Affairs and the Federal Penitentiary Service on the basis of the category of pedagogical support of young employees. *Methods:* a dialectical approach to the problem under consideration using general and particular methods of scientific cognition, such as: system-structural, dogmatic, logical, as well as the study of generalized experience and the method of studying products of activity. *Results:* the author's position is expressed in the need to determine methodological foundations for the institution of mentoring in law enforcement agencies, including principles, content, tools for pedagogical support of young employees and, in general, the process of training mentors. *Conclusion:* it is important and necessary to develop methodological foundations of the institution of mentoring in law enforcement agencies. The methodological foundations for developing the institution of mentoring in law enforcement agencies, including the Ministry of Internal Affairs of the Russian Federation and the Federal Penitentiary Service of Russia, most likely affect the effectiveness of young employees due to pedagogical support of their activities.

Keywords: methodological foundations, mentoring institution, mentor, young employee, law enforcement agencies, pedagogical support, professional development.

#### 5.8.1. General pedagogy, history of pedagogy and education.

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### *Introduction*

The problem of understaffing in law enforcement agencies continues to be one of the most pressing, requiring an urgent constructive solution especially in the conditions of the special military operation.

Statistics shows a four-year upward trend in the number of dismissed young law enforcement officers even in the first year of service. This concerns both the system of the Ministry of Internal Affairs of the Russian Federation and the system of the Federal Penitentiary Service of Russia. According to the statement of Director of the Federal Penitentiary Service of Ministry of Internal Affairs of the Russian Federation, Colonel General of the Internal Service A.A. Gostev, in 2023 understaffing increased by 4% and reached 19.6% of the total staff of the agency, and most of the dismissed are young officers who have served less than a year [1].

Let us consider more specific examples for the Ministry of Internal Affairs of the Russian Federation. If in 2020 more than 1,100 people were dismissed from the internal affairs bodies, which amounted to about 8% of the number of those recruited, in 2021 – more than 2,000 people (12%), and in 2022 - more than 2,100 people (15%). For the last three years, more than 9,000 young specialists have been dismissed from the internal affairs bodies [2 p. 35, 3 p. 43].

In addition, in 2022, more than 68,000 people aged 20–25 were recruited for service in internal affairs bodies. More than 30% of the internal affairs officers have not reached the age of 30, 17% of officers have up to 3 years of service in the internal affairs bodies, and 19% have served in the system for less than 1 year [2 p. 37, 3 p. 45]. It is also noteworthy that every third young officer in two to three years after the beginning of service expresses a desire to change the place of service and one third of those dis-

missed, as a rule, who has received departmental free education, finds a job in commercial structures and advocacy.

These quantitative and qualitative facts indicate the need for specific managerial activities with newly recruited employees.

We cannot but mention the concern of the President, the Government and the leadership of various departments and organizations. Thus, in 2024, the government developed the National Project “Personnel” for 2025–2030. It implies interaction between the education system and enterprises, opening of sites for familiarization with production, participation of employers in the development of curricula and professional orientation of schoolchildren from the 6th grade. The law enforcement system is actively involved in the realization of this project. The above said, of course, actualizes the stated topic.

We agree with researchers (G.N. Vasilenko, E.S. Denisenko, D.A. Kemenev, A.A. Nikitin, etc.) who are convinced that one of the ways of solving the personnel problem in law enforcement agencies is the creation of the mentoring institution [4 p. 140; 5 p. 42; 6 p.198].

According to M.V. Pryakhina, A.S. Dushkin, N.V. Martirosova, etc. mentoring is a form of ensuring professional formation, development and adaptation to the qualified performance of official duties of persons in respect of whom it is carried out [7 p. 57].

G.V. Atamanchuk and I.P. Marchenko emphasize that mentoring has features of the personnel technology used in law enforcement agencies, which helps employees to improve their qualifications, develop professionally and adapt to new conditions of service [8 p. 141; 9 p. 128].

Emphasizing pedagogical functions of a mentor, we believe it appropriate to present the

category of “mentoring” through pedagogical support of young law enforcement officers in professional and service activities. Considering mentoring under the prism of “pedagogical support”, we will give a brief characterization of it.

First of all, it should be said that the concept of pedagogical support at the present stage of pedagogical science is quite widespread. There is a great variety of interpretations, where pedagogical support is considered to be a process of pedagogical interaction between an object and a subject to help the latter [10 p. 72], a process of creating conditions for development [11 p. 178], creative activity of a teacher [12 p. 98 ], extended pedagogical support [13 p. 72], a toolkit of pedagogical activity [14 p. 167], a mechanism for pedagogical interaction [15 p. 54], and a system of measures to influence processes of the educational sphere [16 p.78].

Summarizing the above, we see pedagogical support of young law enforcement officers as a process of providing them with timely professional and socio-pedagogical assistance from a mentor in the form of pedagogical (corrective, preventive) influence on the basis of diagnostics, tracking changes in professional and personal development through the use of general and private methods [17 p. 208].

The term “institution” in the context of the topic under study means a certain social phenomenon, particularly in the professional sphere. So, the institution of mentoring is a social institution, a sustainable form of organizing professional activity that includes a set of bodies, organizations and employees, including those endowed with power, material means for the implementation of professional and social functions, roles, management, control over compliance with legal norms, professional and service ethics.

The institution of mentoring as a social institution is formal, because it operates under strictly established prescriptions (legislative and regulatory documents, job descriptions), has formal control and can be considered a social elevator that promotes adaptability, professional socialization, and mobility of young employees.

As is known, the emergence of any social institution is a response to the needs of soci-

ety. Consequently, the emergence of mentoring institution is a response to the needs of the professional community. These needs are associated with guarantees in the framework of lifelong education, professional protection, maintenance of professional order, cohesion of the professional community, implementation of communications within the team, and division of people by certain professional strata.

Accordingly, the institution of mentoring in law enforcement agencies is a formal social institution, a form of pedagogical support of professional activities of young law enforcement officers, including a set of bodies, organizations of the law enforcement system of Russia, employees, their managers, vested with managerial powers and material means to assist young officers in their professional development, effective implementation of their professional, official, law enforcement and other activities.

On the other hand, mentoring in law enforcement agencies is quite reasonably considered as a social institution due to the fact that it performs a number of social functions. Moreover, the function itself as a duty or activity has an instrumental characteristic, and their number indicates the variety of mentoring tools in law enforcement agencies:

- an integrative function – assistance in rallying and strengthening ties between young and experienced employees united by the institution of mentoring in the professional community;
- the function of reproduction of professional and social relations, through which the mentoring institution supports stability of the professional law enforcement system of Russia;
- a regulatory function – assistance to young employees in regulating relations with the authorities, other members of the professional community, and citizens based on norms, rules of conduct, taking into account existing sanctions and professional ethics;
- a communicative function is to assist young employees in ensuring interaction with each other, other members of the professional community through certain rules and ethics of professional activity.

Also, the pedagogical component of mentoring includes a whole range of functions, among which:

- a humanistic function – helping young employees in the formation and development of

intellectual, spiritual and moral, civil-patriotic, physical potential of the individual;

- a professional and economic function is to assist young employees in mastering professional competencies, which means training qualified personnel for the law enforcement system;

- a socio-political function – providing assistance to young employees in acquiring a certain social status;

- a cultural function – assistance to young employees in mastering social and professional culture and developing creative abilities;

- a socializing function – assistance to young employees in their professional activities that benefit society, the state, the department and themselves.

It is impossible to ignore the issue of dysfunction in mentoring, which demonstrates a violation of stability, personnel balance in the Russian law enforcement system through the appearance of failures and destructive situations in the work of the mentoring institution. The modern history of law enforcement agencies has experienced negative consequences from the absence of mentors or a formal approach to their appointment. So, in the noughties, the Federal Penitentiary Service of Russia faced the problem of a shortage of experienced employees who could pass on their experience to young people due to their superannuation.

The institution of mentoring as a practice of working with novice employees has a rich history and is developing today, acquiring various forms of implementation. In particular, I.A. Zorina, considering mentoring types, describes the specifics of tutoring, mentoring, coaching and facilitation [18, p. 184].

The institution of mentoring in the system of the Ministry of Internal Affairs of Russia, being a formal social institution, is defined by specific requirements – federal laws No. 3-FZ of February 7, 2011 “On Police” and No. 342-FZ of November 30, 2011 “On Service in the Internal Affairs Bodies of the Russian Federation and Amendments to Certain Legislative Acts of the Russian Federation”, as well as orders of the Ministry of Internal Affairs of Russia No. 460 of June 26, 2020 “On Approval of the Code of Ethics and Official Conduct of Employees of Internal Affairs Bodies of the Russian Federation” and No. 50 of February 1, 2018 “On Approval

of the Procedure for Organizing Service in the Internal Affairs Bodies of the Russian Federation”. For example, the latter establishes that a mentor is assigned to each mentee for the period of his/her individual training, as well as to “an employee transferred to a higher, equivalent or lower position in the internal affairs bodies corresponding to a different functional purpose or field of activity”. It should be noted that none of the normative legal acts of the Ministry of Internal Affairs of Russia contains clear criteria for the selection of mentors, describes a process of their training and evaluating results of their activities.

So, the regulatory framework for mentoring is far from perfect, but it still exists. The leadership of law enforcement agencies and departments, as well as ordinary employees, understand the need to improve it, which is confirmed by the availability of scientific and theoretical research and practical proposals.

In turn, we note that the institution of mentoring in law enforcement agencies assumes some methodological foundations, including principles of mentors, the content and tools of pedagogical support of young employees, the process of training and work of a mentor.

The role of the head of the body, organization, department in the mentoring institution should be discussed separately. The head, embodying pedagogical functions, acts as a mentor to mentors, carries out their training using general and private methods.

We will highlight stages of the head’s work with mentors.

Stage I (diagnostic) involves selection of mentors through conversation, studying materials of the applicants’ personal files and monitoring their activities.

Stage II (preparatory) includes a methodology for training mentors: setting goals and objectives of mentoring activities; conducting classes with mentors, organizing individual and group forms of work; presenting the content of mentoring activities through pedagogical support of young employees; presenting mentoring tools (methods of conversation, clarification, instruction, counseling, etc.).

Let us consider methodological foundations for the development of the mentoring institution in law enforcement agencies. The methodology of mentor training assumes the following:

1. Goal-setting in the work of mentors includes setting tasks related to the implementation of pedagogical support of young employees. It is obvious that goal-setting will be associated with the diagnosis of a young employee, which will reveal a level of professional competencies and set tasks for providing mentoring assistance.

2. Principles of work of mentors who provide pedagogical support to young employees.

Researchers propose different sets of pedagogical support principles. Thus, E.I. Kazakova highlights principles of the advisory nature of mentor's advice, the priority of mentee's interests, continuity, multidisciplinary, striving for autonomy. A. N. Kopeikin described the principles of trust, openness, complexity, prevention, creation of favorable conditions, activation of independent work [19, p. 8]. N. V. Poyarkova [20, p. 5] considers the principles of orientation to moral values, dialogism, integrity, activity, AM. Tkachenko – complementarity and variability, subject-subject interaction, sphericity, reliance on the internal potential of the subject [21, p. 9]. E.V. Yakovlev and N.O. Yakovleva focus on ensuring the completeness of the set of principles and believe that the grounds for their selection should be theoretical and methodological approaches to the study of the problem, patterns of pedagogical support, subjects of support and their activities, and stages of pedagogical support.

Based on the results of empirical research (E.I. Kazakova, A.N. Kopeikin, N.V. Poyarkova, E.L. Cherepanov, E.V. Yakovlev, N.O. Yakovleva, etc.), we believe that the following principles will be relevant for mentors in the aspect of pedagogical support of young law enforcement officers:

– purposefulness of pedagogical support of a young employee. The goal determines a direction and method of mentor's actions. Comparing the current level of professional and personal development of a young employee's personality with his/her ideal model will allow us to develop a program for providing pedagogical support and assistance and a plan for its implementation, as well as to select tools to achieve the goal;

– consistency of pedagogical support of a young employee. The essence of this principle is that pedagogical support is considered as a

system. The system is a collection of related elements mutually influencing each other. At the same time, pedagogical support of a young employee will be a subsystem in relation to the holistic process of lifelong education. Pedagogical support as a subsystem has its own structure of elements (purpose and objectives, content and tools), interconnected and interdependent with each other;

– humanism in pedagogical support of a young employee. It assumes the value of a person and his/her life and is considered in the field of an axiological approach that calls for the need for assistance. At the same time, the combination of the goals of the state, department, society and individual triggers a mentee to develop professional competences in accordance with his/her professional interests, capabilities and needs;

– respect for the personality of a young employee combined with reasonable demands on him/her. Reasonable demands as assistance are appropriate and determined by the needs of pedagogical support aimed at developing positive professional and personal qualities in a young employee. A mentor using the method of pedagogical requirement should make sure that a young employee clearly understands the meaning of the requirement imposed on him/her, be sure that this method will help to correct professional activities and behavior of a young employee without harming his/her self-esteem and dignity;

– reliance on positive personality traits of a young employee. Laying emphasis on mentee's positive qualities that can compensate for negative ones, a mentor forms a positive professional orientation of a young employee. The latter acquires a sense of success in mastering new forms of behavior, satisfaction from professional realization, self-confidence, and confidence in achieving professional goals. This principle is connected with pedagogical support stages and the specifics of professional activity of a young employee;

– consciousness and activity of an individual. A young employee should realize the need for positive changes in his/her professional activities and be motivated to make these changes. Only then he/she becomes an active participant in these changes and will strive to accelerate them. In this case, a young law enforce-

ment officer requires assistance to turn from a pedagogical support object to his/her subject, which guarantees a positive result. Under this condition, there is a favorable subject-subject interaction in activities of a mentor and a young employee;

- combinations of direct and parallel impact in pedagogical support. In addition to the direct influence of a mentor on the personality of a young employee, mobilization of socially significant forces plays an important role in optimizing pedagogical support. This creates an additional vector of influence. Such forces include a team of employees. Using the power of public opinion, we get an unconditional effect in pedagogical support. For a young employee, for example, the opinion of experienced employees and authorities is an important factor in choosing the direction of behavior and becoming a professional.

- unity of diagnosis and pedagogical influence in pedagogical support. This principle ensures the integrity of the process of pedagogical support of a young employee. It is impossible to influence effectively without knowing the source data about an object. It is difficult to choose methods and techniques if there is no data about a young employee, the causes and nature of his/her behavioral reactions and the specifics of his/her relationships in the team. Pedagogical support requires: 1) analysis of individual personality characteristics of a young employee, his/her level of training and professional interests; 2) tracking the dynamics of changes as a response to the assistance provided; 3) conducting diagnostics in the process of pedagogical support. Knowledge of individual characteristics helps quickly identify strengths and weaknesses of an employee and adjust the support provision process;

- inverse proportionality, “hyperbole”. An important component of mentoring is the systematic interaction between a mentor and a young employee. Feedback helps the latter to understand their successes and mistakes, which stimulates self-development and self-improvement. However, there is a need to gradually reduce assistance on the part of a mentor and increase the independence of a young employee.

Thus, the main provisions of the pedagogical support principle form its basis, determine the

logic of influence, and outline a general strategy and specific tactics at the appropriate stages of the mentoring process.

3. Providing assistance to young employees in professional training and education within the framework of lifelong education.

Speaking of vocational training, we note that we are talking about practice-oriented complementary training, a process organized directly in the activity, since mentees already have a diploma of vocational education and a certificate of completion of initial training. However, when performing official duties, young employees have a number of questions and difficulties, since each professional activity is specific, has a special order of official activity, preparation of documentation, etc. The mentor’s help is invaluable here.

Equally important is the content of education implemented by the mentor, which includes its various directions. First of all, this is professional education, which involves development of personal qualities in a young employee, taking into account requirements of professional and official activity in modern conditions. This is a willingness to fulfill the official duty to protect the rights and legitimate interests of citizens and to protect public order.

Patriotic education is also becoming a priority today. Talking about heroism of colleagues, rituals and traditions existing in the department, a mentor should emphasize the importance of preserving historical memory.

Although the professional activity of a law enforcement officer involves knowledge of the regulatory framework, nevertheless, a mentor should not neglect legal education. It is necessary to develop a respectful attitude towards the law in a young employee.

Moral education of young employees should also be in focus, since it contributes to the development of moral qualities of a citizen (responsibility for the fate of the country and the value of goodness, justice, duty, honor).

Aesthetic education in the work of a mentor is less in demand, but a competent mentor understands the value of introducing a young employee to the beautiful. In this regard, we agree with the thesis of I.A. Kalinichenko, O.V. Ziborov, A.I. Klimenko that today “a policeman-“enforcer” is being replaced by a policeman-“intellectual” [22, p. 7].

4. Tools of pedagogical support. This is a pedagogical category that implies methods and techniques, forms and means that contribute to the achievement of the goals and objectives stated.

We will consider the most effective tools of pedagogical support, methods, techniques and tools used by mentors, identified during the empirical study:

- a method of the example. A method of education and training in which a mentor influences the consciousness and emotions of young employees by presenting a positive or negative pattern. Something perceived by vision is simultaneously fixed by consciousness, due to the fact that it does not need to be decoded, unlike the word [23, p. 63]. Practical demonstration of professional actions, participation in real office situations and analysis of specific examples contribute to more effective mastery of professional competencies. By demonstrating how to perform certain tasks, a mentor helps a young employee to understand, remember, and then reproduce correct actions;

- a method of explanation. A method of education and training, in the process of which a mentor directly influences the cognitive sphere of a young employee's personality by presenting specific facts, interpreting laws and patterns, the most important features of the subject of professional activity, individual concepts, phenomena, during which information significant for professional activity is realized. This method involves consistent disclosure of information and establishment of cause-and-effect relationships through logically constructed argumentation.;

- a method of clarification. A method of education and training, in the process of which there is a detailed interpretation of the subject of professional activity with emotional and verbal influence and orientation to a specific young employee;

- a method of instruction. A method of teaching, which consists in modeling the process and result of the upcoming professional activity by combining explanation and showing samples of activity, as well as analyzing situations from professional and official activities. For this method to be effective, the mentor's instructions and results of the activity should be

distinct, a young employee should be aware of the importance of the upcoming activity;

- a method of persuasion. A method of teaching and education consisting in direct communicative influence on the mind, emotions and feelings, during which there is a conscious acceptance of a certain position by a young employee. In order to achieve a deep understanding of the information necessary for professional activity, the method of persuasion uses a method of proof (a pedagogical technique, considered as part of the method). Any proof is based on the laws of formal logic, but various options are used. A regulatory appeal is a method that implies a reference to legislative acts as something irrefutable, previously proven, and already established. A method of analogies involves bringing a similar case, a comparative characteristic with the one under consideration, which justifies the need for a similar solution. According to a graphical method, a mentor accompanies the evidentiary reasoning with diagrams and drawings. Proof by contradiction begins with the phrase "suppose that...". The stated assumption is analyzed in detail, justifications of the existing and proposed alternative positions, as well as consequences of both, are compared. This method is appropriate when a young employee is skeptical, does not seek to understand the truth, and embarks on lengthy discussions. The method of focusing attention is justified by the following facts. A mentee hears the proof for the first time and needs to understand it, accept it here and now, unlike a mentor, who has already thought through the logic and arguments. To do this, a mentor focuses on his/her own speech: slow pace, paraphrasing during repetition, detailing, brevity of wording, highlighting significant information in tone and timbre, underlining, paying attention, and keywords [23, p. 84].

We have described only a part of the tools used by a mentor in pedagogical support of young employees. In the aspect of professional education, we also note methods of conversation and support, criticism of actions, moral choice and creating a situation of success.

Stage III (reflexive) is focused on discussing results of mentoring, reflection, and using incentive methods.

The effectiveness of mentoring activities is connected with results of the work of both

mentees and mentors. Of particular importance here is the method of encouragement – a method based on the expression of a public positive assessment of professional activity, recognition of merit and consolidating the desired behavior of the object. There are quite a lot of types of encouragement.

Let us take a closer look at awards. Our empirical research has shown the following: 87% of the respondents indicate effectiveness of awarding in the form of a certificate of honor from the Ministry of Internal Affairs of Russia, 76% – a valuable gift, 69.5% – a declaration of gratitude, and 56.5% – a departmental award [24, p. 265].

The results indicate the need to recognize the merits of mentors in the formation of young employees, strengthening their desire to remain in the system of the Ministry of Internal Affairs of Russia. In the department's award policy, there is an award for mentors, but the pilot survey has showed the rarity of its use. Many employees do not know about its existence, have no idea who is awarded it, for what merits.

Unfortunately, the complexity of the mentor's activity, associated with high resource costs (time, energy) and distraction from solving their own professional tasks, discourages experienced employees to become mentors. In fact, this indicates that it is long overdue to review the procedure for appointing mentors and evaluating their activities.

We assume that clarifying the value meaning of a special award in the form of a lapel badge "Honorary Mentor of the Ministry of Internal Affairs" will to some extent contribute to solving this problem.

Historians in the field of heraldry believe that this sign is a prototype of the honorary title "Honored Mentor of the Youth" that existed in

the RSFSR since 1981. Today, the lapel badge "Honorary Mentor of the Ministry of Internal Affairs" is awarded to the best mentors of internal affairs bodies who have served for 15 years or more and were previously awarded the state award of the Russian Federation or the departmental insignia of the Ministry of Internal Affairs of Russia. The badge is a laurel wreath with fruits, the base of which is intertwined with a ribbon with the inscription "MINISTRY OF INTERNAL AFFAIRS OF RUSSIA". In the upper part of the wreath there is an image of the emblem of the internal affairs bodies, inside the wreath there is an image of a shining torch against the background of two crossed swords in a scabbard, the inscription "HONORARY MENTOR" is superimposed on top of the images. In heraldry, the symbol of laurel trees means mediation in the transfer of knowledge, is associated with wisdom and the will to win, and fruits are interpreted as the result and outcome of activity.

Understanding the meaning of symbols included in the image of the award is an important motivational, historical, ideological, psychological and pedagogical component.

It should be noted that a similar departmental award is established in the system of the Federal Penitentiary Service of Russia – the badge "Honorary Mentor".

#### *Conclusion.*

Summarizing the above, we note that the highlighted methodological foundations for the development of the institution of mentoring in law enforcement agencies most likely affect the effectiveness of young employees through pedagogical support, which implies providing them with timely assistance in various areas of official and professional activity, contribute to strengthening human resources and require further study and testing.

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#### INFORMATION ABOUT THE AUTHORS

**INNA S. SKLYARENKO** – Doctor of Sciences (Pedagogy), Associate Professor, professor at the Department of Psychology, Pedagogy and HR Management at the Management Academy of the Ministry of the Interior of the Russian Federation, Moscow, Russia, ic-k@mail.ru, <https://orcid.org/0000-0001-9520-6797>

**MARIYA A. BLAGOVESHCHENSKAYA** – Candidate of Sciences (Law), associate professor at the Department of Psychology, Pedagogy and HR Management at the Management Academy of the Ministry of the Interior of the Russian Federation, Moscow, Russia, bmatula@yandex.ru, <https://orcid.org/0009-0005-4395-5514>

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